

MF-1

*Volunteers in Juvenile Diversion, Probation,
Detention Institutions and Alternatives*

Teaching Module Booklet

-7-

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Municipal - District Court Judge, 1959-1969

March, 1981

ACQUISITIONS

TO: Professors of Juvenile and Criminal Justice.
Professors of Sociology, Psychology, etc.
teaching juvenile and criminal justice courses.
Professors, Trainers and others conducting training
for juvenile and criminal justice volunteer programs.

FROM: The Curriculum Development Committee: Dr. Vernon Fox,
Professor G. LaMarr Howard, Dr. Gordon Misner, Mrs.
Marcia Penn, Dr. Ernest L.V. Shelley, Judge Keith J.
Leenhouts, Project Coordinator and Ms. Vera I. Snyder,
Associate Project Coordinator

During the past decade there has been a proliferation of information about volunteering. For those professionals interested, we are pleased to provide you with curriculum materials to assist you in teaching and developing classes or courses in juvenile and criminal justice volunteerism and juvenile and criminal justice general curriculum.

We have given much time and thought to this project since we are convinced volunteerism is one of the best, if not the best, development in juvenile and criminal justice programs during the last two decades. Volunteers, working under careful and intelligent supervision, reduce recidivism by greatly increasing effective rehabilitative services.

These materials have been prepared, compiled, printed and distributed with funds from a grant from the Law Enforcement Assistance Administration Office of Criminal Justice Education and Training*, The Public Welfare Foundation, the Ford Motor Company Fund and the W. K. Kellogg Foundation. Special gratitude is extended to Dr. J. Price Foster, Davis Haines, Leo J. Brennan, Jr., Dr. Peter R. Ellis and Professor Thomas O. Johnson of Asbury College.

We do suggest broad flexibility in the use of these teaching module booklets. The Teachers Outline, suggested Questions and Answers, Learning Exercises, Bibliographies and Content Pages are to be used by you in any and every way they will be most helpful. Please feel free to be creative, imaginative and utilize the materials in a manner which will best suit you. The same is true of the resource packets, modules numbered eleven and twelve.

We feel volunteerism has a very legitimate and important place in juvenile and criminal justice curriculum. We hope you agree and find these resources helpful.

Please let us know if we can be of any further assistance. We wish you the best in your classes and courses on this most vital, crucial and critical subject.

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VOLUNTEERS IN JUVENILE DIVERSION, PROBATION,
DETENTION, INSTITUTIONS AND ALTERNATIVES

One of twelve teaching module booklets
to assist Professors to teach classes
and/or courses on juvenile and criminal
justice volunteerism.

Written and Compiled by:

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Conference
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- 4) Management and Administration of Volunteer Programs in
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- 8) Volunteers and Adult Misdemeanant Courts
- 9) Volunteers with the Adult Felon
- 10) Issues, Trends and Directions for Juvenile and Criminal
Justice Volunteerism in the 1980's
- 11) Corrections Volunteer Information Portfolio (Resource Booklet)
- 12) National Education-Training Program (Resource Booklet for
Juvenile and Criminal Justice Volunteerism)

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Square Plaza, Royal Oak, Michigan 48067. Copies ordered
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booklet (at cost). Additional copies of the complete
teaching module booklets are available at cost.

*Volunteers in Prevention, Prosecution, Probation, Prison, Parole

This booklet is divided into three sections.

First, a section written by our Curriculum
Development Committee.

The second section is a chapter from a book
written by John Stoeckel, now the Executive
Director of the National Association on Vol-
unteers in Criminal Justice.

Third, a very brief reference is made to three
outstanding juvenile programs of the 1960's
and 1970's.

OUTLINE
VOLUNTEERS IN
JUVENILE DIVERSION, PROBATION, DETENTION,
INSTITUTION AND ALTERNATIVES

SECTION ONE

- I VOLUNTEERING WITH JUVENILES: In spite of vast expenditure, delinquency and youth crime continues.
 - a) Effect of urbanization.
 - b) Family
 - c) Viability of preparation for parenthood.

- II VOLUNTEERISM:
 - a) Has been successful in many cases.
 - b) However, often the requirements of the legal system cause help to come too late.
 - c) We must have children in a higher priority.
 - d) Many causes of delinquency.
 - e) Purpose of this article is to assist citizens to be effective volunteers.

- III KNOWLEDGE NEEDED TO BE EFFECTIVE VOLUNTEERS:
 - a) Scope of the problem
 - 1) 17 year old youth in Detroit
 - 2) 16 year old juvenile in California
 - 3) Total arrest trends - Table 1
 - 4) Juveniles in public juvenile detention and correctional facilities - Table 2
 - b) Juvenile Court Law and Process and Procedures
 - 1) History
 - a) Cook County (Chicago, Illinois)
 - b) Hammurabic Code
 - c) Eighteen and Nineteen Centuries
 - d) American Scene - Poor Laws - Puritans - Jane Addams

- IV PURPOSE: Knowledge of Particular Operation
 - a) Philosophy of the Juvenile Court
 - 1) Child is different than an adult.
 - 2) Child is an asset to the state.
 - 3) Law is living, growing and changing.
 - b) Unfortunately, juvenile delinquency and crime does not just involve a few youth.
 - c) Effectiveness of volunteers is enhanced with a general understanding of juvenile law.
 - d) Knowledge of the wide range of services in a juvenile court is helpful.
 - 1) Adoption
 - 2) Termination of parental rights
 - 3) Guardianships
 - 4) Adults contributing to delinquency

V KNOWLEDGE OF THE PROCESS:

- a) Referral
- b) Complaint
- c) Intake
- d) Preliminary Hearing
- e) Dispositions
- f) Adjudicated Hearing
- g) Dispositional Hearing
 - 1) Figure 1 - Operations of the juvenile justice system.

VI DELINQUENCY DEFINED:

- a) Legal Definition
- b) Preconceived notions of volunteers
- c) Discretion of judges and its effect
- d) Definition of terms
 - 1) Juvenile Court
 - 2) Juvenile delinquency cases
 - 3) Dependency and neglect
 - 4) Special proceedings
 - 5) Unit of count
 - 6) Type of court
 - 7) Method of handling
 - 8) Table 3 - Population - Stratified response rate

VII CAUSATION:

- a) Social Learning and Reinforcement Theories
- b) Congruence, Anomic and Subculture Theories
- c) Labeling and Conflict Theories
- d) Middle Range Theories

VIII SOCIETAL RESPONSE:

- a) Figure 2
- b) Table 4

IX A MEMORANDUM FROM YOUR COUNSELEE:

SECTION TWO - The Use of Volunteers in Juvenile Probation

I INTRODUCTION:

- a) Court Services
- b) Juvenile Probation Division
- c) Volunteer Services
 - 1) Inception
 - 2) Structure
 - 3) Administration
 - 4) Growth

II PROGRAMS:

- a) Volunteer Probation Officer
 - 1) Program Description
 - 2) Community Recruitment
 - 3) Application and Screening
 - 4) Volunteer Orientation
 - 5) Matching Process
 - 6) Volunteer Supervision
 - 7) Problem Identification - Solution Strategy
 - 8) Program Efforts and Results
 - a) Community Involvement
 - b) Effects on Staff
 - c) Service Intensification
 - d) Effects on Clients and Volunteer Expansion
- b) Diagnostic Service Volunteer (Predisposition and Intake)
 - 1) Program Description
 - 2) Community Recruitment
 - 3) Application and Screening
 - 4) Volunteer Orientation
 - 5) Matching Process
 - 6) Volunteer Supervision
 - 7) Problem Identification - Solution Strategy
 - 8) Program Efforts and Results
 - a) Recruitment and Screening
 - b) Quantity of Services
 - c) Quality of Services
 - d) Effects on Clients
 - e) Effects on Staff
 - f) Project Expansion
- c) Volunteer Teacher Program
 - 1) Program Description
 - 2) Recruitment, Screening and Matching
 - 3) Orientation and Training
 - 4) Supervision
 - 5) Problem Identification - Solution Strategy
 - 6) Program Efforts and Results
 - a) Community Involvement
 - b) Effects on Staff
 - c) Effects on Students
 - d) Service Intensification
 - e) Program Continuance
- d) Court Interviewer - Guardian Ad Litem
 - 1) Program Description
 - 2) Community Recruitment
 - 3) Application and Screening
 - 4) Volunteer Orientation
 - 5) Matching Process
 - 6) Volunteer Supervision
 - 7) Problem Identification - Solution Strategy
 - 8) Program Efforts and Results
 - a) Community Involvement
 - b) Effects on Staff
 - c) Service Intensification
 - d) Effects on Clients and Volunteer Expansion
- e) Summary Notes

SECTION THREE

I BOULDER, COLORADO JUVENILE COURT:

- a) National Information Center on Volunteers

II PARTNERS:

- a) Use of exciting adventures

III EXPEDITIONS OF NORTH AMERICA:

- a) Importance of:

- 1) Accomplishment
- 2) Beauty
- 3) Love
- 4) Personification of love in a living example

VOLUNTEERS IN
JUVENILE DIVERSION, PROBATION, DETENTION,
INSTITUTION AND ALTERNATIVES

QUESTIONS AND ANSWERS

- 1) What unique plea was made in the book, KIDS, CRIME AND CHAOS?
 Answer: There should be delinquency because it is a sign of flourishing economy.
- 2) Tell about the cases cited by the author which occurred in Detroit and California.
 Answer: See Third Page, Section I
- 3) What are some of the conclusions you feel are justified from studying the total arrest trends of 1978.
 Answer: See Table 1
- 4) Was the behavior of children discussed in the Hammurabic Code?
 Answer: Yes
- 5) Jane Addams and her work with the Hull House gave birth to what?
 Answer: The juvenile court movement
- 6) Where was the first juvenile court?
 Answer: Chicago
- 7) What is the prime purpose of the juvenile court?
 Answer: To help children who are in trouble with the law
- 8) The juvenile court offers a wide range of services. Name four such services...
 Answer: Adoption, Termination of Parental Rights, Guardianship of Minors, Custody and cases involving contributing to the neglect, delinquency or non-support of children.
- 9) List the procedures in juvenile court...
 Answer: Referral, Complaint, In-take, Preliminary Hearing, Dispositions, Adjudicated Hearing, Dispositional Hearing
- 10) Define Delinquency
 Answer: Broadly, a juvenile delinquent is one who commits an act defined by law as illegal or delinquent and who is adjudicated delinquent by an appropriate court.
- 11) Define these Terms: Juvenile Court, Juvenile delinquency cases, dependency and neglect, special proceedings, unit of court, type of court and method of handling.
 Answer: See page 26

- 12) Sum up the memorandum from your counselee...
 Answer: See page 34
- 13) In the Hennepin County Court volunteers were used in what ways?
 Answer: Volunteer Probation Officer
 Diagnostic Service Volunteer
 Volunteer Teacher Program
 Court Interviewer--Guardian Ad Litem
- 14) What are the main issues which were addressed in each program?
 Answer: Recruitment, Application and Screening,
 Volunteer Orientation, Matching Process,
 Volunteer Supervision
- 15) Discuss the Boulder, Colorado Juvenile Court Detention Homes...
 Answer: They were called Attention Homes rather than
 Detention Homes and featured the use of many
 volunteers in a home setting.
- 16) Where and how did the National Information Center on Volunteers
 begin?
 Answer: It grew out of the Boulder program and was founded
 by Dr. Ivan H. Scheier.
- 17) Most volunteer programs initially force the probationer or divertee
 to see the volunteer. How does Partners do it?
 Answer: Attracts the probationer or divertee by offering
 exciting adventures such as airplane rides, rafting,
 water skiing, etc.
- 18) What are the five main ingredients of the Expeditions of North
 America program?
 Answer: Accomplishment, Beauty, Love, Personification of
 love in a person, the guide.

LEARNING EXERCISES

WIN - WIN - WIN

- OBJECTIVE: To design a volunteer project that benefits the
 volunteer, the offender and the court.
- PROCEDURE:
- 1) Discuss why volunteer programs can fail
 - a) Wrong match
 - b) Staff Resistance
 - c) No job description
 - d) Other
 - 2) Have each student design a particular one-to-one
 volunteer project that meets the needs of the
 volunteer, the offender and the court. Students
 should include motivations of all three.
 - 3) Identify types of volunteers
 - a) Retired
 - b) Ex-offender
 - c) Housewife
 - d) Business person
 - e) Student
 - 4) Discuss the benefits of this type of approach for
 a successful volunteer program

SECTION ONE

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SECTION ONE

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VOLUNTEERING WITH JUVENILES

Introduction

The concern of the masses of citizens in the United States and peoples throughout the world about the phenomenon of juvenile delinquency continues in the decade of the 1980's. It appears that neither money, as indicated by vast appropriations from government and private foundations, nor the multi-efforts of private citizens, nor the improved methodologies of intervention and increased technology about restorative and curative health have minimized the increasing threat of the spread of juvenile delinquency. However, in spite of the increasing incidents of delinquency and juvenile crime rates, one fact remains almost impossible to determine: the rate of delinquency had not the assistance mentioned above existed.

In the book Kids, Crime and Chaos, the Mayor of a small Italian city makes a plea for crime and delinquency. We know this was not what he actually sought but it is generally recognized that where crime and delinquency exist in abundance, a degree of urbanization exists. Urbanization generally assumes a flourishing economy with physical, social, and economic development. However, with urbanization both ends of the continuum exist: plenty for some and deprivation for many others. Under these circumstances, crime flourishes.

Studies of crime causation have not given any real panaceas to realistically arrest or stop the pervasive illness which seriously distorts acceptable social functioning on the part of youth. What we have learned has been ameliorative for many and has given citizens, as participators in the democratic and humanitarian ideal, visual and moral efforts which prick the conscious "satisfaction button" that something, at least, has been done.

The novice may claim to know the answers to causation and to be able, without a doubt, to restore those presently afflicted by the disease of delinquency. Others may indict the family and social institutions indicating that prevention is possible if the prerequisites for proper social, economic, and psychological functioning is made available to each child. Knowledgeable experts may extend this to the pre-natal period and even to the life styles of parents during their preparation for marriage.

Most theorists recognize the viability of preparation for parenthood. Most researchers posit their themes as explanations for the many variables which have been listed as "contributing" to the causes of delinquency. The holistic approach to delinquency causation has long been acceptable. How to get a handle on the approach is the subject matter of many who have researched and found plausible methods of intervention.

Notwithstanding, the Mayor's solicitation of crime was indicative of an ingredient present in thriving urban areas. The thrust of this series posits volunteerism as indicative of an approach which has been successful with many in traditional and non-traditional programs dealing with the amelioration of the multifaceted problems of delinquency. Also posited is that the quality of the

relationship, in whatever interventive process, is equally recognized as being germane to restoring youth to useful lives.

Although the ideal is prevention and promoting a quality of life among children who are the victims of delinquency, American legal statutes, policies and practices have mandated otherwise. The point of intervention most often recognized and acceptable is after the criminal act has been committed or more disturbing, after urban patterns of delinquency have become habituated.

If Americans were forced to prioritize national goals without regard to concerns about personal safety, they might well choose as a national priority their children and youth. Too much is being invested in the future not to consider realistically tomorrow's valuable resource---it's youth.

The history of our treatment of, provisions for, and manifest concern for children is not supportive of this premise. Our initial fears for their safety, their education, and their future as participants in a society of tomorrow are lost in our immediate concerns for the newspaper reports of their crimes, violent and dangerous, to themselves and society at large; our concerns about the behavior of youth not characteristic of the "good ole days" when children were mindful and "acted as children;" our concerns about the wasted time with wild, and often termed "satanic," music and dance rather than the worthwhile pursuits of study and the appreciation of aesthetics.

While experts abound, it is safe to assume that the problems and concerns of our youth and the phenomenon of juvenile delinquency are little understood in contemporary America. Too many are too involved and subjectively concerned while others are too far removed and objectively detached.

The purpose of this chapter is to explore ways and means which might give the average American citizen and the professional a module for intervention through volunteer programs. Volunteerism, its history, purposes and present status is reviewed elsewhere in this text. No panacea is proposed---this would be non-sequitur to knowledge in contemporary research in delinquency causation and prevention which gives rise to the advocacy of intact volunteer programs.

Close attention to three specific areas should be given consideration in the utilization of volunteers: knowledge, values, and skills.

KNOWLEDGE

There are many areas of knowledge which should be a prerequisite for anyone wishing to intervene in the life of a troubled child. However, considering the state of volunteerism, however good the recruitment effort, volunteers make the initial choice to volunteer. What each brings to a setting is dependent upon a variety of factors as they relate to the sociological, psychological, social and economic background of each troubled child. Basic understandings of certain facts would appear essential to effectively use volunteers in a particular setting. An essential knowledge base would include (1) the scope of the problem, (2) juvenile court law, process and procedures, particularly

in the state or given locality of the volunteer, (3) a knowledge of the particular setting or operation, i.e., probation, community based service (public or private sector), (4) some indication of causative factors, and (5) societal reaction.

Scope of the Problem

A contemporary view of the nature and scope of youthful crime is summed up by Louis P. Carney who states:

In Detroit, a 17-year old stabbed a Wayne State University professor to death in a robbery, which netted him \$2.00. It was the second murder he had committed in his young life. In Los Angeles, another 17-year old was arrested after bludgeoning a mother and three of her daughters to death. He was on probation when he committed these crimes, and had been arrested eight previous times for a variety of mostly violent crimes. In Miami, a 15-year old boy was sentenced to life in prison with no possibility of parole for 25 years, following a murder conviction. He killed an 83-year old neighbor who had caught him ransacking her home. The youth's defense was that he had become temporarily intoxicated by the violence which he had witnessed on television. In Lanett, Alabama, a 13-year old child shot his school principal twice, following a paddling for fighting with another student in the classroom. In 1978, an 83-year old woman testified before a Senate subcommittee that she had lived in an area terrorized by juvenile gangs and that she had been beaten, choked, and robbed of her social security money.

In Ventura, California, a judge described a 16-year old rapist-murderer as a "savagely and sadist" and publicly regretted that he had to commit the defendant to the Youth Authority, because of his age, rather than to prison for life. And in Burlingame, California, a judge sent two teen-aged kidnapers, who had threatened to send the fingers of their 11-year old victim to his parents if their ransom demand was not met, to county jail instead of prison. He said he was influenced by psychiatric testimony that the defendants could be rehabilitated. The victim's mother was furious. And, in 1978, the youngest person in modern American judicial history was indicted for murder, and processed as an adult, in New York. He was thirteen years old (1980, p. 244).

A selected list of reported Juvenile Crimes are listed in Table 1, Total Arrest Trends, 1978. The picture for unreported crimes and behaviors on the part of youth detailed by Hood and Sparks (1970) reminds us that the official picture is not a complete one. Juvenile in public juvenile detention and correctional facilities for selected years are depicted in Table 2.

TOTAL ARREST TRENDS, 1978
(10,319 agencies; 1978 estimated population 179,569,000)

Offense charged	Number of persons arrested		
	Total all ages	Under 15	Under 18
Murder & Non-negligent Manslaughter	14,970	187	1,346
Forcible Rape	22,794	867	3,584
Robbery	95,839	7,041	29,257
Aggravated Assault	197,882	8,503	31,070
Burglary	401,959	79,301	212,175
Larceny-Theft	935,921	170,229	398,210
Motor Vehicle Theft	118,120	16,433	62,452
Arson	15,186	4,536	7,585
Forgery & Counterfeiting	61,308	1,372	8,254
Vandalism	194,623	58,338	112,798
Weapons; Carrying, Possessing, Etc.	125,905	4,802	19,917
Sex Offenses (except forcible rape and prostitution)	51,941	3,595	9,850
Drug Abuse Violations	496,029	18,374	122,629
Offenses against Family & Children	50,296	1,134	2,664
Driving under the Influence	1,085,544	467	25,221
Liquor Laws	319,895	8,850	115,383
Drunkenness	994,097	3,797	39,330
Disorderly Conduct	618,321	31,959	113,034
Curfew & Loitering Law Violations	72,735	19,052	72,735
Runaways	156,499	62,727	156,499

Extracted from Uniform Crime Report, 1978, p. 192.

TABLE II

JUVENILE IN PUBLIC JUVENILE DETENTION AND CORRECTIONAL FACILITIES
ON JUNE 30, BY TYPE OF FACILITY, UNITED STATES, 1971, 1973-75

Type of Facility	Number of Juveniles				Percent Change			
	1971	1973	1974	1975	1971-75 Cumulative	1971-73	1973-74	1974-75
All Facilities	54,729	45,694	44,922	46,980	-14	-17	-2	+5
Detention Center	11,767	10,782	11,010	11,089	- 6	- 8	+2	+1
Shelter	360	190	180	200	-44	-47	-5	+11
Reception or diagnostic Center	2,153	1,734	1,376	1,436	-33	-19	-21	+4
Training School	34,005	26,427	25,397	26,748	-21	-22	-4	+5
Ranch, Forestry Camp, and Farm	5,471	4,959	5,232	5,385	- 2	- 9	+6	+3
Halfway House and Group Home	973	1,602	1,727	2,122	+118	+65	+8	+23

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Source: U.S. Department of Justice, Law Enforcement Assistance Administration, Children In Custody: Advance Report on the Juvenile Detention and Correctional Facility Census of 1975 (Washington, D.C.: U.S. Government Printing Office, 1977), pp. 17, Table 2.

The Juvenile Court

History: The structure of our society permits diverse opinions about any and all subjects. The opinions are as diverse as the population. It would follow that the opinions as to where our concerns about youth problems begin are also diverse. For many, even though there is a recognition that the problems of youth, per se, have existed historically, the history actually begins with the development of the juvenile court in Cook County, Illinois in 1899. For others, the history is detailed by Ellis and Noyes in their article, "Volunteers as Builders of American Justice," and Fox as he details private corrections (1972, 340ff; 1977, 243 ff) serve as the appropriate background. Historians' early writings have reflected on youth and their relationship to the adult world. If the premise can be accepted that a "law," whether from mores or statutes, is unnecessary without attendant behavior, then admonitions such as "Honor thy father and thy mother: that thy days may be long upon the land which the Lord thy God giveth thee" (Exodus, 20:12 - KJV) and "Children obey your parents in all things..." (Colossians--KJV) are perhaps the earliest indications of public and private concern over the behavior of children.

The Hammurabic Code, dating from 2270 B.C., which governs family relationships among other things, gives evidence that children's behavior was considered. Simonsen records three incidences of such concern in the Code, which are generally accepted as part of our juvenile code today:

- 1) Punishment of children by parents
- 2) Adoption of children
- 3) Care of children by parents and marital arrangements

History will record that these areas of concern did not relate to public offenses. As a matter of reference, there are several other sources which point to this concern: In A Father and His Perverse Son, author Samuel Kramer quotes from Sumerian tablets dating back to 1750 B.C., further testifying that the problems of parents with their children are as old as humanity itself. The history of the growth of children's behavior from a private to a public concern is detailed in many texts on juvenile delinquency. Significant trends include:

- 1) Middle Ages'---trial by ordeal
- 2) The Laws of the King INE, 699 - 725 A.D.
- 3) The Laws of the King Aethelstan, 924 A.D.
- 4) The Chamberlains' Court--16th Century England (forerunner of modern juvenile courts)
- 5) Sixteenth Century exceptions for youth of certain ages regarding culpability for crimes of burglary (14), homicide (8 and 14-age of discretion), and larceny (14) to mention a few (Simonsen, 1979, pp. 4-28).

The eighteenth and nineteenth centuries produced their concerns about youth and began provisions of planning for their custody and care. Examples are often grotesque and not understood, nor acceptable to contemporary standards of juvenile justice.

The effects of environment on youth are also detailed in the early accounts. By no means were the accounts detailed by Simonsen incompatible with contemporary America's ideological treatment of juveniles.

The American Scene

As stated earlier, the detailed history is fully recorded in much of the literature and needs review to understand the historical development. The Chamberlains' Court with its mandates and restrictions upon limitations for punishment of juveniles for certain offenses at certain ages could be considered a forerunner of juvenile courts. Equally important might be considered the legislation prior to the enactment of the Elizabethan Poor Laws and the "Poor Laws" per se. The Elizabethan Poor Laws influenced many areas of social concern. Emphasized here is the concern for the poor---which has over-representation in today's juvenile statistics in incidents of crime. Ferguson states:

A third principle in the Poor Law stipulated differential treatment of individuals according to categories, e.g., the deserving poor, children, the aged, the sick. The principle was based on the theory that certain types of unfortunate people have more legitimate claim for support from the community than other types.....The Elizabethan statute provided for the apprenticing of poor children.....The Poor Law also delineated family responsibilities for aiding dependents (Ferguson, 1975, pp. 65-55).

The notable shift from family to neighbors, then to the church and finally to the state represents the historical development of what happens to children as well as to public welfare, social security and adult corrections.

While innate wickedness, the chief cause emerging from the Puritan ethic of Colonial America, was chief among causative factors for delinquency, others promoted the idea of children's corruptness either from family deprivation or other unwholesome aspects of the environment.

The efforts to restore or correct ranged from giving temporary relief, the finding of homes or houses of refuge and moving them west by religious groups to give the latter a new start in a new environment (Simonsen, p. 22). The work of Jane Addams, famous for Chicago's Hull House, and her contemporaries gave rise to the juvenile court movement as we know it today.

Purpose

A fundamental axiom, always present, is that juvenile courts exist to help children who are in trouble with the law. A more sophisticated person views the court's role as being responsive to children whose behavior may cause personal harm or whose behavior is in conflict with the major mores and laws of a given community or society at large. Ketcham and Paulson state:

While the legal basis of the Juvenile Court is rooted in equity two fundamental, modern ideas concerning the child, one biological, the other social, have united in the formation of the Juvenile Court.

Biology teaches us that the child is quite different from the adult. His way of feeling and his response are governed by natural laws that pertain to youth; his behavior is an

adjustment to life, ruled by cause and effect. The whole being of the child is sacred to growth. And throughout the period of growth, during the whole course of his immaturity, he is held to be plastic, capable of infinite modification. Unless this modern concept of the child is mastered we cannot understand the principle of the Juvenile Court

The second fundamental idea is that one of the child as an asset to the state.....The chief obstacles to socialization of Juvenile Court procedure are lingering shreds of penal terminology and criminal law usage (1967, p. 14).

Another quote clearly states the differences of the juvenile and criminal courts and gives further credence to the idea that the juvenile is different than the adult.

The child was not to be convicted, but was to be found dependent, delinquent, or truant, or discharged. The child was not to be sentenced to a reformatory or prison, but committed to the care of a probation officer or to the care of a friendly institution. All of the proceedings were to be informal. The strict rules of evidence were not adhered to; the effort being first, to find out what was the best thing to be done for the child, and secondly, if possible, to do it. It will be seen at once that this procedure contemplated a complete change; instead of punishment and reformation is formation. The procedure contemplated care, attention and formation rather than reformation. In short, the chancery practice was supplemented for that of criminal procedure (1967, p. 15).

It is really not difficult to understand the social thinking which preceeded the rise of Juvenile Courts in this country. As Ketcham and Paulson indicated:

Law is a living social institution, and there is no reason why it should not keep pace with the progress of the modern social sciences and incorporate and utilize the ideas, the methods, and the morals developed therein. It would seem strange if our criminal law, our law courts, and court procedure were still clinging to the medieval sentiments of vengeance despite the tremendous advances that have been made in these sciences (1967, pp. 1-2).

Even as these concepts become a part of our thinking, it must be remembered that our society is a dynamic one. History has proved that our idealism expressed in the early codes, administrative policies and statutes, has not always lived up to the mandate of "in the interest of the child."

This idealism was briefly expressed:

The basic conceptions which distinguish juvenile courts from other courts can be briefly summarized. Children

are to be dealt with separately from adults. Their cases are to be heard at a different time and preferably, in a different place; they are to be detained in separate buildings, and, if institutional guidance is necessary, they are to be committed to institutions for children. Through its probation officers the court can keep in constant touch with the children who have appeared before it. Taking children from their parents is, when possible, to be avoided; on the other hand, parental obligations are to be enforced. The procedure of the court must be as informal as possible. Its purpose is not to punish but to save. It is to deal with children not as criminals but as persons in whose guidance and welfare the State is peculiarly interested. Save in the cases of adults, its jurisdiction is equitable, not criminal, in nature (Paulson and Ketcham, 1967, p. 6).

One might wonder what happened to this early idealism as the codes for Juvenile Courts developed in the various states for the next quarter of a century after the codification of the Juvenile Court in Cook County on April 21, 1899.

The magnitude of the problem of juvenile delinquency surfaced in the Task Force Reports of 1967.

Many Americans take comfort in the view that crime is the vice of a handful of people. This view is inaccurate. In the United States today, one boy in six is referred to the juvenile court. A Commission survey shows that in 1965 more than two million Americans were received in prisons or juvenile training schools, or placed on probation. Another Commission study suggests that about 40 percent of all male children now living in the United States will be arrested for non-traffic offenses during their lives. An independent survey of 1,700 persons found that 91 percent of the same admitted they had committed acts for which they might have received jail or prison sentences (Task Force Report: Challenge of Crime in a Free Society, 1967, p. v).

The work of volunteers is enhanced if they have a general understanding of the Juvenile Court Code of the State in which the volunteer effort is rendered. Equally important is some understanding of juvenile court operations, per se. There are general variations of the organizational patterns since few are totally separate and independent courts. Statutes generally do not provide procedural requirements. For this, the volunteer must be in contact with written materials, i.e., handbooks, procedure books and guidelines. Even so, many employed in juvenile settings will readily state such printed materials often do not keep abreast of recent changes in ordinances, laws and Supreme Court decisions. Thus, the necessity for continuous in-service training for staff and other personnel, such as volunteers, who are involved in work with juveniles.

Juvenile Court offers a wide range of services. In addition to delinquency, neglected and dependent children cases are often a part of the Juvenile Court

operations. Other actions involving children include: adoption, termination of parental rights, appointment of a guardian of the person of a minor, custody, contributing to delinquency, neglect and non-support (Task Force Report: Juvenile Delinquency and Youth Crime, 1967, p. 4).

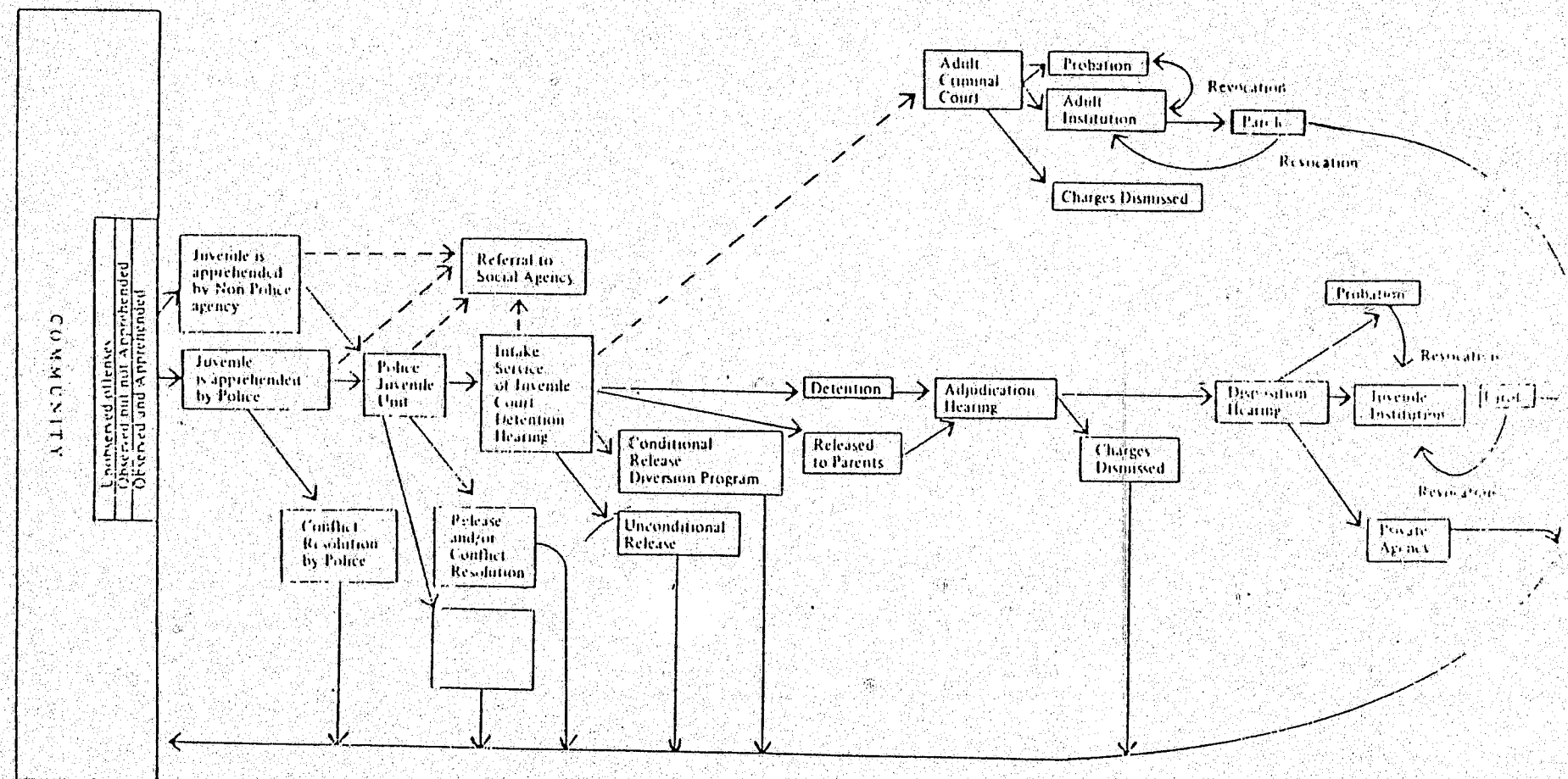
Process

Summarily, the process in the Juvenile Court is described below. A more detailed operations model provided by Chang is presented in Figure 1.

- Referral: By police, principally, who screen and adjust many offenders prior to referral to the court; by family and other social institutions of society.
- Complaint: The statement of the act as recorded in statutes, codes and laws. The complaint is initially screened at intake. The court, after inquiry, determines whether the interests of the child or the public require court action.
- Intake: Preliminary screening function, usually by probation officers or other designated personnel, based upon sufficiency of evidence and desirability of court action, may:
- 1) authorize the filing of petition, or
 - 2) dismiss, or
 - 3) dispose of the case by "informal adjustment," or
 - 4) determine whether the child will be detained for hearing (this function is generally that of the preliminary hearing)
- Preliminary Hearing: (arraignment or initial hearing) A standard of proof is examined (often lower than the proof beyond a reasonable doubt) as established in adult courts. The general requirements of the Miranda warning are operative.
- Dispositions: Dispositions may vary at this level and all dispositions mentioned above may be considered or the child may be:
- 1) released pending court hearing
 - 2) held for psychological evaluation
 - 3) held for hearing where all requirements of due process will be applicable
- Adjudicated Hearing: A hearing with all parties to the offense giving testimony to determine guilt, innocence or grounds for dismissal.

Figure 1

MODEL I: OPERATIONS OF THE JUVENILE JUSTICE SYSTEM



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Source: Chang, Introduction to Criminal Justice, 1979, p..341.

Dispositional Hearing: If guilt has been determined, the probation officer needs a social history to determine the most appropriate disposition. Both the interest of the child and society is considered.

- Possible Court Action Includes:
- 1) warning (with or without fine)
 - 2) dismissal of case
 - 3) probation (with or without arrangement for restitution)
 - 4) referral to an agency for appropriate treatment
 - 5) referral to a treatment facility
 - 6) committment to an institution
 - 7) waiver to the adult court (Task Force Report: Juvenile Delinquency and Youth Crime, p. 1, ff)

The Task Force Reports provide a general and needed historical introduction to the understanding of crime and resources provided by society to deal with crime in America. Those interested in volunteer work with juveniles should read the report in Juvenile Delinquency and Youth Crime. Though dated because of changes which have since occurred in Juvenile Court organization and administration, the report provides needed information to begin to grasp an understanding of youth crime.

Delinquency Defined

Broadly, a juvenile delinquent is one who commits an act defined by law as illegal or delinquent and who is adjudicated "delinquent" by an appropriate court. The legal definition is usually restricted to a person under age eighteen, but in some jurisdictions the age is different (Bartol, 1980, p. 115).

The average volunteer, upon initial assignment in a juvenile setting will discover that delinquency, as defined by Juvenile Courts, differs from their preconceived notions. Many volunteers have had no prior experiences, as children or adults, with Juvenile Courts other than from secondary or tertiary sources such as the media or from the friend of a friend. Most often, it is through the words of their children when school-mates come into contact with the law. The definition of delinquent acts include behavior such as:

Juvenile delinquency cases are those referred (to a court) for acts defined in the statutes of the State as the violation of a State law or municipal ordinance by children or youth of juvenile court age, or for conduct so seriously antisocial as to interfere with the rights of others or to menace the welfare of the delinquent himself, or of the community. This broad definition of delinquency includes conduct which violates the law only when committed by children; e.g., truancy, ungovernable behavior and running away (Cavan, 1975, p. 2).

The delinquent, then, would be a person whose misbehavior is a relatively serious legal offense, which is inappropriate to his level of development; it is not committed as a result of extremely low intellect, intracranial organic pathology, or severe mental or metabolic dysfunction; and is alien to the culture in which he has been reared. Whether or not the individual is apprehended or legally adjudicated is not crucial (Cavan, 1975, p. 5).

For many who have had some official capacity with juvenile courts throughout the country, the definition has become simply: Delinquency is defined by the Juvenile Court Judge---it is what he/she says it is. The matter must come before him or her for some recognition and disposition---otherwise delinquency acts are defined as unofficial in a legal sense.

However, to unravel delinquency, the broader social and psychological implications must be understood. The volunteer works most often in this area with children who have either been declared delinquent having been in contact with the judiciary or they are called upon to render service with those receiving "unofficial supervision" in an effort to prevent further acts of delinquent behavior.

Definition of Terms

The following definitions may be useful to the volunteer in understanding the juvenile court:

Juvenile Court --- All courts that have jurisdiction in cases of children---separate or independent juvenile courts as well as other courts such as probate, domestic relations and family courts in which juvenile jurisdiction has been placed. "Juvenile Court" also refers to all persons representing the court---e.g., judge, referee and the probation staff.

Juvenile Delinquency Cases --- Cases referred to juvenile court for acts defined in state statutes as a violation of a state law or municipal ordinance by children or youth within the age of juvenile court jurisdiction, for conduct so seriously antisocial as to interfere with the rights of others or to menace the welfare of the delinquent himself or of the community. This definition of delinquency includes conduct that violates the law only when committed by a child, e.g., truancy, ungovernable behavior and running away. Excluded from this report are the following: (1) ordinary traffic cases handled by juvenile courts, except where traffic cases, usually the more serious ones, are adjudicated as "juvenile delinquency" cases; (2) all adult cases in which the complaint is made against the adult, such as contributing to the delinquency of a minor, offenses against children, non-support and the establishment of paternity; (3) aid to family with dependent children cases in which the administration of funds (by the court) for and to dependent children is the only reason for court referral.

Dependency and Neglect --- Cases of neglect or inadequate care on the part of parents or guardians, e.g., lack of adequate care or support resulting from death, absence, or physical or mental incapacity of the parents, abandonment or desertion, abuse or cruel treatment and improper or inadequate condition in the home.

Special Proceedings --- Cases involving children in court for other than delinquency or dependency and neglect, e.g., adoption, institutional commitments for special purposes, application for consent to marry or to enlist in the armed forces, determination of custody or guardianship of a child and permission (to hospitals) for an operation on a child.

Unit of Count --- Case "disposed of" by a juvenile court means some definite action has been taken or some treatment plan has been decided upon or begun. Each "case" represents a child referred to the juvenile court, with or without a petition, during the year on a new referral for delinquency, neglect or in a special proceeding. Referrals to juvenile court for alleged or adjudicated delinquency, dependency and neglect cases are included.

Type of Court --- Determined by the percentage of the total population served by the court that lives in an "urban" area, as classified by the U.S. Bureau of the Census in the 1970 decennial census. To be classified as an "urban court," 70 percent of the total population served by the court must live in an urban area; to be classified as a "semi-urban court," 30 to 69 percent of the total population must live in an urban area; to be classified as a "rural court," less than 30 percent of the total population must live in an urban area.

Method of Handling --- Classified into official and unofficial, sometimes referred to as judicial and non-judicial or formal and informal. "Official cases" are those cases that are placed on the official court calendar for adjudication by the judge or referee through the filing of a petition, affidavit or other legal instrument used to initiate court action. "Unofficial cases" are those cases that were not placed on the official court calendar through the filing of a petition or affidavit but were adjusted by the judge, referee, probation officer or other officer of the court (Sourcebook of Criminal Justice Statistics, 1978, pp. 754-755).

The table shown on page 20 shows the population-stratified response rate of the nation's juvenile courts in 1974 and 1975. It should be noted that Delaware, Idaho, Kentucky, Ohio, South Carolina, South Dakota, Vermont and Wyoming did not report in 1974. Florida, Illinois, Montana and Virginia reported in 1974 and 1975 but they are not included in the national estimates because the data are not amenable to the projection scheme (Ibid.).

Causation

Any attempt at an inclusion of all theories which offer causes to understand and offer as a basis for treatment would almost prove futile. From personal experiences, many volunteers come to the setting with a degree in the behavioral sciences or a liberal arts degree. Knowledge of a priority about theoretical constructs of causation and methods of treatment may often be assumed to be present. The opinions of the volunteers as to what is best to ameliorate or solve problems becomes important when these opinions either are in conflict or consistent with those of the sponsoring agency and its staff representatives.

The teacher of the course may have students where basic courses in Psychology and/or Human Behavior have acquainted them with such theories. A review might include the following readings in, or theory and what theory purports, as summarized in Cromwell (1978). The chief theories are listed below.

- 1) Social Learning and Reinforcement Theories
 - a) S-R contingencies - Clarence Schrag
 - b) Differential association - Edwin Hardin Sutherland and Gabriel Tarde
 - c) Differential identification and anticipation - Daniel Glaser
 - d) Social alienation and differential reinforcement - Clarence Ray Jeffrey
 - e) Differential reinforcement and operant conditioning - Robert L. Burgess and Ronald L. Akers
 - f) Etiological factors of crime and delinquency - emotional and social disorganization of the individual - David Abrahamsen
 - g) Hedonism - Hans J. Eysenck, Orval Hobart Mowrer and Gordon B. Trasler
- 2) Congruence, Anomic and Subculture Theories
 - a) Anomic and social structure - Emile Durkheim and Robert Merton
 - b) Differential opportunity - Richard Clonard and Lloyd Ohlin
 - c) Lower class delinquency - Walter B. Miller
 - d) Middle class delinquency - Edmund W. Vaz and Ralph W. England
 - e) Delinquency subculture - Albert K. Cohen
 - f) Anomic - Emile Durkheim
 - g) Contraculture - John M. Yinger
 - h) Reference group theory - Martin R. Haskall

Size of court	All courts			Responding courts			Percent of total population served
	Number	Estimated total population served	Estimated eligible child population served	Number	Estimated total population served	Estimated eligible child population served	
1,000,000 or more	25	46,688,250	6,969,383	19	33,981,499	5,086,582	72.8
500,000 to 999,999	52	36,158,260	5,501,764	33	22,417,485	3,415,450	62.0
250,000 to 499,999	78	27,076,798	4,306,308	48	16,442,117	2,660,720	60.7
100,000 to 249,999	207	32,714,798	4,973,129	123	19,724,881	2,999,371	60.3
50,000 to 99,999	326	22,968,871	3,578,321	188	13,293,046	2,051,844	57.9
25,000 to 49,999	553	19,249,682	3,021,539	252	8,869,854	1,382,725	46.1
10,000 to 24,999	963	15,326,984	2,443,566	456	7,494,821	1,181,201	48.9
Under 10,000	702	4,263,529	673,654	362	2,179,619	431,408	51.1
Total, United States	2,879	204,447,172	31,476,664	1,481	124,403,322	19,119,301	60.8

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(Sourcebook of Criminal Justice Statistics, 1978, p. 754).

3) Labeling and Conflict Theory

- a) Primary and secondary derration - Edwin M. Lemert
- b) Labelling: Sociology of deviance - Howard Saul Becker
- c) Labelling and conflict: Social reality - Richard Quinney
- d) Labelling and conflict: Turk's criminalization theory - Austin A. Turk
- e) Social control: Containment - Walter C. Reckless
- f) Techniques of neutralization, drift and subterranean values - Gresham M. Sykes and David Matza

4) Middle Range Theories

- a) Subculture of violence - Marvin D. Wolfgang and Grance Ferracuti
- b) (Sociological) Integrated Theory of Relativity - Richard D. Knudten
- c) (Psychological) A Biopsychosocial Theory to Crime and Delinquency - Juan Cortes

No effort is made to explain the theories, rather to recapitulate from a chosen perspective as to the range. Courses in criminology and human growth and development are offered in many disciplines at the college level. One such course offering should be taken prior to this course. If such a course has not been taken, ancillary readings can be required.

Societal Response

Cavan's behavior continuum offers some explanation as to society's view of behavior. She stated that the continuum represents the social structure, the framework of which consists of the institutions and less formal but fairly permanent organizations that, operating together, carry on the functions of society. In Figure 2, shown on page 23, area D. represents the central or dominant part of the social structure, where institutions are found that set the formal standards for behavior and exert the formal means of control. The base line represents the extent of deviations from the central social norms. According to this hypothetical formulation, behavior falls into a continuum from condemnable behavior (area A) through increasing degrees of behavior to what some might refer to as near perfection or conformity in area G. In some cultures the conformity as represented in area G may represent deviancy for some culture groups. The characteristics of the stages of continuity in behavior are presented in Table 4. These should serve as a guide to the volunteer in understanding the range of possible behaviors of the children to whom they are assigned.

TABLE 4
CHARACTERISTICS OF STAGES OF CONTINUITY IN BEHAVIOR

	A	B	C	D	E	F	G
	DELINQUENT CONTRACULTURE	EXTREME UNDER- CONFORMITY	MINOR UNDER- CONFORMITY	NORMAL CONFORMITY	MINOR OVER- CONFORMITY	EXTREME OVER- CONFORMITY	OVERCONFORM- ING CONTRACUL- TURE
<i>Public attitude</i>	Condemnation; "hard core"	Disapproval	Toleration with- out approval	Tolerance with approval	Toleration with- out approval	Disapproval	Condemnation
<i>Public reaction</i>	Rejection; school expul- sion; com- mitment to correctional school	Police warn- ings; school suspension; referral to so- cial agency	Disciplinary ac- tion by school or parent	Indifference; acceptance; mild reproofs	Ignoring	Ostracizing	Rejection
<i>Child's attitude toward public</i>	Rejection of values of <i>D</i>	Wavering be- tween accept- ance and re- jection of <i>D</i> values	Acceptance of values of <i>D</i> ; feelings of guilt	Acceptance of values of <i>D</i> ; no guilt feel- ings	No deviation in personal con- duct	Criticism of <i>D</i> behavior in others	Rejection of <i>D</i> values
<i>Child's self- concept</i>	As delinquent, outlaw	Confused, mar- ginal to <i>C</i> and <i>A</i>	As misbehaving nondelin- quent	As a conform- ing nondelin- quent	As a true con- former	Better than others	His way is the only right way
<i>Examples</i>	Armed robbery; burglary	Larceny of valuables	"Borrowing" and keeping; pilfering	Minor pilfering; unauthorized borrowing	Borrowing only with permis- sion	Extreme care not to use other's pos- sessions; criti- cism of others	Report even minor pilfer- ing to teacher or police
	Rape; serious sex deviations	Promiscuity; minor sex de- viations	Extensive nor- mal sex rela- tions	Minor normal sex relations; petting	Normal, only in marriage; no petting	Restrained, even in mar- riage	Celibacy as a philosophy
	Drug addiction	Occasional use of drugs	Smoking of marihuana	Smoking to- bacco	No smoking; use coffee or tea	No stimulating drinks, even though mild	Opposition to use by others

Source: Cavan, Ruth Shonle. Readings in Juvenile Delinquency, 3rd ed. Philadelphia:
J.B. Lippincott Company, 1975.

Summary: The ideas presented about a requisite knowledge base is not to confuse the beginning or experienced volunteer that so much is required that the task of volunteering is an impossible one. Rather, the idea presented is that the efforts of volunteers are not careless, or thoughtless, assignments made by public and private agencies. Too often the cry is heard from volunteers that they offer their services only to discover that they were not accepted either in public or private settings. The juvenile courts of this country are sanctioned by society to offer positive guidance to youth with the ultimate goal of making them valuable and contributing citizens in society. After the initial screening of some volunteers who offer services, there are serious questions by the interviewers as to whether the knowledge, skill base, and value orientation of the individual volunteers would enhance the services of the court or exacerbate already deteriorating situations in the life of the troubled child to whom the volunteer would be assigned.

Studying deviant behavior and understanding the forces which contribute to delinquency is not always the complete picture. Volunteers should also have as a part of their knowledge base a good understanding as to what approximates normalcy in the dominant culture and the subcultures which have served as major influences on the behavior of children to whom they may be assigned. In addition to courses in criminology and the study of deviancy a good course in human growth and development is helpful. Particularly should the volunteer know well the developmental stage of the population with whom he chooses to offer his services as a volunteer. After studying human behavior many volunteers discover that what they may have assumed to be deviancy represents normalcy in the individual lives of children assigned to them.

APPENDIX A

A MEMORANDUM FROM YOUR COUNSELEE¹

- Don't be afraid to be firm. I prefer it. It lets me know where I stand.
- Don't be inconsistent. That confuses me and makes me try harder to get away with everything that I can.
- Don't fall for my provocations when I say and do things just to upset you. Then I'll try for more such "victories."
- Don't make me feel smaller than I am. I will make up for it by behaving like a "big shot."
- Don't try to discuss my behavior in the heat of a conflict. For some reason my hearing is not very good at this time and my cooperation is even worse. It is all right to take the action required, but let's not talk about it until later.
- Don't demand explanations for my wrong behavior. I really don't know why I did it.
- Don't make me feel that my mistakes are sins. I have to learn to make mistakes without feeling that I am no good.
- Don't put me off when I ask HONEST questions. If you do, you will find that I stop asking and seek my information elsewhere.
- Don't answer "silly" or meaningless questions. I just want you to keep busy with me.
- Don't ever think that it is beneath your dignity to apologize to me. An honest apology makes me feel surprisingly warm towards you.
- Don't ever suggest that you are perfect or infallible. It gives me too much to live up to.
- Don't worry about the little amount of time we spend together. It is how we spend it that counts.
- Treat me the way you treat your friends, then I will be your friend, too. Remember, I learn more from a model than from a critic.

1) Camden County Volunteer Probation Counselor Program, "A Memorandum From Your Counselee, The Alternative, Vol. 3, No. 1, p. 4.

An excellent Chapter on The Use Of Volunteers in Juvenile Probation appeared in the book, CORRECTIONS IN THE COMMUNITY, Success Models in Correctional Reform published in 1977.

We sought and received permission from the Reston Publishing Company, Inc. and John Stoeckel to reprint this chapter and incorporate it as part of this series. We are grateful to both the author and the publisher.

The following section of our series consists of this chapter exactly as previously written and published.

Mr. Stoeckel is currently the Executive Director of the National Association on Volunteers in Criminal Justice.

CORRECTIONS

In The Community:

Success Models in Correctional Reform

E. Eugene Miller
M. Robert Montilla

Reston Publishing Company, Inc.
A Prentice-Hall Company
Reston, Virginia

SELECTION 2:1 The Use of Volunteers
in Juvenile Probation

John Stoeckel, ACSW

The mission of corrections is a job for all. Ramsey Clark has perhaps put it most succinctly when he said, "Crime reflects the character of a people." For too long the rehabilitative task has been given exclusively to the probation officer. Excluded has been the concerned citizen who learns about the correctional client only through the media, or worse, by suffering as a victim of some crime.

Hennepin County Court Services is one of over 1,500 court agencies throughout the United States that increasingly utilized an available, but all too often untapped resource --- the people living and working in the community.

COURT SERVICES

The Department of Court Services, as the rehabilitative agent of the Hennepin County Court System, serves Hennepin County by offering a variety of social services to individuals and families who fall under its jurisdiction. (The population of Hennepin County is approximately one million. This includes 400,000 residents of Minneapolis, plus the residents of 8 cities, 38 villages, and 3 townships. The entire county is essentially an urban area encompassing 620 square miles.) This includes probation for juvenile and adult offenders whose rehabilitation is best accomplished through counseling and supervision in the community; temporary detention for children whose antisocial behavior presents an immediate danger to themselves or others; residential treatment for children when rehabilitation requires temporary removal from the home; marriage counseling for couples seeking court assistance with difficult marital situations; and other diagnostic, therapeutic, and ancillary services.

JUVENILE PROBATION DIVISION

The Department's Juvenile Probation Division is established to provide screening, evaluation, supervision, and counseling services for all youth under age 18 referred for delinquent behavior. These services are provided through: (1) Juvenile Intake Unit; (2) Four Field Probation Units; (3) Group Probation Project; (4) Volunteer Services.

VOLUNTEER SERVICES

Inception: The present volunteer program is an integral part of the service delivery system within Court Services. Volunteers serve clients in the Juvenile Detention Center, Juvenile Intake, and in the Juvenile Court. After case disposition, volunteers are also involved directly with clients on probation. With the expansion of the volunteer program within the Department came key, top administrative decisions concerning program structure, philosophy, and administration. ("Top administrative" meaning the Director of Court Services and each of the Division Heads.) Had these decisions been ignored, or had other decisions been made relative to these issues, the present program would not be operational today.

A brief look at these three decisions will facilitate an understanding of the foundation and content of the present Juvenile Probation Volunteer Program.

Structure: In 1969, the Volunteer Program was structured under the Assistant Director of Court Services. For approximately eight months the Director of Volunteer Services, while assisting each operating division by providing effective services to clients through volunteers, reported to the Assistant Director. The Director of Volunteer Services did not have direct ongoing contact with each division head, and lost contact with the overall plans and programs within the agency.

This situation did not effectively maximize the integration of community volunteers into all facets of Court Services. The Director of Court Services had contact with the Volunteer Program only through the normal chain-of-command. At that time the program was restructured, and the Director of Volunteer Services became a member of the Court Services top administrative team. (The top managerial team typically meets weekly and is responsible for all major planning and policy development.)

Administration: With the expansion of the Volunteer Program, the specific use of volunteers was decided by the volunteer administrators within each division, with the help of administrative and line staff. Because of an earlier expansion of volunteer staff to meet Department needs, questions were raised concerning the administration of the program. Is there a need for the Director of Volunteer Services? Should the volunteer administrators in each division report to each division head? Now that the volunteer staff are functioning operationally in each division, is there really a need for the Director of Volunteer Services on the top administrative team?

After consideration by the top administrative team, it was decided that the Volunteer Program would continue to operate with a Director of Volunteer Services. This position would be responsible for the ongoing administration of the program, and would function as a member of the Court Services management team. This decision was based on the following rationale:

- (a) It is important that close coordination exist between the volunteer programs in all divisions. In this way, consistency can be sought in volunteer recruitment, orientation, and training.
- (b) It is equally important that consistent training and supervision are provided for volunteer staff. There are a few formal academic courses designed for volunteer staff. In many cases volunteer staff have formerly been direct clinicians, having little skill in areas of administration and management.
- (c) It is important that direct input that affects the total program within the Department continues to be provided on the top management team.

Growth: The present Volunteer Program evolved during a four-year process which was characteristically initiated by the identification of need. Then action steps were taken. Assessment and program expansion ensued.

As a result of this expansion, the Volunteer Program's administrative structure has changed. Now there is a Director of Volunteer Services, and seven full-time

staff assistants (four volunteer administrators and three secretarial staff). In addition, numerous urban corps students, student interns, and graduate students, also assist in the administration of existing programs.

The size of the volunteer staff is perhaps the largest of any volunteer staff operating in a volunteer program in a corrections agency. Most are characterized as being very small --- typically one volunteer coordinator or someone devoting a part-time effort while carrying a caseload or being responsible for other duties.

PROGRAMS

Program I: Volunteer Probation Officer

Program Description: Operational since 1969, the Volunteer Probation Officer (VPO) Program enables a citizen-volunteer to establish a one-to-one worker-client relationship. The oldest of all court-services volunteer programs, it was designed to meet these three basic goals:

- 1) Involvement of the community in the correctional process by providing direct treatment services to juvenile offenders.
- 2) Promotion of community understanding.
- 3) Increment of both the quality and quantity of services being provided.

Community Recruitment: One of the primary responsibilities of volunteer staff is to recruit citizen volunteers throughout Hennepin County which is done in the following ways:

- * Speaking with a variety of community service group volunteer staffs and other professionals within the Department has helped to attract volunteers.
- * Various "Volunteer Days" are sponsored by colleges and universities in the County. This has been a successful way of recruiting university students. They are often referred to our agency through their college professors who have been contacted by volunteer staff. In many instances the student receives credit for his or her volunteer work.
- * The Minneapolis Tribune's "Help Wanted" column, coordinated through the local Voluntary Action Center, is a source for major recruitment efforts.
- * VPO opportunities are frequently announced in church bulletins, company newsletters and various local media.
- * As the program has expanded, more potential VPO's have contacted the volunteer office directly and these prospective VPO's have heard of our program through word of mouth.

Regardless of what form of recruitment is used, the following techniques have been helpful:

- * Giving emphasis to the rehabilitative efforts of Court Services.
- * Showing the volunteer that we have something to offer him or her, and stressing the importance of utilizing the individual's inherent skills.

- * Introducing crime and corrections as a social problem, and characterizing the "typical offender" as being someone who is in need of close interpersonal relationships.
- * Making maximum use of audiovisual materials, and public relations and recruitment brochures.
- * Keeping lectures to a minimum, and providing time for questions and answers.
- * Utilizing volunteers to help in any presentations. (This is particularly useful if a volunteer is a member of the organization to which you are presenting the Program.)
- * Having another staff member sit in the audience (whenever possible). This staff member can serve to give immediate feedback to those giving the presentation.
- * Clarifying base-line requirements for VPO's during the presentation, namely a one-year service commitment; attendance at initial orientation sessions; participation in monthly sessions with probation staff; and, as a minimum, a weekly session with the client.

Application and Screening: Prospective volunteers are asked to fill in an application form for volunteer services. This form is designed to give volunteer staff information that is helpful in reviewing each applicant as well as information needed for ongoing research. The applicant is informed of these two uses so that no offense will be taken to any given question. Because the application form is coded, the information can be periodically computerized.

After the application form has been received, an interview is conducted with each prospective volunteer. The interview is made to be seen as a time when each party (the volunteer and the volunteer administrator) is given an opportunity to explore the feasibility of using the prospective volunteer in the Program, and to gain information that will be helpful in making this crucial decision. Each has ample opportunity to ask questions. In this situation prospective volunteers often fear being judged and found unacceptable, and this approach serves to eliminate these fears. The result sets the stage for a more meaningful dialogue.

During the screening interview, the Volunteer Administrator attempts to assess the appropriateness of each applicant according to a number of criteria. The questions are designed to explore personality, self-confidence, controlled emotional involvement, court philosophy, and so on.

After the interview --- which typically lasts one hour --- a joint decision is made regarding the appropriateness of pursuing volunteer involvement. Because maximum input is solicited from the prospective volunteer, it is often found that the prospective volunteer will screen him or herself. She or he may feel that the Program is not for him or her, or that she or he is simply not equipped to handle the inherent responsibilities. The Volunteer Administrator is candid with the applicant. She or he states his or her assessment of the appropriateness of further pursuing volunteer services. On occasion, assuming that VPO involvement would be inappropriate, other more suitable volunteer agencies might be recommended.

An applicant might be thought an inappropriate volunteer probation officer for any of the following reasons:

- 1) Personal philosophy drastically differs from that of the criminal justice system.
- 2) Cannot hold clients accountable.
- 3) Simply would be overwhelmed with his or her own problems, and has not yet found appropriate ways to handle them.
- 4) Cannot make a year's commitment to the program.

If a mutual decision is made to further pursue volunteer involvement, the prospective volunteer is then given a volunteer training manual. She or he is asked to study the manual and is given the dates of the next orientation sessions. Prior to the first orientation session, a routine criminal record check is made on each prospective volunteer. Potential volunteers are not rejected on the sole basis of having committed any particular offense.

Volunteer Orientation: Each prospective volunteer attends an orientation session one night a week for three consecutive weeks. Typically an orientation consists of 25 prospective volunteers. During this time the prospective volunteer is introduced to the agency, the program, the staff, other new prospective volunteers, probation officers, and VPO's who have already had clients. Interpersonal skills are explored, and staff and client relationships are discussed.

After completion of orientation, an evaluation form is given to each participant. This form evaluates staff performance, and enables the training staff to critique and improve style and technique.

After completion of three orientation sessions, each prospective volunteer again has the opportunity to decide if she or he wishes to continue his or her involvement in the Volunteer Program. At this point, the Volunteer Administrator also has an opportunity to make this decision. Then, if both parties are in agreement as to the appropriateness of further involvement, the individual becomes an official volunteer of Hennepin County Court Services. The volunteer is informed that she or he will be contacted as soon as a prospective client is brought to the Administrator's attention. Prior to that time, the volunteer is placed on a mailing list and receives the monthly volunteer newsletter and other appropriate information. She or he is also informed that all Court Services training opportunities will be made available to him or her. She or he is encouraged to communicate with the office at all times.

Matching Process: Requests for volunteer services are received from each of the probation officers. The information on each of these volunteer requests relates to the juvenile client, the specific goals and objectives in which the probation officer would like to see the volunteer involved, and any particular skills, interests, or talents which the probation officer feels that the volunteer should possess.

In applying for volunteer services, the probation officer has agreed to serve as a consultant and supervisor to the new VPO. In this respect, the probation officer has specifically agreed to meet with the volunteer at least once a month.

Because she or he knows the available volunteers, the Juvenile Volunteer Administrator attempts to tentatively match the case assignment with the appropriate volunteer. The probation officer is then given the name and phone number of the volunteer to arrange a case conference.

During the case conference, the volunteer and the probation officer meet and discuss the case. Afterwards, both parties can again decide whether they feel comfortable working together as a treatment team. The decision is relayed to the Juvenile Volunteer Administrator. If a decision is made to proceed, both the volunteer and the probation officer next meet with the client. The client is also given the option to proceed in this new working relationship and subsequent to this three-party meeting, the client is involved in the decision to have a volunteer on the case. No client is offered a volunteer unless she or he agrees.

After an agreement has been reached between volunteer, probation officer, and client, the probation officer informs the Juvenile Volunteer Administrator who confirms the volunteer match.

Volunteer Supervision: Each volunteer is supervised by the probation officer assigned to the case. The volunteer and the probation officer constitute a working team, and each has responsibility to the case. While the volunteer provides the direct service, the probation officer retains overall responsibility for the case and offers his or her professional expertise by serving as an online supervisor for the volunteer. The volunteer does perform the same functions as the probation officer had previously; the only difference lies in the probation officer's overall responsibility for the case.

A number of probation officers have supervised their volunteers in groups. They meet monthly and during the sessions the probation officer utilizes the talent of each volunteer to deal with case problems presented. This technique not only offers effective supervision but can also be a time-saving supervisory tool.

The probation officer receives ongoing supervision from his or her unit supervisors, and this duty is clearly stated as part of the probation officer's ongoing job description. Consultation with the Administrator of Juvenile Volunteer Services is also frequently utilized by probation staff.

Problem Identification---Solution Strategy: Problem identification and solution strategy has become important to the ongoing success of the Volunteer Probation Officer Program. Following is a list of problems and solutions resulting from the Program.

Volunteer programs have a difficult time being effective within an agency without having the opportunity to be directly involved in crucial planning and decision-making processes which normally occur in top administration forums.

Problem: Role confusion relating to various aspects of the Program.

Solution Strategy: Clear differentiation of role expectations of probation staff, volunteer program staff, and volunteers

Problem: Staff resistance to the use of volunteers.

Solutions(s) Strategy:

- 1) Maximize staff involvement in recruiting and orienting volunteers.
- 2) Invite staff to participate in screening interviews.
- 3) Offer staff who utilize volunteers management training along with middle and top management.
- 4) Offer all training opportunities for both paid and volunteer staff. (Appropriate, since similar functions are performed by both.)
- 5) Candidly admit screening errors and fire "inappropriate" volunteer staff.
- 6) Give appropriate credit to paid staff efforts in the monthly volunteer newsletter. Distribute newsletter to all staff.
- 7) Hire new staff who have had positive experience with volunteers or are actively supportive of volunteer programs.
- 8) Supply accurate monthly input data on volunteer program activities.
- 9) Operate a credible program.

Problem: Some staff are simply not utilizing volunteer services.

Solution Strategy: Identification of individual client needs, and setting specific objectives relating to the use of volunteers. Appropriate supervision is the key to success with these staff.

Program Efforts and Results:

Community Involvement: In the first four years approximately 320 volunteers from Hennepin County have been recruited, screened, and matched with juvenile clients. These volunteers have ranged in age from 18 to 69. They come from all geographic areas and represent individuals from all socio-economic groups. At present, 145 volunteers are involved in the Program.

Effects on Staff: Initially many probation staff did not utilize the services of trained community volunteers. Today all probation staff (36) are involved in a team relationship with volunteer probation officers. This led not only to the intensification of services for those clients served by volunteers, but has also allowed probation staff more time to intensively serve other clients.

Service Intensification: By providing a minimum weekly contact with juvenile clients, it is estimated that volunteers in this project have provided over \$500,000 of direct service to clients in the past four years. Trained volunteers have spent over 100,000 hours providing direct services to clients.

Effects on Clients and Volunteer Expansion: Although specific scientific research is lacking which relates to overall effectiveness, the following indicators lead us to believe that clients are effectively being serviced:

- 1) Probation officers have expanded their use of the program.
- 2) A nominal number of volunteers have been terminated from the Program (in only four cases were volunteers required to leave the Program).
- 3) Once assigned, relatively few volunteers have terminated from a particular case (less than 5%).
- 4) Positive client progress has been reported to probation officers and the juvenile court.
- 5) There has been court acceptance regarding VPO's recommendations.

Program II: Diagnostic Service Volunteer (Predisposition and Intake)

Program Description: In January 1971, Hennepin County Court Services initiated a volunteer program that would supplement Juvenile Probation diagnostic functions. (Prior to 1971, volunteers had been involved only in the Volunteer Probation Officer Program. Their services were rendered after a court disposition, and therefore were treatment-oriented.) The need for the development of such services was readily visible. Like most corrections agencies, Hennepin County Court Services had been increasingly overwhelmed by the substantial number of juveniles brought to the court's attention. This high referral rate severely hampered the ability of the professional staff to provide effective and meaningful treatment services.

The juvenile probation staff were spending 45% of their time preparing social studies and presenting them in the juvenile court. It was felt that this was reducing the overall quality of client service. First, time limitations prevented the preparation of comprehensive social investigation that would lead to appropriate dispositions; second, the professional staff were diverted from providing necessary services to youth on probation. A probation officer usually has a caseload of 40 clients. The probation officer is also expected to conduct up to 10 social investigations in any given month. Each takes about eight hours.

Given this situation, Hennepin County Court Services applied for a grant under the Omnibus Crime Control and Safe Streets Act of 1968 (LEAA). The grant was written for a three-year duration and to be refunded after each year. Hennepin County Court Services assumed full financial responsibility after two and a half years.

The following were among the specific goals of the Project:

- 1) To recruit, select, and train 30 volunteers to conduct predisposition reports and present them to the juvenile court.²
- 2) To recruit, select, and train volunteers to assist in the improvement and delivery of juvenile intake services.
- 3) To develop new, imaginative and more relevant methods and techniques for presenting predisposition reports to the juvenile court.
- 4) To develop a model that could be adapted to other court and correctional agencies throughout the State of Minnesota

and elsewhere for the training and utilization of volunteers to conduct predisposition reports, and assist in the intake process.

- 5) To analyze the effectiveness of utilizing volunteers in the above-mentioned role, and make the results of the study available on a national basis.

Community Recruitment: Volunteers have been recruited for this program on several occasions. Recruitment differed somewhat from the VPO Program. It was confined to: (a) Recruiting volunteer staff already involved in the VPO Program and other adult volunteer programs; (b) soliciting volunteers' friends and acquaintances; and (c) advertising through the newspaper's "Help Wanted" column. In each recruiting instance an overabundance of volunteers showed interest.

Application and Screening: The application process is similar to that used in the VPO Program. Applicants are also screened in a similar manner, provided that volunteers agree to these additional requirements: a three-year commitment; a flexible schedule which allows 10 to 15 hours of service per week. To a large extent, the latter variable influenced the kind of volunteer who became involved in this Program. Unlike the VPO's, these volunteers needed to be available during working hours for training, community agency contact, and juvenile court hearings.

Volunteer Orientation: Volunteers in this program typically attend 20 group orientation sessions. Each session lasts two and a half hours. The training group consists of approximately 15 volunteers. Four professional staff serve as trainers. Prior to the orientation sessions, volunteers are given a "learning packet" consisting of the following:

Books: Children: The Challenge, by Rudolph Dreikurs,
The Casework Relationship, by Felix Biestek Henne,
County Volunteer Training Manual.

Articles: "Manual for Life Style Assessment," by Dreikurs,
Pew, Soltz.

"Typologies of Life Style," Reserved Paper.

"How Can I Create a Helping Relationship," by Carl Rogers.

"The Matter of Trust," by Dale G. Hardman.

"Basic Principles in Dealing with Children," by Dr. Rudolph Dreikurs.

"The Life Style," by Dr. Harold Mosak.

"The Courage to be Imperfect," by Dr. Rudolph Dreikurs.

"Life Style Worksheet," by Robert Bartholow & Robert Willhite.

"Interviewing Helps," by John Stoeckel.

"Volunteers and Professionals: A Team in the Correctional Process," by Ira M. Schwartz, reprint from September, 1971 Federal Probation.

During training, the volunteers are introduced to appropriate training material. Also, the use of the group experience is maximized.

The sessions are carefully planned and systematically conducted. Content includes a basic explanation of the following areas: The correctional system and court philosophy; the juvenile and motivation for behavior; and interview, relationship, and termination principles. A family centered approach to the child and his or her problems is emphasized along with concepts of family constellation and an early life style.

Matching: Unlike the VPO Program, the matching process is essentially a routine administrative matter. The decision whether a case is assigned to a volunteer or a professional by the field-unit supervisor is influenced only by (a) whether a professional worker has had prior contact with the family, or (b) whether the case would potentially have high community visibility. In either case, the assignment would be made to a full-time probation officer. (It should be noted that technically the case is always assigned to a full-time probation officer; the volunteer assumes only the direct diagnostic contact duties.)

Often volunteers are matched with clients who attend the same high school; this allows both the school authorities and the volunteers to become acquainted. It is done in this way because it has been found that school authorities, accustomed to working with only one or two probation staff, become confused when too many new individuals represent themselves as court volunteers. Also it is difficult for a volunteer to work closely with too many schools because of their many different rules, policies, and procedures regarding investigatory matters.

Volunteer Supervision: Volunteer supervision, as in the VPO Program, is handled by the probation officer. One probation officer in the field unit is available to the volunteer for supervisory help during the two-to-three-week investigation period. Logically this is the same professional staff who then will provide ongoing supervision should the child be placed on probation.

Before the final report is typed, the probation officer meets with the volunteer and makes any additions or suggestions. The volunteer then presents the case in court. The probation officer makes himself available should additional input be needed.

The volunteers assigned to the Juvenile Intake Unit are involved in a different role. These volunteers interview the client and his or her family to determine court referral.³ Intake staff are available for consultative and supervisory help.

Problem Identification---Solution Strategy: Following is a representation of the major problems in the administration of the Program, along with the appropriate solution strategy.

Problem: Probation staff concern and confusion about the orientation sessions.

Solution Strategy: 1) Maximizing field staff commitment and involvement by having them participate as cotrainers and resource people during the orientation sessions.

- 2) Setting up training sessions for professional staff to acquaint them with theoretical materials presented in volunteer sessions.
- 3) Actively soliciting training content input from staff.
- 4) Initially setting up an advisory committee of volunteer and professional staff.

Problem: Occasional concerns from court staff over volunteer orientation and/or performance.

Solution Strategy:

- 1) More frequent involvement of court staff as trainers in the orientation sessions.
- 2) Monthly session between Volunteer Administrator and representative from the court staff.

Problem: Gaps in training identified by field probation staff.

Solution Strategy:

- 1) Specifically identifying training needs most appropriately handled during the orientation sessions, as opposed to those areas with which the volunteers should become acquainted during field unit supervision.
- 2) Setting up ongoing training opportunities for volunteers.

Program Efforts and Results--Recruitment and Screening: Since the Project's inception over two years ago, 49 volunteers have been intensively trained; 41 (84%) are still active, although some of them have assumed responsibilities other than that of conducting predisposition reports. Of the eight volunteers who have terminated, three moved out of the state, four left because of economic or family reasons, and one left because of an inconsistent personal philosophy. The low attrition rate is probably related to the clarity of the expectations communicated during the screening process.

Quantity of Services: To date, the volunteers have conducted and presented to the juvenile court 568 predisposition reports. Since each report took an average of 22 hours to complete, the volunteers have contributed over 12,000 working hours in the conduct or predisposition reports alone. The 22 hours used to complete a predisposition report are broken down as follows: Client contact (six hours); other related contacts (three hours); training (two and a half hours); travel (three hours); planning, supervision, paper work (six and a half hours); and court time (one hour). Training time would be greater during the initial period in which the volunteers are being intensively trained.

In addition, they have done over 400 detention interviews (in the Juvenile Center) which have provided the base for recommended courses of action made to the juvenile court. They have also conducted about 130 intake interviews (in juvenile probation) which involved referral, dismissal, or follow-through with court action.

Quality of Services: On the basis of judgment data, volunteers appear to be producing predisposition reports of excellent quality. A content analysis of a sample of predisposition reports by an independent rater revealed that volunteer performance was highly individualized, sensitive to the client and his or her family, goal and talk-oriented, and highly perceptive of present and related problems. This evaluation was consistent with the perceptions of most of the probation staff who supervise the volunteers. The judge and referees who utilized these reports while making disposition decisions have highly endorsed the quality and content of the reports; none was seen as inadequate.

Effects on Clients: Juvenile clients were surveyed in order to determine how they assessed the services they received (N=60)⁴. The clients evaluated the volunteers as being informed about court services (93%); having gathered adequate information for presentation to the court (90%); providing helpful services (88%); and as making things better for them (82%). The clients felt that the volunteers were honest (92%); interested (78%); and stuck to the real issues (83%) in dealing with their problems. Overall, the clients believed that the volunteer did a good job (93%), and they would want the volunteer as a worker again if another court hearing were necessary (83%). It seems safe to conclude that the absolute level of satisfaction experienced by juvenile clients under highly stressful conditions indicates a high level of performance by the volunteers.

Effects on Staff: Although the administrative and supervisory staff of the Probation Department welcomed the Volunteer Program, the line probation staff maintained some initial skepticism. Their involvement in the training of volunteers, their preparation for the assumption of a supervisory role, and the clarity of the negotiable working contract with volunteers have diminished resistance. Thirty-six probation officers---almost the entire staff---are involved in the Program and are working with the volunteers. In addition, there were unanticipated benefits for probation officers. The probation officer had increased time to devote to the treatment function; whenever his volunteer conducted a report, he gained five hours during which he could serve those already on his case-load. At the same time, clients received more comprehensive diagnostic workups.

Project Expansion: At Hennepin County Court Services, the volunteer's diagnostic role in juvenile probation has expanded beyond the main intent of the Project, both in terms of the number of volunteers used and the diversity of diagnostic functions. After 30 months, a fourth group of volunteers (15) are being trained to conduct diagnostic functions. Even before this, volunteers had begun to provide diagnostic tasks in Juvenile Intake similar to those provided in Juvenile Field Probation. The Program has also been instituted in other Hennepin County Court Services divisions.

Program III: Volunteer Teacher Program

Program Description: The Volunteer Teacher Program became operational during the 1972-73 school term. Through this Program, volunteers provide educational services in the classrooms at the County Home School (a residential treatment facility for youth) and at the Juvenile Detention Center (a short-term detention facility) under the supervision of the full-time teaching staff. The Program was instituted to provide individual attention to youth functioning at remedial levels⁵ and to provide additional educational opportunities not afforded through

full-time teaching staff. The teaching staff felt that extra help could bridge the full-service gap in the classroom.

Program planning began some six months before the Program was operational. A planning group, consisting of volunteer division staff, teaching staff, and a local training consultant from the State Department of Education, developed "Learning Packets." These constituted the Program's major training component, and covered the following areas:

- 1) Professional Ethics
- 2) Development of Positive Human Relations and Team Spirit.
- 3) Behavioral Objectives: Form and Rationale for Using Measurable Behavior Objectives.
- 4) Learning Process --- Intelligence.
- 5) Learning Process --- Man's Informational System.

Recruitment, Screening, and Matching: Volunteers are recruited, screened, and matched through the established volunteer program techniques already outlined. Specific volunteers were recruited and screened to conform to the specific program needs outlined by teaching staff. Needs were in the following areas: remedial reading, English, typing, social studies, testing, art, shop, and general education. Additional screening factors for prospective volunteers include:

- 1) Philosophy regarding the educational process.
- 2) Ability to cope with a classroom atmosphere.
- 3) Interest and ability to function in an institutional setting.
- 4) Time to devote approximately ten hours in the classroom per week, on a consistent schedule.

Orientation and Training: All teachers, as well as new volunteers, attend training sessions together. The training program consists of 12 sessions held between August and January. In addition, many of the volunteers participate in other training programs including a Human Relations Training Program offered through the Minneapolis public schools.

Supervision: During the first training session, volunteer teachers are teamed with a full-time teacher. Working relationships, similar to those described in the previous volunteer programs, are formed. The teamwork between the volunteer teacher and the full-time teacher is readily facilitated through joint attendance at all training sessions.

Although the formal training sessions are designed to educate the volunteer teacher to his or her new responsibilities, a most meaningful education is accomplished immediately after the class period. At this time the volunteer and the supervisor discuss what has just occurred, and design action steps for more coordinated and effective team-teaching. It is also a time when each uses the other for direct input on individual technique and teaching style.

Problem Identification---Solution Strategy: Although many problems were avoided through lead-time planning, a number of difficulties emerged not specifically identified in other court volunteer programs.

Problem: Teaching staff initially feels uncomfortable with the title "volunteer teacher." Previously teachers have called such volunteers assistant teacher aids or paraprofessionals.

Solution Strategy: It is pointed out that:

- 1) Both parties will essentially be doing similar activities.
- 2) There are harmful implications of the two functioning as "unequals" in an institutional classroom situation.
- 3) Each volunteer teacher is recruited for a specific function based on individual interest, skill, and ability.
- 4) The concepts inherent in the team relationship in the other Hennepin County volunteer program are explored and more clearly defined.

Problem: Some of the original "Learning Packet" was seen by the volunteer teachers as not relevant.

Solution Strategy: The ability to change training content to meet the ongoing needs of those being trained. Input regarding the training package periodically solicited.

Program Efforts and Results -- Community Involvement: During its first year, 20 volunteer teachers were recruited for the Program. Fifteen remained active for the entire school year.

Effects on Staff (Volunteer Teachers and Teachers): During a critique of the Program, the staff expressed the following:

- 1) More individual attention is afforded each student.
- 2) New attitudes and fresh materials were often brought in by volunteers.
- 3) The volunteer has more freedom of relationship because of his/her position.
- 4) The students were favorably impressed by the volunteers giving their time.
- 5) The presence of the volunteers creates more opportunity for expression and greater stimulation.

Effects on Students: Students interviewed expressed a high regard for the volunteer teacher staff. The students said the difference between the full-time teacher and the volunteer teacher was that one was paid and the other was not. In service, the two teachers were not distinguishable in the student's mind.

Service Intensification: Volunteer teachers contributed approximately 6,000 hours of direct service to clients.

Program Continuance: It was the consensus of staff that the Program definitely warranted continuation for the next academic school year.

Program IV: Court Interviewer --- Guardian Ad-Litem

Program Description: Before arraignment hearings, paid staff obtain background information from clients. This takes a great deal of time. Out of this defined need, the Court Interviewer role began in the fall of 1972. Specifically it was felt that volunteers could be trained to solicit background data, introduce the client to the court, and read the particular petition.

A second role, that of Guardian Ad-Litem (GAL) has been operational since May 1973. At that time the court requested that appropriate citizen-volunteers be made available to serve the child's best interest in a procedural matter. The need would arise when a petition has been signed by parents against the child, and/or the parents are not present at the arraignment or detention hearings. Serving neither the role of a social worker nor of legal counsel, the GAL is appointed to act as a parent or guardian for the child. After meeting with the child and assessing attitudes and feelings, the GAL has the right to hire or fire a lawyer or public defender.

The GAL Program stemmed from a juvenile court statute that provides for a GAL role within the juvenile court. Up until May 1973, this role was usually taken by the Public Defender; but by legal definition, the GAL must be neither legal counsel nor social worker.

Because both served similar functions at the same place, the roles of Court Interviewer and Guardian Ad-Litem were immediately combined.

Community Recruitment: Little effort was needed to recruit appropriate volunteers. Those already performing the task of Court Interviewer were willing and able to accept the new function. Currently there are eight Court Interviewers (GALs) serving dual roles in the arraignment hearings. Because of an identified time problem in the dual role, there has been a need to recruit a minimum of three more volunteers to serve as GALs only.

Application and Screening: The only deviation from foregoing program processes is that the court reserves the right to interview each applicant before final acceptance into the Program.

Volunteer Orientation: Each prospective volunteer is required to attend three orientation sessions over a two-week period. Topics served are: (a) An introduction to agency, program, division staff, other volunteers, probation officers, and the court; (b) an outline of juvenile court process; and (c) hearing procedures.

Matching Process: This is monitored by the juvenile court hearing schedule. Each volunteer is assigned to one or two court hearing rooms on a certain day of the week. This volunteer will serve as Court Interviewer for each client who appears before the court. When the court determines that a GAL is needed, the volunteer scheduled for that hearing will be appointed to the dual role of Court Interviewer and GAL.

Volunteer Supervision: After orientation is completed, minimal supervision is needed. An administrative caseworker from the Juvenile Court Unit provides some supervision. Here, as in the other volunteer programs, a team is formed. In-service training is conducted periodically on an average of once a month.

Problem Identification---Solution Strategy:

Problem: Supervision of the dual role and handling conflicts.

Solution Strategy:

- 1) Periodic meetings between the court and court administration staff.
- 2) Clear role definition and expectations.
- 3) Ongoing, in-service training for volunteers which includes court staff, volunteer administrator, and volunteers.

Efforts and Results: Although it is perhaps premature to evaluate the Program, both the court and the probation staff have found the services rendered by the volunteers to be extremely beneficial. The volunteers serve both to protect the rights of youth in court and also to give valuable background data for probation staff.

Summary:

Although over 1,000 court volunteer programs have become operational in the past five years, in large part, due to the availability of LEAA funding, few are yielding a high service capacity. Conversely, most programs are floundering. In too few cases administrators are fully committed to utilizing volunteers to perform important, direct client services. In too few cases administrators are willing to reverse the trend of the professional providing most direct treatment services. In too few cases have administrators actively participated in strategy planning on program issues such as policy revision, program integration, staff expectations, objective setting, and ongoing program planning. In too few cases administrators are willing to assign priority to those efforts needed to operate an effective volunteer program.

Hennepin County Court Services has found that volunteers do offer a significant potential for alleviating professional manpower shortages. Volunteers have not been relegated to perform only augmenting or complementing tasks, but rather have served as "substitutes" for the professional in delivering increased direct services to clients.

Given these opportunities (rather than traditional volunteer jobs) individual volunteers have responded to the challenge and have offered their individual talents, skills, and abilities in helping the correctional client. In so doing, community volunteers have also come to understand and support corrections in the community.

Volunteers perhaps represent the only as yet untapped resource available to corrections. Whether corrections will utilize this resource to its full potential relies heavily on the professional personnel in the system. It can be done.

Notes for Selection 2:1

- 1) Job Description: Indirect service role; determine which client's probation officer (worker) cannot give total service; supervise other personnel qualified in providing these services, i.e., volunteer staff, paraprofessionals, and students.
- 2) So far as we know, volunteers had never been utilized to this extent in the diagnostic assessment of clients at this point in time.
- 3) The Juvenile Intake Unit refers approximately 50 percent of the cases to Juvenile Court. The remainder are dismissed.
- 4) The juvenile offender was seen as the primary client, since in keeping with the theoretical orientation of the program she or he has ultimate responsibility for his or her own behavior.
- 5) Although delinquent youth have normal IQs, often they are poorly motivated and do not function at their full potential.

BOULDER, PARTNERS and EXPEDITIONS OF NORTH AMERICA

The third and final section of this booklet will describe three programs which have worked very well with juveniles.

The first two programs, the Boulder, Colorado Juvenile Court Program and Partners, which began in Denver, have had great and profound influence on the volunteer movement and, indeed, juvenile court procedures generally.

The last program, Expeditions of North America, is presently inoperative due to lack of funding. To many observers, the fact it is not currently operating is tragic. It is conceptually excellent and the results, although not scientifically tested, are very impressive.

Boulder, Colorado:

Judge Horace B. Holmes, Jr., Judge of the Juvenile Court in Boulder, began to use volunteers in 1961. One of his early volunteers was Dr. Ivan H. Scheier. Because of the efforts of Judge Holmes, Dr. Scheier and their associates, the Boulder court utilized volunteers in many and varied ways.

While the one-to-one volunteer was always the main-stay of the program, professional volunteers like optometrists were used. When there appeared to be a substantial difference between I.Q. and accomplishment, they asked the juvenile if he or she had ever had an eye examination. If the answer was no, they would refer the juvenile to a volunteer optometrist who would give the youth the needed services free. This is one example of their use of volunteers.

Boulder also began an Attention Home. It was a substitute for the detention home. They acquired one, then more residential homes and, with heavy volunteer involvement, provided juveniles with a home-like atmosphere. Their thought that kids should have attention rather than detention became a reality and a way of life for many Boulder youngsters.

Their imaginative, creative and exciting use of volunteers created much interest and led to the National Information Center on Volunteers in Courts, later called the National Information Center on Volunteers.

At the current time, the National Information Center on Volunteers has recently merged with VOLUNTEER, The National Center for Citizen Involvement. Dr. Scheier is now a private consultant. His address is: Sugarloaf Star Route, Boulder, Colorado 80302.

We urge the reader to be in contact with Dr. Scheier and VOLUNTEER, The National Center For Citizen Involvement --P.O. Box 4179, Boulder, Colorado 80306.

Partners:

Partners began in 1967 and grew out of the concern of Robert C. Moffitt, then a seminary student. He and a group of friends volunteered their time to the Denver Juvenile Court. Growing out of their involvement, Partners soon began to expand and enlarge.

While most courts, both adult and juvenile, force the relationship between the volunteer and the probationer initially, Partners glamorize the relationship and kids volunteer to become involved with an one to-one volunteer.

Exciting adventures, water-skiing, rafting, mountain climbing and other activities, dominate the early days of the relationship. Partners looks at the activities like a crutch. As the person with a broken leg needs a crutch, so a juvenile needs a crutch to establish a relationship with a volunteer. The activities are the crutch. Like the crutch itself, at first it is everything and carries the whole load. Gradually, similar to the time when the broken leg mends, the exciting activities help create a meaningful relationship. In time, the relationship exists independent from the exciting activities. Then the volunteer and the juvenile both begin to change. The volunteer better understands young people, often of a different ethnic background, and the juvenile begins to accept a different way of living and doing things.

The program is extremely well administered. Those who would like a very complete description of the operation of an excellent volunteer program should order a copy of their administrative manual. It is very complete and detailed.

As indicated elsewhere in this series, Partners has very impressive research verifying its effectiveness.

Partners also began a school program and operates its own educational program for kids who are not doing well in the public school system. The basic idea is to take a youngster who is not doing well in school and to give him or her special and intense attention for a year. Usually the child can return to the public school within a year with an increased grade-level of two years. No longer the biggest, oldest and dumbest kid in class, life takes on a whole new meaning.

Partners, like other volunteer programs, has a very extensive program of professional volunteers. Hundreds of doctors, dentists, optometrists, etc., volunteer their time to Partners and assist "junior partners"(probationers and divertees) who are having problems and need professional assistance. For information write to Partners, 1260 West Bayaud, Denver, Colorado 80223.

Expeditions of North America:

Expeditions of North America is now defunct. It began in 1971 and ended in 1978. The key to the success of this program was a seventy five day canoe trip from Lake Superior to Hudson Bay. The results were most encouraging although not scientifically tested.

Because this program was so conceptually sound, we are printing an article written by an observer who joined the trip on one occasion for four days and nights.

The author of the following article wrote it from the view point of a visitor. He stressed five points which seemed to make the program so effective. We conclude this booklet with this article which follows:

The twenty six foot canoe, powered by eight determined paddlers, slowly and methodically headed north on Lake Winnipeg.

At the same moment it was a trip into the past---following the route of the old fur traders in a large "north" canoe rarely

seen in this century---and a trip into a far better future. In the canoe were two kids who, a few weeks before, were in juvenile "prisons"*, two deeply troubled youths and two well adjusted kids, all 16 years old. The other two were college students, one 24 and the other 23, the guide and assistant guide.

For seventy five days and nights they would endure black flies, torturous portages, strange dehydrated food, sun-sickness, leaking tents, rapids, diarrhea and unbelievably high winds and waves on those great inland seas, Lake Of The Woods, Lake Winnipeg and Hudson Bay. Why?

Accomplishment and Dignity:

"The kids taken out of juvenile institutions will come back proud of what they have accomplished, canoeing from Lake Superior to Hudson Bay, rather than ashamed of where they have been," says Frederick Ress, youthful founder of Expeditions Of North America (ENA). "The deeply troubled kids will not go to juvenile prisons where we fail 70% of the time.** The 'positive kids' will have a whole new outlook on life."

Proud of what they have accomplished rather than ashamed of having been in a cage. For many reasons those who are deeply troubled and those who have been in prisons have not accomplished in the normal ways kids achieve and gain dignity, pride and self-respect. Music, athletics, academics, student government, employment and school clubs just were not their thing. And those lacking in pride are easy victims to the temptation of crime. Ask any veteran judge like Detroit Juvenile Judge James Lincoln who said recently, "The greatest single cause of crime and delinquency is lack of accomplishment and the lack of dignity, pride and self-respect which achievement brings to us."

Fred once described the first trip to Hudson Bay. "We rounded the last bend in the river and suddenly we saw it for the first time, Hudson Bay! Without anyone saying a word, we all put our paddles down. The moment of achievement was so overwhelming all eight of us just sat motionless in the canoes and wept. The joy was too deep for laughter, words, singing or anything but tears. They splashed down our cheeks and we were not ashamed. Finally, for the first time, four "kids" had achieved and accomplished their goal."

Beauty:

"Surrounded by the beauty and vastness of the huge lakes and mighty forests, I cannot believe I used to do the things I did."

*We call them by all kinds of nice names like Training Schools and State Homes. Actually they are much like adult prisons.

**Seven out of ten juveniles placed in juvenile institutions return or "graduate" to an adult prison within five years.

Stealing, robbing, lying and cheating all seems so trivial, stupid and wrong. It just does not fit into this world of beauty. I just can't do those things any more," said one troubled youth while on the shores of a large lake.

Fred describes another moment on one of his trips. "We were headed into the setting sun on Lake Of The Woods. We were paddling in silence listening to a tape of the Third Movement of Tchaikowsky's Sixth Symphony. The sunset was awesome in its beauty and the music was beautiful almost beyond belief. Suddenly we all stopped paddling and sat there for about ten minutes. Finally one of the kids who had been in prison a few weeks before broke the silence, 'That is how I know there is a GOD.' No one else spoke for a long time. He had said it all, for all of us."

Often the wind is so strong and the waves so ferocious the canoe cannot get on the large lakes at all. When the calm finally comes many times it is at night so they paddle after dark. Fred describes another moment of beauty, "We were paddling in absolute blackness and suddenly the canoe stopped. We were grounded. Our flashlights told us we were on a sandy beach. We decided to build a fire and rest. After a while a small fire flickered. Suddenly we were aware of a spectacular display of the Northern Lights. We could see the beach, the trees, the lake and our shadows. Light, life and love had miraculously been restored. I could not stand, sit or lie down. I could only kneel before such great beauty. Out of the corners of my eyes, I saw that all the other guys were kneeling too."

Results:

Thus far 50 kids' from "prison" and 50 deeply troubled youth have gone on the trips. Three have been sent to an adult prison or juvenile institution since. While it is too early to give a positive evaluation of ENA, one thing is certain---it is far more effective than sending kids to prisons.

Fred is cautiously optimistic and, given the funds, would research and evaluate extensively.

Milton G. Rector, President of The National Council on Crime and Delinquency, is less cautious. One of America's most noted and distinguished criminologists, he flatly states, "After volumes and volumes of research, much remains unknown. However, one fact is certainly true. With juveniles, adventure programs involving positive inspirational leadership are the most effective. ENA is one of the very best."

Perhaps the bottom line is this. It costs far less money to send four kids on a canoe trip than to keep two of them in prison for the same period of time. Yet, as a nation, we spend far more money to perpetuate a system which fails 70% of the time rather than spend much less money on a system which is obviously far more effective. Why?

Love:

One kid put it this way when I expressed surprise that after I had been with them four days, I had not heard one word of profanity. "If you are disappointed, join us at the beginning of a trip sometime. Almost every sentence has profanity in it. We swear constantly at and with each other. But after a month or so, love develops, deep relationships form and swearing is no longer appropriate. It is a harsh and cruel way to speak and we simply do not feel that way towards each other after a few weeks. We learn to love and love is not harsh and cruel," said a kid who a few weeks ago was taken out of a prison to go on the trip.

One important ingredient of the trip is the group meetings usually lasting one hour or longer each day. I observed one such meeting when they discussed love.

"What keeps me from giving all my love to you? Why can't you give all your love to me? When we fail to give all our love to each other, what is our problem? How can we overcome it?"

I thought the six kids and two college students would last about fifteen minutes with this subject. I was amazed as I sat there for six hours listening to their discussion of love.

Once Fred tried a six month trip. They intended to go from the Pacific to the Atlantic Ocean in one season which would be a record, at least in this century. For days, weeks and months they paddled and portaged thinking of the record. About 30 days short of their goal, on the north shore of Lake Superior, one of the youth with a deeply troubled background became ill. He couldn't go on.

The group took a secret vote on whether to continue without him and get their record or go back to the city with "Ed." The vote was unanimous, Ed was more important than the record. They would go back with Ed and support him when he again faced the temptations of old "friends" and habits. One of the kids said, "We liked the idea of a record but we loved Ed."

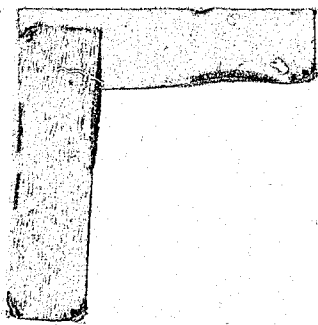
Love Becomes Flesh:

What Fred and the other guides are really doing is manifesting love in the only way it can be understood, with flesh, blood and personal involvement. They say, with their lives and not merely with words, "I want to share lives with you. For seventy five days and nights, when you are cold and hungry, I will be cold and hungry. When you struggle on a portage up to your knees in muck and mud, so will I. When you see the glories of a sunset, I will be there with you. Together we will share the agony and ecstasy of life."

As Fred says, "You don't have to change to receive my love. You will change because of my love and the love of each for the other."

Only when the word of LOVE becomes FLESH can hurting lives be healed.

Volunteers, properly utilized, are extremely effective with juveniles in difficulty with the law.



END