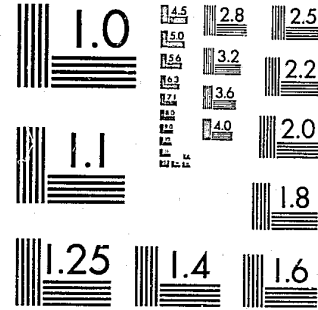


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National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

8/26/83

NATIONAL ASSESSMENT OF JUVENILE JUSTICE TRAINING RESOURCES

EXECUTIVE SUMMARY

SUBMITTED TO

NATIONAL INSTITUTE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

BY

ADMINISTRATION OF JUSTICE SERVICES, INC.

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OCTOBER, 1981

J-LEAA-020-80

87386

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This project was supported by Contract Number J-LEAA-020-80, awarded to Administration of Justice Services, Inc, of Rockville, Maryland, by the National Institute of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice, under the Omnibus Crime Control and Safe Streets Act of 1968, as amended. Research on this project was completed in October, 1981. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official positions or policies of the U.S. Department of Justice.

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EXECUTIVE SUMMARY

As we move into the 1980's, the need for effective job performance in juvenile justice administration becomes very critical. This need exists not only to achieve increased levels of organizational efficiency, but to achieve higher levels of self-satisfaction for the individual employee and better systems of service delivery to clients and communities. From a management perspective, we have come to recognize that those people most satisfied with their jobs are probably those who are using their fullest abilities to make real and identifiable contributions to their organizations.

This, of course, presupposes that an organization has made its goals and objectives explicit, understandable, and appropriate for the services it is mandated to deliver. It also presupposes that, notwithstanding diminishing resources, the organization does indeed provide its employees with the necessary resources to carry out their duties and responsibilities. It also means that meaningful processes of management, including performance appraisal, are in place so that realistic programs and services can be designed, carried out, and assessed.

In all formal organizations today, including those in the public as well as private sectors, training and staff development (synonymous terms) is increasingly recognized as an important organizational activity. The word "training," despite the efforts of some to make it a semantic whipping boy, is accepted as a synonym for all of the forms of knowledge, skill, and attitudinal development which persons need to keep pace with accelerating life involvement and the enlarging concept of man's capabilities (Craig and Bittel, 1967:15). Consequently, many organizations now operate training and educational facilities which are designed to enhance employee performance.

Instructed learning is designed to produce environments that shape

behavior to satisfy stated organizational objectives. From this point of view, training (and sometimes education) can be defined as the systematic acquisition of knowledge, skills, rules, concepts, or attitudes that result in improved performance in another environment. In the administration of juvenile justice, the need for training has been relatively recent in emphasis. While there has always been some form of training, for the most part, efforts have been haphazard, incomplete, and not always linked to organizational objectives. It was assumed that either on-the-job training or university-based instruction would suffice. Within the past two decades or so, juvenile justice managers have come to the realization that more formal processes for knowledge enhancement and skill improvement are necessary. At the same time, managers have come to realize that they, too, need additional skills in running their own organizations. Therefore, planning, budgeting, resource development, supervisory techniques, organizational structure, programming, and training have become more important concerns than ever before.

As juvenile justice managers have become more skilled, they have been willing to read and learn. There is no doubt that they have been influenced by the considerable literature of a prescriptive and descriptive nature concerning the desirability of and need for training. Both the President's Crime Commission (1967) and the National Advisory Commission on Criminal Justice Standards and Goals (1973) devote considerable attention to this issue. Along with the report of the Advisory Commission on Intergovernmental Relations (1971), these bodies strongly advocate training for all personnel within the network of criminal justice services.

The added works of such organizations as the American Bar Association (1973), the Joint Commission on Correctional Manpower and Training (1970),

along with the movement toward accreditation, all point to the correspondence in philosophy by various components of criminal justice administration that effective delivery of organizational services demands effective training of workers to carry out organizational demands and objectives. Training, then, as McGehee and Thayer (1961:4) point out, cannot be viewed as an end in itself, but a means to an end. It is a vehicle that ensures effectiveness; it is a tool that facilitates the enterprise in addressing and meeting its objectives.

We do not have precise data on the numbers of organizations or personnel directly and indirectly involved in juvenile justice administration. While it is possible to count actual probation, court, after-care, institutional, and prosecution agencies, especially those in the public sector, there are many services, programs, and agencies concerned with juvenile justice in the private sector that are beyond enumeration. This also means that while one could specify the numbers of youths dealt with formally and officially by criminal justice agencies, there is no way of determining informal, unofficial, or indirect interventions. Thus, there is no way of knowing exactly what is going on -- and by whom -- in juvenile justice administration.

Nonetheless, according to the FBI's Uniform Crime Reports - 1979 (p. 184), over one and three-quarter million crimes cleared were committed by persons under the age of 18, accounting for well over two million actual arrests (p. 196). Further, among the 11,506 reporting police agencies, dispositions are reported for approximately 1.6 million juvenile offenders; over one-half million (34.6 percent) were handled within the police department and released; almost one million (57.3 percent) were referred to juvenile court jurisdiction; over 25,000 (1.6 percent) were referred to welfare agencies; over 26,000

(1.7 percent) were referred to other police agencies; and over 77,000 (4.8 percent) were referred to criminal or adult courts (p. 230).

The above suggests that juvenile justice activities constitute relatively large business in the United States, but only the barest of facts are known with regard to expenditures, employment, and programmatic endeavors.

We do not know how many private agencies, organizations, and facilities deal with pre- and post-adjudicated youths; we have no idea how much is spent on private defense; we cannot account for all police activity or even how many departments have youth aid or juvenile divisions. Prosecutors do not report on differentiated caseloads and juvenile courts cannot be counted precisely since many are parts of courts of other kinds of jurisdiction. We are aware that many states and localities have juvenile justice coordinating committees, but their exact numbers remain unknown, especially since not all are constituted by statute. Volunteers work in many agencies, but there is no record of precise numbers. Halfway houses and other residential programs are sponsored by public and private agencies, but we do not know exactly how many or which cater exclusively to adjudicated delinquents. And, finally, there is a multitude of private agencies and organizations which deliver services to youthful offenders, ranging from diversion programs through intensive treatment, but how many remains unknown.

Notwithstanding the above, we have a picture of a great deal of activity in all sectors of services and programs for juveniles in the United States. This, of course, suggests that there are tens of thousands of workers, at all hierarchical levels, who provide direct services to juveniles and their families and/or who are supervised and managed by countless thousands of others. Within their respective organizations, these persons have jobs to perform, work

to do, which cannot be viewed from a static perspective. That is, if the earlier discussion of the value and meaning of training has merit, then we come to the inescapable conclusion that training not only is useful, it is a necessity to promote the health and welfare of workers, organizations, and clients.

The National Institute of Juvenile Justice and Delinquency Prevention, acutely aware of the paucity of data and information concerning juvenile justice training programs, developed the National Assessment of Juvenile Justice Training Resources project to obtain data concerning (1) on-going training efforts sponsored by the juvenile justice community in the United States, and (2) training needs for such agency-based personnel. NIJJDP also wanted a series of recommendations concerned with the future role of that agency in training-related activities and policies.

Approximately 400 agencies, organizations, and individuals responded to a letter of inquiry related to on-going training programs, and 208 responded to a letter of inquiry about staff training needs. These groups were identified through a series of mailing lists, membership directories, and personal sources. No attempt was made to develop a scientific sample of the juvenile justice community, especially since it was not possible to identify all existing programs. Therefore, a purposive sample was developed and letters were sent to all segments within the public and private sectors, including, volunteer organizations, trainers, halfway houses, national/regional organizations, probation departments, after-care agencies, departments of correction, state advisory groups, governors' committees, state planning agencies, city-county agencies, state-wide agencies, private agencies, police, and Police Officers Standards and Training (POST) groups.

In order to complete a comprehensive state-of-the-art in juvenile justice training, a thorough search of the literature was completed. Also, contacts were made with selected organizations knowledgeable about training activities and efforts in order to identify on-going programs, particularly to determine the nature, extent, and scope of existing and projected training programs. Further, when it appeared that an agency or organization had substantial materials about training programs, which could not be reviewed appropriately and comprehensively via correspondence or telephone, site visits were arranged. In all, 28 such visits were completed for the project.

During the course of the project, when respondent materials began to accumulate, it became clear that insufficient materials were being reported on the results of needs assessments, if any, which had been conducted by the host organizations. Consequently, 340 letters were sent to those who had previously responded about training programs and to selected agencies representing the 15 categories of services within the network of juvenile justice administration.

A review of the literature on training for juvenile justice personnel leads to the conclusion that very little has been published concerning actual training events conducted in the United States. With the exception of the various reports of the National Manpower Survey project (1978), the few reports that are available in written form are of a prescriptive nature. That is, most of the materials describing on-going programs are contained in articles, reports, and monographs about the need for training; they hardly describe in analytical or critical terms that which has been provided personnel in the field. Further, many indicate what kinds of training should be developed and offer theoretical frameworks to justify the positions taken, but few discuss

what has been developed and/or the impact of such programs on personnel or organizational effectiveness.

The published literature gives us no base-line to determine how much training occurs or even the sponsorship of that which is available. Casual observation, field visits, and informal communications nonetheless allow us to speculate that there is indeed a great deal of training within agencies, but top-management, training directors, and those interested in research are woefully neglectful in reporting on their experiences in published form. Consequently, the literature tells us very little about the nature, scope, purposes, curricula, sponsorship, or quality of these training efforts.

While there are several reports on the desirability and utility of accreditation and standards in juvenile justice administration, all of which require both orientation and in-service training, these, too, tend to be prescriptive. Almost no agency has published internal reactions or responses to such mandates; therefore, if they are attempting to follow them, there is no published record of results or outcomes.

In 1968, Piven and Alcabes published a directory of education and training resources among universities and agencies in the United States. Here, too, we find a dearth of materials related to juvenile justice training. Except for law enforcement, no other programmatic area was asked about training for juvenile justice personnel.

Part of the problem, as Hudzik et al (1981) report, may lie in the fact that criminal justice agencies tend to define manpower planning and training from very colloquial points of view; that is, almost exclusively within the context of their particular missions or current problems. If this is the case, most agencies attempt to define and meet their needs according to in-house

standards or as a result of internal resource availability. This is not to suggest that out-of-house resources are not being utilized. It may simply mean that training, although described as important, does not receive the kind or level of priority that administrators claim to give it. Further, as resources diminish, training, along with such areas as planning and research -- the softer aspects of agency activities -- appear also to diminish. The short-term goal of economizing obviously takes precedence over the long-range goal of effectiveness.

Thus, while we believe that on-going training does occur in many agencies in juvenile justice administration, however informal its approach may be, we have almost no published documentation or empirical evidence from the literature to support such a conclusion. For those who would say this is not a great loss, it may be important to suggest that the loss of such substantiation indeed could be significant.

This is so if for no other reason than it is axiomatic that the 're-inventing of the wheel' will be costly in terms of time as well as money. If agencies do indeed have on-going training, their experiences should be reported so that other agencies can learn from their experiences. In view of the fact that resources are becoming scarce, none should be squandered. There are lessons to be learned from the experiences of others and one of the best ways to discover them, short of on-site observation, is to be able to read about them in the published literature.

Approximately 400 responses were received to the initial letter of inquiry concerning on-going training programs in host juvenile justice agencies and organizations. Many of these responses (about 45 percent) were letters indicating that the agency was not involved in training, referred to other agen-

cies which had responsibility for training, conducted training but only for adult-based personnel, or submitted materials, such as annual reports or special brochures, which were inappropriate to the project. Table I depicts the percentage array of useful responses according to the various categories of respondents.

TABLE I
CLASSIFICATION OF RESPONDENTS CONDUCTING TRAINING BY AGENCY TYPE

<u>AGENCY TYPE</u>	<u>% OF TOTAL RESPONSES</u>
National/Regional Organizations	23
Judicial/Court Services	19
Corrections	14
Colleges/Universities	11
Law Enforcement	10
Human/Youth Services	9
Probation/After-Care	9
Volunteer Organizations	5
TOTAL	100

For the most part, the training programs available to the incumbents of these organizations and agencies are of an orientation rather than in-service nature. The respondents indicate that the substantive areas covered are skill-based; that is, they are designed to provide workers with the tools needed to do specific tasks. Some motivational programs are developed, but these tend to be secondary in importance to the other topics. Many of the programs are ad hoc in nature -- not routinely available to workers; thus, many juvenile justice personnel receive training on an unorganized basis. Some report relatively comprehensive programs of both an orientation and in-service basis;

some rely almost exclusively on outside sources for training; and almost none is concerned with inter- or multi-disciplinary training programs. It should be noted that a complete content analysis of the respondent materials could not be completed due to a number of significant problems. First, it was often difficult to differentiate between programs involving the adult justice system, those pertaining to juvenile justice, and those with admixtures. Second, materials frequently failed to distinguish between pre- and in-service training programs. Third, the nature of the target audiences was often unspecified. Fourth, many respondents reported generically on training, failing to indicate the exact nature of the curricula available. And, finally, many did not indicate the depth or quality of the material presented in the training sessions; that is, exactly what was being taught.

In an effort to determine training needs and desires of juvenile justice personnel, a letter of inquiry was mailed to 340 potential respondents. Included with a request for information about such training needs was a list of 29 topical areas. Respondents were asked to rank order the subjects in terms of previous knowledge about constituent needs. These topics were derived from the materials which had previously been submitted and from the results of the literature search. The respondents were also asked to rank order the topics according to hierarchical positions within the agency, namely line staff, supervisors, and management.

An analysis of the 29 topics suggests the need for training among all kinds of juvenile justice personnel to be of two kinds: content and process. The former can be defined as the substantive knowledge required to perform various job tasks, such as techniques of interviewing or counseling, laws, and intake procedures. Process issues can be defined as those procedural tools

or techniques that enable or facilitate job accomplishment, such as planning, case management, decision-making, and problem-solving.

Irrespective of the type of service, program, or hierarchical position, aggregate needs assessment data from the 208 respondents provide an over-all picture of training needs throughout the network of juvenile justice services, as depicted in Table II.

TABLE II

RANK ORDER OF 10 MOST CRITICAL TRAINING NEEDS*

<u>TOPIC</u>	<u>RANK ORDER**</u>	<u>NO. TIMES CITED***</u>
Decision-Making/Problem-Solving	1	321
Communications	2	301
Interpersonal Relationships	3	283
Legal Issues	4	267
Dealing With Violent Youth Training and Staff Development	5	263
Supervisory Techniques	6	258
Report Writing	7	255
Case Management	8	239
Planning	9	233
Personnel Appraisal	10	229

* 10 highest rank ordered items

** Rank order based on the modal responses for all items, by all respondents, and for all three hierarchical positions

*** Maximum number of times cited is 624 (3 x 208)

As Table II indicates, all but three topics are process-oriented subjects. This suggests that those persons who responded to the needs assessment inquiry (probably top-level management or training officials) view techniques for doing various tasks or jobs as more important than increased knowledge in selected substantive areas. It is also possible that although respondents were asked to reflect data about needs assessments that had previously been administered in their respective agencies, many either ignored those findings, interpreted prior findings to mesh with the list of 29 topics submitted for

review, or reflected on their own perceptions of what staff needed or wanted. That these respondents report more of a need for process topics over content issues may also reflect an undeclared sense of optimism that if funds are available for training, these are the areas for which they do indeed have the most need for outside help. That is, further, that substantive areas could be handled by in-house training staff.

An analysis of the overall data from all respondents reveals that incumbents in almost all categories of juvenile justice administration reflect a relatively similar pattern of training needs, particularly in the area of process issues. While there is no doubt that there are many substantive issues which lend themselves to training programs, it may be assumed that many of these indeed are covered by existing training resources, particularly within the respective agencies. Process issues, moreover, tend to require a certain level of expertise that many agencies do not possess. Further, these are the types of programs which many national organizations of a professional nature develop for their constituencies.

It may be interesting to note that many of the respondents gave a very high priority to training and staff development as a training issue. This, of course, suggests that there is a need for additional programs that are designed to enhance the overall capabilities of staff. It might also reflect the need for training of trainers programs so that staff development within agencies can be improved.

The data also indicate that almost all of the service-delivery agencies view as among the highest of priorities training in the area of dealing with violent youth. Law enforcement, court, probation/after-care, corrections, state planning agency, and university-based program respondents list this

as a crucial area. There is no doubt that all of these agencies must deal with this type of youth and, for years, the management of this problem has been perplexing.

From an overall perspective of the project, survey findings clearly reveal a dearth of precise data and information about on-going training programs in the field of juvenile justice administration. This does not necessarily mean that little is occurring in this area of endeavor; rather, it suggests that it is not possible to measure with any degree of accuracy what juvenile justice agencies are doing about on-going training programs for their respective staffs. Even the few agencies which report that training has been mandated (by statute or executive order), little data are available about the nature and scope of such training events.

In general, the materials obtained from respondents about on-going training programs in one way or another appear to be reflective of incumbent concerns about daily activities and responsibilities. Insofar as needs assessment materials are concerned, line staff tend to express high need for training in managing client interactions and interventions; supervisors want training in subordinate management; and top-level personnel desire training in techniques of organizational management and administration. These, along with selected process issues, cut across agency lines; that is, they appear to be relatively universal in juvenile justice administration.

Respondents rarely reported the existence of evaluations of training programs. In part, this is probably a reflection of the fact that few if any are actually completed, even by in-house trainers or evaluators. While there is some evidence of the completion of 'soft' evaluations ("Did you like the training program?" "Did you learn anything?"), neither the literature nor the

respondent materials reflect routine evaluations based on empirical data and scientific procedures. It may be that training units do not have competent researchers assigned to their programs and, therefore, empirically-based evaluations are dismissed as unfeasible. Or, it may be that administrators do not view such evaluations as important. Therefore, the training that is being sponsored by agencies and organizations, for the most part, cannot be tested in terms of their impact on workers, organizations, or clients. The data simply do not exist.

One final conclusion that can be reached as a result of data analysis is that it appears that juvenile justice agencies and organizations in the United States probably have a high commitment to staff training and development in order to improve the effectiveness and quality of staff and agency operations. This is an inference which can be made from informal soundings from the various respondents. However, diminished resources at the present time preclude expansion of training programs at an internal level. Agencies seem to be concerned primarily with survival. This is a dramatic concern, but one which reflects attention only to short-range needs and goals. Improved performance, however desirable, currently may only be rhetoric. It may be a long-range, legitimate desire. It certainly is not being addressed through increased training activities -- a vehicle for implementing policy, notwithstanding top-management's awareness of the contributions training offers both to the organization and its workers.

As a consequence of the above and as a direct result of the study, there is ample evidence that interest in and commitment to quality delivery systems of services to juveniles remain high. However, there is also sufficient evidence that training resources have become scarce. Thus, there is

a significant gap between desires and realities. Business and industry could not long survive if it expected to develop products with reduced resources. Yet, agencies and programs in the administration of juvenile justice have little choice. They are mandated to provide specified services to clients and communities. Caseloads must be managed; programs must be administered. Therefore, whatever personpower is available tends to be utilized merely to keep abreast of routine responsibilities. Hence, the training of staff, unavoidably and lamentably, must give way to organizational demands -- the scarce resources must be used elsewhere.

It becomes imperative, then, that a federal agency such as the National Institute of Juvenile Justice and Delinquency Prevention provide a great deal of the leadership and some of the resources needed to develop, maintain, and upgrade personnel and services in this area of criminal justice administration. In order to accomplish the foregoing, the following recommendations are offered for consideration.

1. NIJJDP should develop as a priority the need for providing leadership in the area of juvenile justice administration, especially in the area of demonstrating how local agencies can better systematize and coordinate their efforts and programs. The primary motivation for such involvement is that of reducing duplication of services, avoiding waste in resources, and in encouraging the development of responsible and responsive goals and objectives.
2. Since there is so little training available to juvenile justice personnel, NIJJDP should recognize the various constituent groups according to priorities and assist in the development of special training programs for them. The study indicates that law enforcement personnel are most in need for such training, followed by those engaged in privately funded services, prosecution and defense

counsel, institution-based personnel, community-based services, and, finally, after-care and probation.

3. It is recommended that high priority be given by NIJJDP to the sponsorship of training programs which are interdisciplinary in nature. Many topics, such as management, supervision, communications, decision-making, and program and personnel evaluation are generic in nature. Consequently, whenever a training program can be sponsored which is appropriate to several disciplines, this should be encouraged.

4. Survey results are not clear whether pre- or in-service training is more crucially needed than the other. Therefore, it is recommended that NIJJDP give equal weight to both kinds of training, striving for a reasonable balance between the two.

5. Since the needs assessment survey reveals that "process" issues are of greater importance to field personnel than "content" issues, it is recommended that high priority be given by NIJJDP to the sponsorship of such training programs.

6. To encourage the development of pre- and in-service training programs at the local level, particularly in the area of process issues and especially at the interdisciplinary level of training, NIJJDP should develop a list of resources potentially available to juvenile justice agencies and organizations. This would encourage such groups to apply for and utilize technical assistance in the development of training programs.

7. Since the issue of dealing with violent youth is of substantial concern to almost all categories of agencies dealing with juveniles, it is recommended that NIJJDP continue its emphasis of this topic, especially by encouraging and developing special training programs of an interdisciplinary nature. If

possible, NIJJDP should develop training packages which can be used by constituent groups in the field on a self-instructional basis.

8. NIJJDP should develop special brochures, information packages, and other materials which can be utilized by local agencies and organizations to help local officials understand the role, functions, and needs of the juvenile justice network of services and programs. This might help to increase such officials' commitment to increasing the effectiveness of local services.

9. In order to help local agencies and organizations better understand the value and significance of training programs for staff, NIJJDP should develop vehicles for organization and management development programs; provide a conduit for the sharing of information and knowledge that accrue from research and programmatic efforts; point out exemplary programs in juvenile justice administration; and develop materials that will illustrate how training units can be structured to deliver optimal programs for staff.

10. NIJJDP should assist local agencies and organizations in identifying competent trainers to assist them in the development of training programs and should develop training of trainers programs wherever possible. This would also help to develop a cadre of local trainers so that outside assistance can be minimized. With the availability of local trainers, inter-agency "loans" of such personnel can be facilitated at greatly reduced costs than the hiring of outside consultants.

11. It is recommended that NIJJDP develop a special calendar to help local agencies become aware of existing training programs sponsored throughout the country. Of special value would be the listing of in-house training programs for which seats might be available for other agency-based personnel. This would reduce the need for duplicated programs in geographical areas, for per-

sonnel from one agency would be able to attend the programs sponsored by another nearby, and at minimal cost. The mailing of such a calendar on a routine basis would encourage the development of a network of concerned juvenile justice specialists across the country.

12. NIJJDP should conduct a biennial survey among juvenile justice agencies on the nature, extent, and kinds of training programs being sponsored on an on-going basis. This would help to document what is being done and by whom for the entire juvenile justice community.

13. NIJJDP should also conduct a biennial needs assessment in order to document what field staff in juvenile justice administration perceive to be needed in the way of training programs. This would not only assist NIJJDP in developing training priorities, it would also assist in identifying those needs which have programmatic implications.

14. Since the National Criminal Justice Reference Service constitutes the primary resource in the United States for information about published materials in criminal justice, NIJJDP should negotiate with that service to increase its coverage of information related to juvenile justice administration, especially in the area of training and staff development.

15. Over the years, many local agencies and organizations have maintained contacts with the private sector, especially in the areas of employment for offenders and the recruitment of volunteers. NIJJDP should assist local groups in developing packaged materials that can be utilized to entice the private sector to help such agencies develop training programs for their staffs. It is well known that most corporations and large businesses have very sophisticated training programs for their employees. This is a tappable reservoir of resources that can help to bring the public and private sectors closer to-

gether and build an alliance that can improve the quality of the community in which they both reside.

16. NIJJDP should continue its dialogue with the National Institute of Corrections and especially its National Corrections Academy. Although the latter has been concerned primarily with adult corrections, it should be encouraged to expand the nature and scope of its training activities to include more topics associated with the administration of juvenile justice.

17. NIJJDP has already expressed considerable interest in the development of a Resource Center concerned with training for juvenile justice personnel in the United States. It is strongly recommended, as a result of the findings of this study, that such a Center should indeed be established and without delay. The Resource Center should be concerned with the development and accretion of knowledge about juvenile justice training; the development of training resources, including materials and trainers; the identification of training sources, including organizations, agencies, and persons; the subsidization of persons to attend training events; the networking of training specialists; the packaging of materials for use by juvenile justice agencies of materials for other government agencies (funding sources) and the private sector; for the development of biennial listings of training programs and needs; and for providing liaison relationships with other federal agencies and national organizations which develop and produce training programs. It could also sponsor special conferences dealing with the state-of-the-art in various aspects of juvenile justice administration that would be of utility to field personnel.

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