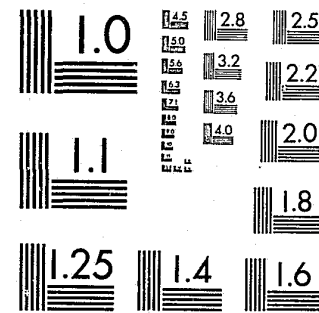


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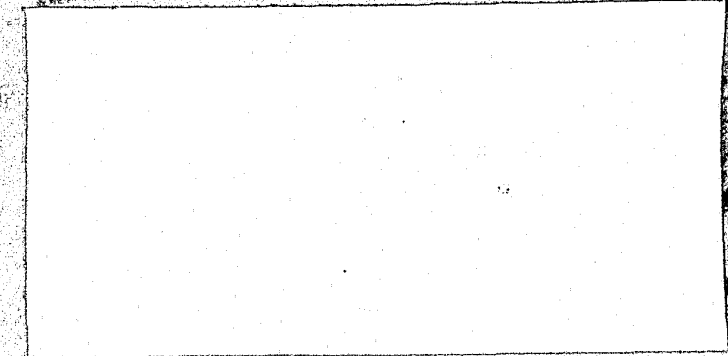
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JUVENILE JUSTICE IN IDAHO
by
Gary Strauss
The Idaho Statesman
Boise, Idaho

U.S. Department of Justice
National Institute of Justice

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a final report of the
Fellows in Education Journalism
Juvenile Justice Program
INSTITUTE FOR EDUCATIONAL LEADERSHIP

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PREFACE

Gary Strauss prepared this report on juvenile justice in Idaho as a Fellow in Education Journalism. The 1982 Fellowships provided six outstanding and competitively selected journalists with the opportunity to study and report on specific aspects of juvenile crime and justice while on six weeks leave from their newspapers. In addition to this final report, Strauss wrote a series of articles for The Idaho Statesman. His series and those of the other Fellows appear in the IEL monograph, Juvenile Justice: Myths and Realities. The 1982 Fellows and their topics were:

Charlotte Grimes
St. Louis Post-Dispatch

Girls and the Law

Wiley Hall
Baltimore Evening Sun

Getting Tough With Violent
Juvenile Offenders

Leslie Henderson
Knoxville Journal

Violent Juvenile Crime in East
Tennessee: A Family Perspective

Andrew Petkofsky
Richmond News Leader

Locks and Lessons: Virginia's
Reform Schools

Woody Register
The Tennessean

Juvenile Incarceration and
Alternatives in Tennessee

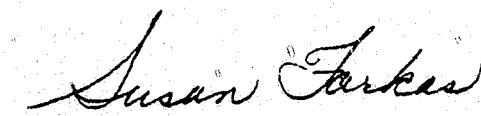
Gary Strauss
The Idaho Statesman

Juvenile Justice in Idaho

Margaret Beyer, PhD
Freelance (received study
grant)

Not Getting Away with Murder:
Serious Juvenile Offenders in
the District of Columbia

The Fellows in Education Journalism program seeks to strengthen the media's reporting and the public's understanding of education and social service issues by providing journalists with the resources and time to conduct comprehensive studies. Initiated at the Institute for Educational Leadership in 1976 by The Ford Foundation, the program is also sponsored by participating news organizations across the country and other foundations, government agencies and national organizations. The list of 1976-82 Fellows, sponsoring news organizations, and topics of study is included in this publication.



Susan C. Farkas
Director
Fellows in Education Journalism

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ACQUISITIONS

The torture-slaying of 17-year-old Christopher Peterman, who had been imprisoned for failure to pay \$73 in unpaid traffic fines, outraged the Boise community and served as a focal point for critics of Idaho's juvenile justice system.

Under seemingly innocuous state laws governing the sentencing and jailing of juveniles, Peterman, a quiet, slightly built youth, was placed in the same jail cell with five other 17-year-old youths - at least three of whom had been jailed on adult criminal offenses.

Fourteen hours later, Peterman's badly beaten and burned body was recovered by jail officials near a jail shower room. Toilet paper had been stuffed between his toes and set afire. His face was a bloody pulp.

It was this outrageous death that encouraged me to apply for the Institute for Educational Leadership's fellowship program in an effort to inform readers about the plight of Idaho's juvenile justice system. Given our status as the state's largest paper, I felt a series of articles would enlighten our readers and, hopefully, prevent another tragedy.

At first, I wanted to focus on alternatives to jailing juveniles - perhaps as an emotional response to stop senseless deaths of state youths. But as I continued to interview judges, child care advocates and others associated with the juvenile justice system, I realized how futile such an effort

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At first, I wanted to focus on alternatives to jailing juveniles - perhaps as an emotional response to stop senseless deaths of state youths. But as I continued to interview judges, child care advocates and others associated with the juvenile justice system, I realized how futile such an effort

would be. There are relatively few alternatives to placing youths in traditional lockups in Idaho.

There is only one juvenile detention center in the state, and that is in Ada County. Ironically, three of the youths charged with Peterman's death were initially sent to the detention center, but officials there found them so hard to handle that they were shipped to the local jail.

As I grew increasingly frustrated trying to focus on jail alternatives, I picked up on the frustrations those working within the state's juvenile justice system had. It was then that I decided to focus my research on the overall problems with treating and jailing juvenile law breakers in Idaho.

Peterman's death has served as a rallying cry for critics of Idaho's juvenile justice system, reviving old arguments that the state's juvenile laws are inconsistent and that Idaho lacks adequate delinquency prevention programs, alternative sentencing plans and youth treatment facilities.

The bottom line, critics say, is that Idaho is committed neither to keeping its estimated 305,000 teenagers out of trouble, nor to dealing with the ones who do break the law or need help.

Idaho juvenile arrest rates and juvenile jailings indicate the state has more problems than other states when it comes to juvenile crime.

Although juveniles are committing only a small percentage of serious and violent crimes statewide, they are most of the property and non-violent crimes.

Idaho juveniles were arrested at nearly twice the national average rate in 1981, accounting for one-third of the 39,000 arrests. Some 35 percent of those juveniles were age 15 or under.

Juveniles accounted for 56 percent of those arrested in Idaho for burglary, 60 percent of those arrested for auto theft and 54 percent of those arrested for larceny. In each of those categories, the Idaho juvenile arrest rate was more than twice the national average for those crimes.

Of the 12,779 Idaho youths arrested last year, 694 were age 10 or under; 1,028 were under 12; 2,734 were under 14; 2,383 were 15; 3,030 were 16 and 3,010 were 17.

These statistics - nearly twice the national average for juvenile arrests - are not a one-year phenomenon. Juvenile arrest rates have hovered above the 33 percent mark since 1974, when the state first began keeping statistics.

Curiously, state law enforcement officials are unable to explain why Idaho's juvenile arrest rate is nearly twice the national average.

"There could be a whole array of reasons for the number of kids getting arrested," said Idaho Law Enforcement director

John Rooney. "They may be getting caught in Idaho more often. Maybe the kids in metropolitan areas in other states are sharper in not getting caught."

Rooney, a former television broadcaster who served as a public relations man for the department before becoming its administrator last year, is frustrated over the amount of property damage and losses caused by juveniles, however. He estimates that more than \$6.9 million was stolen in larceny-related crimes and more than \$7.4 million in burglaries.

"There's no consensus of feeling, no goals, no single direction or concerted effort regarding juvenile justice by the courts, the prosecutors, law enforcement and the Legislature."

Like many states, Idaho has severe shortcomings in its juvenile justice system.

Unlike adults, for whom there are more sentencing options and treatment facilities, an Idaho juvenile's "sentence" may hinge less on his crime than it does on the county he lives in, the availability of services or the philosophy of the judge.

In some sections of the state - most notably eastern Idaho, where there are large concentrations of conservative Mormons - the jailing of youths is used as a disciplinary measure.

Said Bill Hamlett, a member of the Idaho Youth Commission and a prosecutor in Latah County, one of the most liberal in the state:

"Judges have their own vision of how juveniles should be handled. So do law enforcement agencies. I wouldn't dream of locking up a kid for being a runaway, but in some jurisdictions, he's locked up for 20 or 30 days."

Said John Shuler, Youth Rehabilitation coordinator for the Idaho Department of Health and Welfare: "The way kids are handled varies from county to county, from the small town to the large community, from the cop on the beat on up."

Sheer numbers alone apparently dictate the way Idaho's juveniles are dealt with.

Of the more than 26,000 Idaho youths arrested since 1980, slightly more than half spent at least some time behind bars.

Nearly 4,800 of the 17,782 youths arrested last year were released by local law enforcement agencies without ever seeing the inside of a courtroom.

Some 7,224 were referred to court, 174 were sent to welfare agencies and 265 were sent to adult court.

The number of jailed status offenders was so high (1,321) that it almost jeopardized federal funding of Idaho programs designed to prevent juvenile delinquency and keep juveniles out of adult jails and lockups, according to Paul Wahlberg, a former administrator.

As it was, Idaho's politicians tried to make political fodder of the Peterman killing and juvenile justice.

Next year's federal grant money for Idaho was introduced with great political fanfare at a Boise press conference by Idaho Gov. John Evans and Franklin County Prosecutor J. D. Williams - both running for re-election. Unfortunately, the money has been doled out to either facilitate existing programs or start new ones that have little to do with keeping youths out of jail. Among them are:

§§ Patient and Family Support Institute - \$18,316. A Boise-based program intended to begin a pilot juvenile delinquency prevention program and a youth and family conference.

§§ Alcohol Rehabilitation Association, Inc. - \$19,503. This project seeks funding for family counseling for youth with substance abuse problems and an "alternatives to drug use" youth program.

§§ North Idaho Children's Home - \$20,000. Funding to help emotionally handicapped youth prepare for career vocations.

§§ Cassia County - \$5,000. Funding for detention foster home.

§§ Parent Effectiveness Training - \$12,500. For an Ada County volunteer program involving parent and youth effectiveness training.

§§ Blackfoot Alternate School - \$30,000. Continued funding for alternate school classroom.

§§ Blackfoot School District - \$9,000. Law related educa-

tion project, involving justice and the law.

§§ Eastern Idaho Volunteers in Correction - \$18,000. Program provides temporary or crisis foster care to incarcerated status offenders and provides training and tutoring for high-risk delinquents.

§§ "I Believe" Detention Home - \$10,000. Diversion program to provide 24-hour care for all status offenders in Canyon County.

§§ Kootenai County Diversion Program - \$40,810. Continuation of Youth Accountability Board.

§§ Positive Action Program - \$34,210. Delinquency prevention programs offered through schools throughout the state.

Unfortunately, these programs are little more than small stop-gap measures in isolated areas, and will probably do little to help Idaho's cumulative problems with its delinquent youths.

Ironically, it is the habitual juvenile delinquent with frequent jailings who often receives the best rehabilitation, treatment and counseling, a Catch-22 situation that alarms many of those in the juvenile justice field.

"By the time a kid's gotten that far in the system, he's often established a crime lifestyle, and it's awfully hard for any system to change that kid's values and attitudes," said Boise Police Lt. Jim Lamborn, a 20-year law enforcement veteran

who heads the city's juvenile crime unit. "The juvenile justice system isn't geared up to deal with most kids."

Said Hamlett: "It's just another great failure of the juvenile justice system - the lack of followup and treatment after the very first contact with the law. You get a kid who commits a petty crime, and usually you let him go. You hope he straightens himself out, but he may decide that crime pays. He never really comes to the system's attention again until he's built himself a pretty good criminal rap sheet."

INCONSISTENT STATE LAWS ARE HINDERING THE TREATMENT AND REHABILITATION OF JUVENILES.

"Underlying the lack of programs and shortage of funds for juvenile justice and rehabilitation are inconsistent, vague laws that need to be changed," according to Idaho Attorney General David Leroy.

For example, an Idaho youth facing the death sentence for murder cannot smoke cigarettes because it is against the law. Citing that law, a 4th District Court judge recently denied access to cigarettes to one of the 17-year-olds charged with young Peterman's slaying.

Moreover, youths caught with tobacco or alcohol products are processed in adult court, even though they conceivably wind up in a juvenile section of jail because of their age.

These youths traditionally were processed under the state's

juvenile code until the Legislature amended the law in 1981 to make it easier for authorities to cite youths and to process them in court.

Primarily as a result of that change, the number of juvenile court petitions did drop - from 7,607 in 1980 to 6,916 last year, but magistrate court petitions increased by about 22 percent, from 7,091 in 1980 to 8,692 last year.

"In a sense, that law is a logical inconsistency because we're using the adult court system to punish juveniles for acts only a juvenile would be guilty of," Leroy said.

Peterman himself seemed to fall through the cracks of justice. He had been sentenced as an adult to 15 days at the Ada County Jail for contempt of court, but because of his age, was placed in a juvenile section of the jail. There, he encountered cell mates who had been charged with more serious crimes, but because they too were juveniles, they were processed in juvenile court and housed in the same cell as Peterman.

"The legislation on the books is just not sensible," said Ada County Prosecutor Jim Harris. "A juvenile who commits a burglary is treated as a juvenile. But a juvenile who commits a traffic offense is treated as an adult."

Another inconsistency is state law covering the jailing of criminals and non-criminals.

Under Idaho law, prisoners who have been convicted of crimes must be kept separated from those awaiting arraignments. Yet further legal inconsistencies make it difficult to determine whether Ada County officials violated the law when Peterman and his assailants were placed in the same cell.

"Reading the laws as applied to the Peterman case, I cannot say the law was violated, nor can I argue that it was not," Leroy said. "It's something that should be changed by the Legislature."

"The old divisions of separate cells for juveniles and adults (mandated by Idaho Code and a main goal of the federal Justice Department) may not be a sophisticated enough classification system because of the propensity of violence of some juveniles."

SHEDDING LIGHT ON OLD PROBLEMS.

Few of the arguments against the problems with Idaho's juvenile justice system are new ones. But they have been getting renewed attention in the wake of Peterman's death, and juvenile advocates concede that his death has done more to focus public interest on the system's inadequacies than years of harping by those in the juvenile justice arena.

"That kid in Idaho may have done more to shed light on the situation than most of us could do in years," said Jerome Miller, president of the National Center on Institutions and

Alternatives.

"Were the public to know much of what goes on in the juvenile justice system, they'd demand reforms, not the conservative approach of merely locking up kids that's practiced in Idaho and many other states today."

More often than not, the public knows little, if anything, about which youths break the law and what happens to them after they are caught.

As in most states, Idaho juvenile records - from arrest, court disposition and treatment - are confidential.

"The practice of jailing juveniles has traditionally gone undetected by the general public and has been cloaked in a litany of myth and misunderstanding," said Ira Schwartz, ex-administrator of the federal Office of Juvenile Justice and Delinquency Prevention. "The practice often does not see the light of day until a tragedy brings public attention."

Since the three-part juvenile justice series ran in October, the Statesman was inundated with calls and letters from parents, educators and politicians. The Boise School District, in conjunction with Boise State University, wants to start a "street law" program to educate high schoolers about justice. A child health-care advocate called to seek publicity about a fledgling youth substance abuse program. Legislative aides sought copies of the series to show their

bosses for the upcoming Legislative session.

IDAHO'S TREATMENT FACILITIES.

After spending two weeks getting the "administrative theme" surrounding the plight of the Idaho juvenile justice system, I decided to visit some of Idaho's youth residential treatment facilities in north and southeastern Idaho. Many of these youngsters lived in Boise, but because of overcrowding and lack of facilities I encountered youths from southwest Idaho in the northern and southeastern parts of the state, and also found youngsters who should have been treated closer to home being treated in facilities hundreds of miles away. Interestingly, I found child care advocates and the youths themselves often reluctant to talk with me. With the youngsters, it was a matter of establishing a sense of trust, although one excellent interview with a Boise girl had to be omitted from the series after double-checking some facts with her mother, who said her daughter had been lying.

Dr. Mark Hopper, director of the North Idaho Children's Home, turned out to be one of my best sources for the series, but only after several followup interviews and telephone conversations. Hopper was still reeling from a legal fight with several neighbors over the construction of a \$1 million Special Care Unit for severely emotionally disturbed youths, and even though NICH won the suit, Hopper was apparently reluctant to

talk with reporters. In any event, what follows is some of what I found researching the second part of the series.

Like so many pieces on a giant geographical chessboard, Idaho's juvenile lawbreakers are routinely shuffled throughout the state for analysis, treatment and incarceration.

For psychiatric evaluation, hundreds are sent to the state-run Juvenile Diagnostic Unit in Orofino; for residential treatment, dozens more wind up at the privately run North Idaho Children's Home in Lewiston or the Idaho Youth Ranch in Rupert.

For more punitive punishment, they are sent to Idaho's sole state-run reform school, St. Anthony's Youth Services Center, in southeastern Idaho.

Because there is such a wide dispersion of treatment centers in Idaho, the youths who need care are funneled to all corners of the state. This piecemeal approach to juvenile justice and the lack of juvenile facilities often hampers or eliminates altogether timely treatment because the existing centers are overcrowded or at capacity.

Many of the more than 26,000 Idaho youths arrested since 1980 have spent at least some time behind bars, yet many need more than jail time. However, at any given time, Idaho's youth treatment facilities and foster homes can handle only a fraction of those youths.

"I don't know ~~what~~ kind of help most of these kids are getting - if they are getting any at all," said Hopper.

To compound the problem, hundreds of miles often separate the facilities from juveniles' homes, often detracting from what little treatment is available.

"The sheer distances in Idaho make it hard to do any work with a kid's parents," said Chuck Yeaton, program director for Rupert's Idaho Youth Ranch, the largest private youth residential treatment facility in the state. "It's also hard for us to follow up on anyone who leaves here. Once they head for home, they're thrust into the same non-forgiving community that isn't able to see the gains they've made here.

"We also run across kids who we can't help - most have been constantly shuffled through the system and can't build any genuine relationships with anyone."

Said Hopper: "Distance from home is one of the most frustrating things for us. It's awfully hard for us to get involved with a child's family. We have to do it by phone. It would be a lot more effective to work face-to-face with a child's family every week."

The Lewiston facility has no resident child psychiatrist, so a Boise specialist flies in from Boise twice a month. During emergencies - there were eight at NICH last year alone - youngsters had to be flown to Boise and hospitalized.

A handful of small foster and residential homes are located in southwestern Idaho - home for the largest portion of the state's population - but the area's youths who need longer, more comprehensive evaluation or treatment must be sent to north, central or southeast Idaho.

The location of these facilities is not entirely blamed on funding. Philosophy and politics also share the blame.

"There's this philosophy that if the bad kids are kept away from a community, that will solve the problem. Out of sight, out of mind," said Hopper. "There's also provincialism in this state in regards to religion, geography and politics."

Often, juveniles who break the law or are removed from their homes because of poor parental care are bounced back and forth from one area of the state to another, depending on availability and type of treatment.

Take "Joey," for example.

His father is a Vietnam War veteran who returned to the U.S. with delayed stress syndrome. His mother is a borderline schizophrenic.

Together, they tormented and physically abused Joey for years, to the extent that he had to be removed from his natural home and placed at NICH.

"There would be love one day and hate the next," said

Hopper. "The father threatened the boy and his mother with a loaded gun, and at one point, Joey jumped through a window in sheer panic. He was gone for three days."

Joey was beaten sporadically by both parents, who eventually separated. Afterwards, Joey spent a lot of time on his own, while his mother," Hopper said, "did a lot of running around."

Joey broke windows, vandalized a neighbor's garage and shoplifted from stores. He got into fights with classmates and teachers. One Fourth of July, he was seriously burned while playing with gasoline and firecrackers, but after his release from hospital the following night, he shot out a neighbor's window with a pellet rifle. His mother? Nowhere to be found on either night.

Soon afterwards, a juvenile court judge placed Joey in a foster home.

From there, he was shuffled through three more foster homes in less than six months. He arrived at NICH's 22-acre complex in September 1980.

At the time, Hopper recalls, "He was more than anyone could handle. He once leveled a classroom. He assaulted NICH staffers - someone had taught him karate, and he knew how to hurt you. He was totally fearless."

Slowly, staffers began getting through to Joey. They

taught him to read, friendship and trust.

After nearly three years at NICH - about three times the normal stay of youngsters - Joey left to live with an aunt and uncle. Three months later, the arrangement still appears to be working out, although Hopper said it is still too early to tell if Joey will succeed.

Joey may be one of the lucky ones if he does succeed. Many don't.

"We have some kids who haven't worked out at NICH or the Youth Ranch, we've also had other kids who've been here before and have gotten into trouble again," said Kurt Friedenauer, director of the state-run Youth Services Center.

Before arriving at NICH, one youngster had been placed in 16 other homes or facilities before he had turned 16.

"It's an awful thing to do to a child. They never build any trusting relationships and it limits effective treatment," said Hopper.

The small number of established residential homes and programs available to Idaho's troubled youths are beset by overcrowding.

NICH seldom has a vacancy, while the Youth Ranch has been at capacity since 1979. State-run facilities face the same problems.

The state-run juvenile psychiatric program, the Juvenile

Diagnostic Unit in Orofino, is beset by chronic overcrowding. In the past four years, it has taken up to 90 days for some youngsters just to get in for a one-month evaluation.

Last spring, the Youth Services Center had to grant early release to about 25 youths to avert overcrowding.

"Some kids were shortchanged because they didn't receive all the benefits of our programs," Friedenauer complained. "But we have no control over who we get here or when they arrive. A sheriff once came here with a kid at 2 in the morning."

Said Shuler: "There's a crying need for more facilities around the state. We need some regional facilities, perhaps one for each of the state's seven judicial districts."

WHAT DO THESE FACILITIES HAVE TO OFFER TROUBLED YOUTHS?

Unlike jails or detention centers, NICH, the Youth Ranch and the Youth Services Center focus on treatment and rehabilitation of troubled youths after they become enmeshed in the state's juvenile justice system, offering educational and vocational programs to help them adjust to society once they leave the artificial environment of these facilities.

Youths at all three facilities are grouped in cottages or homes according to age and sex, and they work their way up a series of performance levels. As they progress, they are granted a growing number of privileges and freedom.

At the Youth Ranch, juveniles reside at a sprawling 2,500-acre farm and campus complex for up to 14 months. They range in age from 10 to 17, and they are admitted for a wide-range of problems.

"Last year, a 12-year-old was brought in in a strait-jacket. He was an extremely hyperactive kid, but he had an I.Q. of 165," Yeaton said. "He was bored all the time, and had such poor self-esteem that he acted out. We worked at reinforcing his positive aspects and now he's back with his family and attending high school classes."

The Youth Ranch's 20-member staff reinforces such youngsters' positive concepts about themselves and encourages them to work on educational and social skills.

"Basically, we're cheerleaders," Yeaton said. "We camouflage treatment under that philosophy."

The North Idaho Children's Home rests on the hilltop estate of former Lewiston businessman George Jewett. There are swimming pools, horses, a hobby shop and three modern homes. Hopper, however, discounts the facility's posh surroundings.

"This isn't a country club, the kids are under a lot of pressure to get their act together, get out of here and get on with their lives. There's a lot of peer pressure to do well, too," Hopper said.

NICH's 48 youngsters range in age from nine to 17 years,

and like the population at the Youth Ranch and the Youth Services Center, nearly two-thirds are from southern Idaho. Unlike the youngsters at the Youth Ranch, juveniles at NICH have more emotional problems, and for the most part are kept segregated away from the surrounding community.

By the time a youngster winds up at the Youth Services Center, he has probably spent at least some time in a foster home, jail, treatment facility or a combination of all three.

Last year's Youth Services Center population ranged in age from 11 to 18 years. Nearly one-third had committed burglaries and another 22 percent committed larceny. The group also included three rapists, 11 forgers, five arsonists and eight who committed armed robbery.

Unfortunately, some youngsters here don't make it. In 1981, six had to be sent to the Idaho State Penitentiary because they were too difficult to handle.

Two of the youths charged with young Peterman's death had spent some time here, although center officials, citing state juvenile confidentiality laws, declined to discuss either youth's record.

Before youths arrive at one of the three facilities, they are often evaluated at the state-run Juvenile Diagnostic Unit in Orifino.

Here, youths spend a month undergoing evaluation by

staffers, who forward recommendations on to court judges for final disposition.

More than 170 youngsters were evaluated last year, according to JDU director Jim Newsome. Not surprisingly, the bulk come from southern Idaho.

The youths sent to the JDU have committed an average of five felonies before their arrival. They are as young as eight, and most come from broken homes or poor families. Almost all are underachievers, are poorly educated and many have learning disabilities or problems with alcohol or drugs.

WHAT OTHER STATES ARE DOING WITH TROUBLED YOUTH.

I spent the final two weeks of my research integrating what I had heard at the July Juvenile Justice Conference in Washington with what I had discovered in other states regarding diversion programs and alternative sentencing plans.

One of the most intriguing speakers at the conference was "Dennis" a wayward youth who had become involved with an innovative program in suburban Baltimore.

Dennis pushed back the hair from his forehead with the snap of the neck. A cigarette dangled from the side of his mouth. At first glance, Dennis is the stereotypical young street punk, the kind you see on one of those B-grade television movies about the plight of our youth - an obstinate punk who appears to have little respect for society's rules and an

ambivalent future that can only be described as bleak.

To say that Dennis comes from a broken home is an understatement. His father murdered his mother 16 months ago. He subsequently was placed in a youth shelter home, ran away, then ran away from a similar home in West Virginia. By his 17th birthday, the Baltimore youth already had a long history of delinquency. He had been cited for assault, destruction of property, drug possession and truancy.

His penchant for crime and running away eventually prompted authorities to ship him to the maximum security section of the Maryland Training Center, where he was assaulted by guards and fellow inmates.

He escaped from that facility and was temporarily placed in a Maryland state prison. With little hope and no way out, Dennis tried to hang himself.

A few weeks later, a juvenile court judge placed Dennis in the Martin Pollak Project shelter home, an innovative, privately endowed facility for troubled youths.

In the few months since he's been at the suburban Baltimore center, Dennis has gained self-respect and a better outlook on life.

"I care about myself now. I want to make something out of myself," he said.

He should complete high school within a year, then plans

to enroll in truck-driving school.

Dennis is by no means the worst of the 20 or so juveniles at the Pollak shelter home - one girl has been arrested 19 times for prostitution and recently tried to set fire to the home, while another 17-year-old murdered his foster mother when he was 11.

But no matter how horrible their past or how badly they behave in the future, no one connected with the Pollak Project is giving up on them.

That is the main goal of the Pollak Project - to take delinquent youths that other agencies and institutions have forsaken and help them become responsible citizens, according to Kay Lanasa, executive director of the Pollak Project.

"Our philosophy is simple. Every child is born with certain rights. At the very least, each child has the right to be loved, clothed and sheltered in a natural environment, to grow up truly human and alive. All children need a family and a community to call their own," Lanasa said.

There is constant support and interaction between the youths in the Pollak project and staff counselors and psychologists. Staff members encourage the juveniles to take care of themselves, gain educational and vocational skills and live within society's accepted mores and laws.

The fledgling program began in August 1980, and Lanasa

said early results have been favorable.

Dennis is succeeding. The young prostitute is working - as a nightclub stripper, but she isn't selling herself. And the teenage murderer will receive his high school diploma later this year.

Innovative programs are being tried elsewhere across the country to treat hard-core juvenile delinquents. Many of these programs operate on shoe-string budgets with private donations, others backed with federal and state funds.

In Philadelphia, where 305 deaths related to street-gang activities occurred between 1964 and 1974, the House of UMOJA, an amalgam of shelter homes for court-referred offenders and abandoned children, was launched by Falak Fattah, a former reporter and widowed mother of six children.

UMOJA has helped eradicate much of the friction between street youths. By 1977, only one street-gang-related death was reported in the city.

The House of UMOJA project has served as a refuge for 500 youths since 1968, helping provide them with jobs, social skills and other training, some through small entrepreneurial projects that lead to employment and self-sufficiency.

Pennsylvania Superior Court Judge Frank Montemuro said UMOJA's recidivism rate is one of the lowest in the country.

In Georgia, a volunteer program initiated five years ago

has brought senior citizens and juvenile delinquents together in the Foster Grandparents Program. Volunteer grandparents (age 60 and older) meet with two delinquents five days a week. The grandparents offer counseling, help with homework and provide moral support.

"We view this as a joint venture against several social ills, the plight of the discarded juvenile as well as the plight of a lot of older Americans who perceive that society thinks they have no more meaningful role to serve," said Charles Lauer, administrator of the federal Office of Juvenile Justice and Delinquency Prevention, which is supporting the program with a \$81,500 grant this year.

In the long run, Georgia and federal officials expect the program to save hundreds of thousands of dollars that would have been earmarked for juvenile incarceration.

"Each grandparent may see as many as four youths in the course of the year," said project director David Dammann. "If the four juveniles are being kept out of institutionalized settings, you are saving \$60,000 a year."

SOME CONCLUSIONS.

The intent of the Martin Pollak Project and Foster Grandparents Program is to keep troubled juveniles from more conventional prison settings. The House of UMOJA's intent is to sidetrack youths from delinquency.

All three programs have been lauded by juvenile advocates and prison reformers who believe most juveniles should not be placed in traditional jails or prisons.

The programs also have the tacit approval of U.S. Justice Department officials who would like to see similar projects flourish elsewhere. According to the government's own estimates, it spent about \$76 million last year alone on juvenile justice programs.

However, while other states are making more concerted efforts to help their serious offenders through innovative programs, Idaho appears to be heading in the other direction.

Since 1981, the Idaho Legislature has:

§§ Lowered from 15 to 14 the age at which a youth can be prosecuted for serious crimes.

§§ Authorized funding for a maximum security unit at the Youth Services Center.

§§ Revamped laws under which juveniles are prosecuted for alcohol and tobacco consumption, making prosecution in adult court mandatory.

"The typical legislative reaction to juvenile delinquency is punishment. It's also the easiest route to take," said one county prosecutor.

Many Idaho youth advocates would like to see more money spent on juvenile-treatment programs and alternatives to in-

carceration, but they also see that as only a partial solution.

"Anything we come up with legislatively or through the Idaho Department of Health and Welfare will be less than perfect unless there is a serious rethinking of our philosophy of how we handle juveniles," said NICH director Hopper. "We have to come to grips between rehabilitation and punishment, and we have to be willing to put up more than just money."

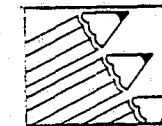
According to a recent report by the National Institute for Juvenile Justice and Delinquency Prevention, a key factor in preventing juvenile delinquency is to "get families, schools, peer groups, local officials and social organizations involved in providing healthier social development opportunities for young people."

Hopper, who worked with juveniles as an Idaho Department of Health and Welfare worker for 10 years before joining the North Idaho Children's Home, believes that private businesses and volunteer agencies could take up much of the slack for youth services caused by inadequate state and local funding.

Corporations could be encouraged through tax incentives to create more jobs for youths and some youth programs. Parents and schools could also be more instrumental in preventing juvenile delinquency, Hopper said.

"Overall, there's a great deal of concern about kids in

this state, but it's not active - people are reluctant to do anything about it and there's just not enough public involvement," Hopper said.



Journalism Fellows
THE INSTITUTE FOR EDUCATIONAL LEADERSHIP, INC.

Since 1976 The Institute for Educational Leadership has administered The Fellows in Education Journalism Program, enabling journalists to conduct studies of education and related social issues. Journalists who have participated in this Fellowship and their study topics are listed by year.

1976

DAVID BEDNAREK	<i>The Milwaukee Journal</i> Milwaukee, WI	Desegregation
MICHAEL BOWLER	<i>The Sun</i> Baltimore, MD	Textbook Selection
HELEN CARRINGER	<i>The Beacon Journal</i> Akron, OH	Parent Power
JAMES A. KILLACKY	<i>The Daily Oklahoman</i> Oklahoma City, OK	Teacher Unions
JACQUELYN KING	<i>WRR News Radio</i> Dallas, TX	Testing
ANDREW MILLER	<i>The Kansas City Star</i> Kansas City, KS	Testing
LAEL MORGAN	<i>Tundra Times</i> Fairbanks, AK	Bilingual Education
LINDA STAHL	<i>The Courier-Journal</i> Louisville, KY	Basic Skills
STANLEY WELLBORN	<i>U.S. News & World Report</i> Washington, DC	Federal Education Policy

1977

CONSTANTINE ANGELOS	<i>The Seattle Times</i> Seattle, WA	Basic Skills
MURIEL COHEN	<i>The Boston Globe</i> Boston, MA	Teacher Education
REBECCA KUZINS	<i>The Muskegon Chronicle</i> Muskegon, MI	Special Education
LORENZO MIDDLETON	<i>The Washington Star</i> Washington, DC	Desegregation
CYNTHIA PARSONS	<i>The Christian Science Monitor</i> Boston, MA	School Finance
WAYNE F. REILLY	<i>The Bangor Daily News</i> Bangor, ME	Competency Based Testing
DALE ALAN RICE	<i>The Post-Standard</i> Syracuse, NY	Magnet Schools

1978

HUNTLY COLLINS	<i>The Oregonian</i> Portland, OR	Gifted & Talented Education
JIMMIE COVINGTON	<i>The Commercial Appeal</i> Memphis, TN	Competency Based Testing
JOE DONOVAN	<i>KYW News Radio</i> Philadelphia, PA	Basic Skills
GARY FIFE	<i>United Indian Planners News</i> Washington, DC	Indian Education
ROBERT FRAHM	<i>The Journal Times</i> Racine, WI	Competency Based Testing
DIANE GRANAT	<i>Chicago Daily Herald</i> Arlington Heights, IL	Parent Power
SAUNDRA IVEY	<i>The Tennessean</i> Nashville, TN	School Finance: Tax Revolt Issues
RICK JANKA	<i>The Milwaukee Sentinel</i> Milwaukee, WI	Achieving Quality Education
ROSA MORALES	<i>KCET Television</i> Los Angeles, CA	Desegregation
ETHEL PAYNE	<i>St. Louis Sentinel</i> St. Louis, MO	Black Colleges
DONALD SPEICH	<i>Los Angeles Times</i> Los Angeles, CA	Effect of Proposition 13
MONTE TRAMMER	<i>The Sun</i> Baltimore, MD	Declining Enrollments and School Closing
LINDA WILLIAMS	<i>Daily Herald/South Mississippi Sun</i> Biloxi, MS	School Finance Patterns in the South

1979*

ROBERT BENJAMIN	<i>Cincinnati Post</i> Cincinnati, OH	Educating Low-Income Students
JOHN CUMMINS	<i>The Salt Lake Tribune</i> Salt Lake City, UT	Education in High-Growth Areas
CHRISTIE DUNPHY	<i>The Evening Gazette</i> Worcester, MA	Declining Enrollment in High Schools
CHARLES HARDY	<i>The Charlotte Observer</i> Charlotte, NC	Black Achievement/Operation Push
WISTA JOHNSON	<i>The New York Amsterdam News</i> New York, NY	Health Education in Urban Schools
MARK LIFF	<i>New York Daily News</i> New York, NY	Education of Indochinese Refugees
BETTE ORSINI	<i>St. Petersburg Times</i> St. Petersburg, FL	Suicide/Depression on College Campuses
BARBARA REINHARDT	<i>Options in Education</i> National Public Radio Washington, DC	Teenage Pregnancy and the Schools
LINDA WERTSCH	<i>Chicago Sun-Times</i> Chicago, IL	Teacher Accountability

FRAN ZUPAN	<i>The Columbia Record</i> Columbia, SC	Sex Barriers in Job Preparation
JANE EISNER	<i>The Virginia-Pilot</i> Norfolk, VA	What's Effective in Virginia's Integrated Schools
JACK KENNEDY	<i>The Lincoln Journal</i> Lincoln, NE	Rural vs. Consolidated Districts: What's Effective in Nebraska
JANET KOLODZY	<i>Arkansas Democrat</i> Little Rock, AR	What's Effective in Arkansas Schools
MARGO POPE	<i>The Florida Times-Union</i> Jacksonville, FL	What's Effective in Florida's Suburban Schools
WAYNE REILLY	<i>Bangor Daily News</i> Bangor, ME	What's Effective in the Rural Schools of Maine
M. WILLIAM SALGANIK	<i>The Sun</i> Baltimore, MD	Academic Achievement in Urban Schools: What Works in Baltimore

* In 1979, one group of Fellows looked at general education issues; a second group focused on "What Makes Effective Schools?"

1980-81

MEA ANDREWS	<i>Missoulian</i> Missoula, MT	Middle Schools in Montana
LINDA AUSTIN	<i>Dallas Times Herald</i> Dallas, TX	How High Schools Serve Minorities in Texas
JOHN MCMANUS	<i>The Ledger-Star</i> Norfolk, VA	How Inner City Schools Work for Minority Children
ELIZABETH OLDER	<i>Charleston Daily Mail</i> Charleston, WV	From Coal Mines to Gifted Education
CAROL RUBENSTEIN	<i>Oregon Journal</i> Portland, OR	How Elementary Schools Work for Four Different Minority Groups
STEPHANIE SEVICK	<i>The Hartford Courant</i> Hartford, CT	Schools That Work in "Gold Coast" Towns
PATRICIA SULLIVAN	<i>Sun Sentinel</i> Fort Lauderdale, FL	Schools That Serve the Gifted in Florida

1982

CHARLOTTE GRIMES	<i>St. Louis Post-Dispatch</i> St. Louis, MO	Girls and the Law
WILEY HALL	<i>The Evening Sun</i> Baltimore, MD	Getting Tough with Violent Juvenile Offenders
LESLIE HENDERSON	<i>The Knoxville Journal</i> Knoxville, TN	Violent Juvenile Crime in East Tennessee: A Family Perspective
ANDREW PETKOFISKY	<i>The Richmond News Leader</i> Richmond, VA	Locks and Lessons: Virginia's Reform Schools
WOODY REGISTER	<i>The Tennessean</i> Nashville, TN	Juvenile Incarceration and Alternatives in Tennessee
GARY STRAUSS	<i>The Idaho Statesman</i> Boise, ID	Juvenile Justice in Idaho



The Institute for Educational Leadership (IEL) was created in 1971 as a part of The George Washington University, and became an independent, nonprofit organization in 1981.

The Institute seeks to improve the quality of education policymaking by linking people and ideas in order to address difficult issues in education. IEL serves state, local, and national education leaders as well as other individuals who have or will have an influence on education policymaking.

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