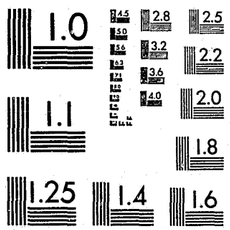

NATIONAL NONGOVERNMENTAL ORGANIZATIONS INVOLVED WITH THE JUVENILE JUSTICE SYSTEM: FOCUS ON THE SERIOUS AND VIOLENT JUVENILE OFFENDER

by
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FOREWORD

The National Institute for Juvenile Justice and Delinquency Prevention (NIJJDP) of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) established an Assessment Center Program in 1976 to partially fulfill the mandate of the 1974 Juvenile Justice and Delinquency Prevention Act. NIJJDP currently maintains two Assessment Centers: the National Center for the Assessment of Delinquent Behavior and Its Prevention, located at the University of Washington, Seattle, Washington; and the Center for the Assessment of the Juvenile Justice System, which is administered at the American Justice Institute in Sacramento, California. The purpose of the Assessment Centers is to collect, synthesize, and disseminate knowledge and information on all aspects of juvenile delinquency.

At the American Justice Institute, the Center for the Assessment of the Juvenile Justice System continually reviews areas of topical interest and importance to meet the information needs of practitioners and policymakers concerning contemporary juvenile justice issues. Methodology includes: search of general and fugitive literature from national, State, and local sources; surveys; secondary statistical analysis; and use of consultants with specialized expertise.

These assessments are not designed to be complete statements in a particular area; instead, they are intended to reflect the state-of-knowledge at a particular time, including gaps in available information or understanding. Our assessments, we believe, will result in a better understanding of the juvenile justice system, both in theory and practice.

This assessment, "National Nongovernmental Organizations Involved With the Juvenile Justice System: Focus on the Serious and Violent Juvenile Offender," discusses the role of selected national nongovernmental organizations in the juvenile justice system, particularly emphasizing their interest in serious and violent juvenile offenders. By examining the participation of 103 national nongovernmental organizations, 79 of which officially endorse the principles of the Juvenile Justice and Delinquency Prevention Act, the report elucidates historical and contemporary patterns of private sector involvement with at-risk and delinquent youth, as well as serious and violent juvenile offenders.

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ACKNOWLEDGMENTS

This report was prepared by Gayle Olson-Raymer, Associate Criminal Justice Specialist. James Gosier, Research Assistant, was responsible for researching and writing much of Chapter 4. John Wallace, Research Assistant, assisted with data accumulation for all 103 organizations and wrote several organizational summaries. Lynda McClure, Consultant, wrote the "Literature Survey" for Chapter 1.

Proofing and formatting the appendices was provided by Cindy L. Athey, Research Assistant. Administrative style and initial editing was performed by Ann Johnson, Editor. Andrea Marrs, Project Secretary, designed all the tables, proofed much of the narrative, and was responsible for producing the presubmission draft, with the assistance of Robbie Balog, Clerk Typist.

Additionally, the staff wishes to thank the representatives of the 103 national nongovernmental organizations who cooperated with us during each phase of the study. Most importantly, all representatives proofread and edited the summary pertaining to their organizations found in Chapter 2-4 appendices. Without their assistance and interest, this report would not have been possible.

Finally, the Center staff thanks Diane Liburd, Project Monitor, and Terrance Donahue, Director, Training, Dissemination, and Standards Division, who contributed valuable contextual direction and suggestions.

PREFACE

Prior to this assessment, the private sector's involvement with troubled youth had seldom been explored. This report provides an initial step forward in the information gathering process by focusing on two major objectives:

- describing the historical and contemporary role of national nongovernmental organizations with the juvenile justice system; and
- surveying their involvement with serious and violent juvenile offenders.

The report's information-gathering objectives are fulfilled in the following pages. It surveys 103 national nongovernmental organizations, 79 of which officially endorse the Juvenile Justice and Delinquency Prevention Act of 1974, currently involved with juvenile justice programs and issues. It particularly seeks to review these organiations' interest with serious and violent juvenile offenders. However, because interest in this population is relatively recent, so is private involvement with such youth. This report explores national nongovernmental involvement with both youth populations: at-risk and delinquent youth as well as serious and violent juvenile offenders.

Our research uncovers a trend, beginning in the mid-1960's, of national nongovernmental organizational involvement in the juvenile justice arena. This pattern coincided with the introduction of Federal interest in at-risk and delinquent youth. Only with very recent public interest in serious and violent juvenile offenders, beginning in the late 1970's, have some organizations tentatively tested programs and issues for this population. These efforts, related to Center staff by national personnel as well as local representatives referred by national representatives, are described throughout the report.

In reviewing these endeavors, the reader should keep in mind that this study is based upon information obtained by and opinions of representatives at the national organizations. Thus, it provides a state-of-the-art assessment of historical and contemporary involvement of national nongovernmental organizations with youth caught up in the juvenile justice system. As such, it does not pretend to provide a complete picture of State or local juvenile justice efforts. Instead, it is designed to be a policymaking tool for Federal legislators and national advocates currently debating a proposed shift of Federal responsibilities for troubled youth to the private sector and local public entities.

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EXECUTIVE SUMMARY

While recent attention has focused on individualized local programs for troubled youth, very little analytical research has been devoted to national public and private sector involvement with the juvenile justice system. This report represents an initial attempt to survey the role of selected national nongovernmental organizations with juvenile justice programs and issues. To this end, we sought to:

(1) identify national nongovernmental organizations that currently deal with juvenile justice issues; and

(2) explicate the specific types of involvement.

Secondarily, the report reviews another seldom explored topic: the involvement of national nongovernmental organizations with serious and violent juvenile offenders. Additionally, a corollary issue is discussed: the extent of Federal and private sector collaboration in juvenile justice programs, specifically focusing on those affecting serious and violent juvenile offenders. Finally, because one might wonder why we are concerned about private sector participation in the juvenile justice arena, the report traces the evolutionary role of national nongovernmental organizations' impact upon and involvement with the Federal government's juvenile justice policymaking and practices.

Selecting the inclusive organizations was particularly complex because no comprehensive compendium of national nongovernmental organizations addressing juvenile justice issues exists. A list of almost 200 organizations was compiled from several reference sources, a wide variety of youth-serving organizational literature, and from Congressional Record listings of official Juvenile Justice and Delinquency Prevention Act supporters. Each organization was then contacted by letter and follow-up telephone conversations to determine the extent of involvement and interest. Consequently, 103 national nongovernmental organizations meeting the research criteria were identified.

The next step required a thorough understanding of each organization's goals and structure as well as juvenile justice involvement. The resulting information is reported in the bulk of this report. The findings, while not surprising, should aid policymakers as they shape the direction of the Federal government's future juvenile justice role. Additionally, public and private sector practitioners will find the detailed programmatic information helpful as they develop new priorities for scarce human service resources.

Of the five chapters in the report, four deal with specific types of national nongovernmental organizations: youth membership organizations, adult organizations directly involved with the juvenile justice system, adult organizations indirectly involved with the juvenile justice system, and JJDP Act supporters uninvolved with the juvenile justice system. The extent of their interest and involvement with serious and violent juvenile offenders may be summarized as follows:

Youth Membership Organizations

- All 15 organizations have a recent record of involvement in juvenile justice programs and issues which has been marginally extended to serious and violent juvenile offenders.

- Eleven of these organizations provide services to the serious and violent juvenile offender; three specifically target such youth while the other eight service adjudicated and at-risk youth, some of whom may or may not be serious and violent juvenile offenders.

- Of these 11 organizations, four receive Federal assistance, six utilize a combination of local private and public monies, and one receives private support only.

- Most national organizations indicate local chapters, councils, and clubs are free to develop programs for serious and violent juvenile offenders, but creating a national program for such youth is neither a current interest nor a future priority. They further indicate that any change in such a philosophy would require additional funding from either public or private sources to develop programs and train the appropriate personnel to work with such youth.

Adult Organizations Directly Involved With the Juvenile Justice System

- All 18 organizations focus primary interest on at-risk, status, and less serious juvenile offenders.

- Nine of these organizations are involved with projects affecting serious and violent juvenile offenders; five specifically target such youth while the other four serve at-risk and adjudicated youth, some of whom may or may not be serious and violent juvenile offenders.

- Of these nine organizations, five conduct such efforts with the aid of Federal monies, and four sponsor their endeavors with serious and violent juvenile offenders primarily through private support.

Adult Organizations Indirectly Involved With the Juvenile Justice System

- All 35 organizations have local programs that concentrate primarily on adjudicated youth without specifically targeting serious and violent juvenile offenders.

- At least three programs that affect but do not specifically target serious and violent juvenile offenders exist at the national level and could be modified specifically to target such youth.

- Eleven of these organizations provide services to the serious and violent juvenile offender; four specifically target such youth while the other seven serve adjudicated youth, some of whom may or may not be serious and violent juvenile offenders.

- Of these 11 organizations, five are fully or primarily funded with Federal sources, one receives State funds, three utilize a combination of local public and private support, and two are wholly funded with private funds. Thus, nine of the 11 programs fully or partially depend on public support.

JJDP Act Supporters Uninvolved With the Juvenile Justice System

- Thirty-four organizations philosophically and officially support the JJDP Act but have not translated such support into programmatic activity.

- Three of the organizations have previously sponsored a program for status offenders and at-risk youth.

- All three organizations designed and operated such programs with Federal funds; when such funds ran out, the programs were terminated.

The report's general conclusions may be summarized as follows:

- Each of the 103 national nongovernmental organizations commits resources to juvenile justice programs and policies. Such involvement primarily includes participating in national youth-serving collaborations; sponsoring Federal, State, and local advocacy efforts aimed to influence public policy; creating and operating direct service programs for predelinquent and delinquent youth as well as training and information forums for juvenile justice practitioners; and providing a wide variety of juvenile justice resources for organization members and the public at-large.

- Only 31 (or less than one-third) of the selected organizations were involved with serious and violent juvenile offenders. Such endeavors were either established by the organization's national headquarters and translated downward to local members, or were created by local and/or statewide branches and not utilized as national models. Just 12 of the 31 organizations specifically targeted serious and violent juvenile offenders for assistance; the others served general youth populations or adjudicated juveniles who may or may not be serious and violent juvenile offenders. However, because none of the organizations kept records of the number or exact "types" of clients served, the extent to which the 31 organizations were involved with serious and violent juvenile offenders was impossible to measure.

- 24 organizations (77 percent) receive partial or total financial assistance from a Federal, State, and/or local public agency. Only seven organizations operate serious and violent juvenile offender endeavors exclusively with private funds.

Thus, this study's ultimate conclusion is that the vast majority of national nongovernmental juvenile justice and serious and violent juvenile offender endeavors have been sponsored by public and private partnerships. Substantiating this conclusion were dozens of comments shared with our research staff by national representatives claiming that if the public sector provided greater and longer-term incentives for serious and violent juvenile offender programs, they would serve that population in some capacity. This attitude, coupled with our specific findings, indicates that any major contraction of Federal, State, and/or public support would hinder future national nongovernmental involvement with the juvenile justice system as well as serious and violent juvenile offenders.

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INTRODUCTION

Who is responsible for America's juvenile delinquents? Are delinquency prevention and treatment costs national or local obligations? Should the public and the private sectors share the burden? These questions form the core of a policy question currently debated within Federal circles. One group of policymakers claims juvenile delinquency legislation, beginning in 1961 and culminating with the 1974 Juvenile Justice and Delinquency Prevention Act and its two authorizations (1977 and 1980), places responsibility at the Federal level. Another group, deriving its position from the Reagan Administration, suggests curtailing the Federal role, fostering instead a "spirit of individual generosity and our sense of communal values." (Reagan, 1981:1045.)

The proposed shift to private and local public services is neither new nor startling. As this study indicates, prior to 1961 the Federal government vested little interest in and virtually no financial responsibility for juvenile justice issues or programs. Traditionally, local governments, private charitable organizations, and private special interest youth-serving agencies dealt with problematic youth.

Policymakers favoring a return to historical commitments could be greatly assisted by understanding the private sector's evolutionary role with troubled youth, as well as its current involvement. This study provides an initial step forward in the information-gathering process by focusing on selected national nongovernmental organizations involved with the juvenile justice system. Further, it measures these organizations' role with serious and violent juvenile offenders.

An emphasis on the latter population was the study's original focus. However, a lengthy review of organizational involvement revealed recent national interest in juvenile justice programs and issues, but little involvement with "hardcore" juvenile offenders. Thus, our study primarily surveys the roles 103 national nongovernmental organizations assume with juvenile justice related issues, and secondarily examines any involvement with serious and violent juvenile offenders.

METHODOLOGY

Because no comprehensive compendium of national organizations addressing juvenile justice issues exists, selecting the inclusive national nongovernmental organizations was a time-consuming task. Two types of sources were utilized: organizational encyclopedias and youth-serving literature;* and the official supporters of the 1974 Juvenile Justice and Delinquency Prevention Act (JJDP Act) and its two reauthorizations.** The latter sources revealed 107 official JJDP Act endorsements

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* See Pendry and Hartshorne (1935); Chambers (1948); Hanson and Carlson (1972); Skinner (1974); and Brewer (1980).

**See the Congressional Record Vol. 120 (1974), p. 2155; Vol. 123 (1977), p. 7954; and Vol. 126 (1980), p. 2644 to obtain the titles of all official JJDP Act supporters.

listed in Table 1 (pp. 3-5). As Table 2 (p. 6) indicates, 26 of these organizations were eliminated because they were not located,* inoperable, local or statewide in scope, or merged with, or were a division of, another organization supporting the JJDP Act. Additionally, we excluded the two individuals lending their support, bringing the total of eliminated organizations/persons to 28. Table 3 (pp. 9-10) delineates where each of the 79 inclusive JJDP Act supporters may be found in the text.

After adding the 79 national nongovernmental JJDP Act supporters to organizations found in other sources, we compiled a list of almost 200 organizations.** Each organization then received an introductory letter explaining our research on "national, nongovernmental organizations that develop, support, administer, and/or philosophically encourage programs for serious and violent juvenile offenders," and requesting information about origins, structure, membership, and funding as well as relevant literature about past and present efforts with serious and violent juvenile offenders. (See Appendix, p. 15.) It should be noted that no questionnaire asking specific questions of the organizations was attached to the letter. Instead, the intent was to ask general questions to gain "basic information about the origins, organizational structure and membership" and the funding structure of each organization, as well as to request programmatic literature regarding serious and violent juvenile offenders. (See Appendix, p. 15.) This method enabled the research team to collect a great deal of information that may not have been generated if a specific questionnaire had been sent.

Based upon responses to the initial letter, as well as follow-up letters and telephone inquiries, we established a judgmental sampling of 103 national nongovernmental organizations that either supported the JJDP Act or were directly involved in juvenile justice programs and issues. Table 4 (pp. 11-12) alphabetically lists the inclusive 103 organizations and the chapter in which each is discussed.

After narrowing the list to 103 national nongovernmental organizations, the staff collected and organized pertinent juvenile justice related information on each organization. Next, summaries were compiled outlining each organization's background, objectives, membership, role of voluntarism, funding, structure, and juvenile justice component. Concluding remarks and bibliographies for each organization were also added. Draft copies of each summary were then sent to the organizations for internal review and approval. Thus, every descriptive summary found in Chapter 2-4 appendices has been approved by a representative from the national organization.

The reader should be aware of several methodological procedures while analyzing this report. First, we have not included a comprehensive survey of all national nongovernmental organizations involved with the juvenile justice system or with serious

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* Many efforts were made to locate the seven organizations listed in Table 2, including tracing new addresses from former addresses and calling other national organizations for forwarding information. None of our sources could locate these seven organizations, and it is safe to assume some may be defunct.

**Almost 100 organizations were eliminated from this study for one of two reasons: the organization failed to respond to a minimum of three written and/or telephone inquiries; or an organization responded that it was not involved with national, statewide, or local juvenile justice programs and issues.

Table 1

JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT SUPPORTERS:
1974, 1977, and 1980

ORGANIZATION	YEAR OF SUPPORT 1974	1977	1980
American Association of Psychiatric Services for Children		x	x
American Association of University Women		x	x
American Bar Association			x
American Camping Association		x	x
American Civil Liberties Union			x
American Federation of Labor-Congress of Industrial Organizations		x	x
American Federation of State, County, and Municipal Employees	x	x	x
American Federation of Teachers		x	x
American Institute of Family Relations	x	x	x
American Legion--National Executive Committee	x	x	x
American Occupational Therapy Association		x	x
American Optometric Association		x	x
American Parents Committee (a division of American Personnel and Guidance Association)	x	x	x
American Personnel and Guidance Association		x	x
American Psychological Association		x	x
American Public Welfare Association		x	x
American Red Cross--Youth Services Division	x	x	x
American School Counselor Association (a division of American Personnel and Guidance Association		x	x
American Society for Adolescent Psychiatry		x	x
Association of Childhood Education International		x	x
Association of Junior Leagues		x	x
Boy Scouts of America	x	x	x
Boys' Clubs of America	x	x	x
Big Brothers/Big Sisters of America		x	x
B'nai B'rith Youth Organization	x	x	x
Camp Fire, Inc.	x	x	x
Child Study Association of America		x	x
Child Welfare League of America		x	x
Children's Defense Fund		x	x
Children's Express			x
Chinese Development Council (New York)		x	x
Christian Prison Ministries		x	x
Coalition for Children and Youth			x
Emergency Task Force on Juvenile Delinquency Prevention		x	x
Family Impact Seminar		x	x
Family Service Association of America	x	x	x

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 1 continued

JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT SUPPORTERS:
1974, 1977, and 1980

ORGANIZATION	YEAR OF SUPPORT 1974	1977	1980
Federal Executive Service		x	x
4-H of Bergen County (New Jersey)		x	x
4-H Clubs		x	x
Future Homemakers of America	x	x	x
Girl Scouts of the U.S.A.	x	x	x
Girls Clubs of America	x	x	x
Home and School Institute II (Washington, D.C.)		x	x
Jewish Welfare League		x	x
John Howard Association		x	x
Juvenile Protective Association		x	x
Lutheran Council in the U.S.A.		x	x
Maryland Commission for Day Care		x	x
Massachusetts Commission for Children and Youth		x	x
Mental Health Film Board		x	x
National Alliance Concerned With School-Age Parents		x	x
National Alliance on Shaping Safer Cities (now National Alliance for Safer Cities)		x	x
National Association of Counties		x	x
National Association of Criminal Justice Planners			x
National Association of Social Workers	x	x	x
National Association of State Juvenile Delinquency Program Administrators		x	x
National Association on Mental Health (now National Mental Health Association, Inc.)		x	x
National Association of Social Workers	x	x	x
National Child Day Care Association		x	x
National Coalition for Children's Justice			x
National Committee on Observance of International Women's Year Committee on Child Development		x	x
National Conference of Christians and Jews		x	x
National Conference of State Criminal Justice Planning Administrators (now National Criminal Justice Association)	x	x	x
National Conference of State Legislatures		x	x
National Congress of Parents and Teachers Associations	x		
National Council for Black Child Development		x	x
National Council of Churches of Christ in the USA		x	x
National Council on Crime and Delinquency	x	x	x
National Council of Jewish Women	x	x	x
National Council of Juvenile and Family Court Judges	x	x	x

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 1 continued

JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT SUPPORTERS:
1974, 1977, and 1980

ORGANIZATION	YEAR OF SUPPORT 1974	1977	1980
National Council of Organizations of Children and Youth (merged with Coalition for Children and Youth)	x	x	x
National Council for State Committees for Children and Youth		x	x
National Federation of State Youth Service Bureau Associations		x	x
National Governors' Association	x	x	x
National Information Center on Voluntarism in the Courts (now VOLUNTEER: National Center for Citizen Involvement)		x	x
National Jewish Welfare Board		x	x
National Juvenile Justice Program Collaboration	x	x	x
National Juvenile Law Center (now National Center for Youth Law)			x
National League of Cities	x	x	x
National Legal Aid and Defenders Association	x	x	x
National Network of Runaway and Youth Services		x	x
National Urban Coalition		x	x
National Urban League		x	x
National Youth Alliance		x	
National Youth Work Alliance (formerly National Youth Alternatives Project)	x	x	x
New York State Division for Youth		x	x
Odyssey Institute		x	
Palo Alto Community Child Care (California)		x	x
Philadelphia Community Coordinated Child Care Council		x	x
Robert F. Kennedy Action Corps		x	x
Salvation Army		x	x
School Days, Inc.		x	x
Society of St. Vincent de Paul		x	x
United Auto Workers		x	x
United Cerebral Palsy Association		x	x
United Church of Christ		x	x
United Methodist Church		x	x
United Neighborhood Centers of America	x	x	x
United Neighborhood Houses of New York		x	x
United Presbyterian Church		x	x
U.S. Conference of Mayors	x	x	x
Vanderdoes, William		x	
Westchester Children's Association		x	x
Wooden, Kenneth		x	
Young Men's Christian Association	x	x	x
Young Women's Christian Association	x	x	x
Youth Network Council (Chicago)			x

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 2

JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT SUPPORTERS
ELIMINATED FROM THIS STUDY

ORGANIZATIONS NOT LOCATED*	INOPERATIVE ORGANIZATIONS	LOCAL OR STATEWIDE ORGANIZATIONS	ORGANIZATIONS MERGING WITH OR DIVISIONS OF OTHER JJDP ACT SUPPORTERS	INDIVIDUALS
Christian Prison Ministries	Emergency Task Force on Juvenile Delinquency Prevention	Chinese Development Council (New York State)	American Parents Committee (division of American Personnel and Guidance Association)	William Vanderdoes
Federal Executive Service	Family Impact Seminar	4-H of Bergen County (New Jersey)	American School Counselor Association (division of American Personnel and Guidance Association)	Kenneth Wooden
Jewish Welfare League	National Committee on Observance of International Women's Year Committee on Child Development	Home and School Institute (Washington, D.C.)	National Council of Criminal Justice Planners (merged with National Association of Criminal Justice Planners	
Juvenile Protective Association	National Council for State Committees for Children and Youth	Maryland Commission for Day Care	National Council of Organizations of Children and Youth (merged with Coalition for Children and Youth)	
National Federation of State Youth Service Bureau Associations		Massachusetts Commission for Children and Youth		
Robert F. Kennedy Action Corps		New York State Division for Youth		
School Days, Inc.		Palo Alto Community Child Care (California)		
		Philadelphia Community Coordinated Child Care Council		
		United Neighborhood Houses of New York		
		Westchester Children's Association		
		Youth Network Council (Chicago)		

*Considerable efforts were taken to locate these seven organizations, including follow-up letters and phone calls to other national organizations.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 1 continued

JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT SUPPORTERS:
1974, 1977, and 1980

ORGANIZATION	YEAR OF SUPPORT 1974	1977	1980
National Council of Organizations of Children and Youth (merged with Coalition for Children and Youth)	x	x	x
National Council for State Committees for Children and Youth		x	x
National Federation of State Youth Service Bureau Associations	x	x	x
National Governors' Association		x	x
National Information Center on Voluntarism in the Courts (now VOLUNTEER: National Center for Citizen Involvement)		x	x
National Jewish Welfare Board	x	x	x
National Juvenile Justice Program Collaboration			x
National Juvenile Law Center (now National Center for Youth Law)	x	x	x
National League of Cities	x	x	x
National Legal Aid and Defenders Association		x	x
National Network of Runaway and Youth Services		x	x
National Urban Coalition		x	x
National Urban League		x	
National Youth Alliance	x	x	x
National Youth Work Alliance (formerly National Youth Alternatives Project)		x	x
New York State Division for Youth		x	
Odyssey Institute		x	x
Palo Alto Community Child Care (California)		x	x
Philadelphia Community Coordinated Child Care Council		x	x
Robert F. Kennedy Action Corps		x	x
Salvation Army		x	x
School Days, Inc.		x	x
Society of St. Vincent de Paul		x	x
United Auto Workers		x	x
United Cerebral Palsy Association		x	x
United Church of Christ		x	x
United Methodist Church	x	x	x
United Neighborhood Centers of America		x	x
United Neighborhood Houses of New York		x	x
United Presbyterian Church	x	x	x
U.S. Conference of Mayors		x	
Vanderdoes, William		x	x
Westchester Children's Association		x	
Wooden, Kenneth	x	x	x
Young Men's Christian Association	x	x	x
Young Women's Christian Association			x
Youth Network Council (Chicago)			

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

and violent juvenile offenders. Nor do the accompanying appendices completely review all programs and services for each organization at either the national or local levels. Instead, we compiled a judgmental sampling of 103 organizations based upon information cooperatively shared with our staff by organizational personnel at the national level. Our conclusions, therefore, reflect the opinions of national staff members regarding their organization's involvement with the juvenile justice system at the national as well as local levels.

Second, it must be noted that because such a large number of organizations was included in a short-term study, in-depth personal interviews with representatives of each organization were impossible. However, the research team did conduct six personal, on-site interviews with the YMCA, National Youth Work Alliance, Key Club International, 70001 Ltd., B'nai B'rith, and the U.S. Catholic Conference Division of Youth Activities.* Additionally, in-depth telephone conversations and interviews were conducted with representatives of at least two-thirds of the inclusive 103 organizations.

Third, programmatic activity of certain national organizations is repeated throughout particular sections of the report to emphasize certain relevant points. Such repetition should not be interpreted that these organizations have made a more significant program contribution than others.

Finally, at no time did our staff define the terms "serious and violent juvenile offenders" for our organizational contacts. While discussing general parameters such as "hardcore" offenders and "difficult-to-handle" youth, we did not specify the nature of their offenses or at what particular stage in the juvenile justice process the organization might have intervened. Because few policymakers and practitioners can consensually define who is a serious and violent juvenile offender, or what comprises a serious and violent juvenile offense, we intentionally left the definitional choice up to each participating organization.

Finally, it is important to note that the research for this report was gathered and the interviews were conducted between April-August, 1982. Therefore, any new programs and/or activities pursued by the inclusive organizations after August 1982 are not included. Conversely, any programs mentioned herein that were terminated after August 1982 will not be reflected as such.

STRUCTURE AND CONTENT OF THE REPORT

The report is divided into five chapters, followed by a Conclusion. Chapter 1 provides an introductory overview of the study's major issues. It begins with a detailed discussion of private and public sector involvement with the juvenile justice system; continues with a definitional analysis of the terms serious and violent juvenile offenses and offenders; and concludes with a brief literature survey examining the scope of serious and violent juvenile offenses, intervention programs designed for such offenders, and private agency interest in juvenile justice related programs and issues.

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*After interviews at the national and local level, it was determined that the U.S. Catholic Conference Division of Youth Services did not fall within this paper's research objectives. Therefore, the organization was not included in this analysis.

Because the 103 selected national nongovernmental organizations fell into four categories, Chapters 2-5 are devoted to each:

Chapter 2: NATIONAL NONGOVERNMENTAL YOUTH MEMBERSHIP ORGANIZATIONS INVOLVED WITH THE JUVENILE JUSTICE SYSTEM

Chapter 3: ADULT NATIONAL NONGOVERNMENTAL ORGANIZATIONS DIRECTLY INVOLVED WITH THE JUVENILE JUSTICE SYSTEM

Chapter 4: ADULT NATIONAL NONGOVERNMENTAL ORGANIZATIONS INDIRECTLY INVOLVED WITH THE JUVENILE JUSTICE SYSTEM

Chapter 5: JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT SUPPORTERS UNINVOLVED WITH JUVENILE JUSTICE SYSTEM PROGRAMS AND ISSUES

Chapter 2 discusses the youth-serving efforts of 15 national nongovernmental youth membership organizations as well as three national youth collaborations. Among its findings was a recent organizational interest in juvenile justice programs and issues which was occasionally extended to serious and violent juvenile offenders. Although no national programs explicitly targeting such youths were discovered, 11 national youth membership organizations served these youth through national programs with serious and violent juvenile offender components, local programs specifically serving serious and violent juvenile offenders, and local programs occasionally serving such youth.

Chapter 3 examines roles of 18 national nongovernmental adult organizations directly involved in juvenile justice programs and issues. The analysis found all 18 organizations worked primarily with at-risk youth, status, and less serious juvenile offenders in two different capacities: sponsoring prevention and advocacy studies, seminars, conferences, and information dissemination projects; and operating prevention programs directly dealing with troubled youth. Nine of the 18 organizations sponsored projects affecting serious and violent juvenile offenders.

Chapter 4 reports involvement of 35 adult-led national nongovernmental organizations indirectly working with the juvenile justice system. While these professional, family service, advocacy and resource, special interest, and ethnic-serving organizations have sponsored many predelinquency and delinquency projects, this study found less than one-third (11) provide services to serious and violent juvenile offenders.

Chapter 5 discusses 34 national nongovernmental organizations officially endorsing the Juvenile Justice and Delinquency Prevention Act but currently conducting no juvenile justice related efforts. Although three organizations formerly operated programs for at-risk youth and status and less serious juvenile offenders, each endeavor was terminated when supporting Federal monies expired.

Additionally, Chapters 2-4 contain detailed appendices explaining each organization's origins, objectives, membership, financial support, structure, and juvenile justice involvement. Current addresses and bibliographies are also appended to each. Organizations discussed in Chapter 5 are briefly described in the text.

Table 3

JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT SUPPORTERS INCLUDED IN THE TEXT

ORGANIZATION	Chapter 2	Chapter 3	Chapter 4	Chapter 5
American Association of Psychiatric Services for Children				x
American Association of University Women				x
American Bar Association			x	
American Camping Association				x
American Civil Liberties Union			x	
American Federation of Labor-Congress of Industrial Organizations				x
American Federation of State, County, and Municipal Employees				x
American Federation of Teachers				x
American Institute of Family Relations				x
American Legion—National Executive Committee			x	
American Occupational Therapy Association				x
American Optometric Association			x	
American Personnel and Guidance Association			x	
American Psychological Association			x	
American Public Welfare Association				x
American Red Cross—Youth Services Division	x			
American Society for Adolescent Psychiatry		x		
Association of Childhood Education International				x
Association of Junior Leagues			x	
Boy Scouts of America	x			
Boys' Clubs of America	x			
Big Brothers/Big Sisters of America	x			
B'nai B'rith Youth Organization				x
Camp Fire, Inc.	x			
Child Study Association of America				x
Child Welfare League of America				x
Children's Defense Fund		x		
Children's Express		x		
Coalition for Children and Youth				x
Family Service Association of America			x	
4-H Clubs	x			
Future Homemakers of America				x
Girl Scouts of the U.S.A.	x			
Girls Clubs of America	x			
John Howard Association			x	
Lutheran Council in the U.S.A.				x
Mental Health Film Board				x
National Alliance Concerned With School-Age Parents				x
National Alliance on Shaping Safer Cities (now National Alliance for Safer Cities)				x
National Association of Counties			x	
National Association of Criminal Justice Planners			x	

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Table 3 continued

JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT SUPPORTERS
INCLUDED IN THE TEXT

ORGANIZATION	Chapter 2	Chapter 3	Chapter 4	Chapter 5
National Association of Social Workers				x
National Association of State Juvenile Delinquency Program Administrators				x
National Association on Mental Health (now National Mental Health Association, Inc.)				x
National Child Day Care Association				x
National Coalition for Children's Justice		x		
National Conference of Christians and Jews				x
National Conference of State Criminal Justice Planning Administrators (now National Criminal Justice Association)			x	
National Conference of State Legislatures			x	
National Congress of Parents and Teachers Associations		x		
National Council for Black Child Development				x
National Council of Churches of Christ in the USA			x	
National Council on Crime and Delinquency		x		
National Council of Jewish Women			x	
National Council of Juvenile and Family Court Judges		x		
National Governors' Association			x	
National Information Center on Voluntarism in the Courts (now VOLUNTEER: National Center for Citizen Involvement)				x
National Jewish Welfare Board				x
National Juvenile Justice Program Collaboration	x			
National Juvenile Law Center (now National Center for Youth Law)		x		
National League of Cities			x	
National Legal Aid and Defenders Association			x	
National Network of Runaway Youth Services		x		
National Urban Coalition				x
National Urban League			x	
National Youth Alliance				x
National Youth Work Alliance (formerly National Youth Alternatives Project)		x		
Odyssey Institute			x	
Salvation Army			x	
Society of St. Vincent de Paul				x
United Auto Workers				x
United Cerebral Palsy Association				x
United Church of Christ				x
United Methodist Church				x
United Neighborhood Centers of America			x	
United Presbyterian Church			x	
U.S. Conference of Mayors			x	
Young Men's Christian Association	x			
Young Women's Christian Association	x			

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 4

103 NATIONAL NONGOVERNMENTAL ORGANIZATIONS INCLUDED IN THE STUDY

ORGANIZATION	CHAPTER
Act Together, Inc.	3
American Association of Psychiatric Services for Children (AAPSC)	5
American Association of School Administrators (AASA)	3
American Association of University Women (AAUW)	5
American Bar Association (ABA)	4
American Camping Association (ACA)	5
American Civil Liberties Union (ACLU)	4
American Correctional Association (ACA)	4
American Federation of Labor-Congress of Industrial Organizations (AFL-CIO)	5
American Federation of State, County, and Municipal Employees (AFSCME)	5
American Federation of Teachers (AFT)	5
American Institute of Family Relations	5
American Legion	4
American Occupational Therapy Association (AOTA)	5
American Optometric Association (AOA)	4
American Personnel and Guidance Association (APGA)	4
American Psychological Association (APA)	4
American Public Welfare Association (APWA)	5
American Red Cross (ARC)	2
American Society for Adolescent Psychiatry (ASAP)	3
Association for Childhood Education International (ACEI)	5
Association of Junior Leagues (AJL)	4
Big Brothers/Big Sisters of America (BB/BSA)	2
B'nai B'rith Youth Organization (BBYO)	5
Boy Scouts of America (BSA)	2
Boys' Clubs of America (BCA)	2
Camp Fire, Inc.	2
Child Study Association of America (CSAA)	5
Child Welfare League of America, Inc. (CWLA)	5
Children's Defense Fund (CDF)	3
Children's Express	3
Christian Service Brigade (CSB)	2
Coalition for Children and Youth (CCY)	5
Family Service Association of America (FSAA)	4
4-H	2
Fund for the Advancement of Camping (FAC)	4
Future Homemakers of America (FHA)	5
Girl Scouts of the U.S.A. (GSUSA)	2
Girls Clubs of America (GCA)	2
Grassroots Network	4
International Juvenile Officers Association (IJOA)	3
John Howard Association (JHA)	4
Junior Achievement (JA)	2
Key Club International	2
Lutheran Council in the USA (LC/USA)	5
Mental Health Film Board	5
National Alliance Concerned With School-Age Parents (NACSAP)	5
National Alliance for Safer Cities	5
National Association of Counties (NACO)	4
National Association of Criminal Justice Planners (NACJP)	4
National Association of Social Workers (NASW)	5

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 4 continued

103 NATIONAL NONGOVERNMENTAL ORGANIZATIONS INCLUDED IN THE STUDY

ORGANIZATION	CHAPTER
National Association of State Juvenile Delinquency Program Administrators	5
National Center for Youth Law (NCYL)	3
National Child Day Care Association (NCDCA)	5
National Child Labor Committee (NCLC)	3
National Coalition for Children's Justice (NCCJ)	3
National Coalition of Hispanic Mental Health and Human Service Organizations (COSSMHO)	4
National Coalition for Jail Reform (NCJR)	4
National Commission on Resources for Youth (NCRY)	3
National Conference of Christians and Jews (NCCJ)	5
National Conference of State Legislatures (NCSL)	4
National Congress of Parents and Teachers (National PTA)	3
National Council for Black Child Development	5
National Council of Churches of Christ in the USA (NCC)	4
National Council on Crime and Delinquency (NCCD)	3
National Council of Jewish Women (NCJW)	4
National Council of Juvenile and Family Court Judges (NCJFCJ)	3
National Council of Negro Women (NCNW)	4
National Criminal Justice Association (NCJA)	4
National Governors' Association (NGA)	4
National Jewish Welfare Board (JWB)	5
National Juvenile Justice Program Collaboration (NJJPC)	2
National League of Cities (NLC)	4
National Legal Aid and Defender Association (NLADA)	4
National Mental Health Association, Inc. (MNHA)	5
National Network of Runaway and Youth Services, Inc. (NNRYS)	3
National Recreation and Parks Association (NRPA)	4
National Teaching-Family Association (NaTFA)	4
National Urban Coalition	5
National Urban League (NUL)	4
National Youth Alliance (NYA)	5
National Youth Work Alliance (NYWA)	3
Odyssey Institute	4
Outward Bound	4
Robert F. Kennedy Memorial (RFK Memorial)	3
Salvation Army	4
70001 Ltd.	3
7th Step Foundation	4
Society of St. Vincent de Paul (SSVP)	5
Teen-Age Assembly of America	2
United Auto Workers (UAW)	5
United Cerebral Palsy Association (UCPA)	5
United Church of Christ (UCC)	5
United Methodist Church	5
United Neighborhood Centers of America (UNCA)	4
United Presbyterian Church	4
U.S. Conference of Mayors	4
VOLUNTEER: National Center for Citizen Involvement	5
Volunteers of America (VOA)	4
Young Life	2
Young Men's Christian Association (YMCA)	2
Young Women's Christian Association (YWCA)	2
Youth for Christ/Youth Guidance	3

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Appendix

SAMPLE LETTER OF INQUIRY SENT TO EACH ORGANIZATION

AJI AMERICAN JUSTICE INSTITUTE

725 University Ave., Sacramento, CA 95825-6793 (916) 924-3700

April 30, 1982

Hester Turner
National Executive Director
Camp Fire Girls
4601 Madison Avenue
Kansas City, Missouri 64112

Dear M. Turner:

The Center for the Assessment of the Juvenile Justice System of the American Justice Institute in Sacramento, California, is currently conducting research on national, nongovernmental organizations that develop, support, administer and/or philosophically encourage programs for serious and violent juvenile offenders. The resulting topical report will be prepared through an Assessment Center grant awarded by the United States Department of Justice, Office of Juvenile Justice and Delinquency Prevention.

A survey of relevant literature, as well as conversations with several professionals, indicates that your organization has an extensive background in the youth-serving area that would be helpful to our research. Because we wish to include your role in our report, we would like to request some basic information about the origins, organizational structure and membership of the Camp Fire Girls. Further, it would be helpful if you could explain how your national and local organizations are funded. Finally, we would appreciate any relevant literature you may have about programs you currently offer or may have sponsored in the past for violent and serious juvenile offenders.

Any assistance you can provide us will be greatly appreciated. After I have had an opportunity to review any materials you forward to us, I will call your office for further discussion.

In the meantime, thank you for your assistance and I look forward to hearing from you. Should you have any questions, please feel free to call.

Sincerely,

Gayle Clark Olson

Gayle Clark Olson
Assistant Criminal Justice Specialist/Historian
Center for the Assessment of the
Juvenile Justice System

Enclosure

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Chapter 1

NATIONAL NONGOVERNMENTAL ORGANIZATIONS INVOLVED WITH THE JUVENILE JUSTICE SYSTEM: AN INTRODUCTORY OVERVIEW

Very little scholarly attention has been devoted to youth-serving roles of national nongovernmental organizations. However, recent interest concerning serious and violent juvenile crime has prompted a need for new research examining private and public sector involvement with the juvenile justice system. This chapter provides an initial step forward in this direction. Its first objective is surveying past and present private and public sector roles with troubled youth. It secondarily provides a definitional discussion of serious and violent juvenile offenses and offenders. Those sections are augmented by a literature review exploring the scope of the serious and violent juvenile crime problem, types of intervention programs designed for such youth, and private agency interest in juvenile justice programs and issues.

PRIVATE AND PUBLIC SECTOR INVOLVEMENT WITH THE JUVENILE JUSTICE SYSTEM

Prior to discussing roles with troubled youth, distinctions must be made about the composition of the private and public sectors. After such clarification, this section discusses a corollary issue: what, if any, cooperative roles have been and can be assumed by the private and public sectors.

The Private Sector

Traditionally, the private sector has represented an organized and knowledgeable segment of society serving the public good through associations, clubs, corporations, labor unions, foundations, and schools. These organizations act as "mediating structures" that "function alongside individuals and between the individuals and an overpowering government bureaucracy." (Bolling, 1982:154; Berger and Neuhaus, 1977:3; Woodson, 1982a:136.) Over the years they have been affiliated with the charitable, philanthropic, voluntary, nonprofit, and private business sectors. Today, this diverse range of public service activities and organizations comprises the private sector. Thus, every organization discussed herein is part of the generic private sector category, but provides services as voluntary, nonprofit, profit-making, or advocacy organizations.*

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*Until the early 1980's, most youth-serving organizations fell into the voluntary, advocacy, or nonprofit categories. However, the recent success of several local and regional profit-making organizations has encouraged many organizations to consider shifting their status. While this study does not concentrate on the structural framework of the reviewed organizations, it is obligated to mention this trend. For more information on this shifting emphasis, see Taft (1983); Smith, Alexander, Kemp, and Lemert (1980:194-97); Hamparian (1977:61-78); and McKenzie and Roos (1982:22-63). Additionally, further discussion on some of the innovative private sector strategies can be found in this chapter's "Literature Review."

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Despite diverse service delivery, these organizations share many similarities:

> The main similarity among these organizations is their independence: none is controlled by government. Most are supported wholly or partly by earnings and private contributions; a great many use volunteers; and most have defined their goals in response to a private initiative rather than a government directive. To be sure, many are heavily involved with government through overlapping, cooperative, or competitive activities. Some are primarily financed by government grants or hold contracts to help carry out a government-sponsored program. Many, both profit-making and nonprofit organizations, have extensive partnerships with government agencies. Yet others, from all points along the spectrum, operate in clear opposition to government policies, programs, and actions. (Bolling, 1982:153-54.)

Their public service goals are augmented by the substantial financial influence wielded collectively by private sector organizations:

> The total income from all sources of support for private sector activities serving the public good, including a conservative dollar value placed on contributions of time, is estimated to be at least $190 billion and may, in fact, be more than $200 billion per year. (Bolling, 1982:157.)

While such mediating structures function at local, State, and regional levels, this study examines 103 nongovernmental organizations that are national in scope. Historically and currently, national nongovernmental organizations fall into two broad categories: human service and public policy advocacy organizations.* Table 5 (pp. 19-20) categorizes the inclusive 103 national nongovernmental organizations according to their general public service interests and efforts.** Of the 65 total human service organizations, diverse youth services are offered by at least five types of organizations: 23 youth membership and youth activity organizations; 13 family service and social welfare organizations; 12 health and recreation organizations; nine religion-affiliated organizations; and eight research, training, and information dissemination organizations. The 38 public policy advocacy organizations fall as follows: nine criminal and juvenile justice related organizations; seven youth advocacy organizations; seven legislative advocacy organizations; seven employment-related advocacy organizations; five ethnic and equal rights advocacy organizations; and three law-related advocacy organizations.

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* For the purposes of this research, a human service organization is defined as such by "the broad concern that it both reflects and stimulates, the personal attention it provides the poor and distressed, and the encouragement it gives to try new, more creative ways of dealing with human problems and social and cultural needs in informal as well as institutional ways." (Bolling, 1982:157.) Public policy advocacy organizations are defined as "mediating structures" that mediate between the individual and the State. Such institutions, as Berger and Neuhaus note, "have a private face, giving private life a measure of stability, and they have a public face, transferring meaning and value to the megastructures." (Berger and Neuhaus, 1977:3.)

**For historical analysis of private sector involvement in public services, see Lubove, 1965; Bradley, 1965; and Hanson and Carlson, 1972.

Table 5

PUBLIC SERVICE CATEGORIES FOR 103 NATIONAL NONGOVERNMENTAL ORGANIZATIONS*

HUMAN SERVICES ORGANIZATIONS				
FAMILY SERVICE AND SOCIAL WELFARE ORGANIZATIONS	YOUTH MEMBERSHIP AND ACTIVITIES ORGANIZATIONS	HEALTH AND RECREATION ORGANIZATIONS	RELIGIOUS-AFFILIATED ORGANIZATIONS	RESEARCH, TRAINING, AND INFORMATION DISSEMINATION ORGANIZATIONS**
American Institute of Family Relations	Act Together, Inc.	American Association of Psychiatric Services for Children	Christian Service Brigade	American Association for Childhood Education International
American Legion	American Red Cross	American Camping Association	Lutheran Council in the U.S.A.	Child Study Association of America
American Public Welfare Association	Big Brothers/Big Sisters of America	American Occupational Therapy Association	National Conference of Christians & Jews	Coalition for Children and Youth
Association of Junior Leagues	B'nai B'rith Youth Organization	American Optometric Association	National Council of Churches of Christ in the U.S.A.	National Alliance Concerned With School-Age Parents
Family Service Association of America	Boy Scouts of America	American Psychiatric Association	National Council of Jewish Women	National Child Labor Committee
National Teaching-Family Association	Boys' Clubs of America	American Society for Adolescent Psychiatry	National Jewish Welfare Board	National Commission on Resources for Youth
Odyssey Institute	Camp Fire, Inc.	Fund for the Advancement of Camping	United Church of Christ	National Coalition for Children's Justice
Salvation Army	Children's Express	Mental Health Film Board	United Methodist Church	National Network of Runaway and Youth Services
7th Step Foundation	4-H	National Mental Health Association	United Presbyterian Church	
Society of St. Vincent de Paul	Future Homemakers of America	National Recreation and Parks Association		
United Neighborhood Centers of America	Girl Scouts of the U.S.A.	Outward Bound		
VOLUNTEER	Girls Clubs of America	United Cerebral Palsy Association		
Volunteers of America	Junior Achievement			
	Key Club International			
	National Juvenile Justice Program Collaboration			
	National Youth Work Alliance			
	Robert F. Kennedy Memorial			
	70001 Ltd.			
	Teen-Age Assembly of America			
	Young Life			
	YMCA			
	YWCA			
	Youth for Christ			

* These categories have been assigned based upon this particular research. They are neither rigid nor inclusive of all organizational efforts. In many cases, organizations fall within several categories. Four our purposes, each organization was placed in the category representing the preponderance of its general public service interests and efforts.

**Many organizations in the "Research, Training, and Information Dissemination" category are also involved in "Youth Advocacy" measures and vice versa.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justic Institute, 1982).

Table 5 continued

PUBLIC SERVICE CATEGORIES FOR 103 NATIONAL NONGOVERNMENTAL ORGANIZATIONS*

PUBLIC POLICY ADVOCACY ORGANIZATIONS					
YOUTH ADVOCACY ORGANIZATIONS	CRIMINAL AND JUVENILE JUSTICE ADVOCACY ORGANIZATIONS	ETHNIC EQUAL RIGHTS ADVOCACY ORGANIZATIONS	EMPLOYMENT-RELATED ADVOCACY ORGANIZATIONS	LEGISLATIVE ADVOCACY ORGANIZATIONS	LAW-RELATED ADVOCACY ORGANIZAITONS
American Civil Liberties Union	American Correctional Association	American Association of University Women	American Association of School Administrators	National Association of of Counties	American Bar Association
Child Welfare League of America	International Juvenile Officers Association	Grassroots Network	AFL-CIO	National Conference of State Legislatures	National Center for Youth Law
Children's Defense Fund	John Howard Association	National Council for Black Child Development	American Federation of State, County, and Municipal Employees	National Governors' Association	National Legal Aid and Defender Association
National Child Day Care Association	National Alliance for Safer Cities	National Council of Negro Women	American Federation of of Teachers	National League of Cities	
National Coalition for Jail Reform	National Association of Criminal Justice Planners	National Coalition of Hispanic Mental Health and Human Service Organizations	American Personnel and and Guidance Association	National Urban Coalition	
National Congress of Parents and Teachers	National Association of State Juvenile Delinquency Program Administrators		National Association of Social Workers	National Urban League	
National Youth Work Alliance	National Council on Crime and Delinquency		United Auto Workers	U.S. Conference of Mayors	
	National Council of Juvenile and Family Court Judges				
	National Criminal Justice Association				

* These categories have been assigned based upon this particular research. They are neither rigid nor inclusive of all organizational efforts. In many cases, organizations fall within several categories. Four our purposes, each organization was placed in the category representing the preponderance of its general public service interests and efforts.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justic Institute, 1982).

The individual and collective influence of these organizations has affected and will continue to affect public sector policies and programs. Conversely, public actions often guide the interests of national nongovernmental organizations.

The Public Sector

There is little question about who and what comprises America's public sector; at every governmental level, a vast network of public entities, collectively known as the public sector, create and implement an enormous number of social service policies and projects. However, many questions about continued public responsibility for such endeavors remain unanswered, including those affecting at-risk and delinquent youth. This section briefly examines the roots of public commitment at the Federal level by exploring its involvement with serious and violent juvenile offenders.*

Prior to 1967, Federal youth policies primarily aimed to protect children and strengthen broad-based child welfare programs. As illustrated by the chronology in Appendix 1-A (pp. 61-67), Federal involvement with youth issues had been minimal. However, when the 1960's escalating juvenile arrest figures indicated private "mediating structures" and local government had failed to curb youthful crime, the Federal government assumed new responsibilities for predelinquent and delinquent youth. From 1967 to the present, the course of Federal interest in serious and violent juvenile offenders proceeded along two major paths:

(1) developing juvenile justice and delinquency prevention standards, some of which affected serious and violent juvenile offenders; and

(2) passing juvenile justice and delinquency prevention legislation authorizing Federal assistance for serious and violent juvenile offender projects.

Juvenile Justice and Delinquency Prevention Standards Affecting Serious and Violent Juvenile Offenders

The chronology in Table 6 (p. 22) marks the initial Federal effort on behalf of serious and violent juvenile offenders--the publication of the President's Commission on Law Enforcement and Administration of Justice's Task Force Report on Juvenile Delinquency and Youth Crime (1967). While the Commission did not set juvenile court standards, members did recommend waiver guidelines for "serious offenders," reminding its audience that waiver was "a necessary evil, imperfect but not substantially more so than its alternatives." (President's Commission on Law Enforcement and Administration of Justice, 1967:25.) Its broad waiver provisions reflect the Commission's ambivalence:

> To be waived, a youth should be over a certain age (perhaps 16); the alleged offense should be relatively grave (the equivalent of a felony at least); his prior offense record should be of a certain seriousness; and his treatment record discouraging. (President's Commission on Law Enforcement and Administration of Justice, 1967:24-25.)

*For historical and contemporary analyses of the Federal role in juvenile justice programs and issues, see Olson-Raymer (1983), Chapter 3; and Smith, Alexander, Kemp, and Lemert (1980), Chapter II.

Table 6

CHRONOLOGY OF FEDERAL ACTIONS AFFECTING SERIOUS AND VIOLENT JUVENILE OFFENDERS

1967	The President's Commission on Law Enforcement and Administration of Justice published its Task Force Report on Juvenile Delinquency and Youth Crime. Reference made to need for new waiver provisions.
1973	National Advisory Commission (NAC) on Criminal Justice Standards and Goals 5-volume report released. Courts and Corrections volumes referred to waiver revisions. (In 1975, four more task forces were assigned, including one on juvenile justice and delinquency prevention. Its report was released in 1976.)
1974	Juvenile Justice and Delinquency Prevention Act (JJDP Act) passed, establishing the Office of Juvenile Justice and Delinquency Prevention (OJJDP).
1976	National Advisory Commission on Criminal Justice Standards and Goals, Task Force on Juvenile Justice and Delinquency Prevention report released. Specific sections set waiver, preadjudicatory detention, and postadjudicatory detention standards.
1977	U.S. Senate, Subcommittee to Investigate Juvenile Delinquency Hearings held. Discussion ensued about OJJDP's involvement with serious and violent juvenile offenders.
	JJDP Act Amendments required OJJDP and NIJJDP to conduct programs and research relating to school violence and vandalism.
	Serious Juvenile Offender Conference sponsored by OJJDP.
	OJJDP draft of "Serious Juvenile Offender" Special Emphasis Initiative written and independently reviewed.
1978	U.S. Senate, Subcommittee to Investigate Juvenile Delinquency Hearings held. Much of the conversation dealt with serious and violent juvenile offender needs.
1980	OJJDP-sponsored special Workshop on the Serious Juvenile Offender held. Recommended a serious juvenile offender special emphasis program for OJJDP.
	JJDP Act Amendments mandated OJJDP and NIJJDP to provide programs and research affecting serious juvenile offenders.
	National Advisory Committee for Juvenile Justice and Delinquency Prevention, Standards for the Administration of Juvenile Justice released.* Included specific recommendations for the waiver, transfer, and disposition standards that could affect serious and violent juvenile offenders.
1981	OJJDP's Serious Juvenile Offender Part I program launched.

*Four separate juvenile justice standards efforts occurred in the 1970's. Two were initiated by the Federal government and are listed above: the National Advisory Commission on Criminal Justice Standards and Goals Task Force on Juvenile Justice and Delinquency Prevention (initiated by LEAA in 1971 and released in 1973 and 1976), and the National Advisory Committee for Juvenile Justice and Delinquency Prevention (authorized by the JJDP Act and released in 1980). The other two were national efforts originating in the private sector by national nongovernmental organizations: the Institute of Judicial Administration/American Bar Association Joint Commission on Juvenile Justice Standards (initiated by both organizations in 1973 and released in draft form in 1977 and in final form in 1980 and 1982), and the American Correctional Association/Commission on Accreditation for Corrections 6-volume Standards report (initiated in 1977 and released in 1979). These last two standards efforts were funded with a combination of Federal (LEAA, OJJDP, and NIJ) and private monies.

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The Commissioners suggested noncommittal waiver guidelines, expressing uncertainty about an age ceiling, the "seriousness" of an action requiring waiver, and the extent of a "discouraging" record. It was several years later before specific standards were formalized.

National Advisory Commission on Criminal Justice Standards and Goals

Similar ambivalence characterized the Federal government's first formal standards effort. In two of its five volumes published in 1973, the LEAA-sponsored National Advisory Commission on Criminal Justice Standards and Goals expressed mild Federal concern for serious and violent juvenile offenders. In the Courts report, Standard 14.3 listed three criteria for waiving juveniles to adult court:

(1) the juvenile involved is above a designated age;
(2) a full and fair hearing has been held on the propriety of the entry of such an order; and
(3) the judge of the family court has found that such action is in the best interest of the public (National Advisory Commission on Criminal Justice Standards and Goals, 1973a:300).

Again, Commission members voiced their preference for assigning an age limit without actually doing so. Without specifying the crime's seriousness or a chronicity factor, Commissioners instead introduced a new criterion: "the best interest of the public."

The Corrections volume dealt with the secure detention of juveniles. It concluded that detention should be used as a last resort and restricted to juveniles accused of committing a crime that was punishable if committed by an adult (National Advisory Commission on Criminal Justice Standards and Goals, 1973b:259,573).

Two years later, five supplementary task forces were assigned to complete this standards effort, including the Task Force to Develop Standards and Goals for Juvenile Justice and Delinquency Prevention. Its members repeatedly discussed 12 major themes, one of which dealt exclusively with serious and violent juvenile offenders:

> (8) The Violent and/or Repeated Delinquent. Over the last decade, there has been a marked increase in rates of violent crimes by juveniles. Evidence also indicates that a large number of juveniles appear to be chronic law violators. There seems to be every indication that a small segment of the juvenile population is responsible for a highly disproportionate number of the delinquent acts committed by juveniles. This is especially true for delinquent acts of a serious nature. The juvenile justice system is, at present, not adequately equipped to deal with the growing tide of youthful violence or with the violent or repeated offender. It is urged that public attention throughout the Nation be directed to these problems. (National Advisory Commission on Criminal Justice Standards and Goals, 1976:13.)

Additionally, the Task Force identified five major standards goals, two of which targeted serious and violent juvenile offenders:

> (1) Reduce Juvenile Violence...So far the juvenile justice system has been incapable of coping with youthful violence. Predictive techniques have been of doubtful value in identifying potential delinquents and simply are of no value in identifying violent delinquents. It is essential that those whose behavior poses a threat to the lives and safety of others be isolated and supervised.

(2) Reduce the Number of Juveniles Who Repeatedly Commit Delinquent Acts. It is believed that high priority must be given to the problem of dealing with the repetitive delinquent. The public will have to make hard decisions in terms of costs and risk; but if this type of delinquent is to be dealt with effectively, these decisions must be made. (National Advisory Commission on Criminal Justice Standards and Goals, 1976:14.)

Thus, the Task Force delivered the first Federal pronouncement that delinquency was growing more serious and violent, and recidivism was increasingly a factor in crime severity. Additionally, it warned of the juvenile justice system's inability to handle these types of offenders, and urged the development of policy to deal with such "hard decisions."

The report also recommended the first precise Federal standards for waiver, preadjudicatory detention, and judicial disposition of serious and violent offenders after adjudication.*

Standard 9.5 Waiver and Transfer. The family court should have the authority to transfer a juvenile for trial in adult criminal court if:

(1) The juvenile is charged with a delinquent act as defined in Standard 9.1.**
(2) The juvenile was 16 years or older at the time of the alleged commission of the delinquent act.
(3) The alleged delinquent act is:
  (a) aggravated or heinous in nature or
  (b) part of a pattern of repeated delinquent acts.
(4) There is probable cause to believe the juvenile committed acts that are to be the subject of the adult criminal proceedings if waiver and transfer are approved.
(5) The juvenile is not amenable, by virtue of his maturity, criminal sophistication, or past experience in the juvenile justice system, to services provided through the family court....(National Advisory Commission on Criminal Justice Standards and Goals, 1976:303.)

Standard 12.7 Criteria for Preadjudicatory Detention of Juveniles in Delinquency Cases. A juvenile should not be detained in any residential facility, whether secure or open, prior to a delinquency adjudication unless detention is necessary for the following reasons:

(3) To prevent the juvenile from harming or intimidating any witness, or otherwise threatening the orderly progress of the court proceedings;
(4) To prevent the juvenile from inflicting bodily harm on others....

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* The Standards quoted herein from the Task Force Report contain only those sections relevant to serious and violent juvenile offenders.

**Standard 9.1 Definition of Delinquency. Family court delinquency jurisdiction should be exercised only for acts that would be violations of Federal or State criminal law or of local ordinance if committed by adults. (National Advisory Commission on Criminal Justice Standards and Goals, 1976:295.) In the accompanying commentary, the report recognizes that "serious criminal behavior and minor infractions may both be labeled delinquency," and encourages States to make their own statutory definitions.

A detained juvenile should be placed in the least restrictive residential setting that will adequately serve the purposes of detention. (National Advisory Commission on Criminal Justice Standards and Goals, 1976:390.)

Standard 14.4 Selection of Least Restrictive Alternative. In choosing among statutorily permissible dispositions, the court should employ the least coercive category and duration of disposition that are appropriate to the seriousness of the delinquent act, as modified by the degree of culpability indicated by the circumstances of the particular case, age and prior record of the juvenile....(National Advisory Commission on Criminal Justice Standards and Goals, 1976:440.)

These three standards specify waiver requirements; describe the type(s) of serious or violent behavior warranting secure detention prior to adjudication; and suggest dispositions be based upon the act's "seriousness," as well as the juvenile's age and past record. What the standards do not recommend are definitions of serious and violent crimes and actions, an explanation of "aggravated or heinous" crime, or the extent to which a juvenile's age and record should affect dispositions.

National Advisory Committee for Juvenile Justice and Delinquency Prevention Standards

The second Federal juvenile justice standards effort originated from the 1974 Juvenile Justice and Delinquency Prevention Act (JJDP Act), mandating that the National Advisory Committee for Juvenile Justice and Delinquency Prevention (NAC):

> Shall submit to the President and the Congress a report which, based on recommended standards for the administration of juvenile justice at the Federal, State, and local level--(1) recommends Federal action, including but not limited to administrative and legislative action, required to facilitate the adoption of these standards throughout the United States; and (2) recommends State and local action to facilitate the adoption of these standards for juvenile justice at the State and local level. (JJDP Act, Sec 247(b).)

Charged with fulfilling this requirement, the NAC released its final report in 1980. Among its 286 juvenile justice standard recommendations were waiver, transfer, and disposition standards that could affect serious and violent juvenile offenders.

3.116 Transfer to Another Court--Delinquency

The family court should have the authority to transfer a juvenile charged with committing a delinquency offense to a court of general criminal jurisdiction if:

a. The juvenile is at least age sixteen;
b. There is probable cause to believe that the juvenile committed the act alleged in the delinquency petition;
c. There is probable cause to believe that the act alleged in the delinquency petition is of a heinous or aggravated nature, or that the juvenile has committed repeated serious delinquency offenses; and
d. There is clear and convincing evidence that the juvenile is not amenable to treatment by the family court because of the seriousness of the alleged conduct, the juvenile's record of prior adjudicated offenses, and the inefficacy of each of the dispositions available to the family court.

This authority should not be exercised unless there has been a full and fair hearing at which the juvenile has been accorded all essential due process safeguards.

Before ordering transfer, the court should state, on the record, the basis for its finding that the juvenile could not be rehabilitated through any of the dispositions available to the family court. (U.S. Department of Justice, 1980:262.)

3.182 Criteria for Dispositional Decisions--Delinquency

In determining the type of sanction to be imposed following adjudication of a delinquency petition and the duration of that sanction within the statutorily prescribed maximum, the family court should select the least restrictive category and time period consistent with the seriousness of the offense, the juvenile's role in that offense, and the juvenile's age and prior record.

After determining the degree of restraint and the duration of the disposition to be imposed, the court should select the type of program or services to be offered on the basis of the juvenile's needs and interests.

In no case should a dispositional order or enforcement thereof allow confinement or commitment of a juvenile adjudicated delinquent in a facility in which he/she would have regular contact with adults accused or convicted of a criminal offense. (U.S. Department of Justice, 1980:340.)

4.71 Transfers from Less Secure to More Secure Facilities

A juvenile should only be transferred to a more secure facility or unit if:

a. The juvenile poses a danger to him/herself or others;
b. The juvenile's actions demonstrate that he/she cannot be controlled in the facility or unit of placement due to its lack of security; or
c. The service benefits to the particular juvenile of the more secure facility or unit substantially outweigh any detrimental effect of the greater constraints on liberty....(U.S. Department of Justice, 1980:508.)

The waiver and dispositional standards included age, chronicity, and seriousness criteria similar to the 1976 report. An additional and related standard dealt with transferring institutionalized serious and/or violent juveniles to more secure facilities. Essentially, both sets of Federal standards agreed on waiver and dispositional guidelines. However, neither effort fully defined "seriousness" or "aggravated or heinous."

These two formal Federal standards efforts have been augmented by two additional national efforts originating in the private sector. The Institute of Judicial Administration/American Bar Association (IJA/ABA) Joint Commission on Juvenile Justice Standards, initiated in 1973, released a 23-volume draft in 1977, 20 volumes in 1980, and the three final volumes in 1982. The American Correctional Association/Commission on Accreditation (ACA) initiated its standards effort in 1977 and released its report in 1979. Although these reports were privately initiated, Federal funding partially assisted both efforts. Table 7 (p. 27) summarizes the four standards endeavors as well as their funding background.

Thus, by 1980, the Federal government had conducted two juvenile justice and delinquency prevention standards projects and contributed to two private sector standards endeavors. Its most recent standards-related endeavor was the National Institute of Juvenile Justice and Delinquency Prevention (NIJJDP) sponsorship of the four-volume Comparative Analysis of Juvenile Justice Standards and the JJDP Act (McCulloh,

Table 7

NATIONAL JUVENILE JUSTICE STANDARDS

	IJA/ABA	TASK FORCE	NAC	ACA/CAC
TITLE	Institute of Judicial Administration/American Bar Association, Joint Commission on Juvenile Justice Standards	National Advisory Committee on Criminal Justice Standards and Goals, Task Force on Juvenile Justice and Delinquency Prevention	National Advisory Committee for Juvenile Justice and Delinquency Prevention	American Correctional Association/Commission on Accreditation for Corrections
PRODUCT	23 Volumes Tentative Draft Standards (1977) 20 ABA Approved Volumes (1980) 3 IJA/ABA Joint Commission Approved Volumes (1982) 1 Summary and Analysis Volume (1982)	Juvenile Justice and Delinquency Prevention (1976) 9 Volumes of Working Papers: A Comparative Analysis of Standards and State Practices (1976)	Standards for the Administration of Juvenile Justice (1980)	4 Volumes (1979)
ORIGINS	ABA Standards for Criminal Justice, 17 Volumes (1973)	National Advisory Commission on Criminal Justice Standards and Goals, 6 Volumes (1973)	1974 Juvenile Justice and Delinquency Prevention Act Section 247(d)	Commission on Accreditation of Adult Corrections, 6 volumes (1979)
FUNDING	NILECJ (NIJ), OJJDP, Private Foundations (1971-1981)	LEAA (1975-1976)	OJJDP with NIJJDP Staff Support (1975-1979)	LEAA (1977-1979)
SCOPE	Comprehensive: --Intervention in the Lives of Children --Court Roles and Procedures --Treatment and Correction --Administration	Comprehensive: --Delinquency Prevention --Police --Judicial Process --Intake, Investigation, Corrections --Planning and Evaluation	Comprehensive: --Delinquency Prevention --Administration --Intervention --Adjudication --Supervision	Limited to Corrections: --Community Residential Services --Probation and Aftercare --Detention Facilities and Services --Training Schools

Table adapted from U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, National Institute for Juvenile Justice and Delinquency Prevention, Draft Solicitation for Applications: National Juvenile Justice Standards Resource and Demonstration Program. (Washington, D.C.: Government Printing Office), June 1982.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

1981), comparing and contrasting the four individual standards responses in eight areas: delinquency prevention, diversion, deinstitutionalization of status offenders and nonoffenders, separation of juveniles from incarcerated adults, reducing detention and commitments, community-based alternatives to incarceration, advocacy for services, and due process/procedural safeguards.

Clearly, Federal involvement in juvenile justice and delinquency prevention standards-setting escalated between 1973 and the early 1980's. While each endeavor addressed certain adjudicatory needs of serious and violent juvenile offenders, several issues remain unclear. First, as pointed out in the NAC report, no set of standards defines serious crime and "...the mere citation of a particular class of felonies still does not necessarily address the nature and circumstances of the particular act in question." (U.S. Department of Justice, 1980:262.) Second, little agreement exists among policymakers and practitioners about how to apply these standards. A related problem is which set of standards are most applicable to particular States and localities. Currently, Federal efforts designed to overcome the definitional and implementation problems are in operation. It can only be assumed that some standards affecting pre- and postadjudicatory disposition and waiver for serious and violent juvenile offenders will be adopted by States and localities.

Juvenile Justice and Delinquency Prevention Legislation Affecting Serious and Violent Juvenile Offenders

A second Federal effort on behalf of serious and violent juvenile offenders has been passing juvenile justice and delinquency prevention legislation authorizing assistance for serious and violent juvenile offender projects. The Juvenile Justice and Delinquency Prevention Act of 1974 (JJDP Act) was the first, and is currently the only major Federal legislation dealing exclusively with this population.* The goals of the Act's Office of Juvenile Justice and Delinquency Prevention (OJJDP) are to:

- develop and implement effective methods of preventing and reducing juvenile delinquency;
- develop standards, develop and conduct effective programs to prevent delinquency, divert juveniles from the traditional juvenile justice system and provide critically needed alternatives to institutionalization;
- improve the quality of juvenile justice in the United States; and
- increase the capacity of State and local governments, and public and private agencies, to conduct effective juvenile justice and delinquency prevention and rehabilitation programs; and to provide research, evaluation and training services in the field of juvenile delinquency prevention. (JJDP Act, Sec 102(a) and (b)(1-4).)

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* Prior to 1974, two other Federal Acts were passed dealing with youth in the juvenile justice system, but neither specifically mentioned nor targeted serious and violent juvenile offenders. The Juvenile Delinquency and Youth Offenses Act of 1961 empowered the U.S. Department of Health, Education and Welfare (HEW) to provide direct categorical grants to communities, institutions, and agencies to plan and

These broad mandates were primarily aimed at status offenders, at-risk youth, and runaways. Provisions dealing with juveniles accused of more serious delinquent conduct were originally limited to ensuring they were not detained in the same facilities as adults.*

However, hearings of the House of Representatives held prior to the Act's passage indicate several Congresspersons were concerned with serious and violent juvenile offenders.

> Over the last 5 years juvenile involvement in violent crime increased 60 percent as compared to a 46-percent increase for adults. Furthermore, the young criminal of today is quite likely to be the adult offender of tomorrow. (U.S. Congressional Record, July 1, 1974, p. 6054.)

> As we all know, about 50 percent of the serious crime of this country is committed by people, mostly boys, under 18 years of age. (U.S. Congressional Record, August 21, 1974, p. 8796.)

Indeed, in the Act's "Declaration of Purpose," Congress found "juveniles account for almost half the arrests for serious crime in the United States today." (Sec. 101(a)(1).)

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initiate innovative demonstration and training programs. The Juvenile Delinquency Prevention and Control Act of 1968 broadened HEW's powers by authorizing a three-year $150 million grants-in-aid program to strengthen State and local juvenile justice and delinquency prevention efforts and coordinate all Federal youth development activities. Thus, as the 1960's concluded, the Federal government had adopted new responsibilites for delinquent and needy youth. Grants-in-aid programs for family services, health, education, employment, recreation, and juvenile justice existed; yet, the belief of many Great Society legislators that Federal assistance would provide solutions encouraged the hasty development of policy and some unanticipated consequences: little agreement about children's and youths' needs; no clear differentiation between delinquent, neglected, abused, or exploited youth; no consensual body of professional knowledge pointing to delinquency causation factors or efficient treatment methods; and no coordination between Federal agencies dispensing monies to State and local youth-serving programs. Consequently, at least four major Federal departments were independently administering programs designed to meet policymaking expectations--the Departments of Labor (DOL), Agriculture (DOA), Justice (DOJ), and Health, Education and Welfare (HEW). The JJDP Act was authored, in part, to create one Federal agency with primary responsibility for coordinating Federal juvenile justice programs and issues.

*Section 501 of the JJDP Act amended Title 18 Sections 5031-5042 of the United States Code to provide basic procedural rights for juveniles under Federal jurisdiction. The issues of waiver, disposition, and detainment of serious and violent juvenile offenders were amended to assure such youth were granted the same general treatment as youths dealt with in the various States. Thus, this section of the JJDP Act does address needs of serious and violent juvenile offenders, but only those accused of Federal crimes and falling under the jurisdiction of the U.S. Attorney General.

Despite Congressional concern about the scope of serious and violent juvenile crime, the JJDP Act focused on preventing and treating delinquency. Nowhere in its initial authorizing legislation was OJJDP expressly mandated to specifically target serious and violent juvenile offenders for Federal programmatic assistance.

1977 JJDP Act Amendments affecting serious and violent juvenile offenders

Serious and violent juvenile offenders were generally neglected in the October 3, 1977 Amendments to the JJDP Act. However, testimony before the April 1977 Hearings of the Subcommittee to Investigate Juvenile Delinquency suggests concern for this population had not diminished.* Indeed, Senator John C. Culver, Chairperson of the Subcommittee, opened the hearings with the following statement:

> Persons 24 and younger commit 6 out of every 10 violent crimes in the United States and 8 out of every 10 property crimes. Juveniles under 21, today commit 62 percent of all serious crimes. Those under 18 are responsible for 43 percent of all serious crimes. The number of violent crimes by youth nearly quadrupled from 1960 to 1975. (U.S. Congress, April 27, 1977a:2.)

Testimony submitted by Margaret Driscoll, President of the National Council of Juvenile Court Judges in Bridgeport, Connecticut, mirrored such concern and criticized the JJDP Act for not dealing with the problem:

> I really think that the Act has the wrong end of the stick. If you are going to do anything effective that will have a public effect, it ought to be on the other end, where the public is getting the bad effect, where they are getting youngsters who are repeating and are repeating violent offenses. (U.S. Congress, April 27, 1977a:52.)

Further testimony indicates that lack of Congressional intent did not prohibit OJJDP from exploring Federal programs for serious and violent juvenile offenders. In early 1977, OJJDP prepared a draft "Serious Juvenile Offenders" special emphasis initiative for enactment later that year (see Appendix 1-B, pp. 69-72, for full draft). The initiative was designed to:

> rehabilitate the serious or chronic juvenile offender. It is expected that projects will help develop links between organizations in the offenders' communities. A national evaluation will examine the overall effectiveness of the program, as well as each alternative treatment strategy. (U.S. Congress, April 27, 1977a:66.)

An independent review of the draft, conducted in June 1977, found serious problems with the project as constructed, but did not fault the concept (National Office for Social Responsibility, 1977). At that point, OJJDP did not pursue the project. While reasons for discontinuation are uncertain, two possibilities exist. First, the Subcommittee to Investigate Juvenile Delinquency did not single out serious

*The U.S. Senate's Committee of the Judiciary created the Subcommittee to Investigate Juvenile Delinquency in 1971. Its first task was drafting and lobbying for the JJDP Act's passage. Throughout the 1970's, the Subcommittee actively participated in the 1977 and 1980 JJDP Act reauthorization proceedings.

and/or violent offenders for special attention. The following statement from the Subcommittee to Investigate Juvenile Delinquency may have discouraged further efforts:

> The Office has indicated tentative plans for future initiatives dealing with serious juvenile offenders, youth gangs, neighborhood prevention, restitution, youth advocacy, alternative education, probation, standards, and alternatives to incarceration. While the committee acknowledges that all of these areas are important and may deserve extensive attention in the future, the Office should be cautious not to deviate too quickly from using its limited resources to support those related to the primary focuses of the 1974 Act, namely, alternatives to incarceration, youth advocacy, and retitution. Once the priority mandates have been fulfilled, then the Office should certainly explore the possibility of initiatives in other areas. Care must be taken, however, that the available resources not be diluted through programs in tangential areas at this early period of the Act's implementation. (U.S. Congress, May 14, 1977b, Sec 1021.)

Second, Congress incorporated only minimal legislation targeting serious and violent juvenile offenders into the 1977 JJDP Act Amendments (U.S. Congress, April 10 & 12, 1978b:18-19). The extent of that mandate was the inclusion of a new phrase encouraging school vandalism and violence grant awards:

> **Sec. 224(a)(6)**
> The Administrator is authorized to make grants to and enter into contracts with public and private agencies, organizations, institutions, or individuals to...develop and implement, in coordination with the Secretary of Education, model programs and methods to keep students in elementary and secondary schools and to prevent unwarranted and arbitrary suspensions and expulsions **and to encourage new approaches and techniques with respect to the prevention of school violence and vandalism;** (Emphasis indicates 1977 amendment additions.)

Additionally, the newly created National Advisory Committee for Juvenile Justice and Delinquency Prevention was required to appoint members "...with special training or experience in addressing the problems of youth unemployment, school violence and vandalism, and learning disabilities." (Sec. 207(a)(2).)

Less than a year later, some Congresspersons expressed dissatisfaction with OJJDP's "neglect" of serious and violent juvenile offenders. In Hearings of April 10 and 12, 1978, the Chairperson of the Subcommittee to Investigate Juvenile Delinquency angrily questioned OJJDP Administrator, John Rector:

> **Senator Culver.** What are we going to have to do to get you to place some emphasis on serious juvenile crimes--amend the JJDP Act?
> **Mr. Rector.** What I am indicating is how we are placing emphasis on serious juvenile crime. The restitution project, for example.
> **Senator Culver.** I know. You have said that again and again. In your judgment, it has direct application and relevance and importance to the serious offender program. Let us concede that, but I am asking what else you are doing.
> **Mr. Rector.** Another major thing we are doing is to replicate the New Pride project. As one of our projects evaluated which address the problem of serious offenders, including robbery, it has received high marks.

We are drawing on that research and that evaluation. We are going to fund additional projects in six cities around the country. Hopefully, the citizens in those communities can draw from that just as they could from the Des Moines project.

Senator Culver. I am not interested in that Iowa business. Every time we want to get someone's attention we throw out Iowa or Des Moines and the Member is supposed to salivate.

That does not go with me. (U.S. Congress, April 10, 1978b:60-61.)

Clearly, some Congresspersons expected OJJDP to address serious and violent juvenile crime issues, but had provided no statutory Federal direction.

1980 JJDP Act Amendments affecting serious and violent juvenile offenders

The JJDP Act was amended in 1980 to reflect congressional concerns about serious and violent juvenile offenders. Included were several provisions specifically targeting such youth.*

Sec. 101(a) The Congress hereby finds that...

(8) the juvenile justice system should give additional attention to the problem of juveniles who commit serious crimes, with particular attention given to the areas of sentencing, providing resources necessary for informed dispositions, and rehabilitation. (Sec. 101(a)(8).)

Sec. 103. For purposes of this Act...

(14) the term "serious crime" means criminal homicide, forcible rape, mayhem, kidnapping, aggravated assault, robbery, larceny or theft punishable as a felony, motor vehicle theft, burglary or breaking and entering, extortion accompanied by threats of violence, and arson punishable as a felony; (Sec. 103(14).)

Sec. 223(a) In order to receive formula grants under this part, a State shall submit a plan for carrying out its purposes....In accordance with regulations which the Administrator shall prescribe, such plan shall...

(10) provide that not less than 75 per centum of the funds available to such State under section 222, other than funds made available to the State advisory group under section 222(e), whether expended directly by the State, by the unit of general local government or combination thereof, or through grants and contracts with public or private agencies, shall be used for advanced techniques in developing, maintaining, and expanding programs and services designed...and to provide programs for juveniles who have committed serious crimes, particularly programs which are designed to improve sentencing procedures, provide resources necessary for informed dispositions, and provide for effective rehabilitation....(Sec. 223(a)(10).)

(J) projects designed both to deter involvement in illegal activities and to promote involvement in lawful activities on the part of juvenile gangs and their members; (Sec. 223(a)(10)(J).)

(14) provide that, beginning after the 5-year period following the date of the enactment of the Juvenile Justice Amendments of 1980, no juvenile shall

*The sections quoted herein from the 1980 Amendments to the JJDP Act contain only those segments relevant to serious and violent juvenile offenders.

be detained or confined in any jail or lockup for adults, except that the Administrator shall promulgate regulations which...shall permit the temporary detention in such adult facilities of juveniles accused of serious crimes against persons, subject to the provisions of paragraph (13), where no existing acceptable alternative placement is available; (Sec. 223(a)(14).)

Sec. 224(a) The Administrator is authorized to make grants to and enter into contracts with public and private agencies, organizations, institutions, or individuals to...

(12) develop and implement special emphasis prevention and treatment programs relating to juveniles who commit serious crimes. (Sec. 224(a)(12).)

The direct consequence of this new legislation was OJJDP's Violent Juvenile Offender Program authorized by the JJDP Act's Section 224(a)(12) cited above. Based upon recommendations of the OJJDP-sponsored Special National Workshop on the Serious Juvenile Offender held in January 1980, OJJDP developed a two-part initiative. Part I major objectives include:

1. To test program models for the treatment and reintegration of violent juvenile offenders that are desinged to reduce violent crimes committed by youth in the program.

2. To assess strategies for increasing the capacity of the juvenile justice system to handle violent juvenile offenders fairly, efficiently, and effectively.

3. To build knowledge about violent juvenile crime and violent youths to aid in the design of future programs aimed at reducing violent juvenile crime. (U.S. Department of Justice, 1981b:8.)

Part II, currently in developmental stages, is a separately implemented program dealing with violent juvenile crime prevention.

A Request for Proposals dealing with Part I objectives was released in April, 1981. By early 1982, five projects were awarded contracts "to implement an intervention strategy for treating and reintegrating violent juvenile offenders" during an 18-month period (U.S. Department of Justice, 1981b:2).

Clearly, recent Congressional interest in serious and violent juvenile offenders has dictated new Federal policies, programs, and juvenile justice standards affecting this population.* Involvement has been gradual, beginning with the 1967 President's

*While the Serious Juvenile Offender Program is not the first OJJDP effort assisting serious and violent juvenile offenders, it is the first program to specifically target such youth. The following special emphasis initiatives have dealt with serious and violent juvenile crime issues in some capacity: "Reduction of Serious Crime in Schools," begun in September 1976, operated through HEW's Offices of Education and Drug Prevention through 1978; "Restitution by Juvenile Offenders: An Alternative to Incarceration," announced in February 1978, awarded 43 grants through 1980; "School Crime/National School Resource Network," begun in 1978, provided training and technical assistance for schools wishing to decrease violence and vandalism; and "Project New Pride," expanded from an Exemplary Project to a Special

Commission on Law Enforcement and Administration of Justice recommendations regarding judicial reforms, and culminating with the 1980 JJDP Act Amendments mandating Federal assistance for OJJDP prevention and treatment programs designed specifically for serious and violent juvenile offenders.

Public and Private Sector Collaboration

Public and private sector cooperative efforts on behalf of troubled youths have deep roots in American urban history: early 19th-century reformers successfully lobbied State legislatures and city councils to support privately-initiated houses of refuge and reformatories; mid-century philanthropists convinced governmental agencies to assist industrial and vocational school education efforts; and late 19th-century child-savers were instrumental in encouraging the growth of State-supported custo dial institutions (Pickett, 1969; Fox, 1970; Rothman, 1971; Hawes, 1971; and Mennel, 1973). Such endeavors were privately initiated by local and/or statewide organizations requiring public assistance to serve abandoned, neglected, at-risk, and delinquent youth. Seldom were such collaborative efforts designed by the public sector.

Private sector involvement with troubled youth expanded throughout the 19th century, maturing into professional stature with the advent of social welfare training schools in the early 20th century. By that time, private sector organizations were:

> ...in an ideal position to assess the needs of the community, to have well-considered views as to the excellence or inadequacy of government programs, to observe what industry, the churches, labor unions, and power groups are doing or failing to do in respect to the good of the community. (MacKinnon, 1973:633-42.)

As such, private organizations helped shape public policy, providing a necessary link between both entities.*

It was not until the 1970's, however, that the Federal government officially recognized this historical service by targeting private youth-serving agencies for Federal assistance. The 1974 Juvenile Justice and Delinquency Prevention Act (JJDP Act) provided the first substantial incentive for public and private sector

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Emphasis Initiative in 1980, currently provides community-based treatment alternatives for more serious juvenile offenders in at least four localities. Additionally, the lack of specific Congressional direction prior to 1980 did not inhibit OJJDP's research arm--the National Institute for Juvenile Justice and Delinquency Prevention (NIJJDP)--from conducting a wide variety of serious and violent juvenile offender research projects. In 1978, OJJDP identified at least 26 "serious" juvenile-related research projects conducted between 1975-78, estimating that for Fiscal Year 1978 alone, 25 percent of its Research Budget was earmarked for such research (Rector, 1978:Tables I and II).

* An historical analysis of private sector involvement with the juvenile justice system is found in Chapters 2-4.

collaboration.* Written into the Act were several sections encouraging OJJDP's programmatic and technical assistance to private agency juvenile justice and deliquency prevention programs:

- One of the Act's eight objectives is "to provide technical assistance to public and private agencies, institutions, and individuals in developing and implementing juvenile delinquency programs (Sec. 102(a)(2)). To achieve such goals, Congress also provided for the necessary leadership, coordination, and resources "to increase the capacity of State and local governments and public and private agencies to conduct effective juvenile justice and delinquency prevention and rehabilitation programs, and to provide research, education, and training services in the field of juvenile delinquency prevention." (Sec. 102(b)(4).)

- In carrying out the Act, OJJDP's Administrator "shall provide technical assistance to Federal, State, and local governments, courts, public and private agencies, institutions, and individuals, in the planning, establishment, funding, operation, or evaluation of juvenile delinquency programs. (Sec. 204(b)(6).)

Additionally, when authorizing special emphasis grants and contracts, OJJDP must abide by the following mandate:

> At least 30 per centum of the funds available for grants and contracts pursuant to this section shall be available for grants and contracts to private nonprofit agencies, organizations, or institutions who have had experience in dealing with youth. (Sec. 224(c).)

The Act further specifies private sector representation on various OJJDP advisory groups. Members appointed to OJJDP's National Advisory Committee for Juvenile Justice and Delinquency Prevention must include "representatives of private, voluntary organizations and community-based programs." (Sec. 207(a)(2).) Mandated State advisory groups must include:

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*While other Federal acts have encouraged Federal and private partnerships designed to help youth, the JJDP Act is the only legislation expressly dealing with predelinquent and delinquent youth. As early as 1963, HEW administered the Vocational Education Act for culturally deprived children. The Equal Opportunity Act and the Manpower Development and Training Act of 1963 created new youth employment training programs run by the Department of Labor (DOL). While the private sector was minimally involved in these two efforts, it was not until the passage of the Comprehensive Employment and Training Act (C.E.T.A.) that a real public and private partnership for youth employment began. Title VII, added to C.E.T.A. in 1977, more deeply involved private businesses in employing and training youths through its Private Industry Councils (PICS). Comprised of representaives of business and industry, organized labor, community-based organizations, and educational agencies, PICS developed "private sector initiatives" which include "...small business internships cooperative education programs combining secondary or postsecondary schooling with private sector work, on-the-job training on a declining subsidy basis, follow-up services for people placed in private sector jobs, direct contracting with private organizations to provide training, and apprenticeship and other skills training programs." (Sullivan, 1982:231.)

> ...representatives of private organizations concerned with delinquency prevention or treatment; concerned with neglected or dependent children; concerned with the quality of juvenile justice, education, or social services for children; which utilize volunteers to work with delinquents or potential delinquents; community-based delinquency prevention or treatment programs; business groups and businesses employing youth, youth workers involved with alternative youth programs, and persons with special experience and competence in addressing the problem of school violence and vandalism and the problem of learning disabilities; and organizations which represent employees affected by this Act....(Sec. 223(a)(3)(C).)

States receiving OJJDP Formula Grants are also required to assist private sector programs and utilize private sector expertise:

- At least 66 2/3% of the Formula funds received by each State "shall be expended through (A) programs of units of general local government...and (B) programs of local private agencies, to the extent such programs are consistent with the State plan, except that direct funding of any local private agency by a State shall be permitted only if such agency requests such funding after it has applied for and been denied funding by any unit of general local government or combination thereof." (Sec. 223(a)(5)(B).)

Finally, OJJDP's National Institute for Juvenile Justice and Delinquency Prevention (NIJJDP) is required to provide training for and conduct juvenile justice and delinquency prevention studies cooperatively with representatives of private youth agencies and organizations, connected with the treatment and control of juvenile offenders (Sec. 241(d) and Sec. 243(5).) It may also "make grants and enter into contracts with public or private agencies, organizations, or individuals, for the partial performance of any functions of the Institute." (Sec. 241(e)(4).)

The first national response to the newly proposed Federal assistance actually began a year before the JJDP Act's passage. Thirteen national nongovernmental organizations created the National Collaboration for Youth (NCY) to collectively provide youth services and act as youth advocates.* Its initial unified effort was lobbying for the JJDP Act's passage and implementation. Expanding upon this cooperation framework, several other national nongovernmental organizations augmented NCY efforts in 1975 by forming the National Juvenile Justice Program Collaboration (NJJPC).** Devoted to NCY's original goals, NJJPC members applied for and received

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* NCY members are the American Red Cross, Big Brothers/Big Sisters of America, Boy Scouts of America, Boys' Clubs of America, Camp Fire, Inc., 4-H, Future Homemakers of America, Girl Scouts of the U.S.A., Girls Clubs of America, YMCA, National Network of Runaway and Youth Services, United Neighborhood Centers of America, and the YWCA. See Appendix 2-B (pp. 209-220) for details on the NCY.

**Additional NJJPC members include AFL-CIO Department of Community Services, Association of Junior Leagues, National Jewish Welfare Board, National Conference of Catholic Charities, National Council on Crime and Delinquency, National Council for Homemaker-Home Health Aide Services, National Council of Jewish Women, National Federation of Settlements and Neighborhood Centers, National Urban League, Salvation Army, Traveler's Aid Association of America, and U.S. Catholic Conference. See Chapter 2 (pp. 97-102) for further discussions of national collaborations.

a $1.4 million LEAA/OJJDP grant operating from 1975-80 in five collaboratively operated community deinstitutionalization programs (National Juvenile Justice Program Collaboration, 1978a).

However, formal national collaborations requesting Federal funding are relatively uncommon. Most often, national organizations applying for Federal assistance do so on an individual or informal partnership basis. Many organizations reviewed in this study are recipients of collaborative, individual, and small group OJJDP grants. However, some organizational representatives have recently voiced problems arising from collaboration:

- Federal programs largely serve middle-class youth and ignore the needs of inner-city, minority youth (Woodson, 1982b:407).
- Federal programs often support large, experienced national agencies rather than grassroots community-based organizations that are in better positions to address youth needs and issues (Meyer, 1982).
- The public sector is occasionally hostile to private sector involvement (Dye, 1977:255).
- Juvenile court judges are often reluctant to utilize private organizations as community resources (Dye, 1977:255).
- Lack of long-range funding security inhibits program development as well as longevity (Dye, 1977:256).

The latter funding issue, intially raised during the U.S. Senate's Subcommittee to Investigate Juvenile Delinquency Hearings of September and October 1977, continues to impede but not prohibit cooperative public and private juvenile justice efforts. Indeed, the Act's original goal was providing short-term assistance for initiating innovative programs without subsidizing their continued existence. Many private organizations, however, are finding it increasingly difficult to obtain further local government or private funding after the termination of Federal assistance. Our study not only indicates several national programs shut down when Federal support ended, but indicates current federally-assisted programs are jeopardized by the uncertainty of further funding.

Funding problems are not confined to national nongovernmental organizations. Over the past five to six years, many local and State governments have initiated contracts with community and statewide private organizations to deliver juvenile justice services. This practice encouraged the growth of many community, regional, and statewide "private correction vendors" across the Nation (Taft, 1983). Some States have turned to private agencies to help fulfill unmet correctional responsibilities: Florida's Department of Corrections contracts with the Salvation Army and Goodwill Industries for 115 halfway house beds; California's Department of Corrections leases 900 of its 1,100 community-based beds from private vendors (Taft, 1983:38). Florida and Texas require the use of private contracts to save money and assist private organizations. Recent estimates, however, indicate almost one-fourth of these programs have been terminated or seriously damaged by Federal, State, and local cutbacks* (Taft, 1982).

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*One solution to the problems faced by "private vendors" is switching from nonprofit to profit-making status, a practice gaining increased popularity. See Taft, 1983.

Thus, private cooperation with Federal, State, and local governments has come full circle. Efforts began over 150 years ago when the private sector initiated youth-serving efforts with State and local governments. It was not until the 1970's that the Federal government took the lead by offering public assistance to private juvenile justice and delinquency prevention programs. By the decade's end, Federal monies had become scarce, encouraging many State and local governments to rely upon private agencies. Currently, decreasing public assistance, coupled with the White House desire to increase voluntary youth-serving endeavors, could shift the major responsibility for troubled youth back to the private sector.

Debating the wisdom of such a move is not within this study's scope. Instead, the study points to a long history of private sector involvement with predelinquent and delinquent youth, and recent Federal interest in juvenile justice issues, including serious and violent juvenile offenders. Additionally, the study indicates a long legacy of local and statewide public and private juvenile justice endeavors as well as a more recent Federal commitment to a public/private partnership on behalf of predelinquent and delinquent youth.

Generally, such public and private sector juvenile justice interests have focused on at-risk youth and less serious juvenile offenders. However, since 1975, public and private sector interest has increasingly focused on serious and violent juvenile offenders. While such concern has gradually been translated into policies affecting these youth, consistent public and private efforts have been hampered by definitional problems.

DEFINING SERIOUS AND VIOLENT JUVENILE OFFENDERS

Providing programs for serious and violent juvenile offenders is a particularly complex goal because policymakers and practitioners cannot agree on a common definition for this population, methods for identifying such offenders, the offending population's size, or the scope of serious and violent juvenile offenses. While a later section discusses these issues, this part highlights several definitional studies and concludes with the definitional approach adopted in this study.*

An initial definitional dilemma is demonstrated by Snyder and Hutzler (1981) who warn that the three information sources providing national serious and violent juvenile crime data are incompatible: the National Crime Survey (NCS) only records personal victimizations, not the entire spectrum of serious crime; the F.B.I. Uniform Crime Reports (UCR) identify eight "serious" offenses--murder and non-negligent homicide, forcible rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft, and arson--many of which are not personal victimizations, making this data incompatible with the NCS statistics; and the national juvenile court archives currently compatibly classify offenses according to UCR standards.

Distinguishing serious from violent juvenile offenses and offenders is a second definitional problem. While many studies, ours included, use the terms conjointly, much confusion remains about whether or not they are synonymous. Questions have

*The following definitional discussion does not pretend to be comprehensive. Instead, it briefly reviews several randomly chosen definitions to illustrate diversity. Further, it does not include statutory definitions, nor compare the way State legislatures define serious and violent juvenile offenders.

arisen, in part, from the juvenile court's traditional rehabilitative role. The Illinois model juvenile court's original goal was diverting troubled youths (as opposed to hardened young criminals) from further delinquent acts (as opposed to further criminal conduct). It was generally assumed that young people were incapable of committing criminal acts and, therefore, were not to be tried or treated as criminals. However, the early 1960's escalating juvenile arrest records convinced many policymakers and practitioners that youths were capable of, and were actually committing serious criminal offenses. Shortly after the newly-labeled serious juvenile offender began receiving widespread attention, a new term gained notice: the violent juvenile offender. The concept of serious and violent juvenile criminals was so new and diametrically opposed to traditional juvenile court philosophy, the terms are often used interchangeably to apply to a broad number of criminal offenses.

One of the earliest efforts to define "serious" juvenile crime independently from violent crime emerged with Sellin and Wolfgang's development of three "seriousness" categories:

> (a) events that produce bodily harm to a victim or to victims, even though some property theft, damage, or destruction may also be involved; (b) events that involve theft, even when accompanied by property damage or destruction; and (c) events that involve only property damage or destruction. (Sellin and Wolfgang, 1964:295.)

The authors considered three other severity factors: whether or not the victim was intimidated, the premises were forcibly entered, or forcible sexual intercourse was involved. Using these criteria, Sellin and Wolfgang constructed a "Seriousness Scale" to measure the severity of delinquent conduct in Philadelphia Police Department's Juvenile Aid Division during 1960.*

The National Institute for Juvenile Justice and Delinquency Prevention (NIJJDP) also considered the crime's seriousness when defining serious juvenile offenders as those adjudicated for non-negligent homicide, armed robbery, aggravated assault, forcible rape, and arson (Mann, 1976:2).

The Governor's Commission on Crime Prevention and Control for the State of Minnesota emphasized a definitional component: chronicity. It's report recommended that serious juvenile offenders not only be identified by the nature of their offenses, but by their recidivism rates.

> (a) Juveniles, fourteen years or older, with a sustained petition for homicide, kidnapping, aggravated arson, or criminal sexual conduct of the first or third degree; (b) Juveniles, fourteen years or older, with a sustained petition for manslaughter, aggravated assault, or aggravated robbery with a prior record in the preceding twenty-four months of a sustained felony; (c) Juveniles, fourteen years or older, with at least two separate adjudications for

*Sellin and Wolfgang conducted a 10-percent random sample of all Philadelphia Police Department Juvenile Aid Division cases handled in 1960, yielding 1,313 offenses involving 2,094 delinquents (Sellin and Wolfgang, 1964:139).

such major property offenses as burglary, arson, theft over $100, aggravated criminal damage to property, motor vehicle theft, or receiving stolen property over $100. (Governor's Commission on Crime Prevention and Control, 1977.)

Shortly thereafter, policymakers and practitioners increasingly defined serious juvenile offenders by their recidivism records. Smith and Alexander's national assessment study (1980) concurs with the chronicity component:

> A serious juvenile offender is defined as one whose offense history included adjudication for five or more serious offenses (on the Sellin-Wolfgang Scale) or one who is adjudicated for one or more offenses whose severity is equal to homicide or forcible sexual intercourse as measured by the Sellin-Wolfgang Scale. (Smith and Alexander, 1980:xiv.)

Further, their study lists many other research efforts in which chronicity plays an important definitional role for serious juvenile crime (Smith and Alexander, 1980:Vol. II, 9-30).

A review of "violent" juvenile crime definitions produces descriptions similar to serious juvenile offenses. Paul Strasburg, in his year-long study of juvenile violence undertaken by the Vera Institute of Justice (1978), defines violent juvenile offenses and offenders. Additionally, he creates another category: the seriously violent delinquent.

> Violence (or violent crime): Any act of homicide, forcible rape, assault, or robbery, or any attempt at one of these acts.
>
> Serious crimes: Any of the seven major offenses listed in the F.B.I.'s Uniform Crime Reports: homicide, forcible rape, robbery, aggravated assault, larceny-theft, burglary, and auto theft.
>
> Violent delinquent: A juvenile charged at least once with any violent crime.
>
> Serious violence (or serious violent crimes): Acts of homicide; forcible rape; robbery in which a weapon is used or the victim is injured; and assaults in which more than minor injury is inflicted (i.e., the victim is at least treated by a physician). Attempted homicide and rape are included. Attempted robbery is included if a weapon is used or the victim is injured. Attempted assault is not included.
>
> Seriously violent delinquent: A juvenile charged at least once with a serious violent crime. (Strasburg, 1978:8-9.)

Snyder and Hutzler (1981) offer the following definitions:

> "serious juvenile offender"...an individual under the age of 18 arrested or referred to court for one of the eight F.B.I. index offenses.
>
> "violent juvenile offender"...a juvenile arrested or referred for murder and non-negligent homicide, forcible rape, robbery, or aggravated assault.
>
> "serious property offender"...one arrested or referred for burglary, larceny/theft, motor vehicle theft, or arson. (Snyder and Hutzler, 1981:2.)

In a paper delivered to the 1977 National Symposium on the Serious and Violent Juvenile Offender held in Minneapolis, Franklin Zimring declared the impossibility of defining either serious and violent juvenile crime "in any precise terms." (Zimring, 1977:15.) In a paper written one year later, Zimring was more specific:

> My focus...encompasses the four index offense categories thought by police and public to constitute violent crime--homicide, rape, aggravated assault, and robbery. Within these offense categories, special emphasis will be accorded to acts of violence which generate substantial risks of death or serious bodily injury. (Zimring, 1978.)

In its description of the Violent Juvenile Offender Program (1981), the Office of Juvenile Justice and Delinquency Prevention (OJJDP) targets programs serving "chronic juvenile offenders" for assistance. Its definitions include:

> Violent. Violent offenses are: first and second degree homicide, kidnap, forcible rape or sodomy, aggravated assault (with a weapon and/or resulting in serious bodily harm), armed robbery, and arson of an occupied structure.
>
> Offender. To be considered an eligible offender, a juvenile must have committed the instant offense prior to age 18 and have been adjudicated delinquent or received a find of involvement in juvenile court or found guilty in adult criminal court.
>
> Chronic. For all violent offenses other than first degree murder, chronicity involves an adjudicated violent instant offense and at least one prior adjudication or conviction for a violent offense. For first degree murder, no prior history of violence is required. (U.S. Department of Justice, 1981c:12.)

Table 8 (p. 42) illustrates this definitional diversity. Snyder and Hutzler, and Strasburg essentially agree with the Uniform Crime Report (UCR) definition of serious juvenile offenses. (Strasburg, however, does eliminate arson from his definition.) The NIJJDP includes five UCR crimes, but excludes burglary, larceny-theft, and motor vehicle theft. Sellin and Wolfgang, and Smith and Alexander prefer a general category of bodily harm that may or may not include homicide, robbery, and aggravated assault, and list general property damage and property theft categories that may or may not include some of the other property offenses. The Minnesota report recommends the inclusion of kidnapping, excludes aggravated assault, and adds a list of specific property offenses: aggravated arson, receiving stolen property over $100, and theft over $100. All but Smith and Alexander, and the Minnesota report, which require a chronicity factor, base their definition on the crime's seriousness. Clearly, the only specific offense considered serious by all is forcible rape. Equally as clear is the lack of consensus about the types of property crimes included in the seriousness definition.

According to Table 8, violent juvenile offenses do not appear to differentiate greatly from serious juvenile offenses. Strasburg, Zimring, OJJDP, and Snyder and Hutzler include forcible rape, homicide, robbery, and aggravated assault. OJJDP has added a third offense: arson of an occupied structure.

Table 8

A RANDOM DEFINITIONAL SURVEY OF SERIOUS AND VIOLENT JUVENILE OFFENSES

STUDY	BODILY OFFENSES						PROPERTY OFFENSES								OTHER FACTORS*			
	General Bodily Harm	Forcible Rape	Homicide	Robbery	Aggravated Assault	Kidnapping	Arson	Burglary	Larceny-Theft	General Property Damage	Receiving Stolen Property Over $200	Auto Theft	Property Theft	Theft Over $100	Seriousness of Crime	Chronicity	Any Criminal Attempt	Involving Threat to Life
SERIOUS JUVENILE OFFENSES																		
Uniform Crime Reports		X	X	X	X		X	X	X			X			X			
Sellin and Wolfgang (1964)	X	X								X			X		X			
NIJJDP (1976)		X	X[1]	X[2]	X		X								X		.	
Minnesota Governor's Commission on Crime Prevention and Control (1976)		X	X	X[3]		X	X[3]			X	X	X		X		X		
Strasburg (1978)		X	X	X	X			X	X			X			X			
Smith and Alexander (1980)	X	X								X			X			X		
Snyder and Hutzler (1981)		X	X[1]	X	X		X	X	X			X			X			
VIOLENT JUVENILE OFFENSES																		
Strasburg (1978)		X	X	X	X										X		X	
OJJDP (1981)		X	X	X[2]	X	X	X[4]									X		
Snyder and Hutzler (1981)		X	X[1]	X	X										X			
Zimring (1977)		X	X	X	X												X	X

*Each study or process includes other factors in determining serious and violent definitions: the crime's seriousness, the offender's recidivism rates (chronicity), whether the crime was merely attempted, and if the action or attempted action involved a threat to life.

1. Non-negligent
2. Armed
3. Aggravated
4. Occupied structure

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Comments [illegible]

What this definitional sampling suggests is that generally there is very little distinction made between serious and violent juvenile offenses in the bodily harm category. The Snyder and Hutzler study provides a case in point: non-negligent homicide, forcible rape, robbery, and aggravated assault can be serious and/or violent, while arson, burglary, larceny-theft, and auto theft are only serious in nature. Strasburg further confuses the picture by creating a new "serious violent crime" category that includes the commission and/or the attempted commission of homicide, forcible rape, and robbery. Finally, the issues of whether offenses should be defined by their seriousness or chronicity, and whether attempted or threatened actions should be included in any serious or violent category, are open to different interpretations.

For our purposes, we declined to define or differentiate serious and violent juvenile offenses/offenders for the participating organizations for two reasons. First, and most obvious, we could not offer a definition of either serious or violent juvenile offenders that would be acceptable to all organizations. Attempting to do so, we felt, would not only lock the study into a narrow range of programs, but would eliminate almost every national nongovernmental organization juvenile justice related effort. Second, we preferred to learn how each organization defined these populations.

It was not long before we discovered the naivete of this second assumption; none of the national nongovernmental organizations we surveyed had adopted a definition of serious or violent juvenile offenses at the national or local levels. Their responses about involvement ranged from explaining programs for at-risk youth, to efforts conducted within institutions for an untargeted offender population. Few organizations referred to offender "types" in terms more specific than "institutionalized" or "hardcore." More importantly, very few organizations specifically targeted these more difficult populations for assistance.

To counter the apparent low interest level of national nongovernmental organizations for serious and violent juvenile offender programs, the JJDP Act's 1980 amendments provided new incentives for private involvement in the juvenile justice system. This new Federal concentration raises a number of questions concerning the scope of the serious and violent juvenile offense problem, types of intervention programs for the offending population, and the degree of private sector involvement with such youth. Because these three issues have been addressed by a growing body of literature, they are discussed in the following section.

LITERATURE SURVEY

Because serious and violent juvenile crime has been the subject of recent scholarly studies, a brief review of relevant literature follows. However, this section's intention is not surveying studies dealing with offender characteristics or behavioral causations.* Instead, it discusses literature within the topical areas

*For literature dealing with serious and violent juvenile offender characteristics and behavior causes, see Strasberg, 1978; Hamparian, Schuster, Dinitz, and Conrad, 1978; Vachss and Bakal, 1979; Smith and Alexander, 1980; and National Center on Institutions and Alternatives, 1979. While this is not a comprehensive list, these studies will provide the reader with basic foundations as well as further references on selected topics dealing with serious and violent juvenile offenders.

most relevant to this study: the scope of the serious and violent juvenile offender problem; and intervention strategies with serious and violent juvenile offenders. Finally, this section concludes with an analysis of literature reviewing private sector involvement with the juvenile justice system.

The Scope of the Serious and Violent Juvenile Offender Problem

Due to the absence of a uniform definition for serious and violent juvenile offenses/offenders, as well as inconsistent law enforcement agency reporting and recording procedures, the scope of the serious and violent juvenile offender problem is difficult to measure.

Even the question of whether or not there has been an increase in serious and violent juvenile crime over the last few decades is subject to conflicting study findings and data interpretation. For example, the U.S. Attorney General's Task Force on Violent Crime (1981) reports juvenile offenders are responsible for a disproportionate amount of serious and violent crime, and that an alarming increase in violence in public schools has occurred. Miller's (1981) study of youth gangs was cited as evidence of rampant gang activity involving much violence. The Task Force concludes that in order to reduce serious crime, the serious and violent juvenile offender, particularly the chronic recidivist, must be dealt with more harshly. To that end, they recommend channeling more of the allocated juvenile justice funds toward the area of serious crime, and increasing integration of the juvenile justice and adult criminal justice systems.

On the other hand, Snyder and Hutzler (1981) offer the premise that the serious and violent juvenile offender problem has been exaggerated and the public's current perception of a dramatic increase in serious and violent juvenile crime is unsupportable. This interpretation is reflected by proponents of the "violent few" and "lifestyle violent juvenile" theories (Wolfgang, 1972; Hamparian, Schuster, Dinitz, and Conrad, 1978; Vachss and Bakal, 1979; Smith, Alexander, Kemp, and Lemert, 1980; and Shichor and Kelly, 1980). Conclusions drawn from the work of these researchers indicate juvenile justice's resources would be utilized most effectively in developing alternatives to incarceration and focusing on intervention programs for serious and violent juvenile offenders.

This polarized orientation is reflected throughout the various studies, particularly in those using Uniform Crime Report and other law enforcement agency data. Nonetheless, a review of major research and arrest data from official agencies provides some indication about the proportion of serious and violent juvenile offenders and the extent of its impact on crime rates. In general, the literature falls within four classifications: Uniform Crime Reports/Official Statistics, cohort studies, self-report studies, and youth gang studies.

Uniform Crime Reports/Official Statistics

The F.B.I.'s Uniform Crime Report (UCR) and other arrest data compiled by law enforcement agencies are commonly used in determining the scope of the serious and violent juvenile offender problem. Although information can be collected and developed into statistical analysis with relative simplicity, the limitations of this research methodology are numerous and include: utilization of arrest data rather than commission of crime; non-uniform offense categorization as well as recording procedures among law enforcement agencies; and data and policy change distortions that may occur for political or other reasons.

From 1977 to 1981, there was an 8.7 percent decrease in total arrests, a 9.8 percent decrease in index crime, and a 3.9 percent increase in violent crime arrests. UCR 1981 data reflect a continued downward trend in juvenile arrest rates; from 1980 to 1981 there was less than one percent increase. The arrest rate for index crime* decreased three percent for persons under 18 years. During that year, juveniles were involved in 19.8 percent of all arrests. They accounted for 18.5 percent of violent crime arrests and 33.5 percent of index crime arrests.

Smith, Alexander, Kemp, and Lemert (1980) make a comparison between the percent of arrests for index crimes involving violent offenses and those involving property offenses between 1964 to 1977. In 1964, 7 percent of juvenile index arrests were for violent offenses, compared with 10 percent in 1976. However, most of the increase took place in the 1960's after which the ratio of property to violent crimes stabilized at about 9 to 1. Additionally, the authors state variables in crime rate figures (i.e., changes in population rates and reporting procedures) partially account for the apparent increase. They conclude that violent rates have been relatively stable over the 13-year period of study, and that violent arrest rates have been consistently much lower than property arrest rates (Smith, 1980:Vol. II, 59, 84-85).

The UCR data indicate that serious and violent juvenile crime increased up until the mid-1970's but has subsequently remained at an even level or minimally decreased. The degree of decline is unclear.

Cohort Studies

Cohort studies focus on a specific group of individuals born in the same time period and living in a common demographic area. As longitudinal studies, they provide information about changing patterns over a broad time span. Official records (i.e., police arrest records) are used extensively, though not exclusively, in cohort studies; thus they are subject to the constraints and deficiencies of this method of data gathering.

Wolfgang's (1972) Philadelphia cohort study contained data on 9,946 boys. Thirty-five percent of the cohorts had police records by age 18, yet serious property crimes (burglaries, larcenies, and auto thefts) represented only 20.1 percent of the offenses, and violent crimes (14 homicides, 44 rapes, 193 robberies, and 220 aggravated assaults) accounted for only 4.6 percent. Thirty-one percent of all delinquents (11 percent of entire cohort) were charged at least once with injury offenses, and 7 percent (2.3 percent of the entire cohort) were charged two or more times. Furthermore, the study showed that 18 percent of the surveyed delinquents (6.3 percent of the entire birth cohort) committed 52 percent of the reported delinquencies (Wolfgang, 1972).

Wolfgang's study produced significant data concerning the chronic recidivist (those committing more than five offenses), but the proportion of delinquents committing violent offenses was not determined. It was shown, however, that chronic recidivists comprised 18 percent of the delinquent population, and that seriousness of the offense increased with the rate of recidivism.

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*Part I index crimes defined by the UCR are: murder, forcible rape, robbery, aggravated assault, burglary, larceny-theft, and motor vehicle theft.

Wedge and Jesness (1981) conducted a Sacramento cohort study intended to replicate the Wolfgang study. Data were collected on 8,483 boys and girls born in 1959 residing in Sacramento County between 1970 and 1978. When the sex variable was controlled to allow for comparison between the Wolfgang and Sacramento studies, the results were quite similar: 23.2 percent of the Sacramento cohort had been arrested at least once before age 18, and in both studies a small group of chronic offenders was responsible for over half of the reported offenses (6 percent in Philadelphia; 8.7 percent in Sacramento).

Extrapolating from Wolfgang's data, Hamparian, Schuster, Dinitz, and Conrad (1978) concluded chronic offenders accounted for 61 percent of the violent crime committed by the whole cohort. When the non-violent assault category was extracted from the calculations, this figure rose to 69.9 percent. The sub-class of chronic violent offender was made up of 9.5 percent of all delinquents and 52.5 percent of the entire class of chronic offenders (Hamparian, Schuster, Dinitz, and Conrad, 1978:6).

Strasburg (1978), also drawing on Wolfgang's data, found that by extending the calculations to the entire cohort, 11 percent of all male youths in Philadelphia were arrested at least once for an injury offense, and 2.3 percent for two or more injury offenses (Strasburg, 1978:26). A follow-up study of Wolfgang's Philadelphia cohort study found 14.8 percent of the sample were chronic offenders accounting for 74 percent of all offenses and an unspecified but higher percentage of the serious offenses (Collins, 1976).

West undertook a 20-year project in London in which 411 boys were followed from age eight to age 25. He concluded long-term recidivism for serious offenses was unusual, and only 5.3 percent of the offenders were considered dangerous (West, 1982). Shinnar and Shinnar estimated repetitive recidivists constituted 16 percent of the criminal population but committed 90 percent of the total crimes (Shinnar and Shinnar, 1975:581-612).

The cohort studies have produced information contributing to an understanding of serious and violent juvenile crime's scope, and about those responsible for such actions. Delinquent behavior was a common occurrence, with approximately 25 percent of all boys being arrested at least once by age 18. These studies also revealed that a very small group (no more than 10 percent) of the offenders were responsible for over half of the total arrests recorded in each chort. A small group of chronic recidivists were responsible for a disproportionately high percentage of violent offenses; however, up to one-third of the delinquents in the various studies were arrested at least once for an injury offense. Both the Philadelphia and Sacramento studies indicate recidivism results in an escalation of offense severity.

Self-Report Studies

Self-report studies collect data from both perpetrators and victims. Although most do not include information pertaining to violent crimes, self-report studies do aid an analysis of the problem's scope as well as contribute information about delinquency applicable to serious and violent juvenile offenders. Most importantly, they illustrate three factors: high undetected delinquency rates, some of which include serious offenses; the probability of detection increases with the frequency and seriousness of offenses (Porterfield, 1943; Doleschal, 1970); and juvenile crime, including serious and violent acts, has stabilized or declined over the past decade.

The most comprehensive victimization survey--the National Crime Survey (NCS)--collects personal and property crime data through a nationwide household sampling. According to information compiled between 1973 and 1977, the NCS noted increased violent crimes committed by adults. Using data from the NCS, Laub (1983) analyzed trends in juvenile criminal behavior in the United States between 1973-1980, concluding the overall seriousness of personal victimizations committed by juveniles showed little substantial or systematic variation.

Martin Gold's self-report study shows police apprehended approximately four times as many of the most serious delinquents, but that less than one-third of the most delinquent boys were caught by the police (Gold, 1966:27-46). The results of a self-report follow-up study to the Philadelphia cohort emphasize the high rate of undetected delinquency. A representative sample of the original delinquent group admitted committing 8-11 serious crimes for each arrest incidented (Wolfgang, 1978:171). Another nationwide survey of self-reported delinquency indicates males between the ages of 12 and 18 annually commit 3.3 million aggravated assaults; 15 million individual participations in gang fights; 4.4 million strikings of teachers; and 2.5 million grand thefts. In that study, it was reported only 3-5 percent of all delinquent acts result in a police contact (Weiss, 1981:37-39).

In addition to the high rate of undetected delinquency, self-report studies indicate a stabilization or decrease in juvenile crime. In a national survey, Gold (1975) measured both the levels of self-confessed delinquency and the changes occurring over a period of time. The survey was conducted first in 1967 and then repeated in 1972. A total of 2,242 juveniles aged 11 through 18 were sampled in the two surveys. Findings of the study show a decline in both frequency and seriousness (nine percent and 14 percent respectively) of self-reported delinquent acts by boys.

While UCR's and other official data furnish information about the offender only if an arrest is made, self-report studies indicate who is committing crimes not cleared by arrest. Various techniques are employed to substantiate the validity of self-reports. However, there are obvious limitations, particularly related to serious and violent juvenile crime: violent crimes are usually omitted from self-reports; respondent willingness to admit to committing and being victims of serious offenses is variable; no procedure exists for assuring violent offenders are represented in the survey population; victim self-reports are limited in their ability to accurately identify the offender as a juvenile; and some violent crime, especially rape and family assault, is vastly underreported.

Despite their analytic boundaries, these studies have produced similar results, therefore strengthening the credibility of the findings. In summarizing the results of the self-report studies, it appears a great deal of delinquency, including serious and violent acts, is undetected, but the probability of detection increases with the frequency and severity of the offense. Furthermore, self-report data does not fully support the contention that serious or violent juvenile crime has risen over the last decade.

Youth Gangs

Youth gangs and the impact of gang activity on the violent crime rate has been an issue of growing concern. Frederick Thrasher (1927, 1963), in a sociological study of the problem, analyzes over 1,300 juvenile gangs in Chicago. He notes that the criminal act of an individual gang member cannot be removed from the context of the group. The peer interaction and the purposeful construct of the gang are entrenched

factors in delinquency. Similarly, according to Whyte (1943), delinquent activity is a secondary element of gang association. The boy's identification with and status in the group are the motivating factors for affiliation. Thus, the social interaction was more central to gang membership than the commission of criminal acts.

On the other hand, Yablonski (1963) postulates violence is a principal element in the gang structure, and this concept has been endorsed by others (Cloward and Ohlin, 1960; Cohen, 1955; Spergle, 1966). More recently, Miller (1976) estimates gangs involve up to 20 percent of eligible boys in cities of over 10,000 population, and that about 71 percent of all serious crimes committed by youths are the product of gang activity.

In a recent report on police perception of youth gang problems by Needle and Stapleton (1983), the amount of serious and violent juvenile crime was found to be related to total serious crime, total juvenile crime, and total crime. The authors indicate the U.S. Attorney General's report (1981) conclusion that 71 percent of all serious youth crime is committed by law-violating groups must be "tempered":

> Depending on which figure is selected as the focus of one's perspective, the magnitude of the problem is a function of that perspective. Taken as a proportion of total crime, youth gangs comprise but a small proportion of the criminal activity occupying police. Taken as a proportion of total serious, total juvenile, or total violent crime reported, the relative magnitude of the law enforcement problem increases. (Needle and Stapleton, 1983:15.)

Somewhat different figures are presented by Shichor and Kelly (1980). Arrest data from three large cities indicate 30 percent of juvenile arrests for violent offenses were gang related, and that members of police-recognized gangs made up approximately 5 percent of the male youth. In these three cities, gang members overcontributed to arrests on serious violent offenses by a factor of 5. However, while this small percentage of juveniles contributes disproportionately to youth arrests, 70 percent of arrests for serious and violent crimes involved youths who were not members of recognized gangs (Shichor and Kelly, 1980:128).

It appears contemporary theorists propose gangs are more prevalent and gang members more malevolent than did the early writers. While this may indicate a more violent trend in gang activity, it may also be another reflection of the perceived increase in violent juvenile crime.

In summarizing the data on the scope of the serious and violent juvenile offender problem, it appears that while delinquency is a widespread phenomenon, violent acts by juveniles are much less frequent. Although a relatively high proportion of arrested juveniles engage in violent acts at least once, repeated violence is uncommon. The most common serious and violent crimes are against property rather than persons.

Alexander, Smith, and Rooney's (1979) conclusions substantiate this position:*

- There was a net increase in serious juvenile crime from 1967 through 1977.
- There was a net decrease in serious juvenile crime from 1975 through 1977.

*Alexander, Smith, and Rooney (1979) presented 30 summary points in their background paper for the serious juvenile offender initiative. Included here are only the ones pertinent to the subject of this report.

- Most arrests of juveniles for serious juvenile crimes are for property offenses.
- There are relatively few juveniles involved in violent juvenile offenses in comparison to arrests for all offenses (both juvenile and adult).
- There is a significant amount of serious juvenile crime committed by gangs.
- Relatively few serious juvenile crimes involve the use of weapons (Alexander, Smith, and Rooney, 1979:13-14).

The available evidence supports the "violent few" or "lifestyle violent juvenile" theories; a tiny minority of chronic juvenile offenders are responsible for a disproportionately large percentage of serious and violent crime (Hamparian, Schuster, Dinitz, and Conrad, 1978; Vachss and Bakal, 1979; Smith, 1980; Wolfgang, 1972; Shichor and Kelly, 1980).

Intervention Strategies With Serious and Violent Juvenile Offenders

The presentation of specific intervention strategies should be prefaced by some discussion of intervention issues. An examination of the scope of the serious and violent juvenile offender problem indicates this segment of the delinquent population requires separate and focused attention. The degree to which intervention is necessary, the setting in which it is most effective, and the objectives to be met through intervention are topics of debate. Intervention components vary depending on the particular focus, and there are a number of levels on which it can be initiated.

Edwin Schur (1973) proposes one extreme of the intervention spectrum by arguing that because of its subjective nature, intervention should be restrained and subject to ethical and moral constraints. However, the current intervention trend with juvenile offenders is for increasingly severe and restrictive treatment.**

Whether intervention is best undertaken in an institutional setting or within the community is another area of controversy. Deinstitutionalization, it is hypothesized, is more conducive to treatment and reintegration with society. On the other hand, some researchers argue no form of intervention with a rehabilitative objective is successful (i.e., success equals a significant reduction in recidivism) regardless of the method or setting (Lipton, Martinson, and Wilks, 1975). Policy based on this concept would naturally support the current "get tough" practices.

Intervention using the rehabilitation model commonly includes these components: therapy, family relationship, education, vocational training, employment, physical health, and recreation. The intervention strategies outlined here are by no means an exhaustive collection of those currently in use. They are a selective sampling of statewide, institutional, and community-based interventions with the inclusion of program and legislative elements.

*Schichor and Kelly (1980); Attorney General's Task Force on Violent Crime (1981); Hearings before the U.S. Senate Judiciary Committee, 1978; and California Department of Youth Authority (1983) are just a few of many sources addressing harsher treatment of juvenile offenders.

Statewide Intervention

Since the mid-1970's, several States have developed statewide intervention strategies for dealing with serious and violent juvenile offenders. Several examples discussed in a variety of literature sources follow:

- Unified Delinquency Intervention Services (UDIS) (Illinois). Originating in 1974 by the State of Illinois, UDIS is directed explicitly at chronic, serious delinquents. Its institutionalized diversion method follows three guidelines: use of the least drastic alternative; rapid processing through the juvenile justice system; and individualized programming. Comprehensive explanations as well as statistics analysis and evaluation are presented by Smith, Alexander, Kemp, and Lemert (1980:154-160) and Goins (U.S. Congress, 1978:333-339).

- California Youth Authority Gang Violence Reduction Project (California). The Gang Violence Reduction Project was initiated to prevent youth gang violence by using gang members as project "consultants." The California Department of Youth Authority (n.d.) report analyzes the program components and accomplishments.

Additionally, several sources provide information about statewide programmatic intervention and individual State philosophies.

- Background Paper for the Serious Juvenile Offender Initiative of the OJJDP (Alexander, Smith, and Rooney, 1979). The authors discussed definitions, scope of the problem, juvenile justice system responses, intervention strategies and evaluation procedures, and intervention issues and problems.

- Juvenile Justice: Myths and Realities (Farkas, 1983). Seven journalists, contracted by the Institute for Educational Leadership, present a collection of articles examining various aspects of serious juvenile crime. State intervention strategies discussed include: Maryland, Idaho, Missouri, Tennessee, Virginia, and the District of Columbia.

- The Serious Juvenile Offender (U.S. Department of Justice, OJJDP, 1977). An OJJDP-sponsored collection of papers from the National Symposium on the Serious Juvenile Offender in 1977 is presented. In addition to general issues pertaining to serious and violent juvenile offenders, treatment programs in New York and Illinois are discussed.

- A National Assessment of Serious Juvenile Crime and the Juvenile Justice System: The Need for a Rational Response. Vol. III: Legislation, Jurisdiction, Program Interventions, and Confidentiality of Juvenile Records (Smith, Alexander, Kemp, and Lemert, 1980). The authors provide an extensive list of State program descriptions along with analyses and evaluations. Selection criteria were broad, ranging from large-scale programs designed to alter the juvenile justice system, to small-scale experimental treatment programs in institutional, residential, and community settings. One or more programs and projects in Massachusetts, Pennsylvania, California, Minnesota, Colorado, Missouri, Florida, and New York are discussed.

The most formal type of State intervention, resulting in the most critical and long-term impact, is legislative intervention. Legislators, often responding to public pressure rather than empirical evidence, create official policy for handling serious and violent juvenile offenders. The juvenile justice system was originally established through legislative sanction and it has continued to be modified by State legislatures over the years.

Currently, many States reflect the trend towards harsher treatment of juvenile offenders: increased and mandatory sentencing; imposition of adult criminal justice philosophy and methods; and a marked increase in the use of the waiver process. These are indicators of the shift away from the original juvenile justice rehabilitation ideal, toward a more classical punishment model. Shichor (1980) and Smith, Alexander, Kemp, and Lemert (1980) argue such changes seek to isolate, punish, and hold the juvenile accountable for criminal behavior.

Increased attention has been devoted recently to removing the juvenile from the juvenile justice system through the waiver process. Justification for transfer typically includes the youth's lack of amenability to treatment provisions within the juvenile justice system, due either to the gravity of the offense or continued recidivism. The degree to which the juvenile poses a threat to the public is taken into consideration as well.

Feld (1977) explains that the waiver process signifies abandonment of rehabilitation efforts and a shift in focus from the offender to the offense. He concludes the waiver process is "overly inclusive and encompasses many youthful offenders that the community should tolerate." (Feld, 1977:142.) He further argues that waiver should be reserved for the few chronic serious offenders. In a more recent article, Feld (1981) discusses three mechanisms for removing juvenile offenders to the adult justice process: judicial, prosecutorial, and legislative waiver. Judicial waiver allows a judge to waive juvenile court jurisdiction after a judicial hearing determining the youth's amenability to treatment or threat to public safety. Prosecutorial waiver gives the prosecutor's office the discretion to make a transfer decision. Legislative waiver authorizes legislatures to redefine juvenile court jurisdiction to exclude youths charged with certain offenses from juvenile court. Feld concludes that "although commentators and legislatures overwhelmingly favor the judicial mechanism, a legislative redefinition of juvenile court jurisdiction provides a more objective and administratively superior method of identifying which chronological juveniles are 'adults' for purposes of prosecution under the criminal law." (Feld, 1981:174.)

Several states have begun the process of legislatively redefining their juvenile court jurisdiction. New York's Juvenile Justice Reform Act of 1976, mandating prosecution of all juvenile offenders alleged to have committed specific felonies originate in the adult system, is discussed by Roysher and Edelman (1981). Allison and Potter (1983) critique the New York law over the past seven years. Other sources of information on the waiver process, its impact on, and its implications for the juvenile justice system include: Hall, Hamparian, Pettiborn, and White (1981); Zimring (1981); Whitebread and Batey (1981); and Flicker (1981).

The Ohio Serious Juvenile Offender Program, analyzing the juvenile justice system's effectiveness and major Ohio juvenile code revisions, produced a series of information bulletins, one of which addresses the waiver issue (Hamparian, Davis, and Jacobsen, 1983). The authors found most youths bound over to adult court were age 17 and had extensive court records, although almost half had no violent offenses in their criminal history.

Clearly the waiver process, along with other legislative interventions resulting in a closer relationship between the juvenile justice and the criminal justice systems, threatens to dismantle the principles on which the system was built. Whether this is happening despite statistical evidence showing a reduction of serious and violent crime committed by juveniles, or the reduced serious and violent crime rate is in response to the harsher treatment of those juveniles, is open to speculation.

Institutional Intervention

Whether rehabilitative intervention can be accomplished in an institutional setting has not been determined. However, it has been recognized that if juveniles are to be institutionalized for a length of time, it is society's obligation as well as in its best interests, to provide intervention strategies designed to return the juvenile to society without aggrandizement of his or her problems.

Included herein is a literature sampling describing institutional intervention strategies. Gendreau and Ross (1980) examine the principles, techniques, and results of 23 treatment programs, five of which were in institutions. Criteria for inclusion were based on experimental or quasi-experimental program designs providing follow-up assessment and statistical evaluation. The authors conclude correctional rehabilitation is possible, but that a single treatment could not be applied to all offenders.

Vachss and Bakal (1979) deal with intervention strategies for treating chronic serious offenders, and provide a detailed and specific action plan. Their Secure Treatment Unit (STU) model emphasizes resident security and protection as an essential precondition for treatment. The goal of the STU is to accommodate the lifestyle violent juvenile offenders within the juvenile justice system through a proactive, well-planned treatment program.

Smith, Alexander, Kemp, and Lemert (1980) discuss three treatment programs for assaultive and unmanageable offenders in the California Youth Authority. While suggesting favorable therapies like assertion training, relaxation exercises, behavioral modification, and transactional analysis, the authors also recommend vocational training, educational, and recreational options. Participating wards experience some reduction in battery, assaultive behavior, program failure, and unruly behavior.

McKenzie and Roos (1982) include a survey of innovative treatment programs for seriously delinquent youth structured for both institutional and community settings. Of the four program models delineated by the authors, the clinical model is most commonly used in institutional settings. The Closed Adolescent Treatment Center in Colorado, the Adolescent Program in Illinois State Psychiatric Institute, and Centerpoint in Massachusetts are three described programs in which individual and group therapy, behavior modification, and drug therapy are employed.

Nine programs operating within institutions are reviewed in Programs for the Serious and Violent Juvenile Offender by the U.S. Department of Justice (1981):

(1) Juvenile Medium Security Unit in Yardville, New Jersey
(2) Closed Adolescent Treatment Center in Denver, Colorado
(3) North Central Secure Treatment Unit in Danville, Pennsylvania
(4) Robert F. Kennedy School in Westborough, Massachusetts
(5) Adobe Mountain School in Phoenix, Arizona

(6) Green Oak Center (W.J. Maxey Training School) in Whitmore Lake, Michigan
(7) Cambria Specialized Counseling Program (Department of Youth Authority) in Paso Robles, California
(8) Goshen Center for Boys in Goshen, New York
(9) Brookwood Center in Cloverack, New York

Information provided on each program includes age, sex, and classification of juveniles, as well as average length of stay, physical lay-out of the institution, number and composition of staff and faculty, program goals and objectives, funding source, and in a few instances, the annual budget.

Mann (1976) describes four programmatic categories: psychology and psychiatry; sociology and social work; schooling; and vocational education. A subcategory of sociology and social work-based programs is institutional treatment. The High Fields project at the High Fields Rehabilitation Center in Hopewell, New Jersey, and the Guided Group Interaction (GGI) for Serious Juvenile Offenders at the Green Oak Center in Michigan, are discussed and evaluated. Both programs apply group counseling, positive peer culture, behavior modification, milieu therapy, the "just community" approach, "shared decisionmaking," and reality therapy in an institutional setting. In summarizing his findings, Mann found remarkable similarities in the successful programs surveyed, including: client choice; participation; learning theory features; availability of a wide range of techniques; and heuristic management (Mann, 1976:viii).

In contrast to the successful programs heretofore mentioned, Lipton, Martinson, and Wilkes' 1975 research concludes no program or intervention mode has resulted in reduced recidivism. Herein lies the basis for these authors' controversial hypothesis that "nothing works." This analysis, however, has been refuted and Martinson himself has since qualified his earlier conclusions (Martinson, 1979:243-258; Palmer, 1975:133-152; California Department of Youth Authority, 1983:160,166).

Institutional intervention is subject to constraints. The environment most often is not conducive to therapy. What progress might be made in the structured and controlled institutional setting is not easily transferred to the social environment to which the juvenile eventually returns, thereby diluting the impact of treatment on the recidivism rate. Nonetheless, most studies reviewed indicate some degree of success is possible, although a word of caution is often added against expecting one type of treatment to be successful in all cases with all juveniles; flexibility is imperative. Furthermore, it has been suggested that adequate evaluation procedures are not incorporated into the programs and, therefore, a useful and reliable evaluation cannot be made (Lipton, Martinson, and Wilkes, 1975). However, it is important to consider these research findings in order to create humane institutional conditions and successful treatment interventions.

Community-based Intervention

The serious and violent juvenile offender presents a complex problem for community-based programs. He or she may not be amenable to community treatment and it is in the general public's best interest to consider incapacitation a top priority. A sampling of community-based programs attempting to work with this segment of the delinquent population is presented below.

Smith, Alexander, Kemp, and Lemert (1980) discuss and evaluate programs organized within the community: the Center for Community Alternatives in Pennsylvania and the

California Department of Youth Authority's (CYA) Probation Subsidy Program. The Center for Community Alternatives was established to handle juveniles transferred from Camp Hill Prison. While meeting that goal, the Center's overall success was mixed (Smith, Alexander, Kemp, and Lemert, 1980:160).

The California Probation Program shifted delinquents in State institutions to local correctional agencies. Commitments to CYA and the California Department of Corrections decreased as a result of the program, substantially reducing the State's costs (Smith, Alexander, Kemp, and Lemert, 1980:167). The authors discuss several other community-based programs dealing with serious and violent juvenile offenders, including the Seattle Atlantic Street Center in Washington; Centerpoint in Massachusetts; and the Long-Term Treatment Unit in New York.

Another program reviewed by Smith, Alexander, Kemp, and Lemert (1980) was surveyed earlier by Mann (1976): the Providence Educational Center in St. Louis. The Center deals with serious juvenile offenders through five distinct service components: diagnostic testing and orientation; an academic program; student work assistance program; aftercare for counseling, alternative placements, and readjustment; and group homes (Mann, 1976:53-59).

Several other community-based intervention programs are reviewed by Mann (1976). The Center for Youth Development and Achievement in Tucson, Arizona is a residential program for court-referred youths. Unified Delinquency Intervention Services (UDIS) discussed in detail above, relies on shelter and group homes, work camps, and church community resources to maintain the juvenile in society rather than relying on incarceration. The BUILD in Harvey, Illinois assesses the individual needs of each juvenile and develops an individualized program (Mann, 1976).

OJJDP's Violent Juvenile Offender Program announcement (U.S. Department of Justice, 1981) describes Philadelphia's Crisis Intervention Network. The Network utilizes teams comprised of former gang members who intervene in gang disputes and crisis situations. Needle and Stapleton (1983) briefly explain Philadelphia's program, using it as a model interagency police/community youth gang prevention approach.

Strasburg (1978) includes a chapter on violent delinquent treatment in which he discusses a few community-based intervention programs: Henry Street Settlement House in New York City enrolls court-referred juveniles in a project providing work experience in a structured, supportive setting (Strasburg, 1978:146); the Forum of the Neighborhood Youth Diversion Program in the Bronx focuses on family interaction and the importance of verbalizing feelings and needs in order to reduce conflict (Strasburg, 1978:149); the Community Youth Responsibility Program in Palo Alto, California has a similar structure augmented by service tasks aimed to punish juveniles. Each program places intervention and problem resolution responsibilities upon the community.

McKenzie and Roos (1982) list 13 intervention programs, several of which are community-based: Circle S Ranch in Salome, Arizona; Provo Canyon School in Provo, Utah; New Pride in Denver, Colorado; Devereaux School in Santa Barbara, California; and Southwest Marshal Arts Association in San Diego, California (McKenzie and Roos, 1982:29-30). A strong emphasis on education and vocational training is a common theme in each program.

Blew, McGillis, and Bryant (1977) describe Project New Pride, begun by the Mile Hi Red Cross Chapter in Denver, Colorado to provide an alternative to incarcerating

that community's delinquents. Its central premise determines that an individual must confront his or her problems in the setting in which they occur--the community. The program includes a wide range of services--remedial education, vocational and individual counseling, and cultural enrichment--designed to instill pride and a sense of self-worth.

Despite the proliferation of community-based intervention programs, literature describing and publicizing such programs is rare. Newspapers and popular journals sometimes focus on community-based rehabilitative efforts, but few descriptive and evaluative materials are available. Some of the most recent attempts to provide these types of information are described above but our review is not intended to be comprehensive.

Private Sector Involvement With the Juvenile Justice System

A small body of literature is emerging which addresses the private sector's general involvement in the juvenile justice system rather than its specific involvement with "hardcore" youth. Such literature falls into three broad categories: collaboration efforts, general program descriptions and private vendor contracts with public agencies.

Collaboration Literature

A few materials designed to further collaborative endeavors on behalf of status offenders, explain cooperative programs, and promote unified approaches to youth advocacy has arisen. For the most part, these materials consist of descriptive brochures recently developed by NCY or the National Juvenile Justice Program Collaboration (NJJPC). The most informative include NCY's National Youth Goals (The National Assembly, 1978) and NJJPC's A Different Game: Collaborating to Serve Youth at Risk (National Juvenile Justice Program Collaboration, 1978a) and Working Together...Making It Work (National Juvenile Justice Program Collaboration, 1978e).* Each describes the objectives and accomplishments of formalized NCY and NJJPC juvenile justice programs and youth advocacy endeavors.

A second set of NJJPC-sponsored materials include monographs promoting community collaborative projects, and advocacy efforts for status offenders. Working Together Advocating for Change: A Manual for Voluntary Sector Organizations (National Juvenile Justice Program Collaboration, 1978d) outlines community advocacy strategies; explains Federal, State, and local legislative processes, and provides a wide range of community resources to assist private agency advocates. A Reasonable Alternative: Community-Based Service for Status Offenders Through Voluntary Agency Collaboration (Burkhart, 1978) assesses programs operated by the NJJPC during its first two years. Program Models (National Juvenile Justice Program Collaboration, 1978c) describes 20 successful community status offender programs organized by NJJPC members. Community Collaboration: A Manual for Voluntary Sector Organizations (National Juvenile Justice Program Collaboration, 1978b) defines the collaborative approach, explains how private community agencies can assess and identify community interest, and provides guidelines to develop and build private collaborations as well as public and private linkages.

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*Brochures may be obtained from The National Assembly, 291 Broadway, New York, NY 10007 (212) 490-2900.

Program Description Literature

While our research uncovered no published literature addressing the role of national nongovernmental organizations with the juvenile justice system, it did discover several items describing specific types of local and statewide private organization efforts. Perhaps the most well-known private sector programs for predelinquent and delinquent youths are "adventure alternatives." Kenneth Lingle (1980) describes 10 basic types of "outdoor experiences" for youth at risk, eight of which are operated by the private sector:

1. Long-term resident therapeutic camping, based on the "Loughmiller model." Many of these camps are independent, single facilities, but the Eckerd Corporation Foundation now operates nine camps in Florida, North Carolina, and Vermont....there may be as many as 37 such camps now in the United States.
2. Stress/adventure experience based on the Outward Bound modified model....
3. Public school systems' use of outdoor experience. These programs are usually for specific grade levels but some are for students who do not adapt to classroom regimes. In addition, there is an increasing number of "alternative school" programs....
4. Juvenile Court Judges' use of alternatives to institutional commitment for various categories of young people. Apparently, in some instances, the judge uses existing programs in or adjacent to his jurisdiction which may be governmentally or privately operated. In other instances, he may create or stimulate the creation of a facility for this purpose....
5. CCC/forestry type resident camps, governmentally operated with emphasis on work ethic....
6. The myriad of diverse programs directed by independent entities such as churches, family and youth serving agencies that utilize wagon trains, bicycles, rafts, boats, canoes, sailing vessels, wilderness and urban hiking facilities, and the like....
7. Approximately 50 resident therapeutic schools, some of which apparently use camping and field trips.
8. "Shelter" residences which are primarily for status offenders and drug users....
9. Governmental correctional institutions' use of one or more of the above categories of programs for some or all of their charges....
10. Residential schools devoted to instruction in forestry and agriculture with an Outward Bound Modified component....(Lingle, 1980:19-20.)

The Association for Experiential Education's (AEE) 1981 "Directory of Adventure Alternatives in Corrections, Mental Health, Special Education and Physical Rehabilitation" briefly describes 61 adult and youth programs operating nationwide.* Kimball (1982) and Gable (1982) address various aspects of wilderness/adventure programs for juvenile offenders and discuss several successful programs. Additionally, Porter's unpublished master's thesis (1975) discusses and evaluates several therapeutic programs for problem youth.

*To request a copy, write the Association for Experiential Education, Suite F-203, 7200 Dry Creek Road, Englewood, Colorado 80112. A Fall 1979 list was published in AEE's Journal of Experiential Education, pp. 19-26.

An organization praised by both Lingle and AEE is Outward Bound. Because Outward Bound's American roots are two decade's old, a variety of descriptive literature is now emerging. Each devotes some discussion to Outward Bound's experience with juvenile delinquents. The earliest article (Kelly and Baer, 1968) reported results of an Outward Bound program with 120 delinquent boys (60 in Outward Bound and 60 in controlled institutional settings). The two-year study indicated Outward Bound was more effective in decreasing recidivism with first-time and less serious offenders than the control group. A follow-up study of the same delinquents five years later showed less success as recidivism had increased among Outward Bound particpants (Kelly, 1974). The article concluded that Outward Bound community programs would be useful for helping young offenders with short- and long-term community reentry.

Kistler, Bryant, and Tucker (1977) describe a successful Outward Bound five-week experiential therapeutic project with disturbed adolescents and young adults undertaken by the Dartmouth-Hitchcock Mental Health Center. Kaplan (1979) urged social work professionals to consider the Outward Bound model as a possible "treatment modality." Strasberg's (1978) study for the Vera Institute cites Outward Bound as one of three exemplary programs for rehabilitating juvenile offenders.

Two books describing Outward Bound were published in 1981. Outward Bound USA: Learning Through Experience in Adventure-Based Education (Miner and Boldt, 1981) traces Outward Bound's American origins, its seven U.S. schools, and the program's activities in education and with special needs groups, including juvenile offenders. Outward bound: Schools of the Possible (Godfrey, 1981) is an experiential story of involvement in each of Outward Bound's seven schools.*

A second but very small body of literature has recently arisen addressing alternative private options for seriously delinquent youth. Programs for the Serious and Violent Juvenile Offender (U.S. Department of Justice, 1981b) outlines objectives and achievements of 20 such programs. Three--Alternative Rehabilitative Communities, Inc. in Harrisburg, Pennsylvania; Nexus in Minnetonka, Minnesota; and The KEY Program, Inc. in Somerville, Massachusetts--are private, nonprofit agencies that maintain contracts with local government units. Three others--Katahdin in Minneapolis, Minnesota; Associated Marine Institutes, Inc. in Tampa, Florida; and House of Umoja in Philadelphia, Pennsylvania--are funded with public and private monies.

McKenzie and Roos (1982) survey 13 programs that treat "The Kids Nobody Wants." Discussing them in a framework of four treatment models--therapeutic community, clinical, educational, and adventure experience--the authors include at least four private sector organizations: Synanod in Tomales Bay, California; Delancy Street in San Francisco, California; Vision Quest in Tucson, Arizona and Denver, Colorado; and Elan in Poland Springs, Maine.

Finally, Woodson (1982) discusses an alternative grassroots, private sector approach to youth crime prevention. Reminding the reader that "...individual and neighborhood organizations working at the grassroots level have managed to reach hardcore youths, work with them effectively, and reduce the crime plaguing their neighborhoods," Woodson suggests successful private organizations such as the House of Umoja and La Playa de Ponce in Puerto Rico should be targeted for public and private assistance.

*For detailed information on Outward Bound, see Chapter 4 (pp. 422-426).

Private Vendor Literature

In late 1982, Corrections Magazine began a two-part series devoted to the current fiscal crisis faced by private correctional vendors contracting out to public agencies. Part I (Taft, 1982) summarizes the financial and philosophical "retreat" of public corrections agencies from the private sector, concluding that:

> While no one is predicting the complete collapse of the private sector or the disappearance of the alternative dream, many observers are concerned about the immediate future of both !the private and public sectorsl. (Taft, 1982:28.)

Part II (Taft, 1983) reviews recent State legislation in Texas and Florida requiring corrections departments to contract with private agencies to help relieve prison overcrowding; discusses the prevalence of private sector lobbying for corrections contracts, and laments the demise of "small, independent social service agencies" in favor of "large, monolithic service providers" who continue to bring in public contracts (Taft, 1983:42-43). Additionally, it highlights an increasingly popular new movement: switching over from nonprofit to profit-making status.

This latter trend is demonstrated in a very small body of literature examining both nonprofit and profit-making private correctional efforts. Because several successful program models have recently emerged in both categories, this literature is most effectively discussed under programmatic headings.*

- House of Umoja (Philadelphia, Pennsylvania). Founded in 1971, the House of Umoja works to turn "violent young gang members into responsible, caring, nonviolent citizens." (Woodson, 1981:67.) Originally organized as a private, nonprofit agency, Umoja is currently funded through three State department budgets. It is included here as an example of a successful private agency made more successful with public assistance. Several sources describe Umoja's goals, achievements, and organizational structure. Woodson (1981) devotes two thorough chapters to its origins, development, involvement with the public sector, and model for other grassroots "mediating structures." OJJDP's Programs for the Serious and Violent Juvenile Offender includes Umoja in its review of 20 programmatic "options from which policymakers and planners can choose based upon their own community's needs." (U.S. Department of Justice, 1981:2.) In Woodson's most recent work, the House of Umoja is highlighted as an ideal "alternative approach" to youth crime prevention (Woodson, 1982b:412-416).

- La Playa de Ponce (private, nonprofit in Ponce, Puerto Rico). Operating since 1968, La Playa de Ponce was established to unite community members in self-directed efforts to combat its problems, including juvenile delinquency. This is another of Woodson's private "alternative approaches" to youth crimes (Woodson, 1981:91-99; 1982b:416-417).

*Inclusive programs are neither described nor evaluated. Instead, the literature dealing with each program is explicated. Additionally the programs included are simply a sample of many community-based and statewide private vendors. These were selected because they are reviewed in at least two literature sources.

- Associated Marine Institutes, Inc. (private program operating through the Florida Ocean Sciences Institute at Deerfield Beach). Begun in 1969 by a judge who employed two juvenile offenders on an environmental marine research project, the Associated Marine Institute (AMI) accepts referrals from juvenile courts, the divisions of Youth Services and Vocational Rehabilitation, parents, and schools. Florida's Department of Health and Rehabilitative Services conducted a 1978 study that revealed impressive recidivism decreases among les serious juvenile offenders. Orlando and Rosof (1976) discuss AMI clients and procedure, while Smith, Alexander, Kemp, and Lemert (1980) describe the program and its success patterns.

- Elan (private, for-profit in Poland Springs, Maine). A residential psychiatric and educational center, Elan works with disturbed youth voluntarily placed by their parents as well as State-committed juvenile offenders. Descriptive summaries are found in Smith, Alexander, Kemp, and Lemert (1980:194-197); OJJDP's The Serious Juvenile Offender (U.S. Department of Justice, 1977:73-74); Taft (1983); and McKenzie and Roos (1982:37-39).

- Vision Quest (private, for-profit in Tucson, Arizona). Providing innovative wilderness training for out-of-control and seriously disturbed youth, Vision Quest (VQ) has received juvenile court and mental health referrals since 1973. The most complete summary of VQ's goals and accomplishments is found in McKenzie and Roos (1982:53-58). However, many short newspaper and magazine articles began reporting VQ's Wagon Train missions in the early 1980's. Two of the most descriptive are Life Magazine (Mason, 1981) and an article in the Dallas Times Herald (Anonymous, 1981).

While hundreds of collaborative, wilderness, and private vendor programs for troubled youth operate nationwide, very little information is available in either popular or scholarly literature. Additionally, studies surveying private and public sector cooperation are scarce. Most information currently available is articles and books published by and/or for various private sector organizations. Clearly, these topics warrant further independent research and publicity.

CONCLUSION

The above analysis uncovers current past and present collaborative public/private endeavors on behalf of troubled youth; describes a host of Federal legislation encouraging public and private programs for serious and violent juvenile offenders; explicates the definitional debate describing what is and is not a serious and violent juvenile offense/offender; and discusses some recent literature about the scope of serious and violent juvenile crime; intervention programs designed to deal with such problems, and private sector programs. Its intent is to provide an introductory overview of the issues surrounding national nongovernmental organizational involvement with the juvenile justice system. As such, the policymaking and definitional dilemmas discussed above should be kept in mind throughout the remainder of this study.

Appendix 1-A

A CHRONOLOGY OF FEDERAL JUVENILE JUSTICE POLICIES AND PROGRAMS

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1865 Juvenile Offender Act passed as first Federal law dealing with juveniles. Stated any juvenile under 16 years-of-age convicted of breaking any law of the United States was to be confined during the term of sentence "in some house of refuge designated by the Secretary of the Interior."

1909 First White House Conference on Children and Youth called by President Theodore Roosevelt. Emphasized the care of dependent and neglected children and gave impetus to the formation of the Children's U.S. Bureau.

1912 U.S. Children's Bureau established to collect and disseminate information affecting the welfare of children.

1919 Second White House Conference on Children and Youth held. Encouraged passage of the first Federal and State programs for maternal and child health and the eventual passage of Federal and State child labor legislation.

1925 Standard Juvenile Court Act adopted and published by the U.S. Children's Bureau and the National Probation Association. Suggested that separate hearings be held for children; informal procedures be used in such hearings; a regular probation service be established for both investigation and supervisory cases; juveniles be detained in separate institutions from adults; special court and probation records be kept for juveniles, both legal and social; and mental and physical examinations of juvenile delinquents be provided upon contact with the juvenile justice system. (Revised and reissued in 1928, 1933, 1943, 1949, and 1959.)

1926 U.S. Government began first comprehensive effort to collect juvenile court statistics measuring the volume of children's cases disposed of each year by juvenile courts. (These statistics are currently compiled by the U.S. Department of Health and Human Services (HHS).)

1930 Third White House Conference on Children and Youth held. Established a "Children's Charter" listing the fundamental rights of children.

1931 Wickersham Commission, appointed by President Hoover in 1929, released its report. Gave juvenile delinquency problems national attention with its reports on the conditions of delinquents who violate Federal laws.

1933 Civilian Conservation Corps (CCC) created by Congress to help employ jobless males between 18 and 25 years-of-age during the Depression.

1935 Social Security Act passed by Congress. Included provisions for grants to assist public welfare agencies in establishing and strengthening public child welfare services, including those in danger of becoming delinquent. (These provisions (Title IV-B) were financially amended several times: $3.5 million was appropriated in 1946; $25 million in 1960; and between 1968-1975, $266 million was authorized, while only $56.5 million was appropriated.)

1935 National Youth Administration (NYA) created to administer work relief and employment opportunities for those between the ages of 16 and 25 from relief families and not enrolled in school.

1938 Federal Juvenile Delinquency Act passed. Provided the basic piece of legislation involving the Federal government with Federal juvenile offenders.

1940 White House Conference on Children in a Democracy held to discuss relationship of child development, health, education, welfare, and family life to democracy and freedom.

1946 National Conference on Prevention and Control of Juvenile Delinquency held in Washington, D.C. Sponsored by the Federal government.

1948 Interdepartmental Committee on Children and Youth created by the Federal government to coordinate Federal agencies involved with youth programs. First effort in the Nation to coordinate existing and newly-created youth-serving agencies.

1950 Mid-Century White House Conference on Children and Youth held. Participation was broadened significantly to include professionals, labor union representatives, and youth.

1951 Federal Youth Corrections Act enacted by Congress to provide methods for training and treatment of Federal youth offenders who were not proper subjects for probation. Created a Board of Parole under the Department of Justice as well as a Youth Corrections Division.

National Institute of Mental Health grants made available for research on juvenile delinquency.

1952 Department of Health, Education and Welfare (HEW) established a Juvenile Delinquency Branch.

1953 Hearings of the U.S. Senate Judiciary Committee's Subcommittee to Investigate Juvenile Delinquency held from 1953 to 1958. Among its recommendations was the passage of a bill providing assistance to and cooperation with States to help strengthen and improve State and local delinquency prevention, control, and treatment programs.

1959 Congress requested juvenile delinquency report from the Children's Bureau and the National Institute of Mental Health. Joint report submitted in 1960.

1960 President's Committee on Juvenile Delinquency and Youth Crime established to take over the role of the 1949 Interdepartmental Committee on Children and Youth. The Committee produced the Juvenile Delinquency and Youth Offenses Control Act the following year.

White House Conference on Children and Youth expressed predominate concern for troubled and delinquent youth. Recommended new delinquency prevention roles for family and community members.

1961 Juvenile Delinquency and Youth Offenses Control Act passed by Congress as the first Federal effort providing both leadership and money to juvenile delinquency prevention. Thirty million dollars was authorized for three years to fund training, research, and innovative juvenile delinquency prevention programs. Administered by the Secretary of HEW, responsible for providing categorical grants to community institutions and agencies.

1964 Two-year extension of the 1961 Juvenile Delinquency and Youth Offenses Control Act passed. (The Act was again extended in 1966 and eliminated in 1967. Between fiscal years 1961 and 1967, the total amount of money expended on the Act was $47 million.)

1967 President's Commission on Law Enforcement and Administration of Justice (appointed in 1965) released its report, The Challenge of Crime in a Free Society. One volume was devoted to juvenile delinquency.

1968 Omnibus Crime Control and Safe Streets Act passed. Created the Law Enforcement Assistance Administration (LEAA) to provide block grants to States for improving and strengthening law enforcement. Its broad crime control mandate authorized funding of delinquency control programs.

Juvenile Prevention and Control Act passed. Gave HEW the responsibility to provide assistance for a wide range of delinquency prevention and rehabilitation services. Emphasis was placed upon developing new kinds of community-based programs.

1970 Seventh White House Conference on Children and Youth held. Encouraged Federal government to reorder national youth priorities, called for more advocacy efforts, and suggested developing programs to bring families closer together.

Crime Control Act of 1970 amended the 1968 Omnibus Crime Control Act. Introduced new funding earmarked for corrections programs.

1971 Amendments to Omnibus Crime Control Act redefined the role of LEAA to include "programs relating to the prevention, control, or reduction of juvenile delinquency" and authorized funding for community-based delinquency prevention programs.

Amendments to the Juvenile Delinquency Prevention and Control Act extended the legislation one year and established the Interdepartmental Council to Coordinate All Federal Juvenile Delinquency Programs. Redefined the roles of HEW and LEAA involvement in juvenile delinquency: HEW would focus on prevention and rehabilitation programs administered outside the traditional juvenile corrections system, while LEAA would concentrate on persons already involved with the juvenile justice system.

1971 First White House Conference on Youth. Held separately from Children's Conference. Primarily led and attended by youths.

National Advisory Commission on Criminal Justice Standards and Goals appointed by LEAA Administrator to formulate the first national criminal justice standards and goals for crime prevention and reduction. In 1973, published five volumes. In 1976, published four more volumes, including one on Juvenile Justice and Delinquency Prevention Standards.

1972 Amendments to the Juvenile Delinquency Prevention and Control Act extended the legislation for two more years. Created a new HEW office, Youth Development and Delinquency Prevention Administration (YDDPA).

1973 Youth Development and Delinquency Prevention Administration transferred from HEW's Social and Rehabilitation Services to its newly-created Office of Human Development. Name changed to Office of Youth Development.

Crime Control Act of 1973 amended the Omnibus Crime Control Act. For the first time, LEAA's enabling legislation specifically referred to juvenile delinquency in its statement of purpose: in order for States to qualify for funding, they were required to provide "satisfactory emphasis on the development and operation of community-based correctional facilities and programs....for juveniles." Additionally, 19.15 percent of all special emphasis grants were earmarked for juvenile justice and delinquency prevention programs.

1974 Juvenile Justice and Delinquency Prevention Act (JJDP Act) amended the Omnibus Crime Control Act by transferring delinquency prevention responsibilities from HEW to LEAA. The JJDP Act was the first Federal effort establishing a specific agency to coordinate all Federal programs affecting the prevention and control of juvenile deliquency. Created the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to provide three sources of assistance to the States: special emphasis grants given directly from OJJDP to public and private nonprofit agencies, individuals, and organizations for prioritized areas; formula grants to the States which submit comprehensive plans for developing a coordinated approach to delinquency prevention, treatment, and improvement of the juvenile justice system; and technical assistance for providing juvenile justice specialists to the States.

1975 Title XX of the Social Security Act signed into law providing Federal reimbursements to States for several social service goals affecting youth: achieving or maintaining economic self-support to prevent, reduce, or eliminate delinquency and dependency; prevent or remedy neglect, abuse, or exploitation of children and adults incapable of self-protection; prevent or reduce inappropriate institutional care by providing for community-based or home-based care; and secure referral or admission for institutionalized care when other forms of care are not appropriate.

National Advisory Committee for Juvenile Justice and Delinquency Prevention created to write juvenile justice standards. In 1980, released its Standards for the Administration of Juvenile Justice.

1977 Juvenile Justice and Delinquency Prevention Act Amendments of 1977 extended the Act until 1980 and added several new provisions: State compliance with the deinstitutionalization of status offenders was extended from two to three years; dependent and neglected chidren could no longer be placed in detention and correctional facilities; special emphasis grants were to include programs on school violence and vandalism.

1979 Justice System Improvement Act (JSIA) provided a Congressional mandate to reorganize the LEAA. Three new agencies were established: the Office of Justice Assistance, Research and Statistics (OJARS) serving as an umbrella support organization to LEAA and the other two new agencies; the National Institute of Justice (NIJ); and the Bureau of Justice Statistics (BJS). In March 1980, drastic budget cuts forced a change in the 1979 JSIA intent--no money was authorized for LEAA, thus eliminating the 12-year-old agency.

1980 Juvenile Justice and Delinquency Prevention Act Amendments of 1980 extended the Act until 1984 and added several new provisions, including a new Federal emphasis on serious and violent juvenile offenders.

1981 OJJDP was refunded through the year 1982 at a reduced level of financial commitment.

Appendix 1-B

SERIOUS JUVENILE OFFENDER
OJJDP SPECIAL EMPHASIS INITIATIVE DRAFT 1977

Appendix 1-B

SERIOUS JUVENILE OFFENDER
OJJDP SPECIAL EMPHASIS INITIATIVE DRAFT 1977

SERIOUS JUVENILE OFFENDERS

Transition and Aftercare for the Institutionalized Serious Delinquent Par. 31.

a. *Program Objective.*—The objective of this program is to establish *innovative* demonstration projects which facilitate the successful transition and reintegration of serious juvenile offenders back into the community.

b. *Project Description.*—This initiative is designed to focus on the needs of the serious juvenile defender who is about to experience the transition from the institution to the community, to facilitate the process by providing various services which are initiated while the youth is in the institution and continued while the youth is in aftercare with special emphasis on intensive services for the first ninety-days after release.

Projects are expected to be implemented by state juvenile correctional or after care agencies in conjunction with public and private not-for-profit youth serving agencies.

Serious juvenile offenders for the purposes of this initiative are those youth who commit Part I offenses against the person or have extensive records of Part II offenses or offenses against property or extensive record of recidivism.

(1) *Problem Addressed.*—The problem addressed by this initiative is the institutionalized serious juvenile offender and the transition, the post release problems these youth must face as they are released from juvenile institutions and the high recidivism rates for these youth in the early stages of their release.

(2) *Program Target.*—The Program Target is youth who have been adjudicated delinquent for serious juvenile offenses (Part I FBI Index) or juvenile offenders who have extensive records of less serious offenses (5 or more arrests convictions) and who have been committed for extended periods of time to the most restrictive institutions with the jurisdiction.

(3) *Results Sought*—

(a) A reduction in the number of new offenses committed by the youth involved in the program after they are released from the institution.

(b) More consistent school and/or job attendance by youth in the program.

(c) Reduced contacts with law enforcement authorities.

(d) Fewer revocations of aftercare status and thus fewer recommitments.

(e) Increased knowledge about various transition or reintegration programs for serious juvenile offenders in terms of feasibility, effectiveness, impact on differing categories of offenders, and cost effectiveness.

(4) *Assumption Underlying Program.*—

(a) Serious juvenile offenders released from institutions face a difficult period of transition during which there is a high likelihood that new offenses will be committed and that the youth will be returned to the institution.

(b) A transition and post release process which enhances the juvenile offender's self-directed life choices and alternatives have the potential of facilitating more normal maturation and reduces the likelihood that this youth will be returned to the institution.

(c) Facilitation of maturance, education (learning) and financial support (employment) by community control agents and "significant others" during the last six months of institutionalization and in the first ninety days after release has the potential of mitigating the stressful and difficult transition period for serious juvenile offenders youth who are being released from institutions and thereby, creates a greater opportunity for the juvenile offenders to succeed in the community.

c. *Program Strategy.*—Applications are invited which propose action projects designed to develop and test innovative multiple strategies to strengthen or initiate community contacts with institutionalized serious juvenile offenders and to strengthen or initiate aftercare programs which provide comprehensive support services for the serious juvenile offenders and his family.

Although, program designs will vary in relation to the resources and characteristics of the jurisdiction, all programs must meet the following performance standards.

(1) Provide for legal safeguards to protect the rights of juvenile offenders.

(2) Utilize both public and not-for-profit agencies and community residents in the development and implementation of the program.

(3) Provide for youth involvement in the planning development and implementation of the project.

(4) Utilize other resources within the jurisdiction to expand opportunities for education, work training, employment and leisure activities by involving the private sector labor union, and other government funding agencies.

(d) *Application Requirements.*—These requirements are to be used in lieu of Part IV-Program Narrative Instructions. In order to be considered for funding, applications must include the following:

(1) *Project Goals and Objectives:* Define program activities in terms of the categories of serious juvenile offenders who will be served by the program, the nature quality and expected increase in community contacts for institutional youth, the new or expanded services available to youth who are released from the institution and the reduction in recidivism and recommitment of youth served by the program.

(2) *Problem Definition and Data Needs:*

(a) A socio-economic profile of the jurisdiction with such demographic data as are necessary to document crime rates, racial/ethnic population, adult and youth unemployment population density, school enrollment, and dropout rates.

(b) A system description and flow chart of official processing by the juvenile justice system agencies, prosecutor, courts and correctional institutions, parole or aftercare.

(c) Statistical documentation of the juveniles who were adjudicated for criminal offenses over the past year (1975) along with their ages, offenses, socio-economic characteristics, and disposition by the processing agency as indicated in the model flow chart provided Supplement.

(d) A description of the statutory rules, codes and ordinances governing juvenile behavior, a description of administrative procedure including formal policies which regulate or prescribe methods of esponding to juvenile behavior at the correctional stage the juvenile justice process.

(e) A description of existing programs which focus on community contact with institutionalized youth and a description of existing aftercare programs.

(f) Identification of gaps in availability of these programs; anticipated needs for modification in scope or thrust of existing programs along with an explanation of anticipated problems in closing gaps or in achieving modifications considered necessary to support an effective transition and aftercare process.

(3) *Program Methodology.*—Based on the information provided in this paragraph, develop a project design which provides a clear description of the following:

(a) Criteria for selecting those youth who will participate in the program.

(b) The range of alternative community contacts that will be developed and the range of new or expanded aftercare services that will be available to youth who are selected for participations in the program.

(c) The safeguards that will be developed to protect the legal rights of juveniles at the different stages of institutional and aftercare process. Minimally, such safeguards must assure that a youth is represented at any hearing which may result in termination of his aftercare status and recommitment to the institution.

(d) The required organizational structure and personnel to support the proposed transition and aftercare program. The applicant should make clear the extent to which the personnel needs are met by new recruits, transfers from other parts of the agency or personnel already employed by juvenile corrections or aftercare.

(e) The educational and public relations activities that are required to gain and maintain public understanding and support for the program.

(f) Describe how the transition aftercare program will be implemented. Description of the following is essential to the application:

(1) A description of current community contacts and how they will be expanded or what new contacts will be established for juvenile offenders who are institutionalized.

(2) A description of the case management process for each institution and a discussion of the system of accountability for determining service provision to the youth while he/she is in the institution and after release.

(3) A clear and concise description of the services available to the youth during institutionalization and subsequent to his/her release.

(4) For remote institutions describe the measures that will be instituted to make them more accessible to home community "significant others."

(5) A description of the processes which will be employed to assure that each youth is able to exercise life choices and the perameters for this process.

(6) Describe the post release services and how they will be altered and enhanced. In this connection, describe what criteria will be used to determine the placement for youth, i.e., whether the youth should return to his home, or receive and alternative placement. For each placement describe the kind of support services that will be available to the youth and/or his family to facilitate the youth reintegration.

(7) Describe the roles of control agents such as schools, family, police aftercare workers, e.g. how will aftercare involve the schools in the reintegration process.

(8) The manner in which other public and private youth serving agencies will be involved in the planning and development of the project.

f. *Eligibility to Receive Grants.*—Applications are invited from state juvenile correction or aftercare agencies on behalf of one or more juvenile institutions which house serious juvenile offenders.

i. *Criteria for Selection of Projects.*—Applicants will be rated and selected with regard to the following criteria. In making final selections, LEAA will consider geographic distribution and will seek to provide for a mix of jurisdictional sizes.

(1) The overall technical plausibility of the methodology and work plan of the proposal.

(2) The extent to which the project significantly *enhances* or increases community contacts for youth who are institutionalized.

(3) The extent to which there is a coordinated and consistent approach to the transition and aftercare process.

(4) The extent to which the project enhances the offenders choice.

(5) The extent to which the project focuses on normal maturation experiences for the youth in both the pre-release and post-release process.

8. The extent to which the project develops a variety of innovative approaches to facilitating community contacts for serious offenders in the institution, and for supporting the youth in the post release process.

9. The extent to which the project provides legal safeguards for the youth involved.

10. The extent to which the public is informed of the program's purposes and methods.

11. The extent to which public and private non-profit agencies, labor business, industry and community service organizations are involved in the planning and implementation of the program.

12. The extent to which the program allows for an experimental evaluation approach with randomization.

13. The extent to which there is use of new public or private funds beyond the required 10 percent cash match.

14. The extent there is interest in continuing the program or effective elements of the program after termination of this grant.

Chapter 2

NATIONAL NONGOVERNMENTAL YOUTH MEMBERSHIP ORGANIZATIONS INVOLVED WITH THE JUVENILE JUSTICE SYSTEM

Creating, popularizing, and joining membership organizations has been a favorite American avocation. Although the first organizations were little more than informal social, cultural, and recreational outlets, modern society encouraged the establishment of more sophisticated models. By the 20th century, a wide variety of "mediating structures"--churches, ethnic groups, neighborhood associations, families, and national membership organizations--helped balance the demands of private lives and the realities wrought by the large institutions of public life (Berger and Neuhaus, 1977:5; Woodson, 1981:109-110; Woodson, 1982:136). Not surprisingly, many young people flocked to such institutions. As recreation, education, and religious youth organizations increased in popularity, the adult desire to guide their direction grew. The 20th century response to such a need was the national youth membership organization.

The evolution and role of American national nongovernmental youth membership organizations in American society has been largely ignored by scholars.* Consequently, researchers must coalesce information gleaned from a variety of internal sources--handbooks, annual reports, and studies published by particular organizations, often for public relations purposes; official histories promoting organizational self-image; and a few social service oriented books.** To date, no comprehensive study exists discussing the evolution of national nongovernmental youth membership organizations.

From the above-mentioned sources, a gradual pattern of concern for predelinquent and delinquent youth emerges, largely in response to declining membership figures and increasing public awareness of juvenile delinquency problems. Generally, juvenile justice programs began locally, spreading upward to the national organizations in the mid-1970's. As national interest developed, several differentiations emerged among the 15 national nongovernmental youth membership organizations included in this analysis. First, the types of youth populations served differed among organizations. Ten organizations adopted general character-building ideals designed to

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* In contrast to American endeavors, the British Youth Service program has received more recent scholarly examination. The most comprehensive study is Leicester and Farndale (1967), while Gillis (1974) and Heer (1974) provide good, basic information.

**See especially Coyle (1948); Forbush (1902); Hanson and Carlson (1972); and Pendry and Hartshorne (1935). One exception to this rule is David Irving MacLeod's unpublished dissertation (1973) that provides an in-depth look at the development of the YMCA, Boy Scouts of America, and the Boys' Brigade Movement from 1880 to 1920.

attract all types of youth through broadbased recreational and educational activities. While the other five also stressed character development, their programs aimed to attract youths with specific religious, business, and patriotic affiliations. For the purposes of this study, these 15 organizations are categorically divided into the two groups shown below in Table 9: general membership and special interest organizations.

Table 9

CATEGORIES OF NATIONAL NONGOVERNMENTAL YOUTH MEMBERSHIP ORGANIZATIONS

GENERAL MEMBERSHIP	SPECIAL INTEREST
American Red Cross	Christian Service Brigade
Big Brothers/Big Sisters of America	Junior Achievement
Boy Scouts of America	Key Club International
Boys' Clubs of America	Teen-Age Assembly of America
Camp Fire, Inc.	Young Life
4-H	
Girl Scouts of the U.S.A.	
Girls Clubs of America	
Young Men's Christian Association	
Young Women's Christian Association	

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Second, funding sources varied among the organizations after they became involved in juvenile justice issues. Beginning in the mid-1970's, the 10 general membership organizations applied for and received newly-available Federal funds to assist their development of juvenile justice programs. The five special interest organizations, however, developed juvenile justice programs primarily with private funding and without the assistance of public monies.

Third, national approaches to juvenile justice issues differed among organizational categories. The 10 general membership organizations created a collaborative network whereby they not only worked together, but established advocacy procedures to ensure passage and continuation of Federal juvenile justice legislation. The five special interest organizations, however, continued to act independently, declining collaborative involvement.

Despite such dissimilarities, the 15 organizations shared an important similarity. By the mid-1970's, each youth membership organization expressed some kind of a national concern for the problems of predelinquent and delinquent youth. Interest about delinquent youth was largely confined to status, minor, and less serious juvenile offenders. So began dozens of public and privately financed national nongovernmental delinquency prevention endeavors. However, the 1974 passage of the Juvenile Justice and Delinquency Prevention Act ensured greater commitment to

juvenile justice from the Federal government than from the private sector. Such allocations were not questioned until the Act's 1980 reauthorization hearings when several Congresspersons asked why the serious and violent juvenile offenders had been ignored. As the 1980's unfolded, the Federal government addressed the needs of that previously under-served population. Consequently, research and programmatic monies became available to study the peculiar problems of serious and violent juvenile delinquents. The extent to which national nongovernmental youth membership organizations did and did not accept the challenges of this newly-targeted population is the ultimate question addressed herein. The first section provides a methodological explanation of the organization selection methodology. The second section traces the historical growth of national nongovernmental youth membership organizations from 1860 to 1969. The third section explicates organizational involvement in juvenile justice issues and programs from 1970 to the present.

SELECTION METHODOLOGY

Hundreds of youth membership organizations currently operate nationwide. The selection of 15 organizations was guided initially by three absolute criteria--young persons had to comprise the organization's primary membership; organizations had to be national and primarily nongovernmental in structure and support; and each had to be involved in juvenile justice issues and/or programs. The type and extent of such involvement included legislative advocacy for youth by adult and youth volunteers and professionals, programs designed at the national and/or local levels for predelinquent and delinquent youth, and organizational resolutions adopted to influence public policy for youths.

After excluding organizations not meeting these objective criteria, five subjective decisions were made to include:

- the 10 traditional character-building general youth membership organizations--Boys' Clubs of America, Girls Clubs of America, Boy Scouts of America, 4-H,* Girl Scouts of the U.S.A., Big Brothers/Big Sisters of America,** Camp Fire, YMCA, YWCA, and American Red Cross;
- two of the most populous, religious-based youth membership organizations--Christian Service Brigade and Young Life;
- one of the oldest national youth membership organizations sponsored by a national service club--Key Club International;

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* Although 4-H operates through the U.S. Department of Agriculture, it is included herein as a national nongovernmental youth membership organization because private support is becoming increasingly more important. The National 4-H Council is the organization's primary channel for soliciting private support. Additionally, over 38 States have 4-H foundations or development funds aimed at the private sector.

**Until 1970, Big Brothers and Big Sisters operated as separate organizations. Early in that year, they combined their resources and became known as Big Brothers/Big Sisters of America.

CONTINUED

1 OF 6

- the largest organization stressing business and employment opportunities--Junior Achievement, Inc.; and

- one youth membership organization largely organized and run by youth--the Teen-Age Assembly of America.

The following organizations were omitted:

- national religious organizations not sponsoring a national youth club program, organizations operating youth clubs uninvolved in the juvenile justice system (The Church of Jesus Christ of the Latter Day Saints and B'nai B'rith Youth Organization),* youth organizations discontinuing their youth membership component by 1982 (Catholic, Episcopal, Lutheran, and Methodist), or organizations maintaining a youth club involved more actively in the juvenile justice system through other programs (Salvation Army and 70001 Ltd.);**

- three organizations contacted by letter and telephone but not responding to inquiries--The National Rifle Association Junior League Program, Young Republican National Federation, and Young Democrat Clubs of America;

- four cooperating national nongovernmental organizations that were uninvolved in the juvenile justice field--Future Farmers of America, Girls Nation, Little League, and the Junior Optimists; and

- one organization fully cooperating with our staff but currently existing only on paper--the National Youth Council on Civic Affairs.***

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* The youth program of The Church of Jesus Christ of the Latter Day Saints has operated for over 120 years. However, the Mutual Improvement Association (MIA) does not include programs that involve or assist youths caught up in the juvenile justice system. B'nai B'rith Youth Organization (BBYO) has sponsored boys and girls membership organizations as early as 1923 and 1927, respectively. To date, however, the major interest BBYO has shown in the juvenile justice system is through its support of the JJDP Act. This role is discussed in Chapter 5, pp. 461-463.

** The Salvation Army has a national youth club program, but its membership and involvement is minor in comparison with other work accomplished by and for disadvantaged youth through general Salvation Army programs. Thus, it is included in Chapter 4's discussion of adult organizations indirectly serving youth. 70001 Ltd. has a youth membership club, but most of its work is conducted by the larger agency and is discussed in Chapter 4, Appendix 4-A (pp. 343-452).

***The National Youth Council on Civic Affairs (NYCCA) was one of the few national organizations initiated by and for youth. Understanding the juvenile justice process was an essential, and unusual, component of this voluntary endeavor. The idea for the NYCCA was born in 1962 when a group of concerned high school students in Jacksonville, Florida decided to clean up the law-breaking image projected by a few teenagers. The resulting Youth Council on Civic Affairs (YCCA) quickly grew to 200 members advised by an adult director. With the support of 40 Council members, its executive director approached a local judge with the idea of creating a teen jury for the Municipal Court. In the latter part of 1962, six teenagers were impaneled

Altogether, these 15 national youth membership organizations currently reach numerous young persons from many religions, races, and socioeconomic backgrounds. They all work with troubled, predelinquent, and delinquent youth. The purpose herein will be to explore how and why these organizations included youths involved in the juvenile justice system, with special attention on serious and violent juvenile offenders. Specific information about each organization's background, objectives, membership, funding, role of voluntarism, organizations, programs, and juvenile justice components may be found in Appendix 2-A (pp. 115-208).

HISTORICAL GROWTH OF YOUTH MEMBERSHIP ORGANIZATIONS, 1860-1969

Organizations created exclusively for youth are not new to the 20th century. Small clubs informally organized by young persons for religious and recreational purposes as well as to substantiate friendship, kinship, or ethnic ties have existed throughout history. However, unsettling economic and social influences of 19th-century urbanization greatly changed such spontaneous development. Weakened family controls and supervision encouraged young people to create formal street societies based upon common interests. As street clubs and gangs proliferated, so did the fear that young persons would be warped by unsupervised and often illegal activities.

> Neighborhoods became speckled with "clubs" where in a minimal number of instances this product of its time served the legitimate needs of an adolescent society without substantial ill effect upon either the individual or his neighborhood. But for the most, it was another element of spawning increased crime as unbridled youths utilized their "club" as headquarters for unsavory activity, and a place from which they unleashed a variety of atrocities upon the surrounding neighborhoods, all in the pursuit of "fun" and the money it took to satisfy their wants and sustain their "club". (Bannon, 1973:5.)

As street clubs and gangs proliferated, so did the fear that young persons would be warped by unsupervised and often immoral activities. This concern led to the development of adult-sponsored formal organizations providing wholesome, character-building experiences for their young members.

Four phases characterized the evolution of national youth membership organizations: Establishing Formalized Youth Clubs, 1860-1905; Developing and Expanding National Nongovernmental Youth Membership Organizations, 1906-1949; Reassessing National Nongovernmental Youth Membership Organizations, 1950-1969; and Public and Private Collaborating for New Programs, 1970 to the present.

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as "friends of the Court." They had no legal authority but were allowed to advise the judge and share their opinions about appropriate sentencing. Continual success led to a grant from Sears Roebuck and Reader's Digest for the formation of a National Youth Council on Civic Affairs (NYCCA) in 1965. Within four years, over 700 youth councils were affiliated with the national organization. However, by 1970 the national organization had exhausted its grant and was unsuccessful in obtaining further support. For the last 12 years, the NYCCA has been inactive.

Establishing Formalized Local Youth Clubs 1860-1905

The earliest precedents for national youth membership organizations were offshoots of mens' societies. Becoming the first pioneer in 1846, the Sons of Temperance created a youth division, the Cadets of Temperance. Anti-liquor organizations gained widespread popularity between the 1840's and 1920's when at least 17 Protestant juvenile temperance and abstinence membership organizations, all created by adults, served relatively small populations (MacLeod, 1973:18-22).

The opening of Boston's Young Men's Christian Association (YMCA) in 1851 marked the Nation's first attempt to establish a general adult-led youth membership organization. Early YMCA programs integrated Protestant spirituality with organized recreational, educational, and social activities for young men threatened by the dangers of city life. The YMCA's supervised approach became so popular by 1860, over 25,000 members belonged to 250 YMCA's nationwide (Hopkins, 1951). During the same year, community philanthropists concerned about the long-range, harmful affects of urban life opened the Dashaway Boys Club of Hartford, Connecticut. The Club's purpose was to offer acceptable recreational, educational, and social activities to local poor boys of any religious and ethnic background. The charitable commitment to aid wayward youth gained so much momentum that over 50 independent Boys' Clubs operated by the turn of the century.

America's first adult-sponsored philanthropic endeavor for girls was New York City's Ladies Christian Association. Founded in 1858 to encourage ladylike Christian conduct among the urban poor, the idea spread to Boston in 1866 where the organization was renamed the Young Women's Christian Association (YWCA). By 1881, recreational and educational programs designed specifically for teenage girls encouraged the growth of new YWCA's in many cities. Similar interests arose in Waterbury, Connecticut when the first Girls Club opened in 1864.

By the end of the 19th century, independent YMCA's, YWCA's, and Boys' and Girls Clubs served thousands of American urban youth. A study conducted in 1900 revealed the existence of 70 boys' membership organizations* (Forbush, 1902:179-88). Each organization operated independently, meeting the needs of local young persons as perceived by community philanthropists: strong moral guidance, character-building recreational experiences, and Protestant indoctrination. Consequently, the belief solidified that competent adults shared a societal responsibility to shape the lives of wayward children through public education and formalized youth agencies. As individual organizations led by dedicated adults achieved increasing credibility and success, ideas for creating unified national youth membership organizations germinated and pushed America's child-savers into the second evolutionary phase of youth membership organizations.

*Only two of the handful of national organizations listed in the Forbush study are still in operation--the YMCA and Christian Endeavor.

Developing and Expanding Youth Membership Organizations 1906-1949

Although several national youth membership organizations existed before the 20th century, it was not until the formative new decades that such organizations gained widespread popularity. However, the originators of the new organizations relied upon familiar 19th-century, character-building foundations.

> What boys' workers tried to develop were techniques of adult guidance so unobtrusively effective that boys would not merely behave themselves; they would incorporate the right values as part of their character. (MacLeod, 1973:115.)

Such tactics changed to coincide with the new burst of human energy exclusively devoted to young persons--the creation of a separate juvenile justice system in 1899, convening of the first White House Conference on Children and Youth in 1909, establishment of the U.S. Children's Bureau in 1912, and the passage of the first Federal child labor law in 1916.

By 1937, one national survey identified 81 organizations claiming a predominantly youthful membership (Chambers, 1938:Tables 1-22). Later surveys reveal that such rapid proliferation peaked out by the early 1940's and reached a virtual standstill in the 1950's. As Table 10 (p. 80) demonstrates, all but one of the 15 organizations discussed herein had begun.

Two diverse organizational categories arose during this period: large-scale general membership organizations created for youths of all ages, colors, and creeds, and special interest membership organizations begun as offshoots of adult business and religious-oriented organizations. (See Table 9, p. 74.)

General Membership Youth Organizations

Although the 10 general membership organizations share similar organizational objectives, they are also characterized by varied structures and programmatic styles. Boy Scouts, Girl Scouts, and Camp Fire, Inc. develop national program structures for specific age groups; lead members through certain program phases (i.e., Cub Scout, to Boy Scout, to Explorer Scout); and reward participants for certain accomplishments set by national policymakers. The majority of Boy Scout, Camp Fire, Inc., and Girl Scout activities are outdoor and camping experiences. These organizations do not own regular facilities and meet in a variety of community settings. Any properties they own are national, regional, and local headquarters, or year-round camping, recreational, and/or training facilities. Finally, because volunteers play an essential role in each organization, volunteer recruitment and training components are ongoing administrative functions.

The YMCA, YWCA, Boys' Clubs of America, and Girls Clubs of America* share several characteristics differentiating them from the above organizations. While national program materials are created and disseminated, programs develop in response to

*The National Girls Clubs of America was not established until 1945, but because so many individual Girls Clubs were in existence by 1937, and in some cases were cooperating in a variety of capacities, they are included in this period.

Table 10

THE ESTABLISHMENT OF 15 NATIONAL NONGOVERNMENTAL YOUTH MEMBERSHIP ORGANIZATIONS

ORGANIZATION	YEAR ORIGINAL LOCAL ORGANIZATION ESTABLISHED	YEAR NATIONAL ORGANIZATION ESTABLISHED
Young Men's Christian Association (YMCA)	1857	1855
Boys' Clubs of America (BCA)	1860	1906
Young Women's Christian Association (YWCA)	1866	1906
Boy Scouts of America (BSA)	1912	1910
Camp Fire, Inc.*	1910	1912
Girl Scouts of the U.S.A. (GSUSA)	1912	1915
4-H	1914	1914
American Red Cross Youth Services Division	1917	1917
Junior Achievement, Inc. (JA)	1919	1919
Young Life	1938	1938
Christian Service Brigade (CSB)	1937	1940
Girls Clubs of America (GCA)	1864	1945
Key Club International	1924	1946
Big Brothers/Big Sisters of America (BB/BSA)**	1904	1946
Teen-Age Assembly of America	1959	1962

*** Original name was Camp Fire Girls, Inc.**

****The first Big Brother organization was created in 1904. Four years later the first Big Sisters organization was created. Big Sisters International was not established until 1970 and seven years later the two national organizations merged to become Big Brothers/Big Sisters of America.**

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

local needs rather than national prescriptions. They are more closely bound to community needs, and look to the national level primarily for technical assistance and possible models. Because these organizations generally own or rent club rooms, recreational facilities, and national camps, they place a stronger emphasis upon both indoor and outdoor recreation. Leadership at local Y's, Boys' Clubs, and Girls Clubs is conducted primarily by paid, professional staff who are assisted by volunteers.

The Big Brothers/Big Sisters of America structure and program differ from both the above groups. Its program is singular in purpose--developing a one-on-one caring relationship between one man and one boy or one woman and one girl. As such, Little Brothers and Sisters are not national organization members but they are involved in the achievements of its objectives. Group activity or nationally-designed activities are not part of the national BB/BSA design. What is good for the individual relationship is approved by the national. Because of this approach, BB/BSA owns no

local meeting facilities or national camps. It does share an important similarity with Boy Scouts, Girls Scouts, and Camp Fire, Inc.--adult leadership is entirely voluntary.

4-H uses a slightly different structural and programmatic approach. Program materials are developed by State Extension Offices, and local units and are then adjusted to meet particular needs. Professional administrative leadership operates the national and state Extension Offices, while local club leadership is conducted by volunteers. 4-H meetings are held in schools, homes, and churches. Many local organizations have buildings located in county fairgrounds. Similar to the other organizations, 4-H owns camps and conducts camping programs.

The last organization in the general membership category, the American Red Cross, emphasizes character development using a different framework. Its youth component began in 1917 when the parent organization created the Junior Red Cross. Originally promoted by educators hoping to develop a relevant relationship between school work and the national war-time emergency, a multifaceted Youth Services Division gradually evolved. Reflecting the American Red Cross's aims, its youth members learned about health and safety, intercultural relationships, and how to help those in need. Currently, youth belong to Red Cross chapters where they participate in a wide variety of community resource projects, or they are involved on a one-time basis in various Red Cross activities.

Special Interest Youth Membership Organizations

Even though the special interest organizations were also concerned with character development, their activities developed around specific interests. The earliest examples occurred with the Protestant, Catholic, and Jewish faiths. As Table 11 (p. 82) illustrates, many religious-oriented national youth membership organizations originated in the late 19th and early 20th centuries. Their objectives were not dissimilar from the general membership organizations, but specifically strived to attain a conscious spiritual life based upon the premises of each particular faith. For this study's purpose, only the Christian Service Brigade and Young Life are discussed. While neither organization claimed membership figures as high as some religious entities like the Luther League, Catholic Youth Organization, or Methodist Youth Fellowship, they are included because they managed to survive the tremendous membership losses terminating other programs in the late 1960's. Both are nondenominational, adult-led, national movements seeking to assist young persons in their growth process. Loose-knit recreation, camping, and group discussion activities comprise most programs.

By the end of the 1940's, each of the major national youth membership organizations operating today and included in this study were established. (One exception is the Teen-Age Assembly of America, established in 1962. It has been included because its origins were by and for young people.) Although several structural, programmatic, and leadership dissimilarities differentiate these organizations from one another, their character-building and recreation-oriented objectives remain surprisingly similar.

Table 11

RELIGIOUS-ORIENTED NATIONAL YOUTH MEMBERSHIP ORGANIZATIONS OPERATING IN THE 1960's*

ORGANIZATION	YEAR FOUNDED
Protestant Organizations	
Congregational and Christ Churches, Division of Christian Education	1816
Jesus Christ of the Latter Day Saints Mutual Improvement Association	1869
Girls Friendly Society of the U.S.A. (Episcopal)	1877
Brotherhood of St. Andrew in the United States	1883
Methodist Youth Fellowship	1889
International Walther League	1893
Luther League of America	1895
American Unitarian Youth	1896
Order of Sir Galahad	1896
Pi Christian Fraternal Orders	1905
Protestant Episcopal Church, Youth Division	1925
Junior Missionary Volunteers Pathfinder Club (Seventh Day Adventist)	1950
Nondenominational Organizations	
YMCA	1855
Student Volunteer Movement	1888
YWCA	1906
Christian Service Brigade	1937
Young Life	1937
Youth for Christ/Youth Guidance	1938
Catholic Organizations	
International Federation of Catholic Alumnae	1914
Catholic Boys' Brigade of the United States	1915
Catholic Students' Mission Crusade, U.S.A.	1918
Knights of Columbus, Boy Life Bureau	1925
Junior Catholic Daughters of America	1926
Catholic Youth Organizations	1930
Jewish Organizations	
Young Judeaa	1909
National Council of Young Israel	1912
National Jewish Welfare Board	1913
Habonim: Labor Zionist Youth	1920
Junior Hadassah	1920
B'nai B'rith Hillel Foundations	1923
B'nai B'rith Youth Organization	1924
Intercollegiate Zionist Federation of America	1945

***Youth membership in these organizations ranges from eight to 24 years-of-age.**

Table adapted from M. Chambers, Youth-Serving Organizations: National Nongovernmental Associations. (Washington, D.C.: American Council on Education, 1948); Robert F. Hanson and Reynold E. Carlson, Organizations for Children and Youth. (New Jersey: Prentice-Hall, Inc., 1972); and various organizational brochures.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Another striking similarity is the type of youths served by most organizations over the years. The few detailed analyses of the Boy Scouts and the YMCA illustrate a largely white and middle class membership base during the formative decade (MacLeod, 1973).

> By recruiting primarily middle class boys in their teens, character-builders chose members whose social situations and personal development seemed unstructured enough to make them malleable and potentially dangerous, but who were still not very threatening. Some of this selectivity resulted from unplanned drift, but it is worth emphasizing that character builders did not set out to help all classes of boys equally. They did what they did deliberately. (MacLeod, 1973:469.)

As early as the 1880's, YMCA leaders made a conscious decision to shun street youth and working boys in favor of middle class youth.

> It is our business to reach the average young man and average boy. In most places the Children's Aid Societies and kindred organizations are making special efforts to reach the lower classes of boys. (YMCA's of North America, 1885:84,87.)

The literature seems to indicate that lower class youth were effectively excluded from expensive organized camp outings, designed to attract the developing aesthetic senses of middle class youth* (Gibson, 1936). Lower class boys, rather than being sent to camp, often spent a summer at a farm performing chores more relevant to their status.

Additionally, while Scouting programs reached over 833,897 youth by the late 1920's, the movement largely avoided the needs of immigrant and black youth. In 1926, only 4,923 black youth belonged to 108 local Boy Scout Councils (MacLeod, 1973). An Italian youngster living in Chicago's urban slums during the mid-1930's explained that boys in his neighborhood saw Scouting as "sissy stuff."

> We would have a meeting about twice a week and the scoutmaster would tell us all different stories. I didn't like it. I thought it was alot of shit. I don't see what anybody got out of that. (Sorrentino, 1977:127.)

Predelinquent and delinquent youth were excluded from membership in these organizations. Scout leaders were willing to work with "the boy who had enough energy to get into mischief," but not with youth involved in serious trouble (Baden-Powell, 1912). Middle class adult leaders were not equipped nor willing to deal with that population. It was predictable, then, that most organizations attracted middle class, untroubled youth.

Not only was most organizational membership narrowly defined, but adult leadership was largely confined to the middle class. Annual Reports of the Boy Scouts of America in 1912 and 1919 indicated that 64 percent and 54 percent respectively of Scoutmasters claimed a college education. Further, in 1912, only three percent of the leaders worked in a mechanical trade; most were white collar workers (Boy Scouts

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*By 1924, there were 713 private and 535 organized camps for youth in the United States (MacLeod, 1973:299).

of America, 1913:19; Boy Scouts of America, 1920:53,54). Indeed, "character builders got along best with white, native-born, middle class boys and their parents." (MacLeod, 1973:432.)

While no major studies examining early membership in national girls organizations exist, available manuals and handbooks indicate recreational and membership targets shared similarities with the above organizations. Noted exceptions to this statement include the Boys' and Girls Clubs of America, as well as Big Brothers/Big Sisters of America, originating specifically to deliver services to poor and disadvantaged urban youth. At the same time Scouts and the Y's appealed to middle class youth, Boys' and Girls Clubs offered sports and other competitive programs for young persons in socially and economically-disadvantaged neighborhoods. Additionally, Big Brothers and Big Sisters programs offered a unique one-on-one, adult-to-youth relationship for poor young persons. Thus, street youth and unchaperoned children looking for adventure participated in socially acceptable leisure-time activities.

Unlike other youth membership organizations, attracting and retaining at-risk youths as well as finding dedicated adult volunteers were the greatest challenges faced by Boys' and Girls Club advisors and national BB/BSA personnel. Consequently, not only were initial membership figures lower than Scouting and Y programs, but their national organizations did not develop until many successful local organizations gained public recognition and credibility. Therefore, these "bottom-up" youth membership organizations developed differently than the "top-down" structure of Y's, Scouting, and Camp Fire, Inc.

By mid-century, many national youth membership organizations suffered at the hands of critics labeling them non-representative, discriminatory, and sterile. Thus, the next evolutionary phase of national youth membership organizations was marked by extensive internal studies, re-examination, and reorganization aimed at quelling such criticism.

Reassessing Youth Membership Organizations 1950-1969

During the 1950's and 1960's, few new national youth membership organizations originated. This phase's four most ambitious efforts include: Future Scientists of America (1959) organized to bring young persons together to share scientific interests and abilities; the Teen-Age Assembly of America (1962) established by youth hoping to get other teenagers involved in overcoming juvenile delinquency through constructive community activities; the National Youth Council on Civic Affairs (1965) designed to bring youth into direct contact with policymaking activities of juvenile courts and communities; and Youth Organizations United (1967) created by ghetto youth and gang leaders providing disadvantaged youth with leadership skills.* Unlike their predecessors, who aimed to serve broader middle class youth populations, most organizations appealed to specific types of youth--leaders, scholarly enthusiasts, or gang members.

*Of these four organizations, only the Future Scientists of America and the Teen-Age Assembly of America still exist. The Future Scientists of America were eliminated from this study because they conduct no juvenile justice related programs.

Rather than creating new organizations, this period was devoted to changing the types of activities sponsored by national nongovernmental youth membership agencies. These revisions were prompted by studies conducted between the 1940's and 1960's by national youth membership organizations, scholars, and neighborhood associations. Internal surveys sponsored by the membership organizations themselves indicated strong biases toward middle and upper class youth.*

- A 1938 YMCA survey ascertained that 4.7 percent of all youths in City Associations were black, yet they received only 1.9 percent of the total Association income received by City Associations (Bullock, 1938:15).

- A 1957 Camp Fire Girls survey revealed widespread homogeneity of membership. It particularly pointed to a lack of services for delinquent and disadvantaged youth, citing the reluctance of willing and trained leaders to work with such populations.

- A six-year "Standards Study" of the YMCA conducted in the 1930's suggested ways the Y could reach a broader youth constituency (Wrenn and Harley, 1941:130).

- A 1959 Boy Scouts of America national survey discovered that Boy Scouts most frequently had white collar backgrounds, and the majority of scoutmasters were employed in white collar jobs. Scouts came primarily from lower class families, implying that they were less able to afford expenses related to membership (University of Michigan Survey Research Center, 1960:20,48,128,148,293).**

* Within the first two or three decades of their existence, most national youth membership organizations conducted surveys on a wide variety of topics. Before the 1940's, some of the most noteworthy youth surveys included a YMCA study recommending internal modifications allowing for greater use of primary youth social groups rather than artificially-created groups (Elliot and Gregg, 1926); in 1935, Girl Scouts of the U.S.A. conducted its first program evaluation and consequently revised the GS program to include three programmatic levels--Brownies, Intermediates, and Seniors (Girl Scouts of the U.S.A., 1978:4). Before its 1959 survey, Boy Scouts of America conducted three other efforts to gauge membership levels and attitudes: a survey of Scouting in New York City during the summer of 1940 indicated that "Almost two-thirds of all scouts are not completely satisfied with Scouting as it now exists," and pointed "to the need of changes in the scout program that will stimulate interest among boys in general" (Levy, 1944:78-80); in 1943, three "typical" communities were selected to see what attracted and retained Scouts and, again, the general tone indicated that Scouting needed to add variety to its program and outreach efforts (Levy, 1944:80-82); "Boys in Wartime Survey" was conducted during 1942 in New York and New Jersey to record member views of democracy and authoritarianism in Scouting (Levy, 1944:82-84). These cited surveys by no means represent the total number of attempts testing member attitudes, but they provide a few examples of the interest several larger youth membership organizations had in such an objective.

**For the 1959 Boy Scout survey, the study method utilized was hour-long interviews with 1,435 boys chosen by probability selection methods and mathematically representative of a cross-section of boys 11 through 13 years-of-age in grades 4 through 8.

- A national survey conducted in the late 1950's for the Girl Scouts of America determined that children of lower class families suffered from the "paucity of significant activities," while girls from higher status families were more often members of organizations than those of lower class origins. Three out of every four non-members came from families in which the father had a lower status job and less education* (University of Michigan Survey Research Center, 1956).

Beginning in the late 1950's, several sociological studies suggested a strong correlation between crime and lower socioeconomic status.** Writing in 1957, Merton theorized crime was caused by dislocations of social structure so that individuals not having equal access to appropriate ways to achieve success sought legitimate channels. Because the lower classes may have fewer opportunities to receive an education or save money, Merton continued, they might adopt illegal behavior to pursue success. Carrying Merton's theory of differential opportunity structures directly over to juvenile delinquency were Cloward and Ohlin:

> ...pressures toward the formation of delinquent subcultures originate in marked discrepancies between culturally induced aspirations among lower class youth and the possibilites of achieving them by legitimate means. (Cloward and Ohlin, 1960:36.)

Thereafter, exploring the relationship or lack thereof between the class and economic background of juvenile offenders became the focus of many sociological studies (Clark and Wenninger, 1962; Reiss and Rhodes, 1961; Willie, 1967). Economists also adopted new theories beginning with Becker postulating in 1968 that criminals and delinquents were rational and calculating individuals seeking to maximize their satisfactions within economic constraints. Adopting this opportunity cost theory of crime, some economists suggest that since the adult and juvenile offender is normal and rational, programs should be developed to reduce the benefits and increase the costs of crime (Fleischer, 1968; Gordon, 1973; Sullivan, 1973; Hann, 1972; Landes, 1971; Stigler, 1970).

Developing concurrently with such academic studies was research suggesting middle and upper class children were represented disproportionately in national youth organization membership. Writing in 1941, Wrenn and Harley explicated four "defects" of adult-led independent organizations for youth: a relative ineffectiveness in reaching rural youth, inability to attract and retain youths between 16 and 18 years-of-age, failure to involve lower income youth, and too detailed management by adult leaders.*** A 1964 study conducted by Central Harlem's Community Council

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* The 1,925 girls interviewed in the Girl Scout study were a representative cross-section of American girls in grades 6 through 12.

** Earlier studies explored the relationship between poverty and crime. One example is Bonger's 1916 study that applied Marxist ideology to crime theory based on economic deprivation and class cleavages in capitalist societies. In general, economic determinism was more widely accepted in Europe and did not strongly influence American theory until Merton's emergence in the late 1950's.

***Wrenn and Harley (1941) noted a few exceptions: Boy Scout programs designed to recruit in rural areas; ability of many Christian associations to attract and retain youth over 16 years-of-age; and Boys' and Girls Clubs programs for lower class, underprivileged youth that did not financially exclude their participation.

illustrated a steady rate of participation in local clubs and recreational facilities with a very low rate of involvement in scouting and other national youth membership organizations (Harlem Youth Opportunities, Inc., 1964). Finally, Konopka's 1966 study based on a three-year research project with troubled girls found:

> ...existing clubs and youth organizations seemed not to fulfill the need of the girls who had gotten into severe difficulty. The girls felt that they were not acceptable to some of the group--that the other girls there considered themselves "too good" for them--or they found the activities too childish. (Konopka, 1966:93.)

These results clearly demonstrate most adult-supervised national youth membership organizations reached a small portion of the youth population. Not only were lower class youth disproportionately underrepresented in such organizations, but newer studies suggest a direct relation between lower socioeconomic status and juvenile delinquency.* Further, many studies indicated a surprising degree of dissatisfaction with traditional character-building programs and found a high ratio of youths dropping out past the age of 15 in favor of more diverse and interesting group involvement.

Gradually, many youth membership organizations responded to such information. While all still stressed recreational, outdoor, and leadership activities, two new emphases arose: family-oriented programs and community service projects. First, programs working within the family unit were adopted by many organizations. Following the tradition established by early 20th-century settlement houses and Jewish Community Centers nationwide, YMCA's and YWCA's organized family recreational programs. At the same time, scouting programs emphasized family potlucks and picnics.

Community service projects were the most important innovation during this period. These service projects were usually short-term and designed to meet emergencies. What was new about these endeavors was the permanent inclusion of community service projects in national as well as local programs.

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*This relationship has since been refuted and tempered. Perhaps the best statement of this theoretical disagreement is found in Hirschi's 1964 study of 17,500 junior and senior high school students in the Richmond (California) Youth Project. "In sum, then, there is in the present sample no important relation between social class as traditionally measured and delinquency. We do find a small group at the bottom of the class hierarchy whose children are more likely to be delinquent, and, at the other extreme, we find that the sons of professionals and executives are consistently less likely to be delinquent." (Hirschi, 1969:75). A similar study conducted in England of 411 boys with eight to nine-year-olds in primary schools in 1962-63 found that, "the boys from poor families, from unsatisfactory housing, from neglected accommodation, and from the lowest socioeconomic class were, in each case, more prone to delinquency than those rated more favorably." (West, 1973:27.) In essence, those disagreeing with the Cloward and Ohlin view saw lower socioeconomic status not as a direct cause of delinquency, but as a factor making youth more prone to delinquency. For further reading, see Vaz, 1967.

The Boy Scouts took the lead in the community service area by launching five new national service projects dealing with conservation, civil defense, nonpartisan voting registration, patriotism, and national safety. By the 1960's, several other national youth membership organizations began innovative and contemporary service programs, many aimed at so-called nontraditional youth populations.*

- The Girl Scouts of the U.S.A. (GSUSA) sponsored the Senior Girl Scouts Community Service Project, a National Youth Conference on Natural Beauty and Conservation, a Senior Girl Scout National Conference on the Inner City, a Senior Girl Scout "Speakout" on racial prejudice, and an "Administrative Fairness" program co-sponsored with Camp Fire, Inc.

- Junior Achievement, Inc. expanded its inner-city efforts and began a Job Education program for urban youth in cooperation with the National Alliance of Businessmen.

- Key Club International adopted its first national initiative suggesting the development of local programs for economically-disadvantaged and socially-maladjusted youth.

- The Teen-Age Assembly of America sponsored the Nation's first Summit Conference of Teen-Age Gang Leaders.

However, by the end of the 1960's, even innovative community service projects failed to attract substantial numbers of new youth into national membership organizations. Consequently, several major national Protestant church organizations terminated their membership components, and other organizations pondered their alternatives. This new youthful disinterest brought an end to over six decades of rising membership rates and ushered in the fourth evolutionary phase for national youth membership organizations.

PUBLIC AND PRIVATE JUVENILE JUSTICE PROGRAMS, 1970 TO THE PRESENT

By the mid-1970's, several youth membership organizations suffered participant losses or experienced inconsequential gains. Table 12 (p. 89) illustrates decreased involvement in Boy Scouts, Girl Scouts, and Key Club over the 20-year period, while YMCA and Camp Fire, Inc. attracted only minor increases. Conversely, Boys' Clubs, Girls Clubs, 4-H, Junior Achievement, and the YMCA indicate significant increases. Because comparable figures were unavailable for the American Red Cross, Big Brothers/Big Sisters of America, Christian Service Brigade, Teen-Age Assembly of America, and Young Life, no comparisons about membership gains or losses can be made for these organizations.

*The widespread adoption of community service projects by national and community youth membership organizations encouraged Parents' Magazine to initiate an annual "Youth Group Achievement" contest in 1954. By 1959, first place award winners included one Protestant local youth group and two local youth service councils; second place winners included three high school clubs and one Boy Scout troop; and half of the 20 third-place winners included local councils of national youth membership organizations (Anonymous, 1959).

Table 12

FIFTEEN NATIONAL NONGOVERNMENTAL YOUTH MEMBERSHIP ORGANIZATIONS: MEMBERSHIP--1960, 1970, and 1980

ORGANIZATION	1960	1970	1980
American Red Cross	n.a.	n.a.	n.a.
Big Brothers/Big Sisters of America	n.a.	n.a.	100,000
Boy Scouts of America	4,810,520	6,247,160	4,493,491
Boys' Clubs of America	500,000	900,000	1,000,000
Camp Fire, Inc.	530,000	600,000	750,000
Christian Service Brigade	n.a.	n.a.	60,000
4-H	2,254,000	3,225,000	5,800,000
Girls Clubs of America	n.a.	100,000	220,000
Girl Scouts of the U.S.A.	3,295,000	3,757,000	3,084,000
Junior Achievement, Inc.	n.a.	170,000	350,000
Key Club International	n.a.	91,835	85,000
Teen-Age Assembly of America	n.a.	n.a.	n.a.
Young Life	n.a.	n.a.	n.a.
Young Men's Christian Association	2,535,876	5,800,000	8,994,406
Young Women's Christian Association	n.a.	2,200,000	2,434,000

Table adapted from 1960, 1970, and 1980 World Almanac; and individual organization literature.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Because of the research scarcity on this topic, few conclusions about the fluctuating membership of the 1970's can be drawn. However, a few theories regarding the decreases have arisen. First, coincidental with membership losses has been a dramatic decline in the total youth population. Second, the political and social movements attracting youths of the 1960's encouraged mature behavior and attitudes incompatible with the authoritarian nature of most highly organized, adult-supervised national youth membership organizations. Third, as the early 20th-century fear of unsupervised activity disappeared, youth were more inclined to join loosely-knit community clubs stressing recreational, educational, and vocational interests rather than structured, chaperoned, national organizations. Fourth, ritualistic ceremony, patriotic observances, paramilitary structure, and outdated awards systems appeared unattractive to youths seeking personal autonomy. Many of the national nongovernmental character-building youth membership organizations originating in the early 20th century were unequipped to respond to the needs of contemporary youth. Many young men and women of the 1960's and 1970's resented character-building reform efforts, wanted to be involved in coeducational rather than unisex organizations, and sought exciting rather than "tame" activities.*

Initially, the nationally organized church youth organizations were the hardest hit. In 1966, the Episcopal Church's Girls Friendly Society, created in 1877, was disbanded. Two years later, the Lutheran Church's Luther League of America founded in 1895 was discontinued. Also eliminated in 1968 was the Methodist Youth Fellowship (MYF) organized in 1889. Even though MYF claimed over 1.5 million members in 1961, seven years later youth interest had declined dramatically. The National Federation of Catholic Youth Organizations disbanded in 1982.**

In the early 1970's, some religious community members felt programs ended because of "a lack of interest on the part of young people, a rejection of old ways of doing things, a feeling that local situations were too diverse to be accommodated by a national program, and the desire to bring youth into the mainstream of the life of the church." (Hanson and Carlson, 1972:126.) The validity of such interpretations are indicated in the subsequent increased youth involvement in local church activities. Community congregations noted in the mid-1970's that they created

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* In the 1970's, Camp Fire, Inc., Girl Scouts of the U.S.A., and Boy Scouts of America opened some or all of their programs to young men and women. The YMCA and YWCA have been serving persons of all ages and sexes throughout the 20th century. The merger of the Big Brothers of America with Big Sisters International in 1977 brought the national organization into contact with both sexes. Traditionally, most religious-oriented national organizations were coeducational, with the exception of the Christian Service Brigade. Currently, Boys' and Girls Clubs of America are the primary organizations serving just boys or girls. Both remain committed to the theory that girls and boys have separate needs and, therefore, warrant separate activities.

**Founded in 1951 as a federation of diocean Catholic Youth Organizations, the National Catholic Youth Federation (NCYOF) was a part of the Department of Education, U.S. Catholic Conference. Its work included spiritual, cultural, social, community service, and recreational programs for young people; sponsoring retreats, community service projects, and prayer groups; and holding local and regional conventions and workshops. When NCYOF was terminated, it was replaced by the Federation for Catholic Youth Ministry where trained youth ministers work with local youth activity directors to share youth development ideas and programs.

programs to meet the new language, musical, social, and political interests of local youth. Clearly, the highly structured national religious organizations had been unable to adjust to such needs.

Most national organizations were challenged by the fluctuating statistics. Rather than terminating previously successful youth membership programs, many explored new ways to attract members. Involvement with predelinquent and delinquent youth was a plausible avenue for these organizations. For many, these populations historically were served by local chapters. Indeed, as early as 1896, the Kansas City YWCA opened a home for troubled girls; the New Jersey State Home for Boys began a Boy Scout troop in the 1920's; and juvenile delinquency prevention was an original Boys' and Girls Club objective. What was new was a widespread national effort begun in the 1970's to encourage local programs to assist youths previously on the fringes of organizational service--abused, neglected, and dependent children; unemployed and at-risk youth; and juvenile offenders. Table 13 (pp. 92-96) illustrates the breadth of the new national commitment.

The new national trend was stimulated by three specific factors: rising public fear about juvenile delinquency increases, greater organizational interest in non-traditional youth populations due to membership fluctuations, and new sources of Federal support for juvenile justice programs. This latter factor proved the most influential. The first indication of large-scale Federal commitment came with the 1971 appointment of the Senate Subcommittee to Investigate Juvenile Delinquency.* Led by Senator Birch Bayh (Democrat/Indiana), the Subcommittee quickly decided the juvenile justice system required sweeping revisions. After carefully analyzing the two existing Federal juvenile justice programs--small grant options within the Department of Justice's Law Enforcement Assistance Administration (LEAA) and the Youth Development Office in the Department of Health, Education and Welfare--the Subcommittee urged both agencies to assume greater roles. When the recommendations received unsatisfactory responses, the Subcommittee pushed for the 1973 Crime Control Act Amendment requiring LEAA to include a juvenile justice component in every State plan requesting Federal criminal justice funding.

It was at this point that the traditional character-building and special interest organizations adopted distinctly different approaches for implementing juvenile justice programs. Character-building organizations cooperatively advocated new Federal

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*The first Federal grants-in-aid program targeted for delinquency control and prevention was the Juvenile Delinquency and Youth Offenses Control Act of 1961. Its provisions empowered the Secretary of the Health, Education and Welfare Department (HEW) to provide direct categorical grants to communities, institutions, and agencies for planning and initiating innovative demonstration and training programs. During its six-year lifetime, $47 million was appropriated to youth-serving goals. The Juvenile Delinquency Prevention and Control Act of 1968 replaced the 1961 Act, broadening HEW's powers to provide delinquency prevention and control services, develop new community-based programs, and coordinate all Federal juvenile delinquency and youth development activities. However, only $30 million was appropriated and $15 million actually expended for these efforts between 1968 and 1971. It was not until the 1971 appointment of Senator Birch Bayh's committee that the Federal government intention to put together a large-scale, well-funded juvenile delinquency prevention program became clear.

Table 13

JUVENILE JUSTICE RELATED PROJECTS CONDUCTED BY NATIONAL NONGOVERNMENTAL YOUTH MEMBERSHIP ORGANIZATIONS
1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
American Red Cross, Youth Services	• Provide educational opportunities and volunteer experiences to help all youth develop into healthy, caring, and contributing individuals.	<u>Collaboration Efforts</u> • National Youth Collaboration (NYC) member • NYC's Youth-Serving Agencies Outreach and Involvement Demonstration Project/Youth Employment Project, 1980-81 • National Juvenile Justice Program Collaboration (NJJPC) member and participant in status offender program, 1975-80 • National Youthworker Education Project (NYEP), 1975-80 • Turning Points <u>Advocacy Efforts</u> • JJDP Act Supporter: 1974 Act, 1977 and 1980 reauthorizations
Big Brothers/Big Sisters of America (BB/BSA)	• Help reduce juvenile delinquency by providing individual guidance for strong character development to boys and girls lacking adult companionship; • help boys and girls with problems who lack mature adult influences reach their highest mental, physical, emotional, and spiritual development; • provide men and women an opportunity to participate in volunteer work that helps them with character growth.	<u>Collaboration Efforts</u> • NYC • NYC's Youth Employment Project • NYEP (Big Sisters only) <u>Advocacy Efforts</u> • JJDP Act Supporter: 1974 Act, 1977 and 1980 reauthorizations
Boys' Clubs of America (BCA)	• Develop program curricula for local clubs that promotes health, social, educational, vocational, and character development of boys; • provide a wide range of personnel and field services to member organizations; • serve as national advocates for youth in collaborative capacities; • sponsor ongoing national programs to attract Boys' Club members.	<u>Collaboration Efforts</u> • NYC • NJJPC <u>Advocacy Efforts</u> • JJDP Act Supporter: 1974 Act, 1977 and 1980 reauthorizations • Creation of GRISS (Government Relations Information and Support System) in Washington, D.C. to respond to important legislative issues regarding youth and juvenile justice <u>National Projects</u> • Appointment of Task Force to assess BCA's role in delinquency prevention; resulted in 1973 publication, "Boys' Clubs and Delinquency Prevention" position paper • <u>Alternatives to Delinquency</u> published in 1975; highlighted 36 successful local BCA programs • Juvenile justice program, 1978-81

*For detailed information on the projects listed herein, refer to Appendix 2-A.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 13 continued

JUVENILE JUSTICE RELATED PROJECTS CONDUCTED BY NATIONAL NONGOVERNMENTAL YOUTH MEMBERSHIP ORGANIZATIONS
1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
Boy Scouts of America (BSA)	• Promote, through organization and cooperation with other agencies, the ability of youth to do things for themselves and others; • train youth in Scoutcraft; • teach youth patriotism, courage, and self-reliance through character development, citizenship training, and mental physical fitness; • grow in understanding of and sensitivity to today's society, communities, and lives of the individuals served by Scouting.	Collaboration Effort • NYC • NYC's Youth Employment Project • NJJPC Advocacy Efforts • JJDP Act Supporter: 1974 Act, 1977 and 1980 reauthorizations
Camp Fire, Inc.	• Provide, through a program of informal education, opportunities for youth to realize their potential and to function effectively as caring, self-directed individuals responsible to themselves and others; • seek to improve societal conditions affecting youth.	Collaboration Efforts • NYC • NJJPC • NYEP • National Youth Employment Coalition Advocacy Efforts • JJDP Act Supporter: 1974 Act, 1977 and 1980 reauthorizations • Opened Washington, D.C. government affairs office National Projects • Youth Employment and Training programs, 1979-81; Department of Labor grant for eight Camp Fire Councils
Christian Service Brigade (CSB)	• Provide Christ-centered weekday activities to win boys for Christ, guide them in personal study, and train them in Christian living.	(CSB sponsors no national juvenile justice programs. Such programs are developed locally.)

*For detailed information on the projects listed herein, refer to Appendix 2-A.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 13 continued

JUVENILE JUSTICE RELATED PROJECTS CONDUCTED BY NATIONAL NONGOVERNMENTAL YOUTH MEMBERSHIP ORGANIZATIONS
1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
4-H	• Assist youth in acquiring knowledge, developing life skills, and forming attitudes that will enable them to become self-directing, productive, and contributing members of society; • urge 4-H'ers to explore and evaluate career and job opportunities and establish positive attitudes about productive use of leisure.	Collaboration Efforts • NYC • NYEP Advocacy Efforts • JJDP Act Supporter: 1977 and 1980 reauthorizations
Girls Clubs of America (GCA)	• Serve as vigorous advocate for all girls; • help Girls Club members develop as knowledgeable and responsible women; • focus national attention on the special needs of girls; • expand the capabilities and strength of GCA as a responsive and forceful organization; • expand racial and ethnic diversity of boards and professional staff.	Collaboration Efforts • NYC • NJJPC • NYEP • NYEC Advocacy Efforts • JJDP Act Supporter: 1974 Act, 1977 and 1980 reauthorizations National Projects • Juvenile Delinquency Prevention Project, 1978-81
Girl Scouts of the U.S.A. (GSUSA)	• Inspire girls with the highest ideals of character, conduct, patriotism, and service so they may become happy and resourceful citizens.	Collaboration Efforts • NYC • NJJPC • NYEP Advocacy Efforts • JJDP Act Supporter: 1974 Act, 1977 and 1980 reauthorizations National Projects • "Youth-at-Risk" GSUSA policy statement adopted, May 1980 • Designed and disseminated national survey identifying local juvenile justice programs; 1981 results revealed many prevention, drug abuse, and status offender programs • "From Dreams to Reality" career exploration/delinquency prevention project

*For detailed information on the projects listed herein, refer to Appendix 2-A.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 13 continued

JUVENILE JUSTICE RELATED PROJECTS CONDUCTED BY NATIONAL NONGOVERNMENTAL YOUTH MEMBERSHIP ORGANIZATIONS 1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
Junior Achievement, Inc. (JA)	• Seek to give students a realistic understanding of the organization and operation of a business enterprise by learning through direct experience in the process of manufacturing and selling a product.	National Projects • Job Education summer project for inner-city youths in 20-25 cities across the Nation (1968-present)
Key Club International	• Develop initiative and leadership; • provide experience in living and working together; • service the school and community; • cooperate with school administrators and personnel; • prepare for useful citizenship; • accept and promote the ideals of humanity and spirituality; higher standards in scholarship, sportsmanship, and social contacts; more intelligent, aggressive, and serviceable citizenship.	National Projects • 1979-80 Annual Theme, "Share Togetherness," included two juvenile justice related recommendations for local programs: a buddy system to help those released from institutions, and school meetings to discuss juvenile delinquency problems
Teen-Age Assembly of America	• Involve teenagers in overcoming juvenile delinquency through their own efforts to organize and operate constructive community activities.	National Projects • Little White House Conference on Children and Youth (begun in 1964) • Police Teen-Age Relations Conference • Summit Conference of Teen-Age Gang Leaders • Drug prevention panels • "Youth Against Drugs" 1982 campaign with special emphasis on decreasing school violence and vandalism
Young Life	• Provide a place where youth can be themselves, find themselves, and find others like themselves.	(Young Life sponsors no national juvenile justice programs. Such programs are developed locally.)

*For detailed information on the projects listed herein, refer to Appendix 2-A.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 13 continued

JUVENILE JUSTICE RELATED PROJECTS CONDUCTED BY NATIONAL NONGOVERNMENTAL YOUTH MEMBERSHIP ORGANIZATIONS
1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
Young Men's Christian Association (YMCA)	• Organize a worldwide fellowship united by a common loyalty to Jesus Christ to develop Christian personalities and build a Christian society.	<u>Collaboration Efforts</u> • NYC • NJJPC • Turning Points <u>Advocacy Efforts</u> • JJDP Act Supporter: 1974 Act, 1977 and 1980 reauthorizations • Opened Washington, D.C. government relations office <u>National Projects</u> • National Youth Project Using Mini-Bikes (NYPUM), 1971-present • Youth Development YMCA Goal 1979-84 included reaching out to at-risk youth • National study of 537 local Associations found 48 percent working with predelinquent youth, 43 percent with preadjudicated youth, and 8.3 percent with adjudicated youth (1978) • Official adoption of YMCA statement on status offenders in 1981 • National Task Force on Youth Employment established
Young Women's Christian Association (YWCA)	• Draw together into responsible membership women and girls of diverse experiences and faiths to strive for deeper relationships that may join in the struggle for peace and justice, freedom and dignity for all people; • thrust collective power to eliminate all forms of racism.	<u>Collaboration Efforts</u> • NYC • NJJPC <u>Advocacy Efforts</u> • JJDP Act Supporter: 1974 Act, 1977 and 1980 reauthorizations • Opened Washington, D.C. legislative office <u>National Projects</u> • Increasing the capacity of Voluntary Organizations for the Prevention and Treatment of Delinquency Among Girls (OJJDP-funded, 1979-81) • "Women as Preventors" program designed in 1981 • 1979-82 national YWCA objectives include developing juvenile justice and delinquency prevention program

*For detailed information on the projects listed herein, refer to Appendix 2-A.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

juvenile justice legislation and joined collaborative networks to lobby for its passage. The special interest organizations neither lent formal support to a Federal program nor sought Federal assistance to develop juvenile justice programs. Because their involvement with predelinquent and delinquent youths took separate paths, each group warrants individual discussion.

Involvement of General Youth Membership Organizations With At-Risk Youth and Less Serious Juvenile Offenders

For two-thirds of the organizations discussed herein--Boy Scouts of America, Girl Scouts of the U.S.A., Big Brothers/Big Sisters of America, Girls Clubs of America, 4-H, Boys' Clubs of America, YMCA, YWCA, Camp Fire, Inc., and American Red Cross--national interest in juvenile justice issues arose in three ways:

- direct support of the Nation's first large-scale juvenile justice legislation, the Juvenile Justice and Delinquency Prevention Act of 1974 (JJDP Act);
- collaborative juvenile justice advocacy and programmatic efforts; and
- the creation of national juvenile justice programs within individual organizations.

Collaboration was the primary way in which these 10 organizations developed juvenile justice programs.* Table 14 (p. 98) lists the membership of the three largest national collaborations. Their evolution is explained below.

National Youth Collaboration (NYC)--NYC's initial action was aiding Senator Bayh's Subcommittee with passage of the 1974 JJDP Act. When the JJDP Act became a reality and the Office of Juvenile Justice and Delinquency Prevention (OJJDP) opened in 1975, NYC continued to devote efforts for the retention of the Act and OJJDP.

National Juvenile Justice Program Collaboration (NJJPC)--Encouraged by NYC's cooperative advocacy efforts, eight of the traditional character-building organizations--Boy Scouts, Boys' Clubs, Girl Scouts, Girls Clubs, Camp Fire, Inc., American Red Cross, YMCA, and YWCA--joined several other organizations

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*In reality, the collaboration of the Seventies was new only in its style. It was a similar cooperative spirit that found YWCA leaders assisting Camp Fire originators, YMCA directors aiding Boy Scout leaders, and Boy Scout directors aiding Girl Scout founders in the early 1900's. The collaborative atmosphere of the earlier years largely faded during the next phases of youth membership organizational growth. From 1918 through the 1940's, the traditional organizations solidified their individual structures and goals at the same time they became competitors for public and private support. While the generosity and idealism of their founders was enough to sustain most organizations in their early years, the need for ongoing, self-sustaining funds was evident by the end of World War I. Thus, competition for scarce philanthropic and public contributions deterred many organizations from continuing in a cooperative manner until the social and economic problems of the Seventies again necessitated collaboration for scarce resources.

Table 14

MEMBERSHIPS OF THREE NATIONAL COLLABORATIONS OF YOUTH ORGANIZATIONS

National Youth Collaboration (NYC)	National Juvenile Justice Collaboration (NJJPC)	National Youth Employment Coalition
American Red Cross--Youth Services Division	AFL-CIO Department of Community Services	Act Together, Inc.
Big Brothers/Big Sisters of America	American Red Cross--Youth Services Division	Camp Fire, Inc.
Boy Scouts of America	Association of Junior Leagues	Fortune Society
Boys' Clubs of America	Boy Scouts of America	Girls Clubs of America
Camp Fire, Inc.	Boys' Clubs of America	Jobs for Youth, Inc.
4-H	Camp Fire, Inc.	National Child Labor Committee
Future Homemakers of America	Girl Scouts of the U.S.A.	National Council of La Raza
Girl Scouts of the U.S.A.	Girls Clubs of America	National Institute for Work and Learning
Girls Clubs of America	Jewish Welfare Board	National Puerto Rican Forum
National Board of the YMCA	National Board of the YMCA	National Urban League
National Board of the YWCA of the U.S.A.	National Board of the YWCA of the U.S.A.	National Youth Work Alliance
National Network of Runaway and Youth Services, Inc.	National Conference on Catholic Charities	OIC's of America, Inc.
United Neighborhood Centers of America, Inc.	National Council for Homemaker-Home Health Aid Services, Inc.	OIC of New York, Inc.
	National Council of Jewish Women	Rural New York Farmworkers Opportunities, Inc.
	National Council of Negro Women	70001 Ltd.
	National Council on Crime and Delinquency	United Neighborhood Centers of America, Inc.
	National Federation of Settlements and Neighborhood Centers	Vocational Foundation, Inc.
	National Urban League	Youthwork, Inc.
	Salvation Army	
	Traveler's Aid Association of America	
	United States Catholic Charities	

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

and established a program-oriented collaboration. In 1975, the National Juvenile Justice Program Collaboration (NJJPC) submitted a proposal to OJJDP outlining a private sector program that would cooperatively implement community-based alternatives to detention for status offenders with the assistance of Federal funds.

National Youth Employment Coalition (NYEC)--The most recent collaborative effort was the 1979 formation of the National Youth Advocacy Coalition, presently known as the National Youth Employment Coalition. This unprecedented commitment of local and national nongovernmental organizations to cooperate with government officials and the private sector on youth employment represented a new direction for collaboration in the Eighties.

Collaboration adopted a more service-oriented character as the Seventies progressed. At least four large-scale cooperative programs received Federal and some private financial assistance during the decade's latter years. (See Appendix 2-B, pp. 209-220.)

The National Juvenile Justice Program Collaboration (NJJPC)--The Collaboration was awarded the Nation's first Federal grant in 1975 to develop a cooperative deinstitutionalization project. Between 1975-1980, the 21 national nongovernmental youth membership organizations that made up the Collaboration operated five local juvenile justice collaborations. The project's ultimate goal was to increase the capacity of the national organizations and their local units to serve status offenders.

National Youth-Workers Education Project (NYEP)--Begun in mid-1975 and privately funded by the Lilly Endowment, Inc., the eight participating NYEP national organizations worked collaboratively to develop a network of responsive, concerned youthworkers who could build local programs and services for young people. In 1979, the NYEP merged with the NJJPC to form a cooperative network that combined both groups' Federal resources and talents to work for troubled youth.

Turning Points--This mini-collaborative effort was contracted out to the National Board of the YMCA with OJJDP funds, and subcontracted to American Red Cross National Youth Services and five other national voluntary organizations for 1978-1981. Turning Points worked with at-risk girls in two local sites and was the first juvenile justice project actually directed from the national level of the American Red Cross.

The Youth-Serving Agencies Outreach and Involvement Demonstration Project/Youth Employment Project--This project received a $700,000 Department of Labor grant to implement job readiness training and career exploration projects to economically disadvantaged youths in eight community sites between 1980 and 1981. A total of 13 national nongovernmental youth-serving organizations participated in this employment project, including the American Red Cross and Camp Fire, Inc.

Cooperative national endeavors on behalf of at-risk youth and status offenders branched out into two major areas from 1973 forward: the organization of youth-serving agency collaborative networks sharing information, compiling and disseminating pertinent data, and collectively serving as youth advocates (National Youth Collaboration and the National Youth Employment Coalition), and the formation of

collaborations to develop, implement, and evaluate specific programs for youth (National Juvenile Justice Program Collaboration, National Youth Employment Project, Turning Points, and the Department of Justice Youth Employment Project).

In the advocacy and programmatic areas, collaboration proved an especially effective youth service device. One key to collective success was national nongovernmental youth-serving organizations' willingness to work cooperatively with the Federal government by continually supporting the JJDP Act and OJJDP programs. In turn, Federal monies granted to projects co-sponsored by the government demonstrated a new public commitment to assist the private sector in its youth-serving objectives. Currently, the collaborations are striving to achieve a sense of cooperation so that both the public and private sectors work together to serve the best interests of unemployed youths and youths involved in the juvenile justice system.

The second way these 10 character-building organizations became involved in juvenile justice issues was creating national programs for at-risk youth and status offenders. Each was developed by national staff who, in turn, prepared curriculum and training materials for experimental use in communities. These programs were improvised and improved upon before becoming models for implementation in other localities.

Boys' Clubs of America (BCA)--In 1973, BCA formally articulated its commitment to delinquency prevention: "BCA strongly believes that it is more important to prevent a boy from getting into trouble than it is to treat, correct or punish him. The Boys' Club role essentially is one of helping to keep good boys good and preventing the borderline delinquent from getting into actual trouble." (Boys' Clubs of America, 1973:7.) Therefore, prevention and diversion were the foundation upon which all national and local BCA juvenile justice efforts focused over the past decade.

In the mid-1970's, BCA sponsored an alternative to delinquency project surveying 36 local club programs. The results found every program worked in some capacity with at-risk youth and status offenders. Two current BCA efforts specifically target this population: the development of a jail removal initiative providing national guidelines for removing minor and first-time youth offenders from jails, and the creation of a juvenile delinquency prevention project helping local club staff, community volunteers, and teenagers implement a nationally-validated program that has demonstrated delinquency prevention effectiveness.

Girls Clubs of America (GCA)--National GCA programs traditionally attracted at-risk girls as members or program participants. Beginning in the early 1970's, GCA increased such commitment by targeting specific outreach efforts for harder-to-reach girls and status offenders. The first major national effort began in January, 1979 when GCA received an OJJDP grant to develop innovative outreach programs for at-risk girls on a non-crisis, ongoing basis. Funded for three years at approximately $1 million, GCA's Juvenile Delinquency Prevention Project (JDPP) developed seven individual programs, all serving the needs of apathetic and rebellious girls as well as those involved in the juvenile justice system.

Young Men's Christian Association (YMCA)--The national YMCA first set specific goals for working with youthful offenders in 1973. Five years later, the YMCA

begun a study of 537 local Associations to survey services open to youth. In the prevention category (no involvement with the formal juvenile justice system but offering programs in high delinquency areas), 257 programs, or 47.9 percent of the total, operated in 1978. Diversionary programs (pre-adjudicated youth in contact with law enforcement) were 235 in number, comprising 43.8 percent of the total. Only 44 local programs, or 8.3 percent, were classified as treatment (adjudicated delinquent by the system). "Youth Development" was included among the YMCA's 1979-1984 operational goals and was "meant to embrace all youth: those who take initiative to affiliate with the YMCA through clubs, camps, physical activities and through other means; and those so-called 'youth-at-risk' to whom the YMCA must reach out." (National Board of the YMCA's, 1981a:15.)

Girl Scouts of the U.S.A. (GSUSA)--GSUSA sponsored a national juvenile justice related survey in 1981 measuring local council juvenile justice involvement. The results uncovered many delinquency prevention, drug abuse, and status offender programs.

4-H--At least two local 4-H programs have or are working with at-risk youth and crime prevention activities.

- Salt Lake City Diversion Program--Begun in 1977 with LEAA funds, the program removed at-risk children from current peer group pressures and provided them with new recreational and job opportunities. When funding ended after two years, the program was terminated.

- Yakima County "Search for Excellence" Rural Crime Prevention Project--In the spring of 1980, several Lower Yakima Valley residents met to discuss their concerns about increased community vandalism, theft, and burglary. Soon thereafter, local 4-H representatives met with Yakima Police Department and Yakima County Sheriff's Department members and court personnel to discuss how the 4-H youth program could support community crime prevention efforts. As a result, in 1981 the Rural Crime Prevention Project was conducted in three sites--two rural farm communities and a Yakima suburb. Its goals include increasing youth awareness of crime and suggesting ways to improve their community; educating young persons about how they can protect themselves, their families, homes, and community against vandalism, theft, and burglary; instructing youth how to mark personal items and conduct security inspections of their homes; and training youth to carry out a community-service project involving the community distribution of crime prevention materials, the sharing of knowledge with other families, youths at school, and with local granges. To assist this educational effort, a 4-H guide for members entitled "The Eye of Crime" was written.

Clearly, the collaborative and individual efforts of the Nation's largest and oldest character building youth membership organizations during the past decade indicate a partnership between the Federal government and national nongovernmental youth membership organizations. Such cooperation demonstrated a commitment to status and less serious juvenile offenders. Further, all 10 of these organizations participated in at least one major collaboration operating in the 1970's: eight supported the original JJDP Act, all supported its two reauthorizations, and all developed and implemented individual national projects.

However, as the Seventies ended, many juvenile justice professionals as well as the public at large claimed at-risk youth and status offenders were not the real problem. Instead, they suggested, federally-funded programs should focus specifically upon serious and violent juvenile offenders. Further, critics wondered if national nongovernmental youth membership organizations had previously served this population or if they might be willing to do so in the future.

Involvement of General Youth Membership Organizations With Serious and Violent Juvenile Offenders

Currently, no national programs specifically aimed at serious and violent juvenile offenders exist. Instead, involvement with this population falls within the three categories shown in Table 15 below:

- national juvenile justice programs including a component for serious and violent juvenile offenders;
- local councils, troops, clubs, and associations sponsoring programs for serious and violent juvenile offenders; and
- local council, troop, club, and association juvenile justice programs occasionally attracting serious and violent juvenile offenders. (See Table 15, below.)

Table 15

CHARACTER-BUILDING YOUTH MEMBERSHIP ORGANIZATIONS: PROGRAMS FOR SERIOUS AND VIOLENT JUVENILE OFFENDERS

NATIONAL JUVENILE JUSTICE PROGRAMS WITH SERIOUS AND VIOLENT COMPONENTS	LOCAL PROGRAMS WITH SERIOUS AND VIOLENT OFFENDERS	LOCAL JUVENILE PROGRAMS OCCASIONALLY SERVING SERIOUS AND VIOLENT OFFENDERS
YMCA	American Red Cross Boy Scouts of America Camp Fire, Inc. Boys' Clubs of America	Big Brothers/Big Sisters of America Girl Scouts of the U.S.A. Girls Clubs of America YWCA

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

National Programs With Serious and Violent Juvenile Offender Components

The one program closest to comprising a national effort for troubled youth as well as serious and violent juvenile offenders is YMCA's National Youth Project Using Minibikes (NYPUM). Developed by a Los Angeles YMCA project director in 1971, its goal is using minibikes to encourage cooperation between YMCA youth workers and unreachable youth between 11 and 15 years-of-age referred by schools and probation.

> NYPUM uses a 'now' tool--the minibike--to establish initial linkages and 'turned on' interests which provide handles for the youth worker to use in developing ego strength, positive behavior and attitudes. It attracts and holds the interest of most young people, regardless of economic, sex, racial or social barriers. Local agencies used NYPUM minibikes as a tool, not an end in itself, to reach out to the youth and they become a common denominator between the concerned youth worker and the alienated youth. (National Board of the YMCA's, 1981b:3.)

NYPUM was so successful after one year in Los Angeles, that it became a national program the following year and was tried in 26 YMCA's nationwide. By 1981, over 619 local NYPUM programs were operating in 44 States.*

While objectives and methodologies differed with each local NYPUM program, it is known that about 75 percent of all youth are referred by schools, probation, parole, and juvenile courts. Juvenile justice system referrals always receive first enrollment priority, but serious and violent juvenile offenders are not specifically targeted. The number of youths NYPUM served is not known. That many serious and violent juvenile offenders are involved in these programs is indicated in NYPUM's 1980 national evaluation (Soong, 1980). Though the exact number of offenders is not specified in the evaluation, the results point to some interesting observations about recidivism rates of NYPUM participants. Based upon 1976-1980 data on 35 to 50 percent of operating programs serving 5,000 to 9,000 youth, the authors concluded:

> 67.2% of those who had been arrested prior to NYPUM participation were not re-arrested during their stay in NYPUM. Among 91.2% of kids who had not been arrested prior to NYPUM but had been identified as delinquency-prone, none was arrested during their NYPUM participation. As for those youngsters who had participated in the program, 89% were not arrested in the six months after they left NYPUM. It is noteworthy that of the 551 youths arrested prior to NYPUM, 181 or 33% were re-arrested during NYPUM. This means that 370 or 67% of the previously arrested youth were not re-arrested, showing the hoped-for improvement in behavior. However, even the 181 youth re-arrested cannot be regarded as failures of the NYPUM program, for 41.9% of the re-arrest offenses were less serious than their most serious prior arrest. (National Board of YMCA's, 1981:4).

*The 619 figure represents the total number of NYPUM projects operated between 1971-1981. In 1981, 260 NYPUM programs were operating. The maximum number of programs operating at one time was 380 in 1970.

How effective is NYPUM in comparison with other community programs? NYPUM was compared with six other treatment programs in a Midwest county and with a matched sample from all offenders. The evaluation concluded:

> In 1975 NYPUM was found to have held one of the best records with major and minor property offenders, and with status offenders, and these constituted the bulk of juvenile delinquency. It was moderately effective in treating major and minor crimes against persons, whereas it held a poor record with alcohol/drug offenders and in dealing with the problems of runaways. Since that time, statistics indicate that there has been a shift upward in the effectiveness of the program in working with those involved in more serious offenses (felonies against persons). The program's effectiveness with youth involved with drug and alcohol abuse shows substantial improvement since the 1975 study. (Soong, 1980:6.)

NYPUM is an important program for several reasons. First, it is nationally organized and adaptable to the needs of special youth populations--at-risk, status, minor, as well as serious and violent juvenile offenders. Second, it is a genuinely collaborative community effort--the local YMCA or another club develops the project with the help of the national YMCA;* American Honda Motor Company, Inc. supplied 14,000 minibikes and several cash grants; various national and community businesses provided safety helmets, face shields, riding shoes, interpretive materials, and insurance; and Federal grants supported training projects for NYPUM personnel.

Third, it has been evaluated and tested for effectiveness and can, therefore, serve as an appropriate model for similar cooperative programs between the public and private sectors. Finally, although NYPUM does not record specific numbers of serious and violent juvenile offenders, evaluative evidence indicates it can effectively reduce delinquent activity.

Local Programs for Serious and Violent Juvenile Offenders

A more common involvement with serious and violent juvenile offenders is a local program designed to meet particular community needs. As such, it is not designed by the national organization, nor does the parent entity provide training or curriculum input. Some of the most successful local programs include:

> American Red Cross--The only Red Cross program that provided treatment for serious but seldom violent juvenile offenders was designed and initiated by the Mile High Chapter in Denver, Colorado. Beginning in 1971, Project New Pride focused on more serious juvenile offenders released on probation. During one year of intensive individual treatment, New Pride "provides an array of services including alternative schooling, correction of learning disabilities, vocational training, job placement, counseling, recreation and cultural activities." (Anonymous, 1977:3.) The typical New Pride client is:

*In addition to YMCA's, local probation departments, departments of parks and recreation, Indian reservations, Young Life, Youth for Christ, and Boys' Clubs of America have sponsored NYPUM programs in conjunction with the national YMCA.

> ...a Spanish surnamed male, an adjudicated delinquent, with a history of six or more prior arrests. He is 16 years-old, from a single parent family (usually the mother), and has three or more siblings, who in most cases have also had contact with the juvenile justice system. The family is usually receiving some form of public assistance, living a transient lifestyle, and includes one member who has been incarcerated. The child has probably dropped out of school...and has several identifiable learning disabilities, although possessing an average or above intelligence....He has frequently been placed in a variety of treatment programs designed to rehabilitate him. In almost all cases these treatments have been failures and have contributed to his feelings of low self-esteem. He has been incarcerated for brief periods of time and expects to be rearrested. (Anonymous, 1977:5.)

After the planning stages, the Denver Anti-Crime Council funded New Pride from 1973-1976. The Colorado Division of Youth Services funded New Pride for the next two years. In 1977, Project New Pride was selected by OJJDP as an exemplary project and two years later the Office announced the availability of discretionary funds to replicate New Pride in other communities. Currently, programs operate in Camden, New Jersey; Providence, Rhode Island; Pensacola, Florida; and Fresno, California.

Boy Scouts of America (BSA)--As early as the 1940's, local Boy Scout troops sponsored diversionary programs for boys in lower-class neighborhoods. Although these programs preventively served gang leaders and at-risk young men, they often assisted serious and violent juvenile offenders without specifically targeting them. In addition to diversion programs, local troops also worked with serious and violent juvenile offenders in correctional institutions. The first known experiment was a Boy Scout troop at the New Jersey State Home for Boys, formed in 1922. Three decades later, two Cub packs, six troops, and four Explorer posts flourished. By 1981, approximately 244 scouting units served 5,622 youths in correctional facilities nationwide. Thus, it appears the Boy Scouts are the only national nongovernmental character-building youth membership organization historically and currently seeking out institutionalized troop members. However, the national BSA organization does not maintain records about the seriousness of juvenile offenses.

Boys' Clubs of America (BCA)--In a 1975 publication, 36 "Alternatives to Delinquency" programs were described by BCA. Each explicated accepted court, law enforcement, and probation referral programs, even though few mentioned options for recidivists, violent or serious offenders. One program specifically stipulated that no "hardcore kids" be admitted. Of the 36 programs, only three targeted youth who had been involved in the juvenile justice system, and only one appeared to work with serious juvenile offenders--Senior-Up in Texas. That program intended to reduce juvenile delinquency and improve police-youth relations among first offenders and a few felon recidivists. The San Gabriel Valley Boys' Club of El Monte, California co-sponsors a youth emloyment program for gang members with the El Monte Police Department. Since 1980, over 60 local businesses have employed gang members trained by police and Boys' Club personnel. Consequently, the project was extended to Chino Prison's Youth Training School to counsel and train young inmates, and to arrange jobs upon their parole.

Camp Fire, Inc.--Since the late 1970's, some local Camp Fire Councils have targeted projects for serious and sometimes violent juvenile offenders. Currently, at least two such programs are known at the national headquarters. The Walla Walla Council in Washington State assists the Department of Court Services staff in juvenile detention facilities for felons. Serving as aides to probation staff, tutors, and counselors in a one-to-one situation, the project goal is to reduce recidivism rates as well as the annual numbers of institutional youth commitments. In 1980, project personnel reported a substantial drop in recidivism in addition to a 50-percent decrease in institutional commitments. The Camp Fire Council of Metropolitan Detroit operates a small resident program to work with institutionalized young women with a history of significant juvenile offenses, violent and abusive behavior, and distrust of authority. The project's mission is to help rehabilitate these girls through small group interaction in the natural environment of a resident camp.

Local Programs That Occasionally Serve Serious and Violent Juvenile Offenders But Do Not Target Them for Assistance

The most prevalent way in which traditional character-building national nongovernmental youth membership organizations deal with serious and violent juvenile offenders is through local programs that work with all youth, including those in the latter population that may be attracted to the programs. Examples include:

Big Brothers/Big Sisters of America (BB/BSA)--The entire BB/BSA program is geared to providing one-on-one guidance and friendship between an adult and a young person in need of companionship and guidance. Little Brothers and Little Sisters are boys and girls between six and 18 years-of-age who live at home, are raised by one parent, and have no extended family to provide emotional or mental support. They are referred to local BB/BSA programs by home, school, police, church, court, community members, and social agencies. Although no particular category of youths is targeted for BB/BSA services, except those from single parent homes with no extended family support system, some serious and violent juvenile offenders are served by adult volunteers. However, this population is not a specific focus of the national organization, nor are there any records indicating the number of these youths served.

Girls Clubs of America (GCA)--In 1978, 50 percent of the Girls Clubs nationwide reported sponsorship of some delinquency prevention program. While most of these specifically target at-risk girls, many work with girls adjudicated both as minor and serious juvenile offenders. However, this population is neither targeted nor counted. An example of one such program is the Girls Club of Rapid City, South Dakota that has conducted an Individual Services Program since 1972 via a variety of public sources. A full-time counselor/coordinator directs a community rehabilitation program for female offenders accused of a variety of crimes.

Girl Scouts of the U.S.A. (GSUSA)--In 1981, GSUSA designed a national juvenile justice survey for all its councils. Responses found that many programs existed for at-risk youth and status offenders, many of which could, and occasionally did, draw more serious juvenile offenders.

Young Women's Christian Association (YWCA)--As early as 1896, when a home for "troubled girls" was established in Kansas City, the YWCA began working with youth at risk. This youth population has been its primary interest, although

many programs occasionally attract youth who had serious encounters with the juvenile justice system. No local programs currently known to the national organization exist that are specifically designed to deal with serious and violent juvenile offenders.

Involvement of Special Interest Youth Membership Organizations With At-Risk Youth and Less Serious Juvenile Offenders

The new dedication to juvenile justice programs also spread to the special interest national youth membership organizations. Generally, these religious and business-oriented organizations were not as highly structured as the national character-building groups. Special interest organizations generally favor a "bottoms-up" operation encouraging specifically designed community programs rather than "top-down" methods whereby the national organization prescribes programs for all youth.

Of the five special interest organizations in this study, Young Life and Junior Achievement, Inc. have not formed national programs, but both have conducted successful local programs that could serve as implementation models in other settings; Key Club International has suggested national programs adaptable to local needs, but few community groups have accepted that challenge; and the Christian Service Brigade and the Teen-Age Assembly of America do not specifically target delinquent youth in national or local programs, but serve this population within their regular programmatic structure.

The two examples of national efforts in this category are Key Club International and the Teen-Age Assembly of America.

Key Club International--In its 1979-80 "Theme Manual," the Key Club's student-run Board of Trustees suggested local adoption of the following two programs to work with youth involved in criminal activity: a Sponsor A Buddy program whereby Key Clubbers would aid the transition of youth released from correctional institutions into the community; and school meetings whereby club members would initiate discussion between teachers, administrators, and students. However, Key Club International is unaware of any club responding to the challenge of these national programmatic suggestions.

Teen-Age Assembly of America--Since its creation in 1969, the Teen-Age Assembly designed a series of national projects for local adoption: summit conferences for teenage gang leaders, police/teenager communications conferences, drug prevention panels, and youth employment projects. The newest program, launched in 1982, is "Youth Against Drugs" which aims to control school violence and vandalism and prevent drug-related youth crime. The new project was implemented initially in Indiana where a Juvenile Justice Task Force was created. Composed of students and an adult advisor, its primary task is to gain the assistance of school superintendents and principals to disseminate the information and find students to sit on local school committees.

Most organizations in this category do not sponsor national programs; instead, they work with at-risk youth and status offenders through local rather than national programs. Only one organization included in this study provides such a program:

Young Life--Circle C is a Christian group home program offering 24-hour residential care and treatment within a Young Life-sponsored family environment for troubled, deprived, and/or delinquent youth referred to the project by the

juvenile court, child welfare service, and other child care agencies in Toledo, Ohio. Typical referrals include teenagers who are abused, substance abusers, truants, habitual runaways, as well as those found guilty by the juvenile courts for stealing, auto larceny, and other crimes. Begun in Pittsburgh, Circle C was transferred to Toledo in 1978 where two group homes for boys currently operate. The family group home concept has been so successful in Toledo that the national Young Life organization recently recognized its vast potential for serving troubled youth nationwide.

A final way in which the majority of these special interest youth membership organizations deal with at-risk youth and status offenders is by developing local programs designed to attract all youth in certain geographical and/or communal locations. With such a broad interest, at-risk youth and status offenders may or may not randomly filter in and out of such programs without being specifically targeted. Examples include:

Christian Service Brigade (CSB)--These CSB "Man-Boy" programs are preventive in nature. The primary thrust is to help boys establish a positive direction for their lives and keep out of trouble. Individual local organizations provide assistance to predelinquent and delinquent youth, but do so as a reaction to youth who seek help, not because this population is targeted.

Junior Achievement, Inc. (JA)--Each summer since 1968, between 5,000 and 6,000 economically disadvantaged teenagers in 20-25 cities nationwide benefited from a summer work-business-education JA program. Participants are typically inter-city youth recruited by JA who may or may not have been involved with the juvenile justice system. The young people form their own mini-corporations that produce a product or service subcontracted to them through their sponsoring firm. Job Education is a cooperative endeavor between Junior Achievement and the National Alliance of Businessmen.

Involvement of Special Interest Youth Membership Organizations With Serious and Violent Juvenile Offenders

Only two of the five special interest organizations work with this population--Junior Achievement, Inc. and Young Life--and both programs are local rather than national.

Junior Achievement, Inc. (JA)--One very successful local program for serious and violent juvenile offenders began in 1979. Described as "hardcore inmates," some of whom had been arrested 10 times, participants in the Orange County Juvenile Hall, Los Amigos Project in California created their own Junior Achievement company and turned it into a financially successful business. Begun by an educator in the facility, the young offenders produce pillows, T-shirts, and baseball caps--netting $1,000 and paying $1.40 in stockholder dividends. In the fall of 1980, Santa Fe International Corporation was recruited by the JA staff to provide a team of advisors to work with the students in the Los Amigos program. This special JA company became the first of its kind in the Nation attempted in a secure youth detention facility. The project was terminated in the 1981 fall semester by the Orange County Probation Department because it had become too successful. While defending that position, the county's chief probation officer stated, "They got so many orders and got them so fast that the place began to operate more like a factory than a correctional institution." (Mathews, 1982.) Because inmates worked overtime and weekends, the JA activity interfered with

rehabilitative counseling activities. The widespread criticisms caused by the termination of the Los Amigos Project brought about a program reinstatement to begin in the fall of 1982 on a limited basis.

Young Life--Young Life's Dale House Project of Denver, Colorado was founded in 1972 to help troubled adolescents and their families and to provide training for individuals pursuing a career with troubled youth. While it focused primarily on less serious and status offenders, Dale House Director George F. Sheffer stated, "We do occasionally deal with hardcore youth." (Sheffer, 1982.) Services provided during the 10 years Dale House has existed include temporary and long-term residence; intake goal planning; individual group and family counseling; and community relations and service linkages. A 1980 study of Dale House services showed that of 153 youth in short-term residence, 75 (or 49 percent) were referred by the police department.

CONCLUSION

An evolutionary analysis of national nongovernmental youth membership organizations reveals a gradual commitment to juvenile justice issues. Before the 1970's, such organizational concern for predelinquent and delinquent youth was confined to delinquency prevention objectives included in national broad-based Girls Clubs, Boys' Clubs, and Big Brothers/Big Sisters programs; national membership and leadership surveys conducted by the Boy Scouts, Girl Scouts, Camp Fire, Inc., and the YMCA; and local programs designed to satisfy individual community needs.

What encouraged these national nongovernmental youth membership organizations to enter the juvenile justice arena? For the 10 oldest and most well-known national organizations, the stimulus came from a new Federal commitment to juvenile justice grants-in-aid programs through the Omnibus Crime Control Act of 1968, the JJDP Act of 1974, and the Act's two reauthorizations in 1977 and 1980. With the assistance of Federal monies, these organizations--American Red Cross, Big Brothers/Big Sisters of America, Boys' Clubs of America, Boy Scouts of America, Camp Fire, Inc., 4-H, Girls Clubs of America, Girl Scouts of the U.S.A., Young Men's Christian Association, and Young Women's Christian Association--created individual and collaborative juvenile justice programs. Additionally, they adopted separate and collective advocacy functions aimed to preserve the Federal government's new grants-in-aid program.

By the early 1980's, each of the 10 traditional national youth member organizations had developed an interest in juvenile justice programs and issues with the assistance of Federal funds and/or technical assistance. However, this private/public partnership was not characteristic of the other five national nongovernmental youth membership organizations discussed in this chapter--Christian Service Brigade, Junior Achievement, Inc., Key Club International, Teen-Age Assembly of America, and Young Life. Instead, these organizations continued to rely upon private contributions and membership fees to support programmatic endeavors, including juvenile justice.

While all organizations discussed herein have a recent record of involvement and interest in juvenile justice programs and issues, such interest has been marginally extended to serious and violent juvenile offenders. Eleven of the 15 organizations provide some services to the serious and violent juvenile offender: three specifically target such youth, and eight serve adjudicated and at-risk youth, some of whom

may or may not be serious and violent juvenile offenders. Table 16 (pp. 112-113) indicates the types and level of involvement as well as the targeted population of the 11 general membership organizations. Its contents are summarized below.

- **Type of Involvement**

  (1) Programmatic (American Red Cross, Big Brothers/Big Sisters of America, Boy Scouts of America, Boys' Clubs of America, Camp Fire, Inc., Christian Service Brigade, 4-H, Girl Scouts of the U.S.A., Girls Clubs of America, Junior Achievement, Inc., Key Club International, Teen-Age Assembly of America, Young Life, Young Men's Christian Association, Young Women's Christian Association)

- **Level of Involvement**

  (1) National and Local (Young Men's Christian Association)

  (2) Local (American Red Cross, Big Brothers/Big Sisters of America, Boy Scouts of America, Boys' Clubs of America, Camp Fire, Inc., Girl Scouts of the U.S.A., Girls Clubs of America, Junior Achievement, Inc., Young Women's Christian Association, Young Life)

- **Targeted Population**

  (1) General At-Risk (Big Brothers/Big Sisters of America, Girl Scouts of the U.S.A., Girls Clubs of America, Young Life, Young Women's Christian Association)

  (2) Adjudicated Youth (Boy Scouts of America, Boys' Clubs of America)

  (3) Serious Juvenile Offenders (American Red Cross, Camp Fire, Inc.)

  (4) Serious and Violent Juvenile Offenders (Junior Achievement, Inc.)

In summary, only one nationally planned effort occasionally serving serious and violent youth currently exists--YMCA's Project NYPUM. Most programs for this population are locally organized and implemented, and generally serve at-risk youth populations as well as any serious and violent juvenile offenders who may be attracted to local programs. While the American Red Cross and Camp Fire, Inc. provide services to serious and violent juvenile offenders, and BSA and BCA sometimes assist adjudicated youth, only Junior Achievement, Inc. provides a local project specifically targeted to serve serious and violent juvenile offenders.

The funding pattern for these 15 organizations is particularly interesting. Ten of the most traditional organizations have received a great deal of Federal assistance for status offender and at-risk youth programs. The other five organizations sponsor programs with private funds. However, only four of the 11 programs working with serious and violent juvenile offenders--the YMCA, American Red Cross, Young Life, and Camp Fire, Inc.--utilize Federal monies for their projects affecting such youth. The other seven programs operate with combined local private and public resources.

Clearly, the interest of national nongovernmental youth membership organizations in serious and violent juvenile offenders has not developed. Equally as clear is the fact that local interest in this population is not widespread. The reasons for such

disinterest, however, are not as clear. They range from claims that the unavailability of Federal monies targeting such youth prohibits new programs, to very real concerns that a lack of qualified leadership prevents working with deeply troubled youth. The bottom line is that most national responses indicate local chapters, councils, and clubs are free to develop programs for serious and violent juvenile offenders should the need arise, but creating a national program for such offenders is neither a current interest nor a future priority.

Table 16

**GENERAL MEMBERSHIP YOUTH ORGANIZATIONS:
INVOLVEMENT WITH SERIOUS AND VIOLENT JUVENILE OFFENDERS**

ORGANIZATION	TYPE OF INVOLVEMENT	LEVEL OF INVOLVEMENT	POPULATION TARGETED
Young Men's Christian Association	Programmatic: YMCA's project NYPUM (National Youth Program Using Mini-bikes) uses mini-bikes to encourage cooperation between YMCA youth workers and youths referred by the courts and the schools.	National* and local	General** at-risk
American Red Cross	Programmatic: Denver's Mile High Red Cross Chapter is involved with Project New Pride, an individualized program serving adjudicated youth, with particular emphasis on serious juvenile offenders.	Local (Denver, Colorado)	Serious juvenile offenders
Boy Scouts of America	Programmatic: BSA conducts scouting programs in correctional institutions nationwide.	Local	Adjudicated youth
Boys' Clubs of America	Programmatic: Local Boys' Clubs have been conducting "Alternatives to Delinquency" programs since 1975, a few of which work with adjudicated youth.	Local	Adjudicated youth
Camp Fire, Inc.	Programmatic: At least two local Camp Fire councils work with institutionalized young women with histories of serious juvenile offenses.	Local (Walla Walla, Washington; Detroit, Michigan)	Serious juvenile offenders

* These programs are designed at the national level and implemented by local branche or members. In YMCA's case, NYPUM was created locally, but built into a national mo for local implementation after its success in several communities.

**General targeted population refers to any youths who may be involved in school van dalism or violence and who may or may not be adjudicated.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 16 continued

**GENERAL YOUTH MEMBERSHIP ORGANIZATIONS:
INVOLVEMENT WITH SERIOUS AND VIOLENT JUVENILE OFFENDERS**

ORGANIZATION	TYPE OF INVOLVEMENT	LEVEL OF INVOLVEMENT	POPULATION TARGETED
Big Brothers/ Big Sisters of America	Programmatic: Local BB/BSA programs work on a one-on-one basis with troubled youth, some of whom are serious and violent juvenile offenders, but are not specifically targeted for assistance.	Local	General at-risk
Girls Clubs of America	Programmatic: By 1978, 50 percent of all local Girls Clubs reported sponsorship of some programs for at-risk youth, a few of which occasionally dealt with adjudicated youth as well as serious and violent juvenile offenders.	Local	General at-risk
Girl Scouts of the U.S.A.	Programmatic: A 1981 GSUSA national juvenile justice survey found many local programs existed for at-risk youth and status offenders, while a few occasionally attracted more serious juvenile offenders.	Local	General at-risk
Young Women's Christian Association	Programmatic: Many local YWCA's provide programs for at-risk youth that occasionally attract serious juvenile offenders.	Local	General at-risk
Junior Achievement, Inc.	Programmatic: JA's Los Amigos Project at the Orange County Juvenile Hall works with institutionalized serious and violent juvenile offenders.	Local (Orange County, California)	Serious and violent juvenile offenders
Young Life	Programmatic: Young Life's Dale House project in Denver deals with at-risk youth and occasionally serves more serious juvenile offenders.	Local (Denver, Colorado)	General at-risk

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Appendix 2-A

INCLUSIVE ORGANIZATIONS

American Red Cross
Big Brothers/Big Sisters of America (BB/BSA)
Boy Scouts of America (BSA)
Boys' Clubs of America (BCA)
Camp Fire, Inc.
Christian Service Brigade (CSB)
4-H
Girl Scouts of the U.S.A. (GSUSA)
Girls Clubs of America (GCA)
Junior Achievement
Key Club International
Teen-Age Assembly of America
Young Life
Young Men's Christian Association (YMCA)
Young Women's Christian Association (YWCA)

AMERICAN RED CROSS
YOUTH SERVICES

Background: The American Red Cross was founded in 1881 by Clara Barton in Washington, D.C. The organization was reincorporated as The American National Red Cross in 1893, first chartered by Congress in 1900, and its goals reaffirmed in its second and still active Congressional Charter of 1905. In 1917, several leading educators approached the Red Cross about a way to relate school work to the national war-time emergency. Consequently, the Junior Red Cross was established in September of that year by Presidential Proclamation of Woodrow Wilson. From this, Youth Services evolved.

During its first century of service, the American Red Cross became the Nation's largest nongovernmental, voluntary human services and health organization. Its services and programs expanded into every city in the Nation as well as each of America's possessions and dependencies abroad, and became available to all U.S. military installations and naval vessels throughout the world.

Currently, the American Red Cross is one of over 125 national societies belonging to the League of Red Cross Societies, headquartered in Geneva, Switzerland.* A network of 3,000 local Red Cross chapters, two-thirds of which are staffed entirely by volunteers, exists nationwide. Over 209,269 youth under 18 years of age serve in Red Cross youth programs in the United States and overseas, while approximately 3,586,003 students are involved in Red Cross programs in 20,976 elementary and secondary schools across the Nation (American Red Cross, 1981:22).

Objectives: The aims of the American Red Cross are to improve the quality of human life and enhance individual self-reliance and concern for others. It works toward these aims through national and chapter services governed and directed by volunteers. American Red Cross services help people avoid emergencies, prepare for emergencies, and cope with them when they occur.

The role of Youth Services is to provide educational opportunities and volunteer experiences that will help youth of all ages and backgrounds develop into healthy, caring, and contributing individuals. Through education, training, and volunteer participation, Youth Services involves young people in all facets of the Red Cross, where they are offered opportunities to learn and take part in activities that equip them for healthful living, responsible citizenship, and a lifetime of volunteer service.

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*Founded in 1863 and composed of Swiss citizens, the International Committee of the Red Cross serves as a neutral intermediary in time of conflict to protect victims of war in accordance with the Geneva Conventions.

Membership: Individuals become members of the American Red Cross by voluntary involvement in one or more of its many services, or by financial contributions to the work of the national organization via a wide variety of options.

Young people, ages six to 18, can participate in a wide variety of programs and activities through local Red Cross chapters. By participating in local programs and/or making voluntary contributions to the chapter's Youth Services fund, young people become members of the Red Cross.

Voluntarism: Today the American Red Cross is the largest voluntary organization in the Nation providing so many kinds of services. In 1981, approximately 1.4 million volunteers served their communities in administrative and policymaking positions as well as in several of the Red Cross direct service categories. Of those volunteers, 96,088 were involved in the Youth Services area (American Red Cross, 1981:21). Through Youth Services, young people become involved with the Red Cross and the many possible volunteer and career opportunities within the organization. Indeed, youth volunteers contribute many hours of community service. They contribute their talents, skills, and enthusiasm to service projects within their schools and communities.

Funding: The American Red Cross obtains most of its support from deferred or planned giving programs, individuals, corporations, its Endowment Fund, and other investments. Only limited revenues are received from foundation grants and government contracts and grants. In fiscal year 1980-81, the American Red Cross provided $524 million in human services, blood and blood products, public health, and safety education to the public (American Red Cross, 1981:24-25).

In some communities, a special partnership with the community United Way provides the funding mechanism for the American Red Cross. In other communities, the Red Cross conducts a community-wide Campaign for Members and Funds. Likewise, each year schools are offered the opportunity to involve students in contributing time, money, and talents to enrich the lives of others through the American Red Cross. Any direct student contribution to the American Red Cross is placed in the local chapter's Youth Services Fund. Expenditures are restricted to the support of Youth Services projects in and beyond the school. Students may also send a portion of their contributions to the Youth Fund at American Red Cross national headquarters to assist with international programs and special program development.

Since Red Cross involvement in juvenile justice began in the 1970's, funding for such endeavors has originated from new public and private sources that will be explained below.

Organization and Programs: The governing body of the American Red Cross is the Board of Governors which consists of 50 members, eight of whom are appointed by the President of the United States. The volunteer chairman of the Red Cross is also appointed by the President.

To accomplish its aims, the Red Cross provides volunteer blood services to a large segment of the Nation, conducts community services, and, as mandated by its Congressional Charter, serves as an independent medium of voluntary relief and communication between the American people and their armed forces; maintains a system of local, national, and international disaster preparedness and relief; and assists the government of the United States to meet humanitarian treaty commitments.

The National Advisory Committee on Youth, a 13-member committee of the Board composed of Board members and youth representatives, advises the Board on youth issues and recommendations.

Youth Services operates as one of many services of the national organization. Its staff develops programs of broad interest to youth in local organizations, and provides programs and promotional materials to chapters. The educational services developed by Youth Services include courses in areas such as first aid, health and safety, employability, alcohol information, and leadership development. These programs are designed to help young people learn the values of serving others while providing them with important decision-making skills. In turn, teachers and students involved with Red Cross receive many helpful materials from their local Red Cross.

At the national level, involvement with youth programs has taken two primary routes: dissemination of national educational publications and involvement in several collaborative juvenile justice projects.

Juvenile Justice Component: In 1973, the Red Cross first became involved in juvenile justice on a national level when it joined the National Collaboration for Youth (NCY). With the creation of the National Juvenile Justice Program Collaboration (NJJPC) in 1975, the Red Cross chapters were involved in varying degrees in five local project sites. (See Appendix 2-B for a discussion of NCY and NJJPC.) The Greater Hartford Chapter in Connecticut has continued to be active in its participation in the Connecticut Justice for Children Collaboration, a statewide network of 25 youth-serving, advocacy-oriented organizations.

In addition to joining in support of the 1974 Juvenile Justice and Delinquency Prevention Act and its 1977 and 1980 reauthorizations, the Red Cross undertook three other collaborative endeavors throughout the 1970's and early 1980's:

- Youth-Serving Agencies Outreach and Involvement Demonstration Project/Youth Employment Project (1980-81)--This project, funded by the Department of Labor, was implemented in eight chapter sites to provide job-readiness training and career exploration to economically disadvantaged youth. A total of 13 national, nongovernmental youth-serving organizations--Red Cross included--participated in this project. One of the Red Cross chapters in Chicago worked extensively in this collaborative effort with Cook County juvenile courts to serve 125 juvenile offenders.

- National Youthworker Education Project/NYEP (1975-80)--NYEP was directed by the Center for Youth Development and Research at the University of Minnesota. Approximately 48 Youth Services directors and volunteers from local chapters and national headquarters were trained to help meet the needs of at-risk adolescent girls.

- Turning Points (1979-81)--This parthership project, contracted out to the National Board of the YWCA from the Office of Juvenile Justice and Delinquency Prevention (OJJDP), and sub-contracted to the American Red Cross National Youth Services and five other national voluntary organizations, works with at-risk girls at two local sites. This was the first juvenile justice project actually directed from the national level through Youth Services. Project G.I.V.E. in Cincinnati reaches out to girls between the ages of 11 and 18 who are status offenders or considered at risk by referral agencies. Project Rainbow in St. Paul takes its activities to girls between 11 and 17 in their schools, community centers, residential facilities, and a Youth Services bureau.

The only Red Cross program that has provided treatment and services for serious and violent juvenile offenders was designed and initiated by the Mile High Chapter in Denver, Colorado. In 1971, Project New Pride offered a wide array of services: educational through the New Pride Alternative School or the Learning Disabilities Center; counseling; employment training and placement; and cultural education. The Chapter sought extra funding for this project from the Denver Anti-Crime Council who funded the endeavor from 1973-76. The Colorado Division of Youth Services funded New Pride for the next two years. In 1977, Project New Pride was selected by OJJDP as an exemplary project, and two years later the Office announced the availability of discretionary funds to replicate Project New Pride in other communities. Currently, the Golden Gate Chapter in San Francisco is operating a New Pride replication project.

Additionally, several autonomous local chapters have developed juvenile justice projects perceived as necessary to their communities. A few of the most active projects that involve juvenile delinquents without targeting a certain group are as follows:

- Pulaski County Chapter (Arkansas)--has a juvenile project managed by volunteers who teach court-referred youth "Facts for Life" and other survival skills as well as place them in volunteer jobs in the Chapter and in the community.

- Lancaster County Chapter (Nebraska)--collaborates with its juvenile court, the Lincoln Public Schools, and the University of Nebraska to manage the "School Help Program" for teenagers who are on probation and having problems in school.

- Los Angeles Chapter (California)--promotes health and provides recognition of accomplishments for high-risk girls in Romono High School, an alternative school for girls who have been in trouble.

- Prince George's County Chapter (Maryland)--serves young misdemeanants by providing volunteer opportunities for community restitution.

Conclusion: In general, "The Red Cross has been primarily involved in delinquency prevention and working with status offenders rather than the treatment of violent offenders. The national Youth Services office has served as a resource to local chapters as they develop programs to meet these community needs. Through our work with NCY and NJJPC we have advocated at the national level for the deinstitutionalization of status offenders." (Bowers, 1982:2.)

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BIG BROTHERS/BIG SISTERS OF AMERICA (BB/BSA)

Background: When a young Cincinnati businessman befriended a boy he found rummaging through the trash in 1903, the seeds of the Big Brother concept were sown. While Irvin Westheimer began encouraging friends to follow his example and "adopt" fatherless boys, a formal, nationwide movement called the Big Brothers program was begun in New York City. Its founder, a clerk in the city's Children's Court, believed a personal one-man-to-one-boy friendship could prevent further conflict with the law. This same delinquency prevention approach was adopted by the first Big Sisters program in 1908.

Although both organizations grew slowly, by 1946 13 U.S. and Canadian Big Brother organizations united to form Big Brothers of America (BBA) with headquarters in Philadelphia. Since then, the Big Brothers movement gained popularity and respect. In 1958, BBA became one of a very few youth organizations to be chartered by Congress, and by 1973 over 200 member agencies had been organized. Meanwhile, in 1970 Big Sisters International was formed as a federation of local agencies. Seven years later, a joint Big Brothers and Big Sisters conference resulted in the first merger of a national youth service program for boys and girls--Big Brothers/Big Sisters of America (BB/BSA). By 1980, there were 425 BB/BSA local agencies serving approximately 100,000 children.

Objectives: Big Brothers/Big Sisters of America aims to promote a caring, sensitive friendship between one adult and one child who needs guidance and companionship. The basic objectives of BB/BSA are:

- to help reduce juvenile delinquency by providing individual guidance and sound character development to boys and girls lacking adult companionship, and who have shown delinquent or predelinquent tendencies or other emotional disturbances;
- to help boys and girls with problems who lack the influences of a mature, responsible adult to reach their highest physical, mental, emotional, and spiritual development; and
- to provide for men and women the opportunity to participate in a happier new generation through volunteer work that helps them in their character growth.

Membership: The 425 member agencies are located in cities in almost every State of the Nation. Member agencies have all completed a Feasibility Study developed by BB/BSA to determine community needs and resources. Once the Study is accepted, the agency is guided through several developmental and training stages and receives ongoing assistance and evaluation from the parent organization. In return, annual agency dues are paid to BB/BSA.

Voluntarism: Volunteers are BB/BSA's lifeblood and serve in two main capacities: over 100,000 men and women act as Big Brothers and Big Sisters, while 700 local and national Board members volunteer their advisory services. BB/BSA's Information and Liaison Department constantly recruits volunteers for a waiting list of over 100,000 young people wishing for a BB/BSA assignment.

Funding: The sources of BB/BSA funding for 1981 were as follows:

45.3% -- Private and public grants and contracts
21.5% -- Foundation and Corporate support
18.5% -- Fees from member agencies
8.6% -- Promotions, special events, sales of materials
6.1% -- Board gifts, contributions, interest, and dividends

While the majority of BB/BSA funds originate from private sources, the organization has received various Federal, State, and local grants. Three such projects most recently funded were a Department of Labor grant of eight BB/BSA agencies participating in the National Juvenile Justice Program Collaboration, and an LEAA grant to continue National Field Representative services in 1980.

It is the primary responsibility of one of BB/BSA's four departments, the Fund Development Department, to raise monies for specific projects; develop a solid base of operational support; design and sponsor projects in which member agencies can participate and share; and publish the Fundraising Review that explains strategies, sources, and techniques.

Funds expended by BB/BSA in 1981 were allocated as follows:

68.3% -- Member agency and program services
10.9% -- Information and liaison
7.6% -- Office of Executive Vice-President
7.5% -- Operations
5.7% -- Fund development

Organization and Programs: Big Brothers/Big Sisters of America is a Congressionally chartered, national nonprofit organization serving 425 member agencies across the Nation. The Philadelphia Headquarters National Staff is under the direction of an Executive Vice-President appointed by the BB/BSA's 75-member Volunteer Board of Directors. Board Members are chosen from communities across the Nation: one-third are Regional Officers elected by each of the 12 Regional Councils into which member agencies are organized, and the remainder are At-Large Directors elected by BB/BSA's entire membership. National Board committees form standards, policies, and programs for the BB/BSA movement which are, in turn, implemented by BB/BSA staff. The specific goals of the national BB/BSA are to "provide a forum where agencies can share information and ideas; be the standard-setting, consultive, and evaluative body which develops quality procedures and practices for

use at the local level; provide materials and ideas for effective recruitment, public reltions, and fundraising projects to member agencies." The National Staff is divided into four departments that address the member agencies' most vital concerns: Agency and Program Services, Fund Development, Information and Liaison, and Operations.

Local member agencies are community-based BB/BSA organizations staffed by professionals and governed by volunteer Boards of Directors. Each agency utilizes and adapts the services of BB/BSA to its particular needs.

The entire BB/BSA program is geared to providing one-on-one guidance and friendship between an adult and a young person in need of companionship. Little Brothers and Little Sisters are boys and girls between six and 18 years-of-age who live at home, are raised by one parent, and have no extended family to provide emotional or mental support. They are referred to the BB/BSA program by home, school, police, church, court, community members, and social agencies. Big Brothers and Big Sisters are men and women over 18 years-of-age who volunteer at least three to six hours of time a week to devote to a one-on-one relationship with their Little Brother or Little Sister.

Juvenile Justice Component:

The national organization has been a continual supporter of the 1974 Juvenile Justice and Delinquency Prevention Act, as well as its two subsequent reauthorizations. However, no particular category of youths is targeted for BB/BSA services except those from single-parent homes with no extended family support system. Thus, the youths served by adult volunteers have varied socioeconomic, ethnic, and religious backgrounds, as well as varying degrees of involvement with the juvenile justice system. However, as the current Executive Vice-President recently wrote, "Our programs are not geared specifically to the handling of serious and violent juvenile offenders...some children do come to us as a result of court referrals, but they are seldom in the category embraced by your study." (Bahlman, 1982.) A reasonable assumption is that some serious and violent juvenile offenders are served by BB/BSA volunteers, but this population has never been a focus of the organization.

Conclusion:

Clearly, BB/BSA member agencies offer a valuable juvenile delinquency prevention service by encouraging personal, one-to-one relationships between adults and children in need of guidance and friendship. Equally as clear is the fact that many BB/BSA referrals are from the police, courts, and probation. What is not clear is whether or not even a small percentage of serious and violent juvenile offenders have been served by local programs. Because specific interest in those juveniles committing more serious crimes has never been expressed by the national BB/BSA, it is unclear whether or not any member agencies have made outreach efforts to these juveniles. It appears the prevention of juvenile delinquency described in the BB/BSA objectives concentrates on minor offenses rather than upon more serious conduct or preventing recidivism.

For more information, contact:

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BOY SCOUTS OF AMERICA (BSA)

Background: After the British publication of Scouting for Boys by Lt. General Robert Baden-Powell in 1908, the scouting movement grew in England. Baden-Powell's idea was to train boys by organizing them into small groups of six or seven under the leadership of a boy patrol leader with voluntary adult guidance. Such training--first aid, mapping, knotting, and signaling that were necessary for outdoor activity--would complement their regular education. Additionally, scouts had to promise to do their "duty to God and my Country, to help other people at all times, and to obey the Scout law."

The scouting concept was brought to America by Chicago publisher William D. Boyce, who had favorably encountered a London Boy Scout in 1909.* The following year saw the incorporation of the Boy Scouts of America (BSA) in the District of Columbia, the organization of the first National Council, the election of an Executive Board, and the publication of the BSA Handbook for Boys.** In 1911, the National Council office was established in New York City, the Council's first annual meeting was held at the White House, and membership reached 61,495 (Oursler, 1955:239). The scouting movement continued to gain momentum throughout the decade as the first local Councils were organized and chartered in 1913; Scouting magazine for adult leaders and Boys' Life for young members began publication that same year; formal training courses for adult leaders were developed in 1914; the Handbook for Scouting Masters was issued in 1915; Congress granted a Federal charter to BSA on June 15, 1916; and the First World Scout Jamboree was held in 1920--the same year that American membership reached 478,528.

One of the most important developments of that decade was BSA's decision that local Councils would become actively involved in social services. The primary national thrust during the war years was the convening of the First National Boy Scout Jamboree in Washington, D.C., from June 30 to July 9, 1937, with 27,232 persons attending from 536 local Councils (Oursler, 1955:244). By the end of 1939, membership had reached 357,993 (Oursler, 1955:245).

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* The scouting concept was not entirely new to America. The Woodcraft Indians (1903), Sons of Daniel Boone (1905), Boy Scouts of the U.S. (1910), American Boy Scout Association (1910), and a few others operated prior to 1910. But no central association existed to combine the goals of scouting. With the creation of BSA, all clubs but the ABSA were absorbed into the new national organization.

**BSA was an example of an initial collaborative effort between youth-serving organizations and child savers. Among those who met to establish the BSA in June 1910 were leaders from the YMCA, Red Cross, Salvation Army, and Big Brothers, as well as prominent reformers and philanthropists like Jacob Riis, Lincoln Steffans, and Dr. Luther Gulick of the Russell Sage Foundation.

Service projects for the 1950's included the development of a formal conservation program, civil defense activities, collecting food and clothing for domestic and foreign relief, nonpartisan voting registration programs, the national Safety Good Turn program, and Onward for God and My Country project.

It was during the 1960's that BSA began addressing the issues of who does and does not become a Boy Scout, who retains membership and who drops out, and what kind of programs could attract new and non-traditional members. Several research projects were carried out and BOYPOWER 76 was designed in 1968 as a result of a Congressional mandate to broaden its membership base by including more disadvantaged boys.* (See especially University of Michigan, Survey Research Center, 1960, and Yankelovich, 1968.) BSA focused on several social issues in the 1970s including Save Our American Resources (SOAR) in 1970, Operation Reach against drug abuse in 1971, Keep America Beautiful Days, and a new para-professional program.

Objectives: As stated in the Act of Incorporation enacted by the United States Congress on June 15, 1916, "...the purpose of this corporation shall be to promote, through organization, and cooperation with other agencies, the ability of boys to do things for themselves and others, to train them in Scoutcraft, and to teach them patriotism, courage, and self-reliance, and kindred virtues, using the methods which are now in common use by Boy Scouts." Those methods included character development, citizenship training, and mental and physical fitness.

In the late 1970's, Boy Scouts of America adopted a new growth statement that described its outreach objectives for the future:

> The Boy Scouts of America will grow in several interrelated ways by expanding its level of service to youth, adults, and families through community organizations (religious bodies, educational groups, civic/service/fraternal associations, business/industry/labor, military and veteran organizations).
>
> To this end, the Boy Scouts of America will:
>
> - grow in its understanding of, and sensitivity to, today's society, communities, and lives of the individuals Scouting is called to serve;
> - grow in its responsiveness to the needs of youth and the adults who touch their lives;
> - increase the percent of available youth who are members.

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*BOYPOWER 76 was a national effort to attract a greater number of boys to scouting as well as broaden its membership base. The ultimate figures to which the program aspired were not reached despite substantial programmatic success.

- help chartered organizations to select quality leaders who will increase the tenure and deepen the program impact upon their Scouting members; and

- help chartered organizations to serve a broader spectrum of youth in terms of ethnicity, socioeconomic backgrounds and handicapping conditions. (Boys Scouts of America, 1981:68.)

Membership: Throughout most of this century, Boy Scouts of America has maintained a reputation for being the largest boys-serving organization in the Nation. Young members who pay minimal annual dues can enroll in one of three programs: Cub Scouts for boys between eight and 10 years-of-age, Boy Scouts for boys and girls between 11 and 17 years-of-age, and Explorers for boys and girls between 15 and 21 years-of-age. Adult members include the leaders of Cub Scout packs, Boy Scout troops, and Explorer posts who pay annual dues to BSA. Additionally, local Councils retain membership status and pay a charter fee to BSA of $100.

Membership in BSA grew comparatively slowly between 1910-1935 when one million boys and adults joined. Within the next 35 years, however, membership increased to over 6.5 million boys and adults participating in 152,312 troops, packs, and posts (Hansen, 1972:5). Membership levels dropped dramatically throughout the 1970's. Campaigns to increase and broaden BSA's scope succeeded in bringing membership up by 1981 when 3,245,737 Cub Scouts, Boy Scouts, and Explorers were involved in 130,283 scouting units led by 1,111,698 adult members (Boys Scouts of America, 1981:87,92).

Voluntarism: Without volunteers, BSA national and local organizations could not function. At the national level, members of the Executive Board voluntarily serve as BSA policymakers who direct the activities of the professional staff who, in turn, are responsible for training and recruiting volunteers. Direct leadership at the local level is carried on by volunteer Scoutmasters, Cubmasters, den mothers, and Explorer advisors. Additional community volunteers include local Council committee persons, fundraisers, and Board members of local Councils. The theme of the 1981 Scouting Anniversary Week celebration emphasized the importance of voluntarism to BSA with its title, "Volunters Who Help to Lead in Scouting...The Better Life."

Funding: Initial funding of $1,000 per month for BSA activities was donated by Publisher Boyce in 1910. As local Councils spread, uniforms and insignias were designed, and handbooks and journals published, national operating expenses were assumed by income from individual memberships and Council chartering fees, the sales of supplies and uniforms, as well as increasing private contributions. Currently, national expenses are met via private, individual, and corporate donations; foundation and government grants; yearly registration fees of scouts and leaders; and the sale of supplies as Figure 1 on the following page indicates.

Figure 1

BOY SCOUTS OF AMERICA REVENUES AND EXPENSES
1980 and 1981

	Year ended December 31, 1981	1980
REVENUES		
Registration and local council fees	$11,507,000	$11,139,000
Supply operations net income	4,523,000	2,774,000
Interest—Supply working capital	3,500,000	2,260,000
Magazine publications net income	832,000	930,000
Contributions for operations	564,000	408,000
Investment and other income	1,482,000	1,870,000
Total revenues	$22,408,000	$19,381,000
EXPENSES	$20,115,000	$18,366,000
APPROPRIATIONS	2,293,000	1,015,000
Total expenses and appropriations	$22,408,000	$19,381,000

Note: Because of a change in accounting for compensated absences, 1981 expenses included an additional $168,000 for accrued vacations; 1980 was not restated.

Table adapted from Boy Scouts of America, 1981 Annual Report to Congress. (Irving, Tex.: Boy Scouts of America, 1981), p. 18.

Local Councils are responsible for raising funds to maintain area camp facilities and support their professional and clerical staff. For several decades, Community Chest/United Way funds have supplied the largest single source of operating income for local Councils across the Nation.* These contributions are augmented by private gifts and contributions as well as government grants targeted for specific programs. Additionally, since 1940, the Irving Berlin God Bless America Fund was established for BSA, the Girl Scouts, and Camp Fire Girls so that local Councils could reach out to disadvantaged and low-income youth.

*In 1981, United Way allocated $56,031,856 to Boy Scout Councils across the Nation. This represented the third largest United Way contribution in its "Social Development and Recreational Services" giving category.

Organization and Programs: The national Boy Scouts of America organization* vests decision-making powers in its Executive Board which meets four times a year. The National Council is composed of representatives from all local Councils, members-at-large, and honorary members. It meets once a year to receive annual reports, elect officers, and determine plans and policies that are translated into action programs by the Executive Board. The Regional Committee, composed of National Council members in every area, serves as a field agency for national headquarters.

Program administration and services are decentralized through six regional service centers that are further divided into 37 areas to provide direct services to approximately 500 local Councils. Additionally, BSA operates five high adventure bases to design challenging outdoor experiences for older scouts; three Supply Distribution Centers operating six Scout Shops to provide services and supplies to local Councils; and one training center that offers year-round classes for scouting professionals and volunteers.

Local Councils are composed of business, philanthropic, professional, cultural, and religious community leaders who elect a Local Executive Board and professional Scout executive to carry out Council policies, plan and direct area programs, expand Scouting into new areas, train volunteers, and develop and maintain local camps. District committees are set up within the Council where the local chairman works with district and neighborhood commissioners, institutions, and leaders of troops, packs, and Explorer posts.

Boy Scouting offers three basic programs:

- Cub Scouts--Cub Scouting is essentially a family and home-centered program for boys between eight and 10 years-of-age who have a weekly "den meeting" directed by a den mother and a monthly "pack meeting" led by a Cubmaster. The program encourages parents to work with their boys on a series of safety projects, construction activities, and hobbies. A new program called Tiger Cubs for second graders currently is being launched.

- Boy Scouts--This outdoor program of craft and leadership skills is for boys between 11 and 17 years-of-age. Troops of boys divided into patrols of six to eight led by a boy leader are sponsored by a community institution that, in turn, provides a meeting place, oversees the program, and selects a Scoutmaster.** Boy Scouting

* National BSA headquarters was located originally in New York, then moved to New Brunswick, New Jersey in 1954, and was transferred recently to Irving, Texas in 1980.

**As Figure 2 on the following page indicates, about half of all troops are sponsored by churches. Other community organizations sponsoring troops include service clubs, PTA's, civic groups, and educational organizations.

operated out of the Otto Fisher maximum security school for delinquents in Orange County, California.

- Los Amigos Project, Orange County, California--Described as "hard-core inmates," some of whom had been arrested 10 times, participants in the Orange County Juvenile Hall Los Amigos Project created their own JA company and turned it into a financially successful business. Begun in 1979 by an educator in the facility, the young offenders produced pillows, T-shirts, and baseball caps --netting $1,000 and paying $1.40 to stockholders. In the fall of 1980, Santa Fe International Corporation was recruited by the Junior Achievement staff to provide a team of advisors to work with the students in the Los Amigos program. This "special" Junior Achievement company became the first of its kind in the Nation to be attempted in a secure detention facility for youths.

  To get the business started, Los Amigos participants bought a share of stock for $1.00 and sold shares to family members and friends. Because the youths could not sell their silkscreen articles door-to-door, Santa Fe International allowed them to advertise their mail-order materials in the company's worldwide publication. By the end of nine months, a rotating group of 100 offenders had sold over $50,000 in products in addition to paying a total of $8,469.31 to their stockholders, including their own salaries and commissions (Anonymous, 1982). Since the average expected JA sales in this time span was between $1,200 and $3,000 per company, Los Amigos won the award for top sales company in Southern California, set a national record, and astounded themselves as well as their counselors.

  However, the project was terminated for the 1981 fall semester by the Orange County Probation Department because it had become "too successful." While defending that position, the county's chief probation officer stated, "They got so many orders and got them so fast that the place began to operate more like a factory than a correctional institution." (Mathews, 1982.) Because inmates were working overtime and weekends on the business, the Junior Achievement activity interfered with counseling activities designed to rehabilitate their behavioral problems. Because of the widespread criticisms caused by the termination of Los Amigos, the program will begin again in the fall of 1982, but on a limited basis--mail-order sales will be prohibited, putting the selling responsibilities into the hands of family members who will sell to the public.

Conclusion: Clearly, one local Junior Achievement franchise--JA of Southern California has taken a positive and innovative step forward in providing programs for serious and violent juvenile offenders. Equally as clear is the fact that their basic objective of teaching first-hand business principles can work in a secure juvenile detention facility. What is less clear are the objectives facility personnel have for such a program or how the public/private collaboration can best work together to meet the needs of these youth. The national organization

is in complete agreement with the local sponsorship of Los Amigos, looks forward to its renewal, but stresses that working with such a population of juvenile offenders is the exception rather than the rule.

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KEY CLUB INTERNATIONAL

Background: In 1924, two members of the Sacramento, California Kiwanis Club were alerted to the danger educators and community members had associated with high school fraternities. After a year of planning, the first Key Club in the country was sponsored by the Sacramento Kiwanis Club and patterned upon the community service spirit of the parent organization. The Sacramento High School Key Club began holding weekly luncheons where Kiwanians spoke about vocational and service-related topics. In turn, Key Club members were invited to Kiwanis meetings to stimulate positive communication with the business and professional community. Within a few years, its membership flourished and the Key Club had become a complete service organization balanced by an extensive social program.

By 1939, 50 Key Clubs had been organized within seven States. Discussion to combine individual local Key Clubs into a federated group originated that same year in Florida. Consequently, a Florida State Association was formed to encourage the sharing of local ideas and expand the number of Key Clubs. In 1948, Florida Key Clubbers invited members from other clubs to attend a convention for the purpose of creating an International Association of Key Clubs. This enthusiastic activity warranted new action from Kiwanis International: in 1944, a special Committee on Sponsored Youth Organization was created to monitor Key Club work; in 1946, a separate Key Club Department was set up in the General Office of Kiwanis International to serve as a clearinghouse for Key Club information, provide liaisonship between Kiwanis and Key Club, and to conduct the annual International Convention; also in 1946, the first issue of the Key Club monthly newsletter Keynoter was published; and finally, in 1949, the Kiwanis International Committee on Key Clubs was formed.

By 1980, 4,000 local clubs with 105,000 members were operating in high schools within nine countries.

Objectives: Kiwanis sponsorship of Key Club is not to build future generations of Kiwanians, but rather to create "an opportunity through which the leaders and potential leaders of all high school age groups are given a chance to develop their initiative and leadership ability by undertaking a program of service in the high school and the community similar to that carried on by the Kiwanis Club. By precept and example of Kiwanians, the Key Clubbers learn of their prospective adult roles in life and the meaning of serviceable, aggressive citizenship which is necessary for the maintenance of our democratic way of life." (Key Club International, 1980b:5.)

The specific objectives for Key Clubbers are stated in the Club manual:

- to develop initiative and leadership;
- to provide experience in living and working together;
- to serve the school and community;

- to cooperate with the school principal;
- to prepare for useful citizenship; and
- to accept and promote the following ideals:
  - to give primacy to the human and spiritual, rather than to the material values of life,
  - to encourage the daily living of the Golden Rule in all human relationships,
  - to promote the adoption and application of higher standards in scholarship, sportsmanship, and social contacts,
  - to develop, by precept and example, a more intelligent, aggressive, and serviceable citizenship,
  - to provide a practical means to form enduring friendships, to render unselfish service, and to build better communities, and
  - to cooperate in creating and maintaining that sound public opinion and high idealism which makes possible the increase of righteousness, justice, patriotism, and good will (Key Club International, 1980b).

Membership: The Constitution of the Key Club International adopted at the third annual convention in 1946 states that, "The membership of individual Key Clubs shall consist of students from the four upper classes...of the high school in which they are enrolled, interested in service, qualified scholastically, and of good character, possessing leadership potential, and having such other qualifications as shall be established by the local sponsoring Kiwanis Club in cooperation with the proper school official" ("Key Club International Constitution," 1946). In 1976, Key Club International gave every local club the option to include girls in their membership. By 1982, approximately one-third of the United States membership was female.

Potential Key Clubbers are approved by members and the high school principal. Prospective students are asked to participate in club functions for a certain period of time during which they learn about the purpose and activities of the club. If they pass the formal and informal requirements of the probationary period, they are asked to become a full-fledged, dues-paying member.

Voluntarism: Adult Kiwanians who sponsor local Key Club operations volunteer their time to work with youth. Without the voluntary assistance of these adults, the youth membership organization could not function as such. Additionally, youth on the Key Club national board volunteer their time to choose annual program emphasis, plan the yearly conference, and suggest directions for the Keynoter.

Funding: Since the 1946 creation of a Key Club Department in the General Office, Kiwanis International has assumed Key Club International expenses not covered by annual dues of club members. The Key Club Department receives all International dues sent in by the clubs ($2.50 per person annually) and allocates these sums to the following: 50 percent of the Keynoter magazine expenses, Key Club literature, expenses for the Key Club International board meetings,

utilizes a very structured program of achievements and awards that stress leadership and outdoor skills as well as community services.

- Exploring--High school aged young men and women plan and run their own post programs with the guidance of an adult advisor.* Explorers may choose a general or special interest program--a general interest program is broad and developed according to members' interests, while special interest posts focus on specialties such as Sea Explorers, Air Explorers, or career and vocational programs. Since 1959, special interest posts have gained tremendous popularity by involving top-ranking professionals in career experiences and by recruiting young people of diverse backgrounds.

Figure 2 gives exact membership and sponsorship information and figures for these three programs during 1981.

Figure 2

NATIONAL CHARTERED ORGANIZATIONS USING THE SCOUTING PROGRAM
DECEMBER 31, 1981

A. RELIGIOUS BODIES	Cub Scouts Units	Cub Scouts Youth Members	Boy Scouts Units	Boy Scouts Youth Members	Explorers Units	Explorers Youth Members	Dec. 31, 1981 Units	Dec. 31, 1981 Youth Members
African Methodist Episcopal	176	2,816	203	2,925	17	144	396	5,887
African Methodist Episcopal Zion	70	1,354	33	1,096	5	38	158	2,488
Assemblies of God	17	143	30	322	5	52	52	517
Baptist Churches	2,358	54,820	3,167	56,002	311	4,101	5,836	114,923
Buddhist	16	330	21	371	5	54	42	955
Christian Church	540	17,537	762	16,754	81	1,110	1,383	35,401
Christian Methodist Episcopal Church	63	1,215	77	1,687	9	81	149	2,383
Church of Christ	158	4,464	204	4,287	30	374	392	9,125
Church of God	131	2,693	200	2,916	17	140	348	5,749
Church of the Brethren	54	1,628	68	1,304	2	26	124	2,958
Church of the Nazarene	27	548	46	820	11	84	84	1,552
Community-Federated-Union	287	9,353	349	7,758	26	555	662	17,676
Eastern Orthodox Churches	21	554	35	920	6	108	62	1,682
Episcopal Churches	428	14,738	744	18,330	82	1,480	1,254	34,548
Friends, Society of (Quakers)	13	335	27	528	—	—	40	863
Jewish Synagogue and Center	105	2,671	152	3,108	10	101	267	5,880
Latter-day Saints (Mormon)	5,329	102,013	8,538	116,910	3,899	29,024	17,766	247,947
Lutheran Churches	1,772	59,251	2,480	55,636	258	3,552	4,511	118,439
Moravian Church	19	522	35	687	1	7	55	1,216
Presbyterian Church	1,602	58,338	2,561	64,313	304	4,752	4,467	127,403
Reformed Churches	81	2,609	118	2,522	8	79	207	5,210
Reorganized Latter Day Saints	48	1,357	69	1,307	6	81	123	2,745
Roman Catholic Church*	4,339	152,035	4,573	107,583	614	12,148	9,526	271,856
Salvation Army	149	3,153	203	3,093	24	237	376	5,483
Unitarian Universalist	15	518	20	502	5	116	40	1,136
United Church of Christ	374	13,265	538	11,595	54	763	966	25,623
United Methodist Church	4,221	153,520	5,626	132,098	532	7,444	10,481	293,062
Other Churches	936	27,337	1,219	26,348	157	2,149	2,312	55,834
TOTAL	23,450	689,329	32,150	641,422	6,478	68,800	62,079	1,399,551
PERCENT OF GRAND TOTAL	44.2	41.8	59.2	58.2	28.2	13.8	47.7	43.1

Figure continued on next page.

Figure 2 cont'd

NATIONAL CHARTERED ORGANIZATIONS USING THE SCOUTING PROGRAM DECEMBER 31, 1981

B. CIVIC AND COMMUNITY ORGANIZATIONS	Cub Scouts Units	Cub Scouts Youth Members	Boy Scouts Units	Boy Scouts Youth Members	Explorers Units	Explorers Youth Members	Dec. 31, 1981 Units	Dec. 31, 1981 Youth Members
Air Force, U.S.	152	8,286	167	4,369	132	2,509	451	15,164
American Legion and Auxiliary	996	32,850	1,340	26,197	158	1,934	2,494	60,981
American Veterans of World War II	16	551	17	322	5	102	38	975
Army, U.S.	187	9,161	223	5,666	182	2,996	572	17,825
Boys Clubs	49	808	92	1,541	36	411	167	2,760
Chamber of Commerce—Businessmen's Assn.	271	7,988	252	4,735	251	5,804	774	18,527
Civitan International	66	2,718	108	2,247	24	434	198	5,399
Coast Guard, U.S.	204	8	126	28	374	41	704	
Conservation Clubs or Groups	13	439	31	608	38	523	80	1,570
Disabled American Veterans	18	426	40	617	5	54	63	1,097
District Committee—Scout Council	119	2,813	115	2,484	131	2,059	365	7,356
Eagles, Fraternal Order of	27	1,143	25	529	7	105	59	1,777
Economic Opportunity, Office of	70	1,444	88	1,466	62	1,024	220	3,934
Elks, Benevolent and Protective Order of	272	10,425	459	10,562	85	1,343	816	22,330
Exchange Club	30	1,265	55	1,081	7	64	92	2,410
Farm Bureau, Farm Cooperatives	9	161	9	113	9	173	27	447
Fire Departments	779	23,994	988	18,682	790	10,099	2,557	52,775
Governmental Bodies	85	2,125	125	2,585	180	3,278	390	7,989
Grange	71	2,093	75	1,456	—	—	146	3,549
Group of Citizens	1,615	41,170	1,096	19,916	455	7,244	3,166	68,330
Hospitals	39	843	73	1,467	1,033	33,985	1,145	36,295
Housing Projects	230	3,783	201	3,316	47	794	478	7,873
Indian Tribal Councils	27	453	31	558	24	592	82	1,603
Industry—Business	778	22,772	1,004	19,278	3,202	73,328	4,984	115,378
Izaak Walton League	2	84	6	100	4	40	12	224
Jaycees U.S.	389	13,917	332	6,305	59	1,263	780	21,485
Kiwanis International	656	23,529	880	19,543	219	4,068	1,755	47,440
Knights of Pythias	10	286	16	277	2	28	28	591
Labor Organizations	24	803	41	837	16	278	81	1,918
Law Enforcement Agencies	88	3,215	125	2,500	1,794	32,325	2,007	38,040
National Guard, U.S.	27	599	62	1,275	118	1,740	207	3,914
Navy, Marines, U.S.	91	4,257	118	3,013	89	1,911	298	9,181
Odd Fellows, International Order of	15	475	19	326	1	27	35	828
Optimist International	234	9,113	282	6,568	94	1,277	610	16,958
Playgrounds, Parks, Recreation Centers	147	3,493	166	2,903	295	6,232	608	12,628
Professional and Scientific Societies	40	1,220	55	1,162	756	20,217	851	22,599
Rotary International	527	19,498	673	19,845	190	4,448	1,590	43,791
Ruritan International	169	4,407	186	3,152	14	185	369	7,744
Sertoma International	10	297	18	327	3	35	31	659
Settlement Houses	463	9,743	484	8,775	272	7,018	1,219	25,536
Veterans of Foreign Wars and Auxiliary	516	19,219	608	12,137	109	1,562	1,233	32,918
Women's Clubs	68	1,982	24	461	7	80	99	2,523
Y.M.C.A.	33	457	44	757	49	1,016	126	2,240
Other Community	1,353	39,819	1,584	32,818	1,206	24,387	4,143	97,024
TOTAL	12,800	401,501	14,942	300,727	12,422	261,414	40,164	983,642
PERCENT OF GRAND TOTAL	24.2	24.3	27.5	27.3	54.2	52.9	30.8	29.7
C. SCHOOLS AND PTA'S								
Correctional Institutions	29	483	98	2,235	117	2,904	244	5,622
Parents Clubs in Schools	3,409	118,621	1,223	25,919	114	1,647	4,746	146,187
Parent-Teacher Associations	7,451	280,509	2,466	57,829	126	2,129	10,045	340,467
Private Schools	385	8,273	259	4,838	567	14,075	1,211	27,186
Public Schools	5,269	148,052	2,805	62,027	2,908	139,696	10,982	349,775
Schools for the Handicapped	229	3,001	377	5,705	206	3,501	812	13,307
TOTAL	16,772	558,939	7,228	159,553	4,040	164,052	28,040	882,544
PERCENT OF GRAND TOTAL	31.6	33.9	13.3	14.5	17.8	33.2	21.5	27.2
GRAND TOTAL	53,022	1,849,789	54,320	1,101,702	22,941	494,266	130,283	3,245,737

319 Lone Cub Scouts and Lone Scouts are not included in the 1981 total youth figures.

*Roman Catholic Church totals include Scouting under Catholic auspices and Knights of Columbus.

Figure adapted from Boy Scouts of America, 1981 Annual Report to Congress. (Irving, Tex.: BSA, 1981), pp. 90-92.

Juvenile Justice Component:

Until 1968 with the adoption of BOYPOWER 76, no national BSA programs were designed specifically to reach out to any particular type of boy. National interest in the plight of status offenders became a BSA priority when it became an original member of the National Youth Collaboration in 1973 and of the National Juvenile Justice Program Collaboration in 1975. (See Appendix 2 for description of NYC and NJJPC.) Additionally, BSA has been an ardent supporter of the original Juvenile Justice and Delinquency Prevention Act as well as its 1977 and 1980 reauthorizations. Outreach efforts aimed at more serious juvenile offenders have been adopted by several local Councils during the last three decades, but have never been a national priority.

Gradually, a few scouting programs addressed the problems of delinquent and predelinquent youth. Indeed, Founder Baden-Powell had declared that, "The Patrol System, after all, is merely putting your own boys into permanent gangs under the leadership of one of their own number, which is their natural organization whether bent on mischief or amusement....It is generally the boy with the most character who rises to be leader of the mischief gang. If you apply this natural scheme to your own need it brings the best results." (Oursler, 1955:109.) However, the national scouting endeavor was never designed to prevent delinquency or appeal to poor and needy boys, but rather to universally appeal to all boys. Thus, deterrence programs have largely been left to local scouting Councils to organize and finance on an as-needed basis. Early examples of this outreach include the following:

- Los Angeles, California Boy Scout Council--In the late 1940's, the Los Angeles Boy Scout Council took a hard look at how it might reach gang leaders and delinquents. As a result of a tragic gang fight and the efforts of a local Boy Scout leader, a community meeting was held to discuss how youth and adults could organize together for a safer environment. Between 1950 and 1953, 889 Cub Scouts, Boy Scouts, and Explorers had been organized into 37 packs, troops, and posts that emphasized pride in their neighborhood as well as self-respect.

- East Harlem Boy Scouts--In 1953, several troops from New York City's East Harlem housing project met to begin a long-range gang control and delinquency prevention project that is still in existence.

- Buffalo, New York Boy Scouts--In the early 1950's, the Buffalo police began five Scout troops in "tough precincts." Police department members became Scout leaders and worked closely with potential juvenile offenders. Shortly thereafter, a similar program was begun by police in St. Paul, Minnesota.

*Until 1971, Explorer programs were only open to boys.

In addition to diversion programs, local troops have also worked with serious and violent juvenile offenders incarcerated in correctional institutions. Most notable among these was the first known experiment--the 1922 formation of a Boy Scout troop at the New Jersey State Home for Boys at Jamesburg. Three decades later, two Cub packs, six troops, and four Explorer posts were flourishing at Jamesburg, and a model that is still functioning was created for other juvenile institutions.

Most significantly, by 1981 approximately 244 scouting units were serving 5,622 youths in correctional facilities across the Nation. However, the national BSA organization does not maintain records on the basis of whether these boys are minor, serious, and/or serious and violent juvenile offenders.

Conclusion: While the Boy Scouts of America has yet to design a national program directed specifically at serious and violent juvenile offenders, it has been a persistent advocate of the Juvenile Justice and Delinquency Prevention Act and actively involved in the collaborative efforts on behalf of status offenders directed by the National Youth Collaboration and National Juvenile Justice Program Collaboration. At the local level, however, for at least three decades several Councils have worked with institutionalized boys, serious and violent juvenile offenders included. Because the types of youth served by these local troops have not been recorded by the national Boy Scouts of America, there is no way to estimate the number of serious and violent juvenile offenders served by local scouting programs.

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BOYS' CLUBS OF AMERICA, INC. (BCA)

Background: Independent Boys' Clubs have been operating in the United States since 1860. In 1906, the 53 national Boys' Club Organizations determined they could best meet the needs of youth from disadvantaged backgrounds through a united effort. The creation of the Federated Boys' Club (becoming Boys' Clubs of America, Inc. (BCA) in 1931) was a unique national commitment "to help solve the juvenile problems of the day, to turn many wayward kids around and into productive adults, to give all youngsters a chance for success, a chance to seek their own American dream." (Boys' Clubs of America, 1981:3.)

The following illustrates the successful evolution of the Boys' Clubs movement.

1860 First Boys' Club--The Dashaway Club--established in Hartford, Connecticut. Closed 1862 due to the civil war.

1868 Boys' Club of Providence, Rhode Island, formed to conduct Christian work.

1976 Boys' Club of New York became the first organization to use "Boys' Club" in name.

1890 Boys' Club of Fall River, Massachusetts erected the first building specifically for Boys' Club work.

1895 Columbia Park Boys' Club in San Francisco became the first West Coast club.

1906 The Federated Boys' Club incorporated in Boston to serve as a national network for 53 member clubs.

1929 Name changed to the Boys' Club Federation of America.

1931 Name changed to Boys' Clubs of America, Inc.

1956 Congress unanimously voted to charter Boys' Clubs of America, Inc.

1960 Boys' Clubs of America National Headquarters dedicated in New York City.

1973 Boys' Clubs of America National Council adopted "Mission Statement." (Boys' Club of America, 1981b.)

Objectives: The objective of each nonprofit Boys' Club organization is to promote the health, social, educational, vocational, and character development of boys. A particular historical and contemporary focus of individual clubs is "disadvantaged" boys, including those where proverty "is more than a matter of statistics, unemployment, poor housing, race or low income. Poverty includes broken homes where

love and attention are lacking, over-indulgent parents in suburbia as well as indigent ones in the inner city, poor education, inadequate health service and alcohol and drug abuse by middle-class and upper-class youngsters, as well as the poor. Therefore, disadvantaged means not just economic, but also cultural, spiritual and social deprivation." (Boys' Club of America, 1981b:1.)

The purpose of the national organization is to help local clubs accomplish those things they cannot do by themselves. This includes the development of program materials for local clubs, provision of a wide range of management and field services to member organizations, serving national advocates for youth in inter-organizational and collaborative capacities, and sponsoring ongoing national programs that will attract Boys' Club members and respond to their needs. Its historic mission, like that of individual clubs, has been tied into delinquency prevention.

Membership: By 1981, over 1,100 Boys' Clubs served more than 1,000,000 youth in 50 States, Puerto Rico, and the Virgin Islands. Each Boys' Club is affiliated with a national network through membership in Boys' Clubs of America. Member organizations pay minimum annual dues of 1½ percent of the total operating budget, enclusive of camp operation and direct costs of fundraising. Together, member dues comprise approximately 12 percent of BCA's annual income.

Membership in the individual clubs is open to all boys between six and 18 years-of-age who, in turn, pay a small fee. If the boy cannot afford dues, arrangements can be made to have the fee waived or contributed by another party. The profile of Boys' Club members listed below provides a breakdown of local club membership in 1981:

- 13 percent come from families with incomes under $4,000 per year;
- 31 percent come from families with incomes between $4,000 and $8,000, 31 percent come from families with incomes between $8,000 and $12,000, 17 percent come from families with incomes of $12,000 to $18,000, 7 percent come from families with incomes of $18,000 or more;
- 62.5 percent live in large and medium-size cities;
- 8 percent are seven years-of-age or under, 30 percent are from eight to 10 years-of-age, 34 percent are from 11 to 13 years-of-age, 27 percent are 14 years or older; and
- 46 percent come from families where only one parent is present in the home, 30 percent come from families receiving public assistance, 41 percent come from families with parents working in blue collar or factory jobs, 72 percent come from families with four or more children (Boys' Club of America, 1981b).

Voluntarism: Volunteers have played an integral part in the evolution of BCA as well as the local clubs' day-to-day operations. Since the first Boys' Club inception, volunteers have worked together with full-time staff to provide services to youth. By 1981, approximately 60,000 volunteer staff members worked at local clubs, while 91,000 persons voluntarily served on BCA and member club boards of directors, women's auxilaries, alumni, and other adult group organizations.

Funding: Boys' Clubs of America receives its support primarily from individual contributions, corporations, and foundations as Figure 1 below indicates. Figure 2 on the following page graphically explains BCA expenses for 1981.

Figure 1

BOYS' CLUBS OF AMERICA
1981 INCOME

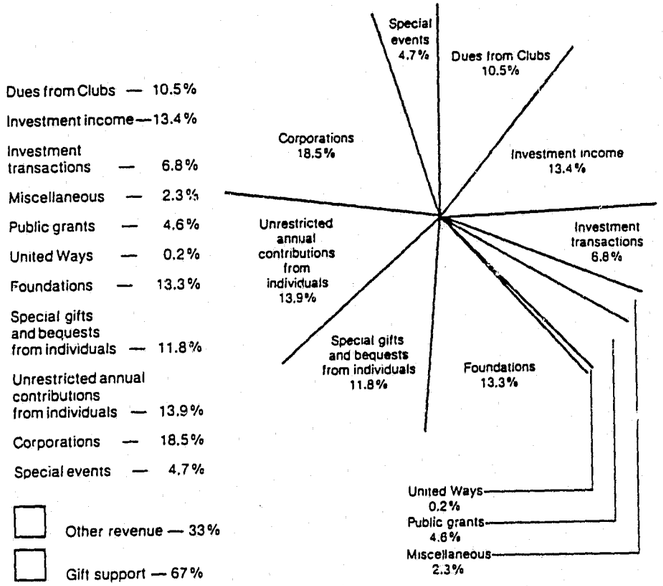

Table adapted from Boys' Club of America, Of Celebration and Progress. (New York: BCA, 1981), p. 11.

Figure 2

BOYS' CLUBS OF AMERICA
1981 EXPENSES

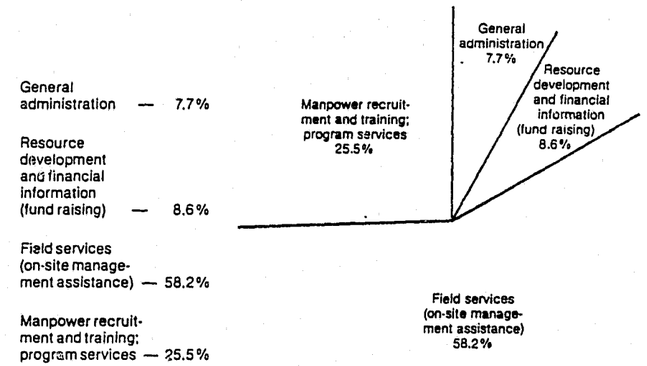

Table adapted from Boys' Club of America, Of Celebration and Progress. (New York: BCA, 1981), p. 11.

In keeping with its philosophy of private sector support, in 1981 the National Commission of the BCA made the following recommendation:

> "That the Movement will get its needed share in the redistribution of voluntary (private) sector support in the 1980's by increasing its capacity to be competitive in the marketplace, by strengthening collaborative funding efforts, by diversifying the delivery of service, and by raising the level of awareness of its accomplishments." (Boys' Club of America, 1981b:8.)

Collaboration both within the BCA organizational structure as well as between other national, nonprofit, youth-serving organizations will be a BCA funding goal of the 1980's.

Local clubs receive organizational support from community businesses and individual donors, various fundraising activities, and united funds. (In 1981, United Way allocated $35,071,366 to affiliated Boys' Clubs across the Nation.) Additionally, approximately 83 percent of the BCA national budget is expended for program, personnel, and on-site management services to local clubs.

Organization and Programs: By 1981, approximately 3,200 full-time, 4,800 part-time, and 60,000 staff provided the organizational and programmatic structure for BCA and its member organizations. Boys' Club of America, Inc. is a national, nonprofit youth organization that provides support to over 1,100 affiliated Boys' Clubs in 600 communities across the United States, Puerto Rico, and the Virgin Islands. Through headquarters in New York City and five regional offices, the following services are provided to member organizations:

- program research and development;
- fund-raising and public relations training and consultation;
- urban consultation services to Boys' Clubs located in high density (populated) communities;
- building design and construction assistance;
- standards for management and operation of Boys' Clubs;
- consultation for establishment of new Boys' Clubs; and
- crisis intervention/resolution and contingency planning.

Additionally, BCA sets up national minimum standards that may or may not be utilized by local clubs as well as certain mandatory requirements that must be met by every club.

Policymaking is the role of the Boys' Clubs of America's National Board which is, in turn, advised by specially created groups such as BCA's National Commission. In 1980, this latter group of 50 appointed professional and Board volunteer leaders, representing the entire Boys' Club movement, was given the chance of recommending to the National Board how Boys' Clubs could best meet the needs of youth in the 1980's.

Each local club is a private, nonprofit agency that is managed by a professionally trained, full-time Executive Director, assisted by full-time career professionals, part-time assistants, and program volunteers. Daily programs are carried out in fully equipped facilities generally located in needy neighborhoods. Club policies are set by a volunteer Board of Direcors composed of local community members.

In the early 1970's, BCA formalized its national youth-serving efforts in two ways. First, by joining the National Juvenile Justice Program Collaboration of national nongovernmental organizations that supported the 1974 JJDP Act and its ensuing amendments, BCA became involved in a cooperative youth-serving effort. Second, in the early 1970's, special national program initiatives listed below were developed for local clubs:

- National Health Project
- Alcohol Abuse Prevention Program
- Education for Parenthood
- National Photography Contest and Fine Arts Exhibit
- Young Artists Scholarships
- Boy of the Year Program
- Keystone Clubs
- Juvenile Justice Project

Juvenile Justice Component: Juvenile delinquency prevention has been a goal of Boys' Club of America since its inception. In 1973, this posture was articulated in a formal statement released by BCA: "We strongly believe that it is more important to prevent a boy from getting into trouble than it is to treat, correct or punish him. The Boys' Club role essentially is one of helping to keep good boys good and preventing the borderline delinquent from getting into actual trouble." (Boys' Club of America, 1975:7.) Therefore, prevention has been the foundation upon which all national and local juvenile justice efforts focused over the past decade.

Boys' Clubs of America was instrumental in linking the Ford Foundation, the Chicago Boys' Clubs, and the Institution for Social Science Research of the University of Michigan to undertake a street work project of the late 1950's. In the 1960's, it was a Boys' Club in the South Bronx that was the neutral turf for reaching the conflicts among the more than 50 gangs operating in that strife-torn area. Work with gang-related youth continues in many Boys' Clubs in major metropolitan areas.

Prior to a formalized national juvenile justice initiative, the Nation's individual Boys' Clubs carried out numerous "alternatives to delinquency" programs. In a 1975 BCA publication, 36 of these youth development programs were mentioned. Every program described accepted court, law enforcement, and probation referrals even though few mentioned recidivists, violent, or serious offenders. One program specifically stipulated that no "hardcore kids" be admitted. Of the 36 programs described, only three specifically focused their efforts on youth who had been involved in the juvenile justice system:

- Roxbury Tracking Programs, Massachusetts--helps rehabilitate youngsters who had altercations with the criminal justice system by giving them comprehensive counseling, education, and vocational guidance.

- Intensive Probation, New Hampshire--participants were assigned to the program by the juvenile courts or referred by the schools or police to find and correct the roots of the problem causing behavior in boys and to bring youngsters into contact with a positive influence to encourage juvenile decency and individual growth.

- Senior Up, Texas--attempts to reduce juvenile deliqneuncy and improve police-youth relations. Many boys were first offenders, yet some were felon recidivists. (Boys' Club of America, 1975:21,50,60.)

After dissemination of the national position paper and development of the Juvenile Justice Project, three national programs were developed:

- participation in the National Juvenile Justice Collaboration Project for status offenders in five cities across the Nation between 1975-1980 (see Appendix 2);

- current development of a jail removal initiative to provide national guidelines to terminate the practice of inappropriate detention of youths with minor and first-time contact with the juvenile justice system; and

- creation of a national project juvenile delinquency prevention that will assist local club staff, community volunteers, and teenagers to implement elements of a nationally-validated program that has demonstrated juvenile delinquency prevention effectiveness.

One local project is important to mention at this point. The San Gabriel Valley Boys' Club of El Monte, California, and the El Monte Police Department initiated a youth employment program for gang members in 1980. Over 60 local businesses employed gang members trained by police and Boys' Club personnel. Because of its success, the project is being extended to the nearby Youth Training School in Chino to counsel and train inmates while they are still in prison, and to have jobs waiting for them when they are paroled.

Conclusion: Even though individual Boys' Clubs and Boys' Clubs of America, Inc. have no national programs for violent and serious juvenile offenders, the organization has been included in this report for several important reasons. First, Boys' Clubs and BCA have traditionally sought out at-risk youth who only recently have received attention from other national, nongovernmental organizations. Second, delinquency prevention is an historic objective of BCA, and in such efforts over the past 75 years, serious and violent juvenile offenders have filtered into its programs even though they have not been specifically targeted. Third, several local Boys' Clubs have worked with recidivists even though their major efforts have been directed toward "at-risk" youth and status offenders. Fourth, the location of Boys' Clubs is determined partially by juvenile crime and delinquency rates and the need for special youth services. Finally, and most importantly, because of above involvements, Boys' Clubs have always worked with the juvenile justice system, unlike the vast majority of youth-serving organizations.

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CAMP FIRE, INC.

Background: Shortly after the Boy Scouts of America began operating in 1910, demands for a similar national girls' organization arose throughout the country.* That effort was assumed by Dr. Luther Gulick, a nationally known recreation leader and physician, who founded Camp Fire Girls in 1910 and incorporated it two years later. Camp Fire Girls was not only the first inter-racial, nonsectarian youth organization in the Nation, but it was the first that offered outdoor activities to girls. As such, by 1912 its membership had climbed to 60,000 with 1,387 leaders working with girls in every State (Buckler, Fiedler, and Allen, 1961:83). Within its first decade, the number of its services had geatly expanded: a Camp Fire Girls manual was published (1912), a monthly journal was disseminated to members (1913), special clubs for crippled and blind girls were organized (1914), a national summer training camp was conducted (1915),** the first local council was established (1917), and a journal for leaders was published (1922).

It was not until 1928 that the first National Council was organized. Reorganized in 1946 for the purpose of building better national/local relations, the National Council efforts were soon focused primarily on increasing memberships and gaining financial stability. By 1981, Camp Fire claimed a membership of over 300 local councils providing services in thousands of communities to more than 500,000 girls.

Objectives: "The purpose of Camp Fire is to provide, through a program of informal education opportunities for youth to realize their potential and to function effectively as caring, self-directed individuals responsible to themselves and to others; and, as an organization, to seek to improve those conditions in society which affect youth." (Camp Fire By-Laws, November 22, 1975.)

In 1980, Camp Fire set 10 objectives for its national organization:

By 1986, Camp Fire, as a national organization, will have:
1. improved the public recognition of Camp Fire;
2. celebrated its 75th Anniversary;
3. improved the ability of the total organization to raise funds;
4. increased minority presence in Camp Fire;
5. increased the number of youth and geographical areas served;
6. eliminated sex sterotyping with Camp Fire;
7. improved and developed programs which are responsive to the human needs of youth;
8. enhanced volunteerism and made more effective use of human and financial resources;
9. strengthened management effectiveness of chartered councils and the national organization; and
10. increased its national leadership on behalf of youth. (Camp Fire, Inc., 1981c:3.)

Membership: More than 300 councils are chartered by Camp Fire, Inc. to carry out the purpose, philosophy, and program of Camp Fire, Inc. and to develop and administer local programs in a defined geographical area. Councils pay an annual charter fee reflecting the number of youth served and the total operating budget. Individual Camp Fire members, in turn, pay membership dues and fees to the council.

Two other types of Camp Fire membership exist: almost 37 "lone clubs" outside of a council jurisdiction deal directly with the national organization, and the Roman Catholic archdiocese of Philadelphia has a special Camp Fire license to provide the Camp Fire program to 3,500 youth in its diocese (Camp Fire, Inc., 1980:12).

Voluntarism: Camp Fire began as an organization supported entirely by volunteers, and the importance of this role has not diminished over the years. Volunteers participate at every level of the Camp Fire structure, with estimates of the ratio of volunteers to paid staff currently peaking at 100-to-1 (Camp Fire, Inc., 1980:8). Volunteers serve at the national level on the board of directors, committees, and as staff who function as council management consultants. At the local level, adult volunteers work with Camp Fire youth, as well as serving on boards of directors, on committees, and in many other capacities. To emphasize the importance of volunteerism to the agency, a national agency objective was adopted by Camp Fire, Inc. in 1979 to study the changing role of voluntarism; to make adjustments in recruitment, selection, training, development, evaluation, recognition, compensation, and retention; and to launch a local/national collaborative volunteer promotional campaign.

Funding: The first financial assistance Camp Fire Girls received was an individual contribution of $50 from an interested philanthropist in 1911 (Buckler, Fiedler, and Allen, 1961:20). Since that time, the organization has achieved a great degree of self-sufficiency. Currently, about 50 percent of the national organization's operating budget comes from annual chartering fees. The remainder of revenues originate from private and government grants, individual contributions, product sale royalties, workshop and conference income, and materials distributed.

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* A few other countries had already established girls' clubs, most notably the Girl Guides of England, Girl Aids in Australia, and Peace Scouting for Girls in New Zealand (Buckler, Fiedler, and Allen, 1961:21).

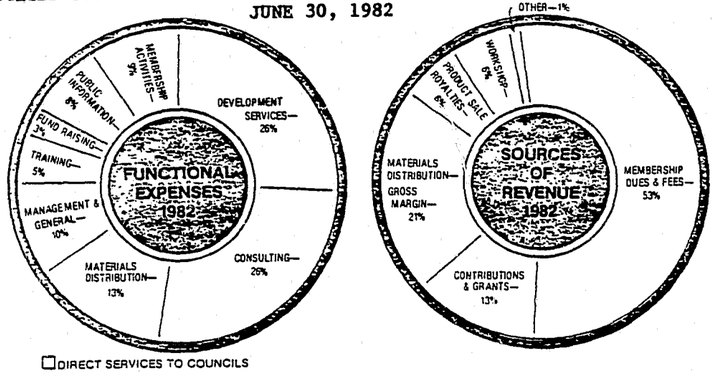
**It was not until 1930 that a professional training program held in conjunction with a major university's physical education program was established. This program at New York University operated for 18 years. At that time, a long-range training plan was developed that still operates today to give professional courses to leaders in the 10 Camp Fire regions during both the winter and summer seasons.

Figure 1 (below) indicates revenues and expenses budgeted for the fiscal year ending June 30, 1982.*

Approximately 38 percent of Camp Fire councils receive 50 percent or more of their operating budgets from United Way. (In 1981, United Way appropriated a total of $9,990,836 to local councils across the Nation.) Product sales account for 50 percent of the budget for 8 percent of all councils. Additionally, members' fees, program fees, and public and private grants and contributions assist council funding. To aid in local fundraising efforts, Camp Fire's national financial development department provides ongoing seminars and consultation.

Figure 1

BUDGETED SOURCES OF REVENUE AND EXPENSES FOR FISCAL YEAR ENDING JUNE 30, 1982



☐ DIRECT SERVICES TO COUNCILS

1982 EXPENSE ALLOCATION

		%
MATERIALS DISTRIBUTION	$456,587	13
MEMBERSHIP ACTIVITIES	297,740	9
FUND RAISING	98,879	3
CONSULTING SERVICES	885,088	26
MANAGEMENT AND GENERAL	339,878	10
PUBLIC INFORMATION	278,891	8
TRAINING	178,121	5
DEVELOPMENT SERVICES	916,550	26
	$3,451,734	

1982 REVENUE ALLOCATION

		%
MEMBERSHIP DUES AND FEES	$1,842,695	53
CONTRIBUTIONS AND GRANTS	427,151*	13
PRODUCT SALE ROYALTIES	195,480	6
WORKSHOP AND CONFERENCE INCOME	208,585	6
MATERIALS DISTRIBUTION—GROSS MARGIN	737,808	21
INVESTMENT INCOME AND OTHER	40,015	1
	$3,451,734	

* Not included in this amount is $482,000 ($490,000 in fiscal 1981) of projects for which the Board of Directors is seeking outside funding sources. If all of these projects are fully funded in fiscal 1982, the revenue percentage allocations would change as follows:

Table adapted from Camp Fire, Inc., "Services of the National Organization 1981-1982 Budget." (Kansas City, Mo.: Camp Fire, Inc., 1981).

*Figure 1 indicates amounts budgeted, not monies actually taken and spent.

Organization and Programs: The national headquarters of Camp Fire, Inc. were moved from New Mexico to Kansas City, Missouri in 1977. The 150-person national staff, comprised of both paid and volunteer workers, is headed by a national executive director. Together, these specialists work closely with councils to develop strong management skills and responsive leadership at the local level, as well as to research and develop programs and publish and distribute program and management materials. Staff also provide fund-raising training and public relations services to local councils across the Nation.

The Camp Fire Congress, composed of members from all councils, meets biannually to adopt broad objectives, establish and revise bylaws, submit resolutions directing board action, and elect national officers. The board of directors manages the corporation and provides leadership to the organization, approves program standards, and hears communications from any chartered council wishing to initiate action. The board of directors meets three times a year.

Currently, Camp Fire offers three major categories of programs described below:

- Club Program--Camp Fire clubs are small youth groups that meet regularly with an adult leader to plan various activities. Four different levels are offered: Blue Birds for children in the 1st-3rd grades; Adventure for older children in 4th-6th grades; Discovery for junior high students in 7th and 8th grades; and Horizon for teenagers in grades 9-12.

- Outdoor Program--Camping is an integral part of the program offered in each council. Councils offer day, resident, and club camps, as well as outdoor programs to meet the needs of special populations. Over 200 resident and day campsites are owned and operated by Camp Fire councils around the Nation. Additionally, outdoor programs are extending to wilderness camp experiences in parks and forests.

- Response Programs--In 1975, Camp Fire councils began developing innovative programs to meet the needs of youth in their jurisdictions. Currently, three-fourths of all councils offer these response programs (Camp Fire, Inc., 1980:14). Some of these endeavors include:

  - day care centers;
  - after-school recreation/education programs;
  - tutorial reading programs;
  - youth employment education and job training programs;
  - drop-in centers in inner city areas;
  - campership projects to mainstream low-income and handicapped children into camping programs;
  - in-school enrichment programs; and
  - delinquency prevention projects using athletics and leadership training opportunities.

Juvenile Justice Components:

While Camp Fire has long been involved with programs for handicapped and underprivileged youth, expanding services into the juvenile delinquency area is fairly recent. At the national level, this involvement began in 1973 when Camp Fire joined 11 other youth-serving organizations in forming the National Collaboration for Youth to develop programs and adovcate social policy for youth, juvenile offenders included. Camp Fire then went on to join other Collaboration members in supporting the 1974 Juvenile Justice and Delinquency Prevention Act as well as its 1977 and 1980 reauthorizations. Not only has Camp Fire continued active involvement in the Collaboration, but its national executive director also serves as chairperson of this national cooperative organization. However, as the synopsis of the Collaboration found in Chapter 3 indicates, these national efforts have been aimed at status and minor offenders rather than serious and violent juvenile offenders.

Locally, several Camp Fire councils have worked with delinquency youth--occasionally as early as the 1950's but more often during the 1970's. Initial interest in this population arose after a 1957 Camp Fire study indicated the widespread homogeneity of local councils. Where the needs of delinquents were addressed in the findings, the difficulties of working with such youth were also cited: lack of skilled adult leadership, little parental interest, insufficient funds for dues. One of the first Camp Fire programs to work in this area was the Bakersfield, California Kern County Council Resident Camping Project for underprivileged and at-risk youth.

More recently, many local Camp Fire programs have targeted at-risk youth. Additionally, at least three programs currently known at the national level include some services to serious and sometimes violent juvenile offenders.

- Walla Walla Council of Camp Fire, Walla Walla, Washington--Camp Fire volunteers assist Walla Walla Department of Court Services staff in juvenile detention facilities for felons. Serving as aides to probation staff, tutors, and counselors in one-to-one situations, the project goal is to reduce the recidivism rate as well as the annual number of youth committed to institutions. In 1980, project personnel reported a substantial drop in recidivism in addition to a 50-percent decrease in institutional commitment (Camp Fire, Inc., 1981b:15).

- North Central Montana Council, Great Falls, Montana--Counseling and support services for youth employment and training are offered to individuals referred through the juvenile court.*

*This was one of eight Camp Fire programs funded with a two-year $700,000 grant from the Department of Labor to provide youth employment and training assistance. The Montana project was the only effort aimed at youth involved with the juvenile court.

- Camp Fire of Metropolitan Detroit--A small group resident program was developed with the metropolitan camp council of Detroit to work with incarcerated young women with a history of significant juvenile offenses, violent and abusive behavior, and distrust of authority. The project's mission was "enhancement of the therapeutic, rehabilitation, and treatment programs of Vista Maria girls through small group interaction in the natural environment of a resident camp." (Klores, 1981:1.)

Conclusion:

Nationally, Camp Fire, Inc. has demonstrated a collaborative interest in youth advocacy and the special problems of status offenders. However, any interest in programs for serious and violent juvenile offenders appears only occasionally within local councils. The autonomy allows councils to select or reject involvement with this population. To date, several councils had made successful efforts in this area, but the practice is not widespread.

Currently, Camp Fire, Inc.'s leadership is confident that with training, counseling, and encouragement, the organization's volunteers and professional staff can serve youth at risk. However, without the assistance of funds for staff and consultants, these services could not be provided to councils. Thus, if Federal priorities shift from programs for status offenders to those for serious and violent juvenile offenders, Camp Fire fears that not only would their present programs be in jeopardy but future projects would be jeopardized because they have little or no national and local expertise for handling this population.

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CHRISTIAN SERVICE BRIGADE (CSB)

Background: In 1937, a Sunday school class of boys from the town of Glen Ellyn, Ilinois decided to broaden their Christian experience and work together to serve Christ. The Christian Service Squad, led by a young college student from the nearby town of Wheaton, had gained enough members within its first two months that new squads were organized around a new name--the Christian Service Brigade (CSB). In the fall of 1938, the Battalion concept was introduced to distinguish the seven local groups that had been organized. Rapid expansion led to the need for two large-scale developments--the creation of a guidebook for members, and the organization of the first Brigade camp at Lake Geneva, Wisconsin in 1939. By December 1940, the Christian Service Brigade was incorporated as a private, nonprofit church service organization with national offices located in Wheaton, Illinois.

While CSB was evolving, two other small Christian organizations arose--the Pioneer Christian Boys' Club in Detroit, and New England's Sky Pilots of America. Leaders of these two movements decided to join forces with CSB in 1943. The success of this merger is indicated in its 1982 U.S. membership figures: 60,000 boys between six and 18 years-of-age assisted by 15,000 volunteer adult leaders who were involved in 1,500 local churches.*

Objectives: CSB provides local evangelical churches with a Christ-centered weekday activity program whose aim is to win boys for Christ, guide them in personal study of the Word of God, and train them in Christian living. The national organization works through the men in local churches to meet the following objectives:

- to provide men a context in which they can make friends of boys and disciple them for Christ;
- to help boys develop a positive concept of Christian masculinity;
- to provide the church with a dynamic means of outreach and evangelism to boys and their families;
- to strengthen boys' relationship to their church; and
- to offer boys the opportunity for leadership training experience.

Membership: Boys between the ages of six and 18 can join the local CSB-affiliated church programs. CSB also consists of adult members who serve as volunteer leaders at the local level.

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*Canadian involvement consists of 20,000 CSB members, assisted by 5,000 volunteers in 600 local churches.

Voluntarism: Without volunteers at the local level, Brigade programs would not exist. Not only do adult male leaders conduct all meetings and supervise all activities, but a staff of Christian community volunteers plans and leads weekly functions.

Funding: Individual churches that have Brigade programs are the major supporters of the national organization. These funds are acquired in three ways: local churches purchase CSB handbooks and other resource materials; Brigade programs are encouraged to contribute to the national organization; and individual membership fees are collected and portions forwarded to the national CSB. More than two-thirds of CSB income is from contributions.

Organization and Programs: The national CSB organization provides manuals, guiding standards, program models, and training assistance to local churches with Brigade programs. Additionally, it sponsors periodic adult and teen conferences; conducts 12 regional summer camps; maintains a topical, Christian youth-related library; and publishes three periodicals. CSB's ultimate role is to support and assist the church with personal and written resources that will assure the most effective church training of men in their outreach effort to boys.

The local Brigade unit works completely within the structure of each church congregation; all man-boy programs are totally owned and operated by the church. A "working agreement" is formalized between the national office of CSB and the local Brigade in which the responsibilities of each are outlined: the national organization commits itself to the provision of high quality program materials and personal contact, while the local church agrees to conduct its man-boy ministry according to the five objectives listed above.

All nationally structured man-boy programs are geared to meet the needs of boys for physical, mental, social, and spiritual development through such activities as a weekly meeting, devotions, achievement system, skills training, leadership opportunities, camp, badges, and awards projects. Its program is similar to the Boy Scouts but places a heavy emphasis on religious education and training for Christian leadership via three particular programs:

- Father and Son Program (Tree Climbers)--for boys six and seven years-of-age that combines the fun of a boys' group with the personal attention of his father or another Christian man.
- Action Program (Stockage)--for boys eight to 11 years-of-age. Action-packed meetings in the church, outdoor adventures, and a graded achievement system are led by concerned Christian men who hope to effectively mold the lives of these boys.
- Discipleship Program (Battalion)--for boys between 12 and 18 years-of-age. Christian men build discipling relations with teenage boys and train them to be effective, dynamic leaders. Meeting weekly, Battalions gather in churches for active games, group achievement, special events, and Bible-related discussions and talks.

Juvenile Justice Component: When asked about involvement with youth who have had contact with the juvenile justice system, Christian Service Brigade President C. Samuel Gray recently responded that, "Although CSB is concerned for delinquents and their rehabilitation, the majority of the organization's thrust is preventative--we concentrate on helping boys establish a good direction for their lives, thus keeping out of trouble. Individual local churchs and their leaders do encounter troubled youth and seek to help them." Gray further commented that, "We are seriously concerned for the needs of teenage 'burn outs,' 'drop outs,' and offenders, but rehabilitation work is just not within the scope of our primary ministry."

Conclusion: While CSB reaches over 60,000 young men annually, it does not focus on recruiting youth who have been in any kind of legal trouble. Instead, it serves the needs of men and boys in community churches who seek the group involvement offered by the local Brigade programs. Should young men who formerly were offenders be attracted to a CSB program, they would be welcome to join, but their participation is not actively solicited.

For more information, contact:

Christian Service Brigade
Box 150
Wheaton, IL 60187
(312) 665-0630

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_____
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4-H

Background: A successful partnership of youth, volunteers, State land-grant universities, Federal-State-local governments, and the private sector makes 4-H a unique education program that has been operating for almost 70 years. When the Cooperative Extension Service began its 4-H program in 1914, it was designed to serve farm youth.* Today's 4-H program is open to urban and rural youth from all racial, cultural, economic, and social backgrounds. Throughout its existence, 4-H has served over 40 million youth from all States, the District of Columbia, Puerto Rico, the Virgin Islands, and Guam.

Objectives: "The mission of 4-H is to assist youth in acquiring knowledge, developing life skills, and forming attitudes that will enable them to become self-directing, productive and contributing members of society." (United States Department of Agriculture, Extension Service Service, n.d.:1.)

Ten national goals guide all local programs. These objectives urge 4-H'ers to strive to:

- acquire subject-matter skills and knowledge in certain areas of agriculture, home economics, science, and technology;
- acquire a positive self-concept;
- learn to respect and get along with people;
- participate in community affairs;
- develop and practice responsible skills related to the environment;
- learn and use accepted practices for mental, physical, emotional, and social health;
- explore and evaluate career and job opportunities;
- establish positive attitudes toward productive use of leisure; and
- develop volunteers as individuals and leaders in the 4-H program (United States Department of Agriculture, Extension Service, 1982a:3).

Membership: All girls and boys between nine and 19 years-of-age may be involved in 4-H in one or more of the following ways:

- members of organized community 4-H clubs;
- participants in special interest or short-term 4-H group projects;

*The Cooperative Extension Service, begun in 1914, has become the largest informal educational organization in the world. Its national system, supporting over 34,000 offices throughout the country, is funded and guided by a partnership of Federal, State, and local governments that deliver information to help people help themselves through the land-grant university system. Extension carries out programs in the following four categories: agriculture, natural resources, and environment; community resource development; home economics; and 4-H and other youth projects.

- participants in 4-H school enrichment and instructional T.V. programs; and/or
- participants in 4-H camping programs.

In 1981, approximately 4,859,335 youth participated in 4-H activities:

- 1,960,312 were members of 90,577 4-H Clubs;
- 2,083,568 were involved in 52,906 4-H special interest groups;
- 240,336 youth were enrolled in 4-H Instructional T.V. program series;
- 362,082 youth attended 4-H camps; and
- 575,119 youth participated in 4-H Food Nutrition Program primarily for low-income city youth.

Voluntarism: Volunteers are responsible for delivering all 4-H programs directly to youth. In 1981, approximately 568,731 volunteer leaders worked with 4-H youth. Of those, 129,920 were youth leaders under the age of 19. The average 4-H volunteer contributes an estimated 220 hours annually to work with youth. Additionally, persons in the business, agricultural, and industrial sectors volunteer to serve as community resources for local 4-H projects. 4-H volunteers are supported by professional and para-professional staff members at the national and local levels.

Funding: While 4-H at the national, State, and local levels is funded primarily from the public sector, private support has become increasingly important as Figure 1 below indicates.

Figure 1

APPROXIMATE ANNUAL 4-H SUPPORT SOURCES, FISCAL YEAR 1981

Public - Federal, State, and local government support for all programs.....	$200,000,000
Private support for State and county programs.....	$ 37,000,000
Private support for national 4-H organization.....	$ 11,000,000

Table adapted from Eleanor Wilson, 4-H Program, U.S. Department of Agriculture. Telephone Interview, October 28, 1982.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

The two national entities formerly providing channels for 4-H receipt of private support--the National 4-H Foundation and the National 4-H Service--recently merged to form the National 4-H Council. Over 38 States currently have 4-H foundations or development funds aimed at the private sector.

Organization and Programs: 4-H is conducted jointly by the U.S. Department of Agriculture, the State land-grant universities, and the county governments. Through its administrative agent, the Cooperative Extension Service, 4-H programs are assisted by locally-based trained staff consisting of professional, para-professional, adult, and youth volunteers. The national 4-H organization assists with such training, conducts various seminars and workshops, and issues relevant publications. Additionally, it plans two annual national events for 4-H members--the National 4-H Congress recognizing national, State, and sectional winners, and the National 4-H Conference for approximately 250 4-H'ers who help develop national 4-H programs.

Nationally, 4-H organizes its local programs as follows:

- Community or Neighborhood 4-H Clubs
- Project Clubs
- Special Interest Groups
- Television Teaching
- 4-H Expanded Food and Nutrition Education Program (EFNEP)
- Special Activities

Each locality utilizes any program and adapts it to particular community needs. Current and future 4-H program thrusts designed at the national level and implemented locally include:

- 4-H Food and Fiber Programs;
- programs to involve youth in improving the environment and conserving natural resources;
- increased nutrition education opportunities for youth;
- expanded programs in career exploration, youth employment, economic understanding;
- 4-H programs to strengthen families and better prepare youth for their responsibilities;
- health and safety education for youth;
- practical youth education for consumer decisions and responsibilities;
- youth involvement in community development, leadership, and citizenship activities;
- leisure education for youth; and
- 4-H International programs.

Additionally, special efforts are being made to "reach larger numbers of youth from all socioeconomic, cultural, and ethnic groups, both rural and urban, including the handicapped; increase the number of volunteers serving 4-H; and strengthen staff development and training programs." (United States Department of Agriculture, Extension Services, 1981a:2.)

Juvenile Justice Component: The major interest shown by the national 4-H organization in juvenile justice has been its support of the two JJDP Act reauthorizations in 1977 and 1980. While the national 4-H organization does not keep track of most programs offered by local affiliates, Washington, D.C. representatives were aware of two particular juvenile justice efforts in Salt Lake City, Utah and in Yakima County, Washington.

- Salt Lake City Diversion Program--Begun in 1977 with LEAA funds, the program sought to remove at-risk children from current peer group pressure and provide them with new recreational and job opportunities. When funding ended after two years, the program was terminated (Olson, 1982).

- Yakima County "Search for Excellence" Rural Crime Prevention Project--The 4-H "Search for Excellence" project was one result of a meeting between several Lower Yakima Valley residents in the Spring of 1980 who discussed their concern for increased vandalism, theft, and burglary in their rural communities. Soon thereafter, local 4-H representatives met with local administrators of juvenile and adult parole services, members of the Yakima Police Department, Yakima County Sheriff's Department, and court personnel to discuss how the 4-H youth program could support community crime prevention efforts. As a result, a 4-H youth education project evolved that included educational materials and a community-service project whereby crime prevention information would be disseminated cooperatively by 4-H'ers and the Yakima County law enforcement agencies. The project is guided by a 4-H Rural Crime Advisory Committee comprised of 4-H leaders, 4-H teen members, and local law enforcement personnel.

Throughout 1981, the pilot projects were conducted in three sites --two rural farm communities and a Yakima suburb. Goals include the following:

- to make youth more aware of crime and how they can make their community a better place in which to live;

- to educate young persons about how they could protect themselves, their families, homes, and community against vandalism, theft, and burglary;

- to instruct youth on how to mark personal items and conduct security inspections of their homes--this inspection was then compared with a security check carried out by a local law enforcement officer; and

- to train youth to carry out a community-service project involving the community distribution of crime prevention materials, the sharing of their knowledge with other families, youths at school, and with local granges.

To assist in this educational effort, a 4-H guide for members entitled "The Eye of Crime" was written. Information from that handbook was assimilated and other materials were delivered by over 150 4-H'ers to approximately 1,800 families. This cooperative effort involving 4-H members and other youth, law enforcement, court and probation personnel, and community members is currently the only crime prevention program of its kind in Washington State. For more information, contact: Cooperative Extension of Washington State University, Yakima County, 233 Courthouse, Yakima, Washington 98901, (509) 575-4218.

Conclusion: 4-H has been involved in several juvenile justice related activities relating to the support of the JJDP Act reauthorizations. Several local 4-H organizations have focused specific interests on this area. Most well-known to the national organization was the successful Salt Lake City Diversion Project in which 4-H was involved directly with at-risk youth, and the Yakima County Crime Prevention Project in which 4-H'ers were responsible for learning about and disseminating information on community crime prevention. Neither project specifically targeted juvenile offenders, and only the former worked with youth who may or may not be involved in the juvenile justice system. However, with the growing juvenile crime-offenses in rural areas traditionally involving a large percentage of juveniles (vandalism, theft, and burglary), local 4-H clubs will continue to be involved in juvenile justice, especially in the prevention area.

For more information, contact:

4-H Youth
Extension Service
U.S. Department of Agriculture
Washington, D.C. 20250
(202) 447-6536

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GIRL SCOUTS OF THE U.S.A. (GSUSA)

Background: The 1912 origin of the American Girl Guides Organization was firmly rooted in the British tradition of Robert Baden-Powell's Boy Scout movement.* After the formation of the first troop of 18 girls in Savannah, Georgia, the girl scouting movement underwent rapid organizational changes. One year later its name was changed to Girl Scouts, national headquarters were established in Washington, D.C., and the first Girl Scout Handbook was published. The organization was incorporated as Girl Scouts, Inc., and held its first national council meeting in 1915; national headquarters were moved to New York a year later; the first local council charter was issued by the national organization, a monthly magazine for Girl Scouts and their leaders began publication, and a national training school for Girl Scout leaders was conducted in 1917; 12 organizational regions were established in 1924; the name of the national organization was changed to Girl Scouts of the U.S.A. (GSUSA) in 1947; a new project was launched to establish Girl Scout (GS) councils through every part of the country in 1948; and GSUSA was reincorporated under Congressional Charter on March 16, 1950. Girl Scout membership grew accordingly--by 1915, there were approximately 5,000 Girl Scouts in the Nation; just five years later, membership had soared to over 50,000; and by 1950, GSUSA claimed over 1,500,000 members (Girl Scouts of the United States of America, 1978:1-7).

As Girl Scouts, Inc. continued to expand both its organizational structure and membership, it also extended its training projects, publication duties, and camping opportunities. Programmatically, GS made other new developments: a standardized Brownie program (1922); a Mariner program (1934); the first nationally franchised Girl Scout cookie sale (1936); a revised Girl Scout program establishing three age levels (Brownies for ages seven to nine; Intermediate program for ages 10-13; and Senior program for ages 14-17) (1938);* a Wing Scout program (1942); and Girl Scout calendar sales (1943) (Girl Scouts of the United States of America, 1978:1-7).

However, it was not until the 1960's that GSUSA became involved in the social services and social action work with which it is so closely identified today** (to be discussed below). These projects have helped to make GSUSA the world's largest voluntary girls' organization boasting a 1981 membership of 2,276,000 girls and 553,000 adults.

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* The revised Girl Scout program was the result of the first professional study of the Girl Scouts conducted in 1935 by an outside team of scientists and educators who recommended the changes enacted in 1938.

**The British Girl Guides movement was launched in 1910. The idea quickly gained support in America where a Girl Guides organization made up of Camp Fire advocates and a few youth leaders began in 1911 (Buckler, Fiedler, and Allen, 1961:31-32). However, this effort lasted less than a year and was unrelated to the 1912 Girl Guide organization created by Juliette Gordon Lowe.

Objectives: As a national, nonprofit, voluntary organization, GSUSA is dedicated to "inspiring girls with the highest ideals of character, conduct, patriotism, and service that they may become happy and resourceful citizens." ("Preamble to the Constitution of the GSUSA".)

Following are the current corporate goals of GSUSA for 1978-1984 that were adopted by the National Board of Directors in May 1977 and revised in May 1981: education for change; increased membership and volunteers; management; adult education; communications outreach; appreciation of diversity; international understanding; and advocacy role.

Membership: Girl Scouting is open to all girls seven through 17 years-of-age who are willing to subscribe to the laws and promise of GSUSA. Adult membership for both women and men is also open to those who accept the Girl Scout laws. All members pay annual dues to the national organization. Girl and adult members belong to their individual council which, in turn, is chartered by the Girl Scouts National Board of Directors.

Voluntarism: Approximately 99 percent of adult GSUSA members are volunteers who serve as troop leaders, camp counselors, community advisors, and board members. Clearly, without volunteer efforts at the local level, Girl Scouts could not exist.

Funding: As Figure 1 on the following page indicates, the primary sources of income for GSUSA are derived from membership dues, as well as sales of GS uniforms, books, equipment, and audiovisuals via the National Equipment Service. Additionally, several national projects are initiated or continued with the support of private and public gifts, grants, and requests. Two such projects for 1981 included the funding of a Spanish Girl Scout and leader's guide, a series of camp management seminars, and a scholarship and operating endorsement for the Edith May Conference Center scheduled to open in 1982.

Local Girl Scout councils maintain their income through the sales of cookies and calendars, local fundraising efforts, and annual United Way contributions.

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*National social service efforts prior to the 1960's were limited to creating GS troops for mentally and socially handicapped institutionalized girls (1940); publishing senior Girl Scouting in Wartime (1943); becoming an original member of the National Social Welfare Assembly (late 1940's); the organization of Neighborhood Service Teams by many councils to aid GS leaders (1954); and participating in an international service camp project for children in Puerto Rico (1959).

CONTINUED

2 OF 6

Figure 1

GIRL SCOUTS OF THE U.S.A.
CONSOLIDATED STATEMENTS OF REVENUE AND EXPENSES

	For the years ended September 30,					
	1981			1980		
	Unrestricted funds	Restricted funds	Total	Unrestricted funds	Restricted funds	Total
Revenue:						
Membership dues	$ 8,486,756		$ 8,486,756	$ 7,947,520		$ 7,947,520
National Equipment Service — sales and other income, net of related costs (Note 5)	7,690,772		7,690,772	4,295,212		4,295,212
Interest on inventory (Note 5)	880,670		880,670	706,640		706,640
Gifts, grants and bequests	157,739	$2,767,081	2,924,820	264,481	$2,933,158	3,197,639
Income from investments, including net gain on sale of securities of $1,055,812 in 1981 and $803,608 in 1980	2,239,225	177,195	2,416,420	1,548,438	149,378	1,697,816
Property operations, net	164,341		164,341	(43,961)		(43,961)
Other	118,134	6,227	124,361	238,104	7,400	245,504
Total revenue	19,737,637	2,950,503	22,688,140	14,956,434	3,089,936	18,046,370
Expenses (Exhibit III):						
Program services:						
Field services	4,423,599	151,221	4,574,820	3,978,299	80,806	4,059,105
Program and training development	1,239,773	748,812	1,988,585	1,037,156	225,063	1,262,219
Communications	1,151,557		1,151,557	868,213		868,213
Girl Scout activity accident insurance	544,630		544,630	629,527		629,527
Cost of magazines, net of advertising and circulation revenue of $765,252 in 1981 and $991,222 in 1980	470,880		470,880	552,016		552,016
International services	224,196	272,494	496,690	194,695	353,098	547,793
National centers administration	607,217	8,077	615,294	468,582	15,865	484,447
Total program services	8,661,852	1,180,604	9,842,456	7,728,488	674,832	8,403,320
Supporting services:						
Membership registration and credentials	1,071,156		1,071,156	969,299		969,299
Fund raising	268,765		268,765	219,689		219,689
Management and general	3,652,414	7,763	3,660,177	3,768,036	8,930	3,776,965
Total supporting services	4,992,335	7,763	5,000,098	4,957,024	8,930	4,965,954
Total expenses	13,654,187	1,188,367	14,842,554	12,685,512	683,762	13,369,274
Excess of revenue over expenses (Exhibit IV)	$ 6,083,450	$1,762,136	$ 7,845,586	$ 2,270,922	$2,406,174	$ 4,677,096

Certain expenses for the year ended September 30, 1980 have been reclassified for comparative purposes.

Figure adapted from Girl Scouts of the U.S.A., Annual Report, 1981. (New York: GSUSA), p. 21.

Organization and Programs: GSUSA was reorganized under a new corporate planning system introduced in 1977. Its National Council is composed of delegates elected by the 336 GS councils throughout the Nation and meets at a triennial convention. National headquarters are located in New York City, while national field centers are maintained in New York, Chicago, and Dallas. Several national departments develop GS program and publication materials, adult education and career guidelines, corporate management and finance resources, and public relations plans to assist GS councils. Further, technical assistance and support is provided to councils through the field centers. In addition to the above tasks, the national organization represents the Girl Scouts at home and abroad as one of 104 members of the World Association of Girl Guides and Girl Scouts.

Each of the 336 GS councils is incorporated individually and chartered by the GS National Board of Directors. Councils extend membership opportunities to all girls in their location, recruit and train adult leaders, adopt national programs and standards to local needs, develop community funding resources, and manage council business by electing volunteer boards and directors and appointing professional staff.

It was not until the 1960's that GSUSA focused on social work and social services. Some of its early efforts in this area included organizing sponsorship of an Urban Special Areas project for extending membership into nontraditional areas—community service projects for Senior Girl Scouts provided by Readers Digest foundation grants (1964); a National Youth Conference on Natural Beauty and Conservation for teenagers (1966); a national conference for senior Girl Scouts on the inner city (1967); "An Experimental Project for Administrative Fairness in Community Social Agencies" to help train older women in six cities (1967)*; senior Girl Scout "Speakout" conferences held across the Nation to discuss how prejudice and misunderstanding could be alienated (1968); a national "Action '70" program to help overcome prejudice and build better relationships between people of all races, ages, and religions; a national anti-drug abuse workshop (1970); a nationwide environmental education and improvement program called "Eco-actions" (1970); a GS program to American Indian girls in eight western States (1973); Education for Parenthood project to help teenagers learn about child development and human interactions (1973)**; "Hand-in-Hand: Cross-Age Interactions" involving young people and the elderly poor (1974); and the Girl Scouting and Migrant Communities project to link GS councils with migrant families (1974).

In 1980, a totally new GS program was introduced at 10 nationwide conferences. Among its components was an informal education program to expand outdoor skills and wildlife education, promote sports and physical fitness for young women, and provide models for nonstereotyped career development; a new leadership program developed for the new Edith May Girl Scout Center to strengthen the skills of volunteers and professionals and augment corporate and executive training courses; an expanded advocacy commitment to issues and legislation affecting women; and a modernized approach to reaching out to minority, culturally deprived, and handicapped girls.***

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* This project was co-sponsored by GSUSA and Camp Fire Girls, Inc. and funded by the U.S. Department of Labor's Manpower Development and Training Act.

** This project was co-sponsored by other national social service agencies and was federally funded for three years.

***A major study completed in 1981, "The Impact of Minority Presence in Girl Scouting on White and Minority Communities," provided many of the ideas on how Girl Scouts could increase minority participation in its programs.

Juvenile Justice Component:

Beginning in the late 1960's, the National Board of Directors expressed concern over the rising juvenile delinquency rate. Consequently, GSUSA co-sponsored a national conference with the Association of Junior Leagues to study the problem. A few years later, GSUSA became one of the original members of both the National Collaboration for Youth and the National Juvenile Justice Program Collaboration which were concerned primarily with the needs of status offenders (see Appendix 2-C for discussions on both organizations).

A further collaborative effort was GSUSA participation in the National Youthworker Education Project (NYEP). In 1975, many Girl Scout leaders joined volunteers from seven other national, nongovernmental youth-serving organizations to learn how to provide services to status offenders.* By 1981, at least one-third of all GS councils had a staff person trained in adolescent problems, and staff at three national field centers had received juvenile justice awareness training. In keeping with the juvenile justice emphasis, GSUSA was an initial supporter of the 1974 JJDP Act and its subsequent reauthorizations in 1977 and 1980. A further philosophical commitment to juvenile delinquency prevention occurred in May 1980 when the GSUSA National Board of Directors approved the following statements about youth at risk:

- Status offenders should be removed from all secure facilities, public or private.
- Status offenders should be removed from any secure or non-secure public or private facility which also houses adult offenders.
- Status offenders should not be mixed with juvenile offenders in any facility, including community-based facilities, which houses more than 20 youths.
- Community-based programs for status offenders, such as foster care and shelter care homes, group homes, halfway houses, and homemaker and home health services, should be provided.
- Services and programs which will maintain and strengthen the family unit, so that the juvenile may stay at home, must be supported.
- The deinstitutionalization of status offenders should be accompanied by a redirection of funding resources to assure the provision of adequate alternative services, appropriately assigned to public and private agencies.

*NYEP was funded from 1975-1980 by the Lilly Endowment, Inc.

- Educational programs which help youths remain in elementary, secondary, or alternative learning situations should be expanded.
- Special attention must be given to girls and minorities who are over-represented in the institutionalized status offender population.
- Jurisdiction over status offenders should be removed from the juvenile court. Community services offered by community-based voluntary agencies, youth service bureaus, and public social service departments are more appropriate resources for non-criminal youth.
- Court resources should be strengthened to develop referral selections and procedures which will use alternatives to incarceration for status offenders.
- Status offenders should not be placed in humiliating, mentally or physically debilitating, or harmful facilities.
- Status offenders should receive truly rehabilitative treatment and supervision.

The national interest in juvenile delinquency prevention carried over into several local programs. Two such examples are described below:

- Sahuaro Girl Scout Council in Tucson, Arizona (planned and funded in conjunction with the NJJPC)--"The Sahuaro Girl Scout Council, with the Tucson police department and a group of agencies called New Directions for Young Women selected several local high schools in a target neighborhood for a program on crime prevention and self-protection. This was in response to a high incidence of juvenile delinquency and status offenses reported in Tucson. This community was experiencing a high rate of vandalism, larceny, and burglary, and an alarming increase in the number of girls molested. The area also lacked available resources for youth." (Girl Scouts of the United States of America, 1981b:9.)
- Mile Hi Council, Denver, Colorado (planned and funded in conjunction with the National Youthworker Education project)--"Working with the Denver Youth Agencies Network, this council: addressed sex talks to young men and women in juvenile detention homes and shelter-care facilities, and to groups of young people on probation; extended membership and/or services to these young people; established a troop in a shelter-care home for girls; established and served institutional troops with transient populations; promoted and provided Girl Scout programs, activities, and resources." (Girl Scouts of the United States of America, 1981b:11.)

In 1981, GSUSA designed a national survey about juvenile justice for all of its councils. Responses included the following:

- New York City Senior Girl Scouts and Cadettes serve as babysitters in family and probation court, while parents with older children in trouble are involved in court proceedings.
- Greater Philadelphia Senior Girl Scouts and Cadettes [are] discussion leaders and school assembly speakers on the topic of shoplifting [for] younger children.
- Tucson, Arizona Girl Scouts includes the hiring of status offenders as summer day-camp counselors.
- Interagency programs run with Girl Scout assistance in South Carolina, California, Connecticut, and Washington offer service to status offenders aimed to improve communication between families, police, and schools.
- A wide variety of alcohol and drug awareness programs in Girl Scout troops across the Nation.
- Use of the national Girl Scout career exploration project, "From Dreams to Reality," in councils throughout the country as a delinquency prevention tool.

Conclusion: The above programs are examples of just a few of many prevention projects operating in GS councils. Clearly, for almost two decades GSUSA has expressed national interest in aiding at-risk girls and status offenders by supporting appropriate legislation, actively participating in national youth collaborations, and designing national programs for adaptation at the council level. However, interest in the serious and violent juvenile offender has not yet appeared to be a GSUSA priority, nor does the national organization keep records on any local programs that may address the needs of this population.

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GIRLS CLUBS OF AMERICA (GCA)

Background: Even though the first Girls Club was organized as early as 1864 in Waterbury, Connecticut, the national organization--Girls Clubs of America (GCA)--was not formed until 1945. That year, 19 independent Girls Clubs formed a national, nonprofit service agency for girls. GCA's creation was a direct response to the specific needs of girls in low-income and particularly urban environments who traditionally received little or no outreach or community services. By 1970, over 150 clubs were serving approximately 100,000 girls between six and 18 years-of-age, and one decade later the numbers had increased to more than 250 affiliated Girls Club Centers serving nearly 220,000 girls in 128 cities.

Objectives: The objectives of GCA have consistently retained service goals to low-income girls between six and 18 years-of-age. However, the specific goals have changed to meet the changing needs of new generations of girls. The objectives of the national organization during its first several decades were as follows:

- to foster the character development of all girls of all races and religions from all social and economic backgrounds, through a program of educational, vocational, health, social, and recreational activities;
- to help them become responsible mothers, homemakers, and citizens of the community;
- to coordinate the programs of member clubs;
- to encourage and assist in the promotion of new clubs; and
- to help establish and maintain high standards for all Girls Clubs in programming, leadership, and sponsorship.

By 1980, however, GCA had adopted six organizational goals for the next five years that demonstrated a vigorous commitment to both advocacy and service objectives. The goals of teaching girls to become good wives and mothers had been replaced with new objectives to help members become active and responsible women:

- to serve as vigorous advocate for all girls;
- to help Girls Club members develop as knowledgeable and responsible women;
- to focus national attention on the special needs of girls;
- to expand the capabilities and strength of GCA as a responsive and forceful organization; and

- to expand racial and ethnic diversity of boards and professional staff (Girls Club of America, 1981c:3).

Membership: Members of GCA include the approximately 250 affiliated Girls Clubs Centers that pay annual dues to the national organization. Any girl between the ages of six and 18 may become a dues-paying member of local Girls Clubs.

Voluntarism: Like most organizations serving large numbers of youth, volunteers are essential to both the national GCA as well as local organizations. National policy is set by GCA's voluntary Board of Directors who, since 1979, have conferred with the voluntary National Advisory Board. Each club not only has a policymaking voluntary board of community representatives, but is staffed by professionals who receive program assistance from a team of trained community volunteers.

Funding: Figure 1 below explains the source of 1980 Girls Clubs of America operating funds as well as outgoing expenses of that year. The national organization typically received between 30-40 percent of its support from public sources, with the other 40 percent generated from private contributions.

Figure 1

1980 GIRLS CLUBS OF AMERICA EXPENSES AND OPERATING FUNDS

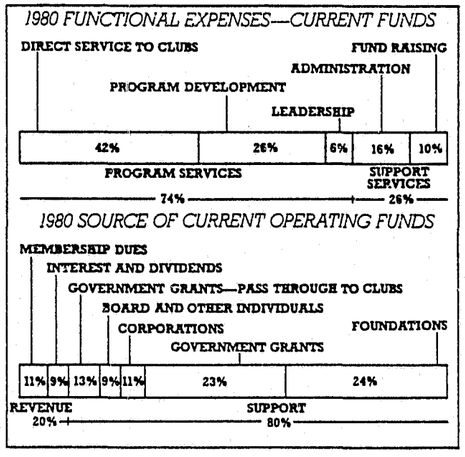

Table adapted from Girls Clubs of America, Responding to the Challenge: Annual Report, 1980. (New York: GCA, 1981), p. 5.

Both government and private funding is secured by GCA for national programs, workshops, and training seminars for local member Girls Club staff and board members.

Affiliated Girls Clubs Centers are independent, incorporated units operating via local community funds that, again, come from both public and private sources. A substantial donor to Girls Club Centers has been the United Way. In 1981, total United Way funding for Girls Clubs of America as well as for local clubs was $6,489,744.

Organization and Programs:

The GCA staff, headquartered in New York, is supervised by a National Executive Director appointed by the policymaking National Board of Directors. Its primary objective since 1945 has been to provide high quality programmatic direction and services to its affiliated club members which, in turn, offer services to all girls between the ages of six and 18. Since 1980, the organizational capacity of the national GCA has been expanded to include the following:

- opening of the GCA National Resource Center in 1981--the Center, located in Indianapolis and funded by the Fleishman Foundation, provides a national approach to the development, evaluation, and dissemination of programs sensitive to the needs of girls and sponsors research on girls development and growth;
- national endorsement of local program directions in youth employment, children's creative theater, and juvenile justice;
- initiating a Planning-Giving program that prepared and offered fundraising materials to member clubs; and
- launching Expansion Campaign 1980-1985 to open 30 new clubs to serve 100,000 more girls.

While local clubs are autonomous and receive policy direction from their volunteer boards of directors, they must fit within national guidelines that require member clubs meet the needs of girls in their particular community. Many local policies follow the programmatic guidelines suggested at the national level, but they are not required to do so. Additionally, local clubs participate in management, training, and program assistance available via the GCA staff and National Board.

Juvenile Justice Component:

Since its inception, Girls Clubs of America has been involved with troubled young girls. Programs at the national and local levels were designed to attract at-risk girls to become GCA members or program participants. Beginning in the early 1970's, GCA increased its commitment in this area by targeting specific outreach efforts for harder-to-reach girls and status offenders. Part of the rationale

for reaching out to these girls was the GCA belief that "most programs working with kids in the juvenile justice system are programs designed by men for boys. We look at the differences between how and why girls and boys get into trouble, and then we plan our specific programs for girls accordingly." (Bernstein, 1982.)

One of the first national efforts in this direction was youth advocacy--in 1973, GCA joined the National Collaboration for Youth (NCY) to lobby for passage of the Juvenile Justice and Delinquency Prevention Act, and supported the Act in 1974 as well as its subsequent reauthorizations in 1977 and 1980. The first national programmatic endeavor was active participation in the National Juvenile Justice Program Collaboration (NJJPC) cooperative program operating between 1975-1980 in five American communities. A further collaborative effort included GCA's involvement in the National Youthworker Education Project (NYEP). Participating with seven other national, nongovernmental youth-serving organizations, GCA leaders were trained to work with girls involved in the juvenile justice system. A major result of this effort was an even greater commitment to serving status offenders and at-risk girls.

In January 1978, GCA and seven of its member clubs received an OJJDP grant to develop innovative outreach programs for at-risk girls on a non-crisis, ongoing basis. Funded for three years for approximately $1 million, GCA's Juvenile Delinquency Prevention Project (JDPP) was its first major federally-funded project as well as its initial service-oriented project. In keeping with the local autonomy of member clubs, each of the seven projects developed individually, but all served the needs of apathetic, rebellious, and/or girls involved in the juvenile justice system.

While the JJDP was GCA's only internally sponsored national effort, in 1978 at least 50 percent of all local Girls Clubs reported sponsorship of delinquency prevention programs. Some of those that specifically work with at-risk and adjudicated girls include the following:

- Girls Club of New York sponsors a Family Life program to aid girls and their families referred to them by the Family Court.
- The Girls Club of Rapid City, South Dakota has conducted Individual Services since 1972 via a variety of public monies. This program hires a full-time counselor/coordinator to direct a community rehabilitation program for female offenders who have committed property damage, forgery, perjury, and shoplifting offenses as well as those who have stolen property.
- The Hampton, Virginia Girls Club received a three-year grant from the State Department of Justice and Crime Prevention to set up a mobile club to reach out to at-risk girls who cannot or will not be served by stationery clubs.
- The Kingsport, Tennessee Girls Club was funded by the State Department of Youth Services to develop and implement a

Restitution Project. The project originally began as a collaborative effort between the local Boys' Club and Girls Club, but became a distinct GCA program as the need for a specific service for girls surfaced.

Conclusion: GCA has strived continuously to meet the needs of troubled girls in communities across the Nation. In the last decade, this emphasis has increased as national and local programs began reaching out to harder-to-reach girls and status offenders. The GCA has sponsored one national programmatic effort and participated actively in two advocacy/collaborative endeavors to assist at-risk girls, status offenders, minor, and first-time offenders already in the system. Additionally, local clubs in several communities have developed programs to meet the special needs of their troubled youth. While some serious and violent juvenile offenders inadvertently are reached by national and local GCA programs, none specifically target that population for special attention. However, decisions not to focus on these youth were made not in a deliberate spirit of omission, but rather because GCA is committed to helping the largest population of troubled girls--at-risk and status offenders.

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JUNIOR ACHIEVEMENT, INC. (JA)

Background: In 1919, two prominent businessmen from Springfield, Massachusetts designed a local program to help students between the ages of eight and 12 learn about business and the free enterprise system through direct experience. Seven years later, Junior Achievement (JA) was incorporated under the State laws of Massachusetts as a nonprofit educational organization. The statewide program attracted so much attention that it was adopted by New York City in 1929, and its program was expanded to include students eight and 16 years-of-age. By 1938, there were 50 Junior Achievement companies operating in high schools throughout New York State. After taking notice of the program's popularity, the President of Armco Steel Corporation and the National Association of Manufacturers began exploring the idea of creating a national program. On December 5, 1941, the first meeting of the national Junior Achievement, Inc. organization was held. Programmatic expansion, however, was limited until after World War II, and by 1946 Junior Achievement was operating in 12 U.S. cities.

By 1982, approximately 240 local high school Junior Achievement franchises were operating in 1,100 cities across the Nation. Over 227,000 high school students were participating in the franchises which, in turn, operate more than 7,200 JA companies. Additionally, 105,000 junior high school students and 40,000 fifth and sixth graders were involved in specialized Junior Achievement programs (explained below) designed for special age groups. Finally, between 5-6,000 high school students in 20 cities were enrolled in a summer employment program for disadvantaged youth (Maxwell, 1982).

Objectives: Junior Achievement seeks to give students a realistic understanding of the organization and operation of a business enterprise by learning through direct experience in the process of manufacturing and selling a product. The specific objectives of JA are as follows:

- KNOWLEDGE of the values, freedom, and responsibilities of our business system;
- EXPERIENCE in the organization, operation, and management of a business;
- MOTIVATION for leadership through the development of skills, abilities, and confidence;
- DEMONSTRATION of the relationships within business and between business and community;
- SUPPLEMENT to the formal education experience of youth by a constructive learning-by-doing experience; and
- PREVIEW of career opportunities in business (Junior Achievement, Inc., n.d.b).

Membership: Members of Junior Achievement, Inc. submit charter applications to the national organization which, in turn, issues them permission to create a JA franchise. Each member franchise pays a fee to Junior Achievement, Inc. based upon a sliding scale of local monies raised. Student members of local JA organizations simply enroll in the program targeted for their age group and attend the weekly meetings. No membership fees are required for these youth, but almost every member does purchase some company stock at $1.00 per share.

Voluntarism: Over 40,000 volunteers contribute their time to JA programs each year in the following capacities: adult business persons who specialize in production, administration, or sales to provide short-term expertise to teenage company executives; business persons who serve as regular JA advisors; business firms that volunteer to sponsor a JA company financially and/or by donating time and advice; professional men and women who sit on the Junior Achievement, Inc. Board of Directors as well as on local JA boards.

Funding: Since its inception, Junior Achievement, Inc. and its local franchise operations have been financed by private monies and have never been the recipients of public operational funds. Over 90,000 subscribers including large corporations, private foundations, small business firms, business executives, and a wide array of professional individuals annually contribute to the national and local organizations.

Organization and Programs: Junior Achievement, Inc. is a national, learn-by-doing, private, nonprofit educational organization. Through its national office located in Connecticut and its three regional offices, Junior Achievement, Inc. provides program, company promotion, and fundraising information to member franchises. Perhaps the most important function of the 62-member staff (40 at the national and 22 at the regional headquarters) is designing model programs to attract students to a free enterprise learning experience and providing service to local areas.

Each JA area (city) at the local level is organized as a separate corporate entity with its own officers and board of directors. This local board of directors directs the day-to-day operations of the JA franchise, raises its money, hires its own staff, and provides financial assistance to the national organization in Stamford, Connecticut. Each individual city has been qualified as a 501(c)3 organization and has a nonprofit, tax-exempt status.

By 1982, four separate national Junior Achievement educational programs were operating across the country: Junior Achievement high school program, Project Business, Business Basics, and Job Education.

- Junior Achievement--Over 227,000 high school students are enrolled in corporate programs where they perform the following functions:

- elect their own officers;
- select a product to make or service to render;
- capitalize their business through public sale of capital stock at $1.00 per share;
- set up production lines and plan distribution;
- advertise, promote, and sell their company's product or service through door-to-door sales to friends, family, teachers, and the general public;
- pay themselves salaries and wages as management and work force, and decide on sales commissions for themselves as salespersons;
- keep company books and records;
- pay rent for their work space and equipment and pay depreciation charged on equipment and machinery;
- pay taxes;
- pay dividends to their stockholders if their enterprise is profitable; and
- liquidate their companies at the end of the program year and issue stockholder reports.

- Project Business--Currently, over 105,000 junior high school students participate each year in the Project Business program. One day a week during each semester, a business consultant from industry presents the Project Business curriculum in cooperation with, and assisted by, the junior high school teacher. Each topic is covered by a series of exploratory class activities and field trip segments. Special emphasis is placed on career opportunities and gaining a better understanding of how business works.

- Business Basics--Approximately 40,000 fifth and sixth graders are visited four times a semester in their classrooms by Junior Achievement high school students who introduce them to the basic premises of the free enterprise system. The program began in 1979 and was developed by Junior Achievement, Inc.

- Job Education--Each summer since 1968, between 5-6,000 economically-disadvantaged teenagers in 20-25 cities across the Nation have benefited from a summer work-business-education program. Participants are typically inner-city youth recruited by JA who form their own mini-corporations that produce a product or service subcontracted to them through their sponsoring firm. Job Ed was originally begun in cooperation with the National Alliance of Businessmen.

Juvenile Justice Component:

When asked about involvement with juvenile offenders, outgoing President of Junior Achievement, Inc., Richard Maxwell, recently responded, "As a general rule, we do not actively seek this type of young person. Since we recruit primarily in the schools, it's not easy to reach that population....With our inner-city programs, we are probably getting a mix of offenders who are back in high school, but we just don't track those students." (Maxwell, 1982.) However, Mr. Maxwell was aware of one extremely successful local JA program that

training conferences, and general office expenses. Kiwanis International assumes the costs for Keynoter staff salaries as well as General Office overhead and equipment charges. Additionally, minimal district and local club dues, not to exceed a total of $6.00 annually, are charged to each member.

In order to carry out Key Club service activities, local organizations are encouraged to raise community funds via a variety of fund-raising activities--car washes, talent shows, bake sales, etc. Two policies do exist for raising money for charitable purposes: the activity for which the money will be used must be of benefit to the school or the community; and the project must contribute to the cultural, educational, social, and entertainment standards of the community.

Organization and Programs:

Figure 1 on the following page explains the organization of Key Club International and its relationship to its parent agency, Kiwanis International. The Key Club Department, located in Kiwanis International headquarters, maintains a staff of seven persons who serve as a liaison between Kiwanis and Key Club groups, edits and publishes the Keynoter, maintains records of the International as well as district and local organizations, and makes arrangements for the annual Key Club International Convention.

However, most of the Key Club work at all levels is performed by the high school student members themselves. The Board of Trustees are annually elected by some 2,500 high school students who attend the International Convention. The International officers attend five scheduled board meetings per year where they decide the administrative theme for the following year, determine programs and dates for the annual convention, and outline recommended programs for all clubs. The 30 Key Club district organizations hold their own annual conventions for fellowship, to coordinate the efforts of individual clubs, exchange ideas, and make awards to outstanding service clubs and individuals. District levels are broken into between 15 and 20 divisions which, in turn, help coordinate activities of between 10 and 15 local clubs located within each division. It is at this local level that most Key Club activities occur. The local Key Clubs are governed by young adults who are supervised by the high school administration and a volunteer Kiwanis sponsor. These clubs perform a variety of community service and social activities designed to make them more aware of their environment and better citizens.

Juvenile Justice Component:

With no exceptions known at the national headquarters, Key Clubs have avoided direct involvement in programs for any juvenile offenders. As Figure 2 on the following page suggests, during the 1960's Key Clubbers primarily were interested in their community, faith, and school; service projects in the 1970's were broadened to include health, enviromental, and family concerns; commitments to society's

Figure 1

ORGANIZATIONAL STRUCTURE OF KEY CLUB INTERNATIONAL

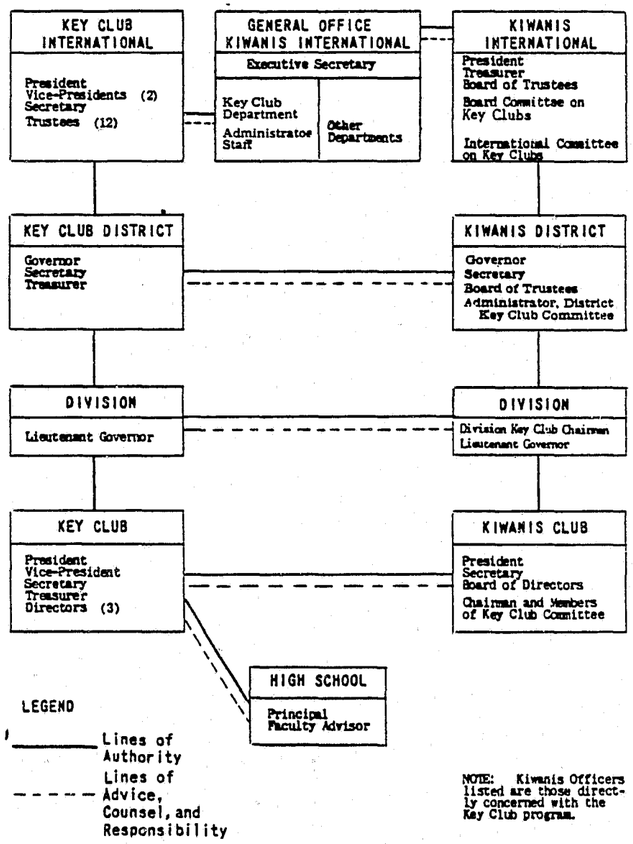

Table adapted from Key Club International, Key Club Manual. (Chicago: Kiwanis International, 1980), p. 4.

Figure 2

KEY CLUB INTERNATIONAL—ANNUAL EMPHASES
1964 - 1982

Year	Emphasis
1964-1965	Inspire Individual Initiative—spiritually, morally, intellectually, physically, socially, politically with self-reverence, self-knowledge, self-control.
1965-1966	Serve with Integrity--while strengthening faith in God, appreciating our heritage, acquiring beneficial knowledge, supporting the free enterprise system, encouraging world understanding, promoting Key Club-Kiwanis fellowship, and accepting personal responsibility.
1967-1968	Understanding through Involvement—in my club, community, Nation, world, and faith.
1968-1969	Influence through Example—by serving my school and community, supporting my Nation, and practicing my faith.
1969-1970	Understanding—Pathway to Human Dignity—by activating our concern for the economically disadvantaged, handicapped, ethnic and racial minorities, elderly, and socially maladjusted.
1970-1971	Personal Action--Prelude to Progress—by becoming personally active in creating an awareness of drug abuse; by implementing our concern for the elderly, underprivileged, and the handicapped; by progressing beyond concern in seeking new horizons of individual service.
1972-1973	Insure Tomorrow—by pursuing perfect human relations, restoring man's ecological balance, and developing an acceptance of community responsibilities.
1973-1974	Commit Yourself—through individual involvement in your community, through individual involvement in your school, and through individual involvement in the Kiwanis family.
1974-1975	Caring--Our Way of Life—through buddy programs, public health, and conservation of resources.
1975-1976	Anniversary Theme Objectives--Key Club anniversary observance, awareness programs, and younger years-greater years.
1976-1977	Challenge Indifference--by promoting public safety, by encouraging active involvement in school and community affairs, and by improving membership development.
1977-1978	Fulfill Man's Hope for Tomorrow--through preserving the family unit, through protecting the quality of family life, and through sharing a family relationship with those less fortunate.
1978-1979	Respond to Society's Needs--by conserving the community environment, by protecting the life of the community, and by enriching the quality of community life.
1979-1980	Share Togetherness--by restoring the dignity of the elderly, by seeking active involvement with the handicapped, and by confronting the problems of youth.
1980-1981	Dare to Influence--by positive action in combatting the problems of high school students.
1981-1982	Pursue Tomorrow's Potential--by focusing our efforts on the problems of younger people and providing a meaningful direction and promise to their future.

Table adapted from Key Club International, "Theme and Emphasis" brochures, 1964-1982. Chicago, Illinois. (Privately duplicated).

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

handicapped, lonely, and disadvantaged persons were adopted in the early 1980's. Any local involvement with youth on the fringes of the juvenile justice system has been limited to the operation of crisis hotlines, assistance with community runaway and child abuse shelters, information dissemination on substance abuse, and literature and speaking campaigns against school violence and vandalism.

However, the needs of offenders have not been wholely ignored by the International Board of Truestees. In their 1979-80 Key Club International "Theme Manual," the following two programs were recommended for adoption by local clubs:

- "Sponsor a buddy program. Key Clubbers can take young people who are soon to be released from correctional institutions out into the community. This helps build morale and helps the young people adjust to the world they'll be returning to."
- "Juvenile crime is a symptom of other problems. A good relationship between students and teachers can alleviate some of the tensions that lead to crime. Meet with school administrators about the problem. Organize a meeting between teachers, administrators, and students."

Conclusion: Since 1925, Key Clubbers have been involved in a large variety of community service projects. Interspersed among these have been crisis intervention efforts, programs for substance abusers and runaways, and school anti-vandalism endeavors. Members have worked with some persons involved in the juvenile justice system as they filter in and out of Key Club programs, but this population has not been targeted by the national or local organizations. Any effort to work directly with young offenders has been limited to a national recommendation to local clubs for 1979-80.

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TEEN-AGE ASSEMBLY OF AMERICA, INC.

Background: The first Teen-Age Assembly came into being during an October, 1969 meeting of concerned high school students from New York City's lower east side who were frightened by the rise in juvenile gang warfare that had led to the deaths of two of their fellow classmates. One of their first efforts was the organization and convening of a teenage "summit meeting" of local gang leaders where certain relevant issues were publicly aired and solved among participating youth, gang members included. The idea of direct youth involvement in gang-related problems spread to the town of Englewood, New Jersey, where the Teen-Age Assembly provided direction for the elimination of local gang violence at school functions. In 1962, the third chapter of the Assembly was organized on the Island of Oahu in Hawaii, again as a reaction to heightening gang tension. It was in Hawaii that the national Teen-Age Assembly of America, Inc. was formed as a private, nonprofit organization designed to combat juvenile delinquency.

Objectives: Young people enrolled in local Teen-Age Assembly programs are dedicated to getting other teenagers involved in overcoming juvenile delinquency through their own efforts via constructive community activities.

Membership: Students in elementary school through college, who are interested in preventing juvenile delinquency, can join. Students do not pay dues, nor do local organizations pay dues to the national organization. Recently, the Assembly ceased to be a membership organization. Currently, Assembly participants work in the Youth Against Drugs program providing for setting up student Youth Against Drugs committees on the campuses of elementary, junior high, high schools, and colleges around the country. In less than a year, approximately 45 committees are now operating around the country.

Voluntarism: Youth involvement in the Teen-Age Assembly is upon a voluntary basis. The Executive Coordinator and the members of the Board of Trustees also serve on a voluntary basis. At the moment, the Executive Coordinator spends approximately 30 hours per week with the Teen-Age Assembly program. The Board of Trustees involvement is much less.

Funding: The national headquarters, located in Honolulu, is presently operated with private corporate and foundation funds raised by national staff. Support for local programs is gained by fundraising projects conducted by the youths and coordinated with their advisors.

Organization and Programs: The Teen-Age Assembly of America, Inc. is headed by a Board of Trustees that makes organizational and programmatic decisions after conferring with its National Advisory Council of interested adults

and its National Student Advisory Council. During its 20 years of existence, the national organization has coordinated activities and suggested local community juvenile delinquency prevention activities such as conducting drug panels, youth conferences, and gang discussions. Since 1963, a major role has been the planning and implementation of the Little White House Conference on Children and Youth wherein major issues affecting young people are discussed and strategies for direct youth involvement outlined. Topics highlighted during past conferences include the following: drug-related youth crime, teenage drug abuse prevention, school violence and vandalism, the teenage gang--is it organized crime?, teenagers and guns, suicide rate among teenagers, and youth employment problems. It is anticipated that another Little White House Conference will be held in the not-too-distant future; however, these conferences are no longer convened annually.

Juvenile Justice Component: Since its inception, the Teen-Age Assembly of America has adopted a series of projects, some of which involved juvenile justice issues. Past projects include the following:

- I Like My School Project--covering youth from kindergarten through 12th grade, which identified early antisocial behavior and provided positive behavioral alternatives;
- Summit Conference of Teen-Age Gang Leaders--held in communities across the Nation that had gang problems and were willing to open discuss solutions;
- Police-Teenage Relations Conference;
- Youth Employment Project; and
- Drug Prevention Panels.

The most current project of the Teen-Age Assembly, "Youth Against Drugs," was launched in 1982. Its objectives are as follows:

- to help curb school violence and vandalism;
- to help students resist the pressure of getting involved in drugs;
- to prevent drug-related youth crime; and
- to help restore unity and tranquility to many families.

In essence, the project aims to provide positive action for the prevention of youthful drug use by identifying and providing attractive alternatives. Student Youth Against Drugs committees are currently being established at participating elementary, junior, senior high schools, and undergraduate colleges and are working in conjunction with Community Parent Youth Against Drugs committees to provide program planning and implementation. To participate in the program, a teenager has to commit himself or herself (by signing a pledge card) not to take drugs or offer drugs to others.

An example of local implementation of the new project can be found in Indiana, where a Youth Committee of the Indiana Juvenile Justice Task Force has been created. This statewide committee, recently formed in April 1982, is composed of students and an adult advisor. Its primary task is to gain the assistance of school superintendents and principals in getting campaign information disseminated and identifying five students to serve on a committee in each school. It will then be the role of the committee to get as many students as possible to sign the pledge of personal commitment to help stop the growing drug problem among youths. Currently, letters describing project intent and structure have been sent by the committee and it is now awaiting responses.

Conclusion: Young members of local Teen-Age Assembly chapters have been involved directly in programmatic and peer pressure projects aimed at preventing juvenile delinquency, gang warfare, and drug abuse. Its mandates are primarily prevention-oriented and therefore do not reflect interest in direct involvement with serious and violent juvenile offenders. Most work is done within the elementary, junior, and senior high school and college environment rather than in community surroundings that might attract offenders or within institutional settings. (An obvious exception to this rule has been the work done with gang members and leaders, but the main purpose of these projects was to discourage and/or prevent further problems rather than providing direct assistance to offenders.)

Despite the lack of national or local interest in direct outreach for serious and violent juvenile offenders, the fact remains that they are dedicated to preventing and reducing juvenile delinquency. Thus, the mechanisms for peer involvement and programs are already in existence should the national or any local organization wish to put them in motion.

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YOUNG LIFE INTERNATIONAL

Background: In 1938, a minister in Gainesville, Texas encouraged a young pastor to create a Christian outreach program that would attract youth to church. Thus, Young Life was born with the development of a club for disinterested high school students. For almost a decade, the mission spread to other localities where new clubs were established. When a businessman donated a ranch in Colorado to Young Life in 1946, the mission took two new directions: a summer camping program was developed for the Colorado ranch, and Young Life International became a year-round Christian outreach endeavor.

By the 1970's, over 150,000 young persons were involved in more than 1,000 high school clubs across the Nation. Additionally, eight different summer camps were operating to annually serve 16,000 teenagers, while about 45,000 high schoolers attended weekend camps.

Objectives: When Young Life first began, its goal was to bring youth to Christ. As the mission grew in popularity, the objectives were broadened to include the desire to provide a place where youth could be themselves and find themselves, as well as find others like themselves.

Membership: All high school students of any or no faith can belong to a Young Life club. Membership involves attending meetings and other Young Life functions. No fees or dues are required.

Voluntarism: The 700-person paid, professional staff of Young Life and leaders of local clubs are assisted by approximately 12,000 volunteers across the Nation. They serve in a variety of capacities--on the national Board of Directors, as community advisors to clubs, and as assistants to Young Life staff members.

Funding: Financial support for national and local operation is provided through many relatively small contributions from churches, church groups, and individuals. Major projects, special programs, and capital needs are funded by gifts from private foundations and corporations. Some special projects, like the Dale House described below, are financed through public and private collaborative agreements.

Organization and Programs: The policymaking body of Young Life, a private nonprofit corporation, is the volunteer Board of Directors comprised of 26 men and women from across the Nation. The national organization, located in Colorado Springs, provides program guidance and assistance to local clubs; publishes Focus, a periodical for Young Lifers and staff; conducts the Young Life Institute that grants a Master of Arts degree; offers seminary training for Young Life staff members; and directs as well as organizes the network of Young Life summer and weekend camps.

Local high school clubs are generally staffed by a trained professional and several volunteers. A committee of interested community persons helps the staff in directing, supporting, and promoting the particular projects of each club. Because there is no centralized program, course of study, or operational procedure, each Young Life Club adapts its program to the needs of youth within the community.

Juvenile Justice Component: All club programs are youth oriented, but the national organization was aware of just two programs--the Dale House Project in Colorado Springs and Circle C in Toledo, Ohio--that specifically targeted troubled youths as well as those involved in the juvenile justice system.

In 1972, the Dale House Project was founded under the auspices of Young Life "(1) to help troubled adolescents and their families and (2) to provide training for individuals wanting to pursue a career working with troubled young people." (Oraker, 1982.) While it focused primarily on less-serious and status offenders, Dale House Director George F. Sheffer stated that, "We do occasionally deal with 'hardcore' youth." (Sheffer, 1982.) Services provided during the 10 years Dale House has been in existence include temporary and long-term residence; intake goal planning; individual, group, and family counseling; and community relations and service linkages. A 1980 study of Dale House services showed that of the 153 youth in short-term residence that year, 75 (45 percent) were referred from the Police Department. Thus, it is the primary role of Dale House to provide transitional treatment to youths in crisis, almost half of whom are referred by law enforcement.

Circle C is a Christian Group Homes program offering 24-hour residential care and treatment within a family environment to troubled, deprived, and/or delinquent youth referred to the project by the Juvenile Court, Child Welfare Services, and other child care agencies in Toledo, Ohio. Typical referrals include teenagers who are abused, substance abusers, truants, habitual runaways, as well as those found guilty by the juvenile courts for stealing, auto larceny, and other crimes. Begun in 1970 in Pittsburgh, Circle C was transferred to Toledo in 1978 where two group homes for boys are currently in operation. The family group home concept has been so successful in Toledo that the national Young Life organization has recently recognized its vast potential for serving troubled youth throughout the country.

Conclusion: The goal of Young Life is to reach out to any interested high school youth and provide him or her with a sense of well-being and Christian community. No particular type of youth is either excluded or included for special targeting. Thus, while no national or local programmatic or philosophical statement exists for outreach to serious and violent juvenile offenders, some of these youth (although no numbers are known nor have evaluations been conducted in terms of recidivism rates) have been served by Dale House and Circle C--Young

Life's major treatment programs. It is unknown by the national organization if other programs working with the juvenile justice system are in operation, so there is no way of knowing if Young Life serves other serious and violent juvenile offenders in other clubs throughout the Nation.

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YOUNG MEN'S CHRISTIAN ASSOCIATION OF THE UNITED STATES OF AMERICA (YMCA)

Background: In 1851, a retired sea captain, who was greatly impressed by the work of London's Young Men's Christian Association (YMCA), began the first American YMCA in Boston.* By combining religious understanding and educational activities, the movement rapidly gained members. By 1853, 13 YMCA's were organized, and by 1860, over 25,000 members belonged to 205 Associations. The first unification effort began in 1854 when a confederation of YMCA's met to share ideas and concerns. While 28 States had organized State coordinating bodies by 1895, it was not until 1923 that a Constitutional Convention met in Cleveland, Ohio to establish the National Council to act as a coordinating body for the 1,083 local YMCA's and their State organizations. By 1980, over 1,800 YMCA operating units served over 11 million American members, 48 percent of whom were 18 years-of-age and younger.

Objectives: The Constitution of the National Council states its purpose as follows: "The Young Men's Christian Association we regard as being, in its essential genius, a world-wide fellowship united by a common loyalty to Jesus Christ for the purpose of developing Christian personality and building a Christian society."

Membership: The first American YMCA's confined membership to men who were in good standing with Protestant churches and to churches and associations that could help support their work. As the 20th century progressed, these requirements were abolished. Presently, local YMCA's operate on a membership basis and provide services to every age group as well as to persons of all races, creeds, and national origins.

Voluntarism: Volunteers at the local level have always been a vital part of YMCA programs. Mobilizing and utilizing greater numbers of volunteers continued to be a major operational commitment in the late 1970's. Thus, voluntarism is currently one of the six-year operating goals for the YMCA. Besides striving to increase the numbers of trained adult volunteers, the YMCA is developing an intensive program to broaden the involvement of youth in creative volunteer roles. A major success in this area has been the 1981 creation of the Youth Governors Society composed of 533 former YMCA Youth Governors who volunteer to assist with the annual YMCA Model Legislatures and Youth Governor sessions in Washington, D.C.

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*In 1844, a young drapery clerk founded the first YMCA in London. As the organization grew, its primary activities were development of libraries and reading rooms and conduct of discussions, lectures, and Bible study groups. Committed initially to spiritual and intellectual improvement, the YMCA broadened its interests to include all phases of life. By 1851, the YMCA had developed units in 16 other cities in England, Scotland, and Ireland with the movement spreading rapidly on the continent. And in 1855, the World's Alliance of YMCA's was organized in Paris, France. Almost 100 young men from eight countries attended this meeting.

Funding: Raising funds for the first local YMCA's was little more than an unorganized community-wide appeal to the public via fairs, concerts, and church collections. By the latter part of the 19th century, these practices were augmented with membership fees and as the new century evolved, systematic fundraising campaigns with clearcut purposes and programs were adopted. Throughout much of the 20th century, United Way funds supported local YMCA's.* The National YMCA of the USA receives annual fair share support from local associations, as well as contributions and bequests, public and private grants, investment income, and contracts for special services. Revenue trends between 1977 and 1981 are traced in Figure 1 below.

Figure 1

TRENDS IN REVENUE
YMCA OF THE USA

Revenue Sources	1977*	1978	% Change	1979	% Change	1980	% Change	1981	% Change
1. Program Fees % of Total	157,979,373 38.1	177,575,634 38.9	12.4	183,525,478 35.8	3.4	214,865,783 37.2	17.1	246,284,783 37.0	15.6
2. Membership Dues % of Total	116,929,814 28.2	131,923,371 28.9	12.8	138,925,711 27.1	5.3	158,994,130 27.7	15.2	180,189,312 26.8	12.8
3. Government Grants % of Total	36,074,030 8.7	42,453,815 9.3	17.7	46,137,890 9.0	8.7	49,085,672 8.5	6.4	48,276,463 7.2	(1.7)
4. United Way % of Total	59,708,739 14.4	63,452,476 13.9	6.3	62,029,581 12.1	(2.2)	65,845,980 11.4	6.2	71,545,477 10.7	8.7
5. Contributions (incl. U.W.) % of Total	95,782,769 23.1	101,341,364 22.2	5.7	98,939,713 19.3	(2.4)	108,568,074 18.8	9.6	125,824,180 18.7	15.9
6. Investments % of Total	10,366,101 2.5	10,955,823 2.4	5.7	10,765,461 2.1	(1.7)	13,284,711 2.3	23.4	16,867,003 2.5	27.0
7. Remainder (misc) % of Total	(2,487,864) (0.6)	(7,760,375) (1.7)	(211.9)	34,357,847 6.7	342.8	31,767,767 5.5	(7.5)	51,686,011 7.7	62.7
Total Revenue	414,844,023	456,492,632	10.0	512,641,000	12.3	577,598,136	12.7	671,127,732	16.2
Total Assets	1,041,075,000	1,168,392,000	12.2	1,212,570,000	3.8	1,500,000,000	23.7	1,516,657,718	1.1

*Data before 1977 collected differently

Table adapted from National Board of the YMCA's, Yearbook and Operating Ratio Report. (Chicago: National Board of the YMCA's, 1981).

*In 1981, the United Way allocated $64,576,751 to local YMCA's--the largest sum given in its Social Development and Recreation Service category.

Organization and Programs: The YMCA of the USA, with headquarters located in Chicago since 1981, provides a wide array of support services to 1,850 local Associations through its network of field offices and management resource centers. Its headquarters unit offers resources of marketing and communications, program development and resources, research, planning and financial development, personnel and management services, international program support, and others. The staff of the six regional offices working through branch offices or management resource centers across the Nation act as personnel and training consultants, fiscal consultants, financial developers, and corporate planners. Additionally, they serve as resource brokers by bringing professional talent to local YMCA's when needed. Individual YMCA's are independent associations operated by their own boards of directors who autonomously decide financial and programmatic directions.

YMCA programs are dedicated to helping people grow in mind, spirit, and body through the following guidelines adopted by the National Council in 1963:*

- develop self-confidence and self-respect and an appreciation of their own worth as individuals;
- develop a faith for daily life based upon the teachings of Jesus, that they may achieve their highest potential as children of God;
- grow as responsible members of their families and as citizens of their communities;
- appreciate that health of mind and body is a sacred gift;
- recognize the worth of all persons, and work for interracial and intergroup understanding;
- develop a sense of world-mindedness, and work for worldwide understanding; and
- develop their capacities for leadership and use them responsively in their own groups and in community life.

As concern for the American family and the country's youth grew between 1950 and 1970, the YMCA of the USA developed its first national goal-setting effort designed to serve the whole person and his or her relationship to family and society. These emphases were not mandated for local associations, but rather are designed to provide programs and suggestions for individual YMCA's. The first set of emphases, in operation from 1973-1975, were the following:

- The Small Group is Basic
- Strengthening the Family Unit
- Education for Living with Others
- Physical Fitness is Important
- Skills Development Taps Human Potential
- Camping Services for All

*The Seven Program Guidelines adopted in 1963 provided the first clear link between national purpose and operation. The Guidelines are still used and have been supplemented by the long-range emphases and operational goals described below.

The six-year operating goals for 1979-1984 are as follows:

- Christian Commitment and Values Education
- International Education/Action
- Human Rights
- Mental and Physical Health
- Family Services
- Youth Development
- Voluntarism

A typical YMCA offers a wide variety of programs for youth and adults that are educational and recreational in nature--youth clubs, family communication and counseling groups, physical fitness, arts and crafts, and camping. General youth programs offered at most YMCA's include the following:

- Parent-Child Programs--Several branches of this program include Y Indian Guide groups for fathers and sons, fathers and daughters, mothers and sons, etc. Their purpose is to elevate the comradeship between parent and child by encouraging educational and recreational activities they can share.

- Clubs for Boys and Girls of Grade School to High School Age--These clubs usually bring small friendship groups together to provide fellowship and group activity. These values-oriented experiences also encourage community service. One of the major high school activities is the YMCA Model Legislation and the Model Court.

- Youth Sports--Youth sports leagues (such as YBA--the Youth Basketball Association sponsored jointly by the National Basketball Players Association--NBPA) stresses values development with a code of everyone plays, having fun, and putting winning in perspective.

- School Age Child Care--One of the fastest growing programs in the local YMCA is after school child care for the working parent or the one parent family. Many YMCA's also offer child care for the very young.

Juvenile Justice Component:

Included in the YMCA's youth development thrusts in the early 1970's was a concern for juvenile justice. It has joined with 11 other national youth-serving organizations in a National Collaboration for Youth to advocate for passage of the Juvenile Justice and Delinquency Prevention Act of 1974. Further, the YMCA of the USA supported both JJDP Act reauthorizations in 1977 and 1980. In 1975, it helped bring together nine of the original organizations and eight others to form the National Juvenile Justice Program Collaboration to help implement the program directions called for in the new legislation.*

*See Appendix 3-B for a detailed discussion of the National Juvenile Justice Program Collaboration.

In 1978, the YMCA of the USA launched a study of 537 local associations to see which services were open for youth. In the prevention category (no involvement with the formal juvenile justice system but programs offered in areas with high delinquency rates), 257 programs, or 47.9 percent of the total, were operating in 1978. Diversionary (pre-adjudicated youth who already had come to the attention of law enforcement) programs were 235 in number, comprising 43.8 percent of the total. Only 44 local programs, or 8.3 percent, were classified as treatment (adjudicated delinquent by the system).

The inclusion of "Youth Development" in the 1979-1984 operational goals was "meant to embrace all youth: those who take initiative to affiliate with the YMCA through clubs, camps, physical activities and through other means; and those so-called 'youth at risk' to whom the YMCA must reach out." (National Board of the YMCA's, 1981b:15.) Youth considered "at risk" by the YMCA are those who face possible involvement with the juvenile justice system as well as status offenders. Thus, the YMCA of the USA's national objective is aimed at prevention and diversion programs for pre-delinquent and less serious offenders rather than treatment programs for serious and violent juvenile offenders.

It should be noted, however, that one national YMCA program that deals primarily with status offenders occasionally attracts serious and violent juvenile offenders--not by design, but generally through accidental means. The National Youth Project Using Mini-Bikes (NYPUM) is the only national program designed and operated by YMCA's to deal with "at-risk" youth. Begun in 1971 by a Los Angeles YMCA project director, it was hoped that NYPUM would utilize minibikes to motivate cooperation between YMCA youth workers and unreachable youth between 11 and 15 years-of-age who were referred by the schools and probation. American Honda Motor Co., Inc. agreed to donate 15 minibikes for a trial program, gas and oil were contributed by a local service station, and the YMCA provided the organization and leadership. The success was so remarkable that the following year a national NYPUM program was tried out in 26 YMCA's across the Nation operating under the following objectives:

- to increase the capacity of local youth-serving agencies to deliver needed services to all youth;
- to increase genuine community collaboration;
- to divert adjudicated youth from the juvenile justice system; and
- to prevent arrest of youth.

Within two years 176 programs had begun, and by 1981 a continuing collaboration of the following businesses had provided 619 local NYPUM programs in 44 States:

- National Board of YMCA's (staff and organizational support services, 1972-81)
- American Honda Motor Co., Inc. (14,000 minibikes, films, cash grants, 1971-81)
- Safety Helmet Council of America ($190,000 worth of helmets, 1977-81)

- Land Tool Company (8,000 face shields, 1977-81)
- Grey Advertising, Inc. (interpretive booklets--$25,000)
- Wellco Enterprises, Inc. (2,000 pairs riding shoes--$32,000)

Perhaps the best description of the NYPUM ideal is described in the project's 1981 Annual Report: "NYPUM uses a 'now' tool--the minibike --to establish initial linkages and 'turned on' interests which provide handles for the youth worker to use in developing ego strength, positive behavior and attitudes. It attracts and holds the interest of most young people, regardless of economic, sex, racial, or social barriers. Local agencies use NYPUM minibikes as a tool, not an end in itself, to reach out to the youth and they become a common denominator between the concerned youth worker and the alienated youth." (National Board of the YMCA's, 1981:3.)

NYPUM underwent a thorough evaluation in 1980. One of the major questions it addressed was, "Did NYPUM youth lower their frequency of police arrests?" The evaluation, based upon 1976-1980 data on between 35 and 50 percent of operating programs serving 5,000 to 9,000 youth, concluded: "67.2% of those who had been arrested prior to NYPUM participation were not re-arrested during their stay in NYPUM. Among 91.2% of kids who had not been arrested prior to NYPUM but had been identified as delinquency-prone, none was arrested in the six months after they left NYPUM. It is noteworthy that of the 551 youths arrested prior to NYPUM, 181 or 33% were re-arrested during NYPUM. This means that 370 or 67% of the previously arrested youth were not re-arrested, showing the hoped-for improvement in behavior. However, even the 181 youth re-arrested cannot be regarded as failures of the NYPUM program, for 41.9% of the re-arrest offenses were less serious than their most serious prior arrest."

Another interesting question was, "What was the cost of NYPUM as compared to other community programs?" Their findings showed that the 1981 cost per youth in NYPUM was between $300 and $500 per year, while the cost for incarcerating a youth was $17,000 annually.

While objectives and methodology differ with each local NYPUM program, it is known that approximately 75 percent of all youth are referred by schools, probation, parole, and juvenile courts. Further, referrals from the juvenile justice system almost always receive first priority for enrollment.

Finally, at least one local YMCA is focusing on community-based corrections programs for serious and violent juvenile offenders. The Greater Boston YMCA contracted with the State of Massachusetts to operate one lock-up facility and organize one other. This "purchase of service" agreement between the State and a private agency is presently being evaluated for its effect at reducing recidivism.

Conclusion: Since 1973, national guidelines emanating from the YMCA of the USA have encouraged greater participation in the lives of children and youth. Further, they have specifically targeted status offenders and "at risk" youth for special services, some of which have spilled over

into services for the serious and violent juvenile offender. Presently, NYPUM is one of the only national programs in the country that serves as a successful model for public/private collaboration efforts that work with those youth in the juvenile justice system, serious and violent juvenile offenders included.

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YOUNG WOMEN'S CHRISTIAN ASSOCIATION OF THE UNITED STATES OF AMERICA (YWCA)

Background: The need for a prayer and vocational forum for American women was fulfilled with the 1858 creation of the Ladies' Christian Association in New York City.* When another group began in Boston in 1966, the name Young Women's Christian Association (YWCA) was used and was thereafter applied to similar organizations that met to pioneer classes and vocational training for women and girls. As its popularity spread, YWCA launched a series of historical "firsts": establishing a first vacation camp for American working women in 1874, setting up day camps and childcare centers, introducing a cafeteria meal system in 1891, and participating in the creation of other organizations that could benefit women and children.** Within just a few years, the YWCA gained a reputation that it still maintains today--an organization committed to programs, spiritual development, and issues of social justice on behalf of women and girls.

Gradually, the YWCA became the largest international membership organization of women and girls that provides both services and programs. In the United States, the YWCA of the USA currently works with 450 community and student associations in 49 States, serving more than two million people in 5,000 locations.

Objectives: The "purpose" of the YWCA has remained essentially unchanged throughout its 124 years of existence:

> The Young Women's Christian Association of the United States of America, a movement rooted in the Christian faith as known in Jesus and nourished by the resources of that faith, seeks to respond to the barrier-breaking love of God in this day....The Association draws together into responsible membership women and girls of diverse experiences and faiths, that their lives may be open to new understanding and deeper relationships and that together they may join in the struggle for peace and justice, freedom and dignity for all people. (National Board of the YWCA of the USA, 1979a.)

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*American women designed their organization around two British models--the Federal Female Training Institute home for nurses returning from the Crimean War and the Prayer Union for Women and Girls--that independently arose in the mid-1850s and merged in 1859 to form the Young Women's Christian Association.

**Some of those organizations include The Travelers' Aid Association, the Federation of Business and Professional Women, the Women's Foundation for Health, and the Camp Fire Girls.

In 1970, these objectives were supplemented with YWCA's "One Imperative" voted during its annual Convention:

> "To thrust our collective power toward the elimination of racism wherever it exists and by any means necessary."

Finally, in keeping with its active growth and advocacy stance, modernized objectives for the 1980's were adopted at the 28th National Convention of the YWCA of the USA in 1979:

- Membership Growth and Development
- Program Growth and Development
- Leadership Development
- Financial Growth
- Public Relations

Membership: The YWCA of the USA is comprised of the 450 membership and dues-paying Associations across the Nation. These include community YWCA's with branches and program centers in small localities, student YWCA's, and YWCA residences.

Individual memberships in local YWCA's are open to all economic, racial, occupational, religious, and cultural backgrounds and age groups. Thus, any girl 12 years of age and older may join a YWCA, either to serve as a leader, participate in a program, or further the organizational purpose. Those over 12 who pay dues are members. Boys of 12 years of age and older as well as men participating in programs are called YWCA Associates. Finally, membership in student Associations is open to all women of a college or university campus community. A member of the YWCA also becomes a member of the National YWCA which, in turn, is a participating member in the World YWCA.

Voluntarism: A partnership of volunteer and professional workers has always characterized policymaking and leadership roles at the national and local YWCA levels. To enhance the role of volunteers, a National Career Volunteer Development Committee was organized after the 1979 Convention to "design a comprehensive program of leadership development responsive to the changing role of volunteers." (National Board of the YWCA of the USA, 1981.) Additionally, a pilot program of volunteer development involving all member Associations currently is in operation.

Funding: As a private, nonprofit national organization, the YWCA both historically and currently depends upon a vast array of private funding sources. During fiscal year 1980-81 (September 1-August 31), over 150 corporate and foundation donors augmented Association membership dues to produce $2,813,556 in revenues. As Figure 1 on the following page explicates, financial resources for 1980-81 were derived from such contributions and dues, investment income, miscellaneous earnings, and other appropriations. Public monies from the Federal government totaled $1,144,230 in supplemental grants.

Figure 1

NATIONAL BOARD, YWCA
TREASURER'S REPORT, SEPTEMBER 1, 1980 to AUGUST 31, 1981

Expenditure Basis--Program Areas of Work

Development and Maintenance of the National Association	$ 518,055
Services to Community and Student YWCA's	2,363,246
Services on Behalf of the Whole	292,063
Membership in the World YWCA	447,621
Management and General Administration of the National Board	1,247,599
Fund-raising	442,107
TOTAL	$5,310,691

Source of Financing

Income from contributions, membership shared dues, and budget responsibility	$2,813,556
Income from investments of Endowment, Investments, Current and Special Reserve Funds	1,147,623
Department and miscellaneous earnings	807,050
Appropriations from Unrestricted Reserve and Other Funds	542,462
TOTAL	$5,310,691

Supplemental Projects

International Building Fund	$ 50,063
International Study Project	30,824
Executive Management Project	15,754
U.S. Government Contracts	1,144,230
Other National Board Projects	288,828
TOTAL	$1,529,699

Table adapted from National Board of the YWCA of the USA, Annual Report of the YWCA of the USA, 1980-81. (New York: YWCA).

It is the dual responsibility of the National Board of the YWCA's Financial Development Unit to strengthen the financial base of the National Board and improve the financial development and management of member Associations. This includes volunteer and staff training in management and development, maintaining a major donor acquisition program, and developing endowment funds.

Local funding is also derived from a variety of private contributory factors. Foremost among such donors has been the United Way--allocating $37,112,528 to local YWCA's across the Nation in 1981.

Organization and Programs: The overall coordinating and policymaking body for the YWCA of the USA is its National Board. At its New York headquarters, the YWCA of the USA's volunteer and professional staff works within the following departments to provide a variety of programs and services to its member Associations: Communications, Convention and Conference Office, Data Center, Financial Development, Membership/Leadership, Organization Development Program, Public Policy, Services to Student Associations, Services to Urban Associations, and World Relations. In addition to publishing several catalogues, the national offices produce seven copies per year of the YWCA Interchange; the biennial Barrier Breaker, Interact, and Staff to Staff; and the Director YWCA of the USA Triennium.

The 450 member Associations and student YWCA's are autonomous and charged with developing and adapting programs, policies, and services to local needs within a national framework. The national constitution authorizes Associations to grant voting privileges to girls 15 years-of-age and older. All voting members elect Association Boards of Directors and adopt the constitution and/or by-laws and give guidance on matters of major policy and programs.

The many programs and issues addressed by the national organization are designed to develop and enhance women and Third World persons in their struggle to work effectively for social justice. Among the most current emphases at the national level that are, in turn, filtered down to the local Associations are the following:

- Health Programs for Women--a national effort that includes the ENCORE postmastectomy rehabilitation project and pilot training for "Women as Preventors" of alcohol abuse and physical/mental health problems.

- Advocacy of priority public policy issues--priority issues were nationally identified at the 1979 meeting as the following: passage of the Equal Rights Amendment, equal pay for work of comparable value, human rights/Southern Africa/political prisoners, development assistance to Third World countries, preservation of the legal option of abortion, prevention of teenage pregnancy, support of the Fair Housing Amendments Act of 1979 (National Board of the YWCA of the USA, 1980b).

- Battered Women programs--nationally supported by the YWCA's "National Consultation on Domestic Violence: Battered Women," and over 200 local YWCA programs.

- Juvenile Justice.

Juvenile Justice Component: As early as 1896 when a home for "troubled" girls was established in Kansas City, the YWCA began working with youth at risk. Since that time, national and local emphasis has focused primarily on deterring youth from the juvenile justice system rather than working with those already involved with legal difficulties. The prevention philosophy provides the backbone for the following programs currently in operation:

- "Y" Sisters (Local)--Almost one-third of YWCA member Associations have such programs based upon the Big Brothers/Big Sisters concept. While most youths served by "Y" Sisters come from single parent, underprivileged homes, some have been involved with the system and a few could be labeled "hardcore" recidivists.

- Residential Intervention Centers (Local).

- Increasing the Capacity of Voluntary Organizations for the Prevention and Treatment of Delinquency Among Girls (National)--Funded by OJJDP for a three-year period beginning in 1979, the program addresses the problems of "delinquent and 'at risk' female youths, with special reference to those who are members of socially, economically, or otherwise disadvantaged racial, cultural, or other minorities and/or those who are living in endangering conditions which are deemed to be conducive to delinquency." (National Board of the YWCA of the USA, 1979b:1.) The role of the National Board has been providing technical assistance and creating an Advocacy Network of 20 community and student YWCA's and six national voluntary organizations to help them develop and implement successful ways to work with delinquent and endangered female youth. Following is a brief synopsis of progress noted within each of the six organizations by March 20, 1980:

  - The American Red Cross Youth Services Division "...will apply its health, education and youth development expertise and experience in providing outreach through its existing services and in participating in efforts and plans to build recognition--internally and externally--of the organization's capacities and their usefulness to 'at risk' girls....Results are expected to include whole and/or partially replicable program models that will enable the Red Cross to recruit volunteers from the target population and to provide services to 'at risk' girls anywhere it has chapters."

  - The Links, Incorporated "...a national organization of women volunteers, is working toward...development, implementation

and testing the effectiveness of two replicable Model Programs and an Advocacy Network through more than 100 Chapters. This Juvenile Justice Project has two Model cities. Both are in the implementation stage. The 'Link Wings and Fly' Program places emphasis on direct services to girls considered 'at risk' between the ages of 11-15....Activities include workshops and sessions on alcohol and drug awareness, human sexuality, recreation, personal grooming, career exploration, music and drama workshops. Participants are encouraged to pursue their education and the organization is committed to follow through on these goals with each participant for seven years. The second Model has established its local Advisory Council and initiated contacts with cooperating community agencies. Its scope and purposes are similar to those of the first Model."

- National Association of Milliners, Dressmakers and Tailors (NAMDT) "...is a non-profit Trade Association of Fashion professionals. Its project goal is...to reduce and prevent the endangerment of, and delinquency among, female youth. This is to be accomplished by preparing interested youth with marketable skills and encouraging them to remain in or return to school....A Model, to be conducted in one locality, is designed to heighten self-esteem, improve appearance, and to provide basic education assistance as well as skills training, career development and supportive services....The program will be extended through a National network plan to involve Organization members in working with 'high risk' youth in other cities where there are NAMDT Chapters or Core Groups of members."

- National Coalition of Hispanic Mental and Human Services Organizations "...is directed...around three local public hearings, one national hearing and two workshops to (a) assess the needs of young Hispanics, (b) identify successful operating programs, (c) identify model programs, and (d) create a greater awareness of needs of young Hispanics among local and national officials and youth service agencies. COSSMHO will work to develop three model program plans; create national and local advisory boards, and locate resources for and organizational structures capable of implementing these models."

- The National Congress of American Indians "with the cooperation of the Association of American Indian and Alaska Native Social Workers, Inc. and the North American Indian Women's Association--is currently developing a proposal involving two cities for an On-Reservation Model and an Urban Model of the Juvenile Justice program. The On-Reservation Model will work to effect the priority problem there--factionalism. The Urban Model plans to address the priority problems of identity, teen-age pregnancy, alcohol and drug abuse, and family disunity....Their goal is to increase the capacity of the existing organizations working with Indian youth in Urban areas and that of the Tribes working with youth on the Reservations, through the Technical Assistance of the three organizations and Advisory Councils on local and national levels." (National Board of the YWCA of the USA, 1980a.)

The prevention thrust has also been evident in one other YWCA effort--its role in the National Juvenile Justice Program Collaboration. (See Appendix 2-C for an analysis of the NJJPC.)

In addition to its prevention programmatic interests, the YWCA of the USA was a supporter of the original Juvenile Justice and Delinquency Prevention Act as well as its 1977 and 1980 reauthorizations.

Conclusion: At both the national and local levels, the YWCA has shown continual programmatic support for delinquency prevention. While its philosophical advocacy of the Juvenile Justice and Delinquency Prevention Act further demonstrates this interest, it is perhaps surprising that such support is not included in the public policy priorities for the 1980's as listed on the fourth page of this report.

Prevention programs exist within between 30-35 percent of YWCA member Associations and "a significant number of Associations are working with 'hard-core' youth who are repeated offenders." (Vizcarrondo-DeSoto, 1982b.) The extent of involvement with this population, however, is not known at the national level nor is it targeted for information collection at the local level. Thus, there is no way of knowing how many serious and violent juvenile offenders are inadvertently treated by YWCA programs at the local levels.

For more information, contact:

YWCA of the USA
135 West 50th Street
New York, NY 10020
(212) 621-5115

Bibliography:

National Board of the YWCA of the USA
1981 Annual Report of the National Board of the YWCA of the USA--1980-81. (New York: YWCA).

1980a "Increasing the Capacity of Voluntary Organizations for the Prevention and Treatment of Delinquency Among Girls--Summary of Progress as of March, 1980." New York. (Privately duplicated).

1980b "Public Affairs--A Continuing YWCA Program." Brochure. New York. (Privately duplicated).

1979a "The YWCA Looks to the Future." Brochure. New York. (Privately duplicated).

1979b "Juvenile Justice Program Announced." YWCA Interchange December 1978/January 1979, p. 1.

Vizcarrondo-DeSoto
1982a YWCA of the USA, Program Consultant. New York. Telephone Interview, July 6.

1982b YWCA of the USA, Program Consultant. New York. Letter, August 2.

Appendix 2-B

NATIONAL YOUTH COLLABORATIONS

National Collaboration for Youth (NCY)
National Juvenile Justice Program Collaboration (NJJPC)
National Youth Employment Coalition (NYEC)

NATIONAL COLLABORATION FOR YOUTH (NCY)

Background: The National Collaboration for Youth (NCY), first organized in 1973, is an umbrella organization representing 13 national voluntary private sector youth organizations. The Collaboration is an affinity group of the National Assembly of National Voluntary Health and Social Welfare Organizations. The Collaboration members joined together in 1973 to work toward common goals in providing services to the Nation's youth and in serving as an advocate of youth. In 1975, a programmatic arm of the NCY was created to expand the work begun by the National Juvenile Justice Program Collaboration (NJJPC). Executives, program directors, and Washington representatives of the Collaboration member agencies meet regularly to share information and resources and to develop youth programs and advocacy efforts.

Objectives: Three major objectives for the Collaboration were set at its founding:

- to bring a greater understanding of youth-related social issues to its volunteer leadership;
- to raise the level of public awareness of the needs of youth in order to influence positively public and private policies affecting the Nation's youth; and
- to redirect our Nation's resources toward positive youth development and prevention of negative behavior (National Collaboration for Youth, n.d.).

Additionally, the Collaboration has suggested seven National Youth Goals to meet the needs of youth across the Nation:

- giving all youth the opportunity to develop to their fullest potential and providing physically, mentally, and socially handicapped and abused children the special support and guidance necessary for their positive development;
- providing youth with programs that emphasize the development of skills for living, for participation in a democratic society, and a pluralistic world;
- insuring youth access to quality health care, with emphasis on prevention and health maintenance;
- providing quality education for all youth with alternative forms that provide for individualized learning and flexibility in academic and career options;
- providing work experience, paid and unpaid, and employment for all young people, including adequate preparation for transition to the world of work;

- placing attention on prevention of juvenile delinquency and drug and alcohol abuse; and

- encouraging Federal, State, and local levels of government to develop comprehensive, coordinated programs that meet the developmental needs of youth, including representatives of private voluntary agencies and youth in planning and overseeing the implementation of such programs (National Collaboration for Youth, 1978:3).

Membership: Members of NCY are the 13 national organizations listed below:

American Red Cross
Big Brothers/Big Sisters of America
Boy Scouts of America
Boys' Clubs of America
Camp Fire, Inc.
4-H Youth Development
Future Homemakers of America
Girl Scouts of the U.S.A.
Girls Clubs of America, Inc.
National Board, YWCA of the USA
National Network of Runaway and Youth Services, Inc.
United Neighborhood Centers of America
YMCA of the USA

Together, these agencies represent an average of 71 years of service to youth, 40,000 paid staff, and three million volunteers who work with 25 million youth in 500,000 local clubs and chapters.

Voluntarism: The member agencies of the Collaboration all have a strong tradition of voluntarism, and consider their combined three million volunteers one of their greatest assets.

Funding: Funding for the Collaboration comes from member dues.

Organization and Programs: NCY is a collaboration of 13 national youth agencies that meet to share information, formulate youth advocacy strategies and goals, and develop programs.

Juvenile Justice Component: Juvenile delinquency has been a concern of NCY since its inception. Because the Collaboration's primary interest, as show in the sixth goal above, has been delinquency prevention, any programs for serious and violent juvenile offenders are carried out through member agencies. NCY has recommended the Collaboration move in the following three directions:

- to urge Federal, State, and local governments, through programs and direction of funding, to assist and support NCY's strong commitment to the concept of prevention rather than the traditional one of correction;

- to encourage collaborative development of a comprehensive training program in theory and skills of direct prevention. Training programs would encompass revision of traditional youth programs to meet this new concept; and

- to evolve a joint venture into the devising, implementing, and testing of direct prevention programs, findings from test programs to be shared among agencies to expedite program development by all (National Collaboration for Youth, 1978:10).

Conclusion: NCY retains a unique position as the only collaborative organization of national youth agencies. Because it has adopted a preventive philosophy, it is clear that the Collaboration concentrates most of its efforts on less serious and status offenders. Any programmatic interest in serious and violent juvenile offenders is maintained by member agencies, not by the Collaboration.

For more information, contact:

National Collaboration for Youth
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Suite 1003
Washington, D.C. 20006
(202) 466-5430

Bibliography:

National Collaboration for Youth
1978 "National Youth Goals." Brochure. Washington, D.C. (Privately duplicated).

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n.d. "A Voice for Youth." Brochure. Washington, D.C. (Privately duplicated).

Pauley, Ann
1982 National Collaboration for Youth, Project Associate. Washington, D.C. Letter, August 17.

NATIONAL JUVENILE JUSTICE PROGRAM COLLABORATION (NJJPC)

Background: One year after the passage of the Juvenile Justice and Delinquency Prevention Act, LEAA awarded a $1.4 million grant to the National Assembly of National Voluntary Health and Social Welfare Organizations, Inc.* to expand the work begun in 1973 by the National Collaboration for Youth (NCY).** Thus, in 1975 members of the NCY were joined by several other national organizations in forming the National Juvenile Justice Program Collaboration (NJJPC) for youth. The role of the National Assembly's new task force was to help the private sector cooperatively implement community-based alternatives to detention for status offenders. This role was expanded in late 1979 when the Collaboration and the National Youthworker Education Project joined together in a cooperative network that combined the resources of both groups.***

Objectives: The NJJPC was formed in response to a major concern about the need to provide community-based services as alternatives for status offenders and youth at risk of being institutionalized. Its belief was that many services could be offered by several community organizations, but that no one organization could offer all of them for youth.

> ...there is a growing recognition that fragmented services rarely prove to be effective services. Collaboration enables agencies to respond more effectively to major issues in a holistic manner because it involves the participation of a variety of community organizations with a variety of interests. (NJJPC, 1978a:1.)

NJJPC members have made a formal commitment to become involved in two types of capacity-building endeavors: service delivery of new or modified programs to current or new clientele, and advocacy activities on behalf of status offenders.

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* The National Assembly originally was founded in 1923 as the National Social Work Council to foster intercommunication and interaction among national, voluntary health, and social welfare agencies. Its ultimate goal has been to coordinate and improve special services throughout the country.

** See the separate analysis of the National Collaboration for Youth (NCY) in Appendix 5.

***In mid-1975, the Lilly Endowment, Inc. funded the National Youthworker Education Project (NYEP) to clarify several issues pertaining to the education and training of youths. The professional staffs of the participating eight national organizations (American Red Cross Youth Services; Big Sister; Camp Fire, Inc.; 4-H; Girl Scouts; Girls Clubs; National Board of the YWCA; and United Neighborhood Centers of America) worked collaboratively to develop a national network of responsive, concerned youth workers who could build needed local programs and services for young people.

Membership: In 1981, the following 21 organizations made up the membership of NJJPC:

*AFL-CIO, Department of Community Services
American Red Cross
Association of Junior Leagues
**Boy Scouts of America
**Boys' Clubs of America
**Camp Fire, Inc.
**Girl Scouts of the USA
**Girls Clubs of America, Inc.
Jewish Welfare League
*National Conference on Catholic Charities
National Council on Crime and Delinquency
National Council for Homemaker-Home Health Aide Services, Inc.
National Council of Jewish Women
*National Council of Negro Women, Inc.
**National Federation of Settlements and Neighborhood Centers
*National Urban League, Inc.
The Salvation Army
Traveler's Aid Association of America
*United States Catholic Conference
**YMCA of the USA
**YWCA of the USA

Voluntarism: Collaboration representatives from all 21 national organizations are voluntarily involved in this effort.

Funding: The five community deinstitutionalization projects were funded by two Federal LEAA grants. The first ran from 1976-1978 and the renewal operated until 1980. Even though its funding originated in the public sector, the NJJPC has been included because all its members are national, nongovernmental organizations, and because since 1980, the Collaboration has been operating without the assistance of Federal programmatic monies.

Organization and Programs: LEAA's grant to NJJPC was for the formation of five local juvenile justice collaborations to increase the capacity of national agencies and their local members to serve status offenders. Thus, the project maintained a staff to serve five community projects in Spartenburg, South Carolina; Spokane, Washington; Tucson, Arizona; Oakland, California; and Northwestern Connecticut. Each collaboration was independently organized and sponsored by different NJJPC-affiliated

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* Organizations joining NJJPC in 1978.

**Original members of the National Collaboration for Youth since 1973.

organizations. The projects included camping wilderness experiences, a community resource fair, career tutoring, and in-school family counseling.

In addition to the collaborations, NJJPC produced two manuals as well as a booklet describing 20 of the best program models within the five communities.*

Juvenile Justice Component: The involvement of the NJJPC in juvenile justice has been limited to status and minor offenders. Indeed, deinstitutionalization of status offenders was the primary thrust of the Collaboration's LEAA grant preventing initial and/or further involvement with the juvenile justice system. This, then, has been the programmatic mode of the Collaboration.

Conclusion: Despite the noninvolvement of the NJJPC with serious and violent juvenile offenders, it has been included in this study because of its unique collaboration efforts on behalf of status offenders that appears to be a blend of public financial involvement and private programmatic input. In short, the fact that 21 national nongovernmental organizations belonging to the NJJPC have worked closely together to produce workable community models for alternatives to incarcerating status offenders, is proof that collaboration can work with the correct public and private involvement formulas.

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(212) 689-3700

Bibliography:

Burn, Genevieve
1978 National Juvenile Justice Program Collaboration: Evaluation of a Collaboration of National Non-profit Health and Welfare Organizations As They Worked Together to Serve Status Offenders and Other Youth At Risk. (Nebraska: Center for Aplied Urban Research, University of Nebraska).

Center for Applied Urban Research
1976 "Working Together...Making It Work." Brochure. Nebraska. (Privately duplicated).

*See National Juvenile Justice Program Collaboration, 1978a, 1978b, and 1978c.

National Juvenile Justice Program Collaboration
1978a Community Collaboration: A Manual for Voluntary Sector Organization. (New York: National Assembly of National Voluntary Health and Social Welfare Organizations, Inc.).

1978b Working Together Advocating for Change. (New York: National Assembly of National Voluntary Health and Social Welfare Organizations, Inc.).

1978c "Program Models." Brochure. New York. (Privately duplicated).

1976 "A Different Game: Collaborating to Serve Youth At Risk." Brochure. New York. (Privately duplicated).

NATIONAL YOUTH EMPLOYMENT COALITION

Background: When several prominent leaders from foundations, community organizations, and the government met in 1979 to explore the possibility of a unified approach to issues of youth unemployment, the National Youth Advocacy Coalition was formed. This unprecedented commitment of local and national nongovernmental organizations to collaborate with government officials and the private sector on youth employment issues was significant for two main reasons: youth employment was targeted to become a national priority during the 1980's, and a comprehensive national youth employment policy had become a more desirable national objective. In March 1981, the organization became known as the National Youth Employment Coalition.

Objectives: The four major goals of the Coalition are as follows:

- to improve the public's understanding and support for youth employment programs;
- to involve service deliverers and young people in the decision-making and policy setting of key government agencies;
- to serve as a clearinghouse for information and a catalyst for cooperative ventures among community-based organizations, voluntary organizations, schools and the private sector; and
- to analyze the impact of present and proposed legislation and regulations upon the development of a comprehensive youth employment policy (National Youth Employment Coalition, 1981).

Membership: Three types of memberships are available through the Coalition: Organizational Membership for private, nonprofit organizations having a major interest in youth employment and supporting the Coalition's goals; Associate Membership for public and private organizations that hold a non-voting status; and Individual Membership for concerned citizens. Each of the memberships allow participants to receive all materials produced by the Coalition and attend all its activities.

Currently, the members of the Coalition include the following organizations:

Act Together, Inc.
Camp Fire, Inc.
Fortune Society
Girls Clubs of America, Inc.
Jobs for Youth, Inc.
National Child Labor Committee
National Council of La Raza
National Institute for Work and Learning
National Puerto Rican Forum

National Urban League, Inc.
National Youth Work Alliance
OIC's of America, Inc.
OIC of New York, Inc.
Rural New York Farmworkers Opportunities, Inc.
70001 Ltd.
United Neighborhood Centers of America, Inc.
Vocational Foundation, Inc.
Youthwork, Inc.

Voluntarism: Not applicable to this organization.

Funding: Three main sources contribute to the Coalition's support: government contracts, philanthropic grants, and membership dues and subscriptions.

Organization and Programs: The Coalition's policymaking body, the Executive Committee, oversees the work of its three task forces--Public Information, Knowledge Development, and Legislative Analysis--that recommend projects and activities that follow Coalition goals.

Because the Coalition primarily serves as an information clearinghouse, legislative advocate, public relations agent, and stimulus for cooperative agency ventures, it does not design or implement programs. Among the activities conducted in 1981 were the following:

- conducting 40 Youth Forums nationwide to enable more than 1,000 youth to speak directly to policymakers about their training and work experiences;
- producing a documentary film on Youth Forum highlights, for general use and broadcast;
- opening dialogues with key Federal agencies to allow input from Coalition members and youth in the development of program guidelines and in the design of research and evaluation instruments;
- providing information and analysis on the development of national youth policies and initiatives to the White House Domestic Policy Staff and the Vice-President's Task Force on Youth Employment;
- presenting testimony before the House Subcommittee on Economic Opportunity and the Senate Subcommittee on Education concerning the impact of the proposed Youth Act of 1980; and
- serving as the focal point for information exchange and policy discussion among community-based organizations.

Juvenile Justice Component: While the Coalition is not involved directly with juvenile justice programs, most of its member agencies do provide services for those youth involved in the system. Because of the interest shown in these youth by its member agencies, the Coalition is indirectly involved with juvenile offenders and philosophically supports the juvenile justice issues relevant to its members.

Conclusion: Even though the Coalition is not involved directly in designing or implementing juvenile justice programs, most of its membership agencies do work with juvenile offenders. Some, like 70001 Ltd. and Act Together, deal directly with serious and violent juvenile offenders. Because the Coalition is one of a very few organizations of its kind to bring together its members to discuss ideas (including juvenile justice issues), join forces for effective lobbying, and share information, it has been included in this study.

For more information, contact:

National Youth Employment Coalition
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New York, NY 10036
(212) 840-1801

Bibliography:

National Youth Employment Coalition
1982 Workline, vol. 1, no. 2 (Summer).

_____
1981 "National Youth Employment Coalition." Brochure. New York. (Privately duplicated).

Chapter 3

ADULT NATIONAL NONGOVERNMENTAL ORGANIZATIONS DIRECTLY INVOLVED WITH THE JUVENILE JUSTICE SYSTEM

Throughout American history, adults have protected and tried to control the actions of young people. The adult-led youth membership organizations described in Chapter 2 represent one method of protection and control. An equally popular method is employed by organizations whose primary purpose is to aid or work directly with youth who are not members of the organizations. This chapter discusses the role of these adult-led national nongovernmental organizations in juvenile justice issues and/or programs.

SELECTION METHODOLOGY

Currently, there is no reliable record reporting the number of adult-led organizations directly involved with youth. For our purposes, we identified 18 organizations meeting three criteria: the organization must be national and nongovernmental in structure; the organization's primary concern must be with issues affecting youth and/or youth-serving professionals; and the organization must demonstrate some involvement in the juvenile justice system. The organizations listed in Table 17 (p. 222) met such requirements.

Our initial list included 31 national nongovernmental organizations directly involved with youth. Thirteen were excluded for the following reasons:

(1) eight organizations worked directly with youth but were not involved in juvenile justice related projects or issues--American Youth Foundation, Black Child Development Institute, National Association of Secondary School Principals, National Association of Training Schools and Juvenile Agencies, National Indian Youth Council, Save the Children, The Youth Project, and U.S. Youth Council;

(2) three organizations could not be located--Children's Foundation, Juvenile Protection Association, and Youth Pride, Inc.; and

(3) two organizations did not respond to our requests for assistance--Children's Rights, Inc. and Special Approaches in Juvenile Assistance.

After eliminating 13 organizations, the staff ascertained that the remaining 18 national nongovernmental youth-serving organizations comprised an adequate judgmental sampling of organizational involvement in juvenile justice issues. These organizations were then divided into the two functional categories shown in Table 18 (p. 223): service providers who deliver services directly to youth, and advocates and resource providers who lobby for children and youth issues and supply related resources to service providers. The latter category contains two types of advocacy organizations: professional membership associations and child advocacy organizations

The remainder of this chapter explains the evolution of each category and the individual organization's involvement in juvenile justice. To gain a clearer understanding of each organization, Appendix 3 (pp. 247-251) provides programmatic and background information, while Table 19 (pp. 224-227) summarizes organization objectives and recent juvenile justice efforts.

Table 17

ADULT ORGANIZATIONS DIRECTLY INVOLVED WITH JUVENILE JUSTICE PROGRAMS AND ISSUES

ORGANIZATION	FOUNDED
American Association of School Administrators (AASA)	1865
National Congress of Parents and Teachers Associations (PTA)	1897
National Child Labor Committee (NCLC)	1904
National Council on Crime and Delinquency (NCCD)	1907
National Council of Juvenile and Family Court Judges (NCJFCJ)	1937
Youth for Christ/Youth Guidance (YG)	1951
International Juvenile Officers Association (IJOA)	1951
National Commission on Resources for Youth (NCRY)	1967
American Society for Adolescent Psychiatry (ASAP)	1967
Robert F. Kennedy Memorial (RFK Memorial)	1969
70001 Ltd.	1969
National Center for Youth Law (NCYL)	1970
National Youth Work Alliance (NYWA)	1973
Children's Defense Fund (CDF)	1973
National Network of Runaway and Youth Services, Inc. (NNRYS)	1974
Children's Express (CE)	1975
National Coalition for Children's Justice (NCCJ)	1977
Act Together, Inc.	1980

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 18

CATEGORIES OF ADULT ORGANIZATIONS DIRECTLY INVOLVED WITH JUVENILE JUSTICE SYSTEM PROGRAMS AND ISSUES

ADVOCATES AND RESOURCE PROVIDERS

Professional Membership Associations	Youth Advocacy and Resource Organizations
American Association of School Administrators (AASA)	Children's Defense Fund (CDF)
American Society for Adolescent Psychiatry (ASAP)	National Center for Youth Law (NCYL)
International Juvenile Officers Association (IJOA)	National Child Labor Committee (NCLC)
National Congress of Parents and Teachers Associations (National PTA)	National Coalition for Children's Justice (NCCJ)
National Council of Juvenile and Family Court Judges (NCJFCJ)	National Commission on Resources for Youth (NCRY)
	National Council on Crime and Delinquency (NCCD)
	National Network of Runaway and Youth Services (NNRYS)
	National Youth Work Alliance (NYWA)

DIRECT SERVICE PROVIDERS

Act Together, Inc.
Children's Express (CE)
Robert F. Kennedy Memorial (RFK Memorial)
70001 Ltd.
Youth for Christ/Youth Guidance (YG)

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 19

ADULT ORGANIZATIONS DIRECTLY INVOLVED WITH JUVENILE JUSTICE PROGRAMS AND ISSUES:
ORGANIZATIONAL OBJECTIVES AND JUVENILE JUSTICE RELATED PROJECTS, 1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
Act Together, Inc.	• Identify, analyze, and share with individuals and organizations the most effective ways to serve high-risk youth.	• 13 programs operate as national demonstration projects serving some youth in the juvenile justice system. Four programs have components for serious and violent juvenile offenders.
American Association of School Administrators (AASA)	• Seek to develop qualified leaders in educational administration; • initiate and support laws, policies, research, and practices to improve education; • promote leadership programs and activities; • cultivate a climate in which quality education can thrive.	• Conducts research on juvenile delinquency and violence in the public schools.
American Society for Adolescent Psychiatry (ASAP)	• Provide a forum for scientific exchange of psychiatric knowledge about adolescents; • encourage and support research on psychopathology and treatment of adolescents; • provide source of informed psychiatric opinion about adolescents.	• JJDP Act Supporter: 1977 and 1980 Reauthorizations; • publishes papers on delinquency; • sponsors delinquency-related seminars.
Children's Defense Fund (CDF)	• Work to ensure that the needs of children and their families maintain a high priority for public policy.	• JJDP Act Supporter: 1977 and 1980 Reauthorizations; • recommends short- and long-term goals in annual Legislative Agenda affecting youth in the juvenile justice system.
Children's Express (CE)	• Nurture children's participation and self-esteem through journalism; • provide a way children can integrate their own values with those of society through expressing themselves.	• JJDP Act Supporter: 1980 Reauthorization; • covers pertinent juvenile justice issues in a nationally-syndicated column; • conducts a pilot series of weekly five-minute television reports on the juvenile justice system and other youth-related topics.

*For detailed information on the projects listed herein, refer to Appendix 3.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 19 continued

ADULT ORGANIZATIONS DIRECTLY INVOLVED WITH JUVENILE JUSTICE PROGRAMS AND ISSUES:
ORGANIZATIONAL OBJECTIVES AND JUVENILE JUSTICE RELATED PROJECTS, 1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
International Juvenile Officer's Association (IJOA)	• Strive to achieve better juvenile justice system techniques and maintain better juvenile records; • seek more effective and professional juvenile officer training and education; • support delinquency prevention and control efforts.	• Members work directly with local youth involved in the juvenile justice system; • members encourage communities to create delinquency prevention programs or to adopt models recommended by the national Association.
Robert F. Kennedy Memorial (RFK Memorial)	• Seek solutions to problems confronting young Americans; • provide opportunities for youth committed to making societal change.	• Law student RFK Fellows teach "street law" courses in 31 cities; • five community centers run news organizations operated by inner-city youth; • Youth Policy Institute coordinates other national organizations to influence public policy.
National Center for Youth Law (NCYL)	• Represent the interests of poor children, teenagers, and their families through advocacy and direct legal services.	• Conducts litigation guaranteeing constitutional and procedural protection to youth subject to juvenile court proceedings; • lobbies State legislators to remove status offenders from secure institutions; • provides training for public defenders and legal services attorneys.
National Child Labor Committee (NCLC)	• Advocate against child labor abuses, for greater youth employment opportunities and for transitional school-to-work programs; • create innovative youth employment and migrant children education programs; • provide training, consulting, and coordinating services to communities and organizations.	• Sponsors many employment and education programs for youth in high-risk areas.
National Coalition for Children's Justice (NCJJ)	• Strive to mobilize expertise and programs to decrease exploitation and victimization of children.	• JJDP Act Supporter: 1980 Reauthorization; • developed a computerized method of tracing missing and victimized children; • establishing a Children's Crisis Center national computerized system monitoring 21 major airport cities (expected completion: mid-1983); • conducting police training seminars on Missing and Murdered Children.

*For detailed information on the projects listed herein, refer to Appendix 3.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 19 continued

ADULT ORGANIZATIONS DIRECTLY INVOLVED WITH JUVENILE JUSTICE PROGRAMS AND ISSUES:
ORGANIZATIONAL OBJECTIVES AND JUVENILE JUSTICE RELATED PROJECTS, 1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
National Commission on Resources for Youth (NCRY)	• Find and expand ways youth can assume responsible decisionmaking positions, become participating partners with adults, and improve their own lifestyles by helping others.	• Produces in-depth case studies on Youth Participation projects, including a few on delinquency prevention.
National Council on Crime and Delinquency (NCCD)	• Promote welfare of children and youth in home, school, community, and place of worship; • raise home life standards; • secure adequate child and youth care and protection laws; • bring the home and school into a closer relationship; • develop united efforts between educators and the general public to advance the highest advantages for all children and youth.	• JJDP Act Supporter: 1974 Act; • conducted 1971-72 meeting between PTA and National Council of Juvenile and Family Court Judges (NCJFCJ) on volunteer programs in the juvenile court; • co-sponsored a joint national PTA and NCJFCJ project, "Judicial Concern for Children in Trouble," involving 25 States in volunteer-in-courts programs in 1973; • adopts juvenile protection resolutions and lobbies on their behalf.
National Council of Juvenile and Family Court Judges (NCJFCJ)	• Improve Nation's juvenile and family courts; • provide arena for collegial exchange of ideas; • conduct training and education programs for those in juvenile and family law fields; • conduct research and publish findings; • publish and disseminate periodicals and educational materials.	• JJDP Act Supporter: 1974, 1977 and 1980 Reauthorizations; • co-sponsored above joint PTA/NCJFCJ projects; • developing permanency planning project for dependent children in six States; • published (1981) monograph, "The Serious Juvenile Offender: The Scope of the Problem and the Response of the Juvenile Courts"; • conducted series of seminars on serious and violent juvenile offenders at 1982 NCJFCJ annual conference; • operates Juvenile Information Systems and Records Access (JISRA) project that tracks serious offenders and establishes a national clearinghouse on juvenile justice information; • planning (1983) a national training seminar focusing on serious and violent juvenile offenders.
National Network of Runaway and Youth Services (NNRYS)	• Provide social, economic, and legal services to troubled and runaway youth.	• JJDP Act Supporter: 1977 and 1980 Reauthorizations; • provides food, shelter, and safety for troubled and runaway youths up to 30 days; • provides crisis counseling 24 hours a day; • provides short-term individual, group, and family counseling.

*For detailed information on the projects listed herein, refer to Appendix 3.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 19 continued

ADULT ORGANIZATIONS DIRECTLY INVOLVED WITH JUVENILE JUSTICE PROGRAMS AND ISSUES:
ORGANIZATIONAL OBJECTIVES AND JUVENILE JUSTICE RELATED PROJECTS, 1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
National Youth Work Alliance	• Assist Alliance member public and private youth service providers working in residential care, employment, education, recreation, substance abuse, runaway, and juvenile justice areas.	• JJDP Act Supporter: 1974, 1977 and 1980 Reauthorizations; • coordinated (1979) 10 statewide advocacy projects to bring them in compliance with JJDP Act; • provides crisis counseling 24 hours a day; • provides short-term individual, group, and family counseling.
70001 Ltd.	• Provide a holistic program of pre-employment training, education, and motivation for disadvantaged youth; • serve as catalyst for a public/private sector partnership in developing youth employment projects; • provide transitional services for young persons from school to work and from correctional facilities to the community and job market.	• Conducts a pre- and post-release Job Opportunities Brings Success (J.O.B.S.) project in Prince George County, Maryland that exists as a model of a successful pre-employment training and educational program for incarcerated juvenile offenders.
Youth for Christ/ Youth Guidance (YG)	• Help youth develop attitudes and behavior patterns allowing him/her to function constructively in society; • facilitate positive peer group experiences; • provide opportunity for a relationship with a caring adult model; • communicate basic Christian values as the foundation of growth for a whole person.	• Offers four programs for troubled, disadvantaged, and delinquent youth: - Referral Services provides community-based alternatives for youth referral by police, courts, schools, probation, and social service agencies; - Neighborhood Outreach Services works with at-risk youths in urban environments and housing projects; - Institutional Services counsels youth in correctional and detentional facilities and provides aftercare upon release; - Residential Care Services operates three alternative family and weekly programs for youth needing placement outside the home.

For detailed information on the projects listed herein, refer to Appendix 3.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

ADVOCATES AND RESOURCE PROVIDERS

Thirteen of the 18 organizations herein examined serve as advocates for a wide variety of youth issues and service providers to members, youth-serving professionals, and the public-at-large. While these organizations share similar objectives and methods, their structures are dissimilar--five are professional membership associations and eight are youth advocacy and resource organizations.

Professional Membership Associations

Regardless of their particular affiliation, members of professional associations "all stress the application of special knowledge requiring long training, the exercise of discretion, and a commitment of some kind of standard to which the pursuit of self-interest is subordinated." (Gilb, 1966:27.) As such, a professional association's main function is "to provide machinery so that its members can serve humanity better." (Bradley, 1965:9.) However, professional associations evolved for over 200 years before this service-oriented approach was widely accepted.

Local craft guilds as well as medical and legal societies comprised America's first professional associations. Organized as specialized societies for skilled and licensed practitioners, their activities remained local and regional until the 1850's. At mid-century, the new burst of industrial organization emphasizing division and specialization of labor prompted government officials, academicians, and corporate executives to create State and national professional associations. Membership generally consisted of a small, elite portion of those practicing.

> Often they existed purely for fellowship and the interchange of technical information, or they served as informal clearinghouses for the promotion and organization of work among the "better" members of the profession. (Gilb, 1966:31.)

Such a structure ensured the establishment of professional libraries, promoted interest in professional training and education, and encouraged setting professional standards and codes within most professional associations.

Toward the end of the century, professional associations altered their attitudes, structures, and goals to meet society's changing business demands. Between the 1890's and World War I, both older and newly created national associations abandoned elitist membership qualifications, and admission was opened to anyone licensed or practicing in the profession. At the same time, association members worked to raise professional entrance standards. Most national associations reorganized to include State, local, and sometimes at-large delegates, enabling associations to reach a more equitable professional representation. Lobbying for effective legislation influencing the future of certain professions became a new goal of many associations.

As the advocacy role assumed greater importance, professional associations entered a new phase. From 1945 forward, associations moved away from public affilations, became more independent and self-directed, and organized to influence government from the outside. Each of the five professional associations included in this chapter matured accordingly:

- American Association of School Administrators (AASA)
- National Congress of Parents and Teachers (National PTA)

- National Council of Juvenile and Family Court Judges (NCJFCJ)
- International Juvenile Officers Association (IJOA)
- American Society for Adolescent Psychiatry (ASAP)

These associations showed heightened interest in ethical standards and social responsibility and became "mature professional societies" dedicated to:

> ...sponsoring national and regional meetings where members exchange ideas; publishing a journal in which research is reporting; making recommendations to the professional schools for the improvement of curricula; and having committees of their own members make suggestions for improving ethical standards. In other words, the primary responsibility of a professional society is not to its members but to mankind. (Bradley, 1965:9.)

Involvement of Professional Membership Associations With At-Risk Youth and Less Serious Juvenile Offenders

Each of the five professional membership associations share a common interest in children and youth. Their involvement in juvenile justice related activities includes:

American Association of School Administrators (AASA)--The AASA sponsors several research projects on juvenile delinquency. In its regular publication, Critical Issues Reports, school discipline and its relation to delinquency is a common topic. In a 1980 AASA report entitled Student Discipline: Problems and Solutions, survey results on student discipline, policies, practices, and approaches for achieving better student behavior are presented.

National Congress of Parents and Teachers (National PTA)--The PTA's involvement in juvenile justice began with early 20th century lobbying to extend the juvenile court and probation system. It was not until 1964 that the National PTA again became actively involved in this issue by co-sponsoring a series of regional conferences on "Judicial Concern for Children in Trouble." In 1968, it co-sponsored a national conference on the same topic with the National Council of Juvenile and Family Court Judges (NCJFCJ). In 1971-72, the two organizations received an LEAA and Sears Roebuck Foundation grant to conduct four regional meetings for State PTA representatives, juvenile court judges and staff, and school administrators to discuss how volunteers in the court programs could be established. In July 1973, a joint National PTA and NCJFCJ project, "Judicial Concern for Children in Trouble," was funded by LEAA to stimulate public awareness of the need for such programs, use local and State PTA groups to recruit and train volunteers, encourage the development or expansion of volunteers-in-courts programs, coordinate programs through a national effort, and, ultimately, reduce juvenile recidivism via such programs.

The National PTA is also involved in juvenile advocacy issues in two ways. First, the National Commission on Health and Welfare has the responsibility to identify areas of greatest potential threat to children and youth and attempt to lessen or avert such dangers; to be concerned about the availability of facilities and services for children in trouble; and to help neglected, abused, unwanted, and dependent children, as well as juvenile offenders. Second, in addition to supporting the 1974 Juvenile Justice and Delinquency Prevention Act (JJDP Act), the National PTA adopted the following resolutions on juvenile protection:

- Judicial Concern for Children in Trouble, 1969
- In-School Suspensions, 1971
- The Runaway Child, 1974 (includes Strengthening Family and Home Life, 1973, and Children's Emotional Health, 1969)
- Shops Selling Drug Paraphernalia, 1976
- Aid to Rape and Incest Victims and Their Families, 1978
- Child Abuse/Neglect, 1978
- Violence and Vandalism, 1980 (National PTA, 1981:91).
- Domestic Violence, 1981
- Drug Paraphernalia Sales, 1981
- Shoplifting Prevention, 1981
- Cults, 1982
- Legal Drinking, 1982
- Missing Children, 1982

National Council of Juvenile and Family Court Judges (NCJFCJ)--One of the NCJFCJ's recent juvenile justice related efforts is its Permanency Planning Project begun in 1981 with funding from the Edna McConnell Clark Foundation to promote permanent planning for dependent children in six States. The regional training component encourages judges and social services administrators to initiate foster care review and permanency planning. Technical assistance includes conducting an inventory of all dependent children in foster care. Additionally, the NCJFCJ serves as Secretariat for the National Juvenile Restitution Association; supports the JJDP Act and its two reauthorizations; provides several forums for professional sharing of juvenile justice issues; operates a training arm--the National College of Juvenile Justice; regularly reports current juvenile justice research and legislation to its members; and publishes several juvenile justice related journals.

International Juvenile Officers Association (IJOA)--By the very nature of the IJOA's membership, the Association is involved directly in advocacy, research, and other issue-oriented measures affecting young people in the juvenile justice system. Most efforts concentrate on preventing juvenile crime by encouraging the creation of community juvenile control councils and suggesting delinquency prevention program models for local adoption. The IJOA does not target particular youth populations for assistance, but instead aims to serve all youth who have come into contact or who may be diverted from contact with the juvenile justice system.

American Society for Adolescent Psychiatry (ASAP)--The ASAP's interest in juvenile justice has been expressed primarily through its support of both JJDP Act reauthorizations as well as the publication of delinquency related papers in its newsletter and annual collection, Annals of Adolescent Psychiatry.

In addition to their common interest in the juvenile justice system, all five professional associations encourage and/or support juvenile justice related research and studies, sponsor and/or attend delinquency prevention and control seminars, and exchange pertinent professional information about troubled youth. Further, all five associations serve as youth advocates, although they represent different segments of that population. The oldest association in our study--the American Association of School Administrators (AASA)--has always attracted educational leaders seeking to improve the education system affecting school-age children and youth. Begun as the National Congress of Mothers in 1897, the PTA was equally concerned with education, but immediately broadened its objectives to include promoting the welfare of all

children and youth in the home, community, and place of worship. The National Council of Juvenile and Family Court Judges (NCJFCJ) was established to encourage communication between judges and professionals working with children and families in trouble with the law. Sharing a concern for predelinquent and delinquent youth are officers belonging to the International Juvenile Officers Association (IJOA) who strive to understand the problems of troubled youth through various Association programs. The American Society for Adolescent Psychiatry (ASAP) exchanges psychiatric knowledge, supports psychopathology and treatment research, and provides a forum for informed psychiatric opinion to aid troubled adolescents.

The above organizations are also characterized by several dissimilarities. First, only three of the five associations officially support the JJDP Act and its reauthorizations. Second, two organizations co-sponsored a direct service juvenile justice program in 1973-74. Funded by LEAA, the one year PTA/NCJFCJ program involved communities in 25 States in expanding volunteer-in-the-court efforts. Since that time, none of the five organizations have sponsored service projects; instead, they rely upon the traditional research and information exchange activities of most professional organizations. Third, in terms of stated objectives, only two professional associations are concerned with adjudicated youth--the PTA and NCJFCJ. The other three may, in fact, be involved with projects affecting adjudicated youths, but do not specifically target this population.

Involvement of Professional Membership Associations With Serious and Violent Juvenile Offenders

Four of the five professional associations discussed herein are or have been involved with activities affecting serious and violent juvenile offenders.

American Association of School Administrators (AASA)--In 1981, the AASA conducted a special research project in cooperation with the National School Resource Network and funded by OJJDP. Reporting: Violence, Vandalism and Other Incidents in Schools contains models of nationwide reporting systems on school violence and vandalism. The report concluded "a sound incident reporting system can help a school system identify the magnitude of the problem as a first step in solving it." (American Association of School Administrators, 1981.)

National Congress of Parents and Teachers (PTA)--The PTA has indirectly expressed interest in the serious juvenile offender. In 1980, the national organization adopted a "Violence and Vandalism" resolution calling for specific ways to solve the problems of violence and vandalism in the schools.

American Society for Adolescent Psychiatry (ASAP)--In 1981, the ASAP sponsored a "Treatment of the Seriously Disturbed Adolescent" seminar. Topics for the three-day forum included Delinquent Syndrome, Issues of Suicide and Homicide with the Dangerous Adolescent, and Legal Aspects of Treatment for the Dangerous Offender.

National Council of Juvenile and Family Court Judges (NCJFCJ)--Beginning in 1980, the NCJFCJ conducted five specific serious and violent juvenile crime efforts:

(1) Since 1975, the Council has operated the Juvenile Information System and Records Access project (JISRA) with OJJDP funds. Phase VI of this grant

will develop a module to track serious offenders, establish a national clearinghouse on juvenile justice information systems in Reno, rewrite JISRA for microcomputer use so smaller jurisdictions can use the system, allow for nationwide dissemination of JISRA information, transfer the system to several new jurisdictions, and develop system documentation to support these efforts.

(2) In September 1981, the National Center for Juvenile Justice (NCJJ) published a monograph entitled, "The Serious Juvenile Offender: The Scope of the Problem and the Response of Juvenile Courts." The controversial conclusions noted that "the volume and proportion of serious crime committed by juveniles has been exaggerated....Serious crime is a major social concern and the data support the fact that a significant proportion of this problem is attributable to juveniles. But exaggerated perceptions of the growth and magnitude of the serious crime committed by juveniles produce a distorted response to the problem. New programs and policies should be developed to handle the serious juvenile offender, but care should be exercised so as not to unduly restrict the allocation of already limited resources." (Snyder and Hutzler, 1981:1,4.)

(3) The 1982-83 national training seminar for the National College of Juvenile Justice focused on serious and violent juvenile crime issues. These programs will train more than 3,000 judges, attorneys, and child-serving professionals across the Nation in the following subjects: violent youth gangs, teenage drug and alcohol abuse, criteria for incarcerating serious offenders and for transferring the dangerous offender to adult criminal courts, dispositional alternatives available to the court, use of restitution programs, and increased involvement of citizen volunteers-in-court programs for serious offenders. This series was made possible via combined Federal grants of $912,000 and the U.S. Department of Health and Human Services, Social Security Administration.

(4) The 1982 annual NCJFCJ Conference theme, "Survival in the Eighties," included the following series of seminars: "Dispositional Alternatives for the Serious Juvenile Offender," "New Ideas on Prevention: Can We Stop the Violent Offender Before the Offense?" and "Restitution as a Dispositional Alternative for the Court."

(5) The Violent Offenders Committee of the NCJFCJ consists of almost 40 Council members who are exploring present programs and facilities for serious juvenile offenders and recommending measures to deal with this population.

Of these four organizations, only the National Council of Juvenile and Family Court Judges (NCJFCJ) specifically focuses national attention on violent and serious juvenile offenders. The American Association of School Administrators (AASA) and the National PTA indirectly deal with this population through studies and advocacy efforts affecting juvenile offenders in general. The American Society for Adolescent Psychiatry (ASAP) sponsors research and recently organized several seminars dealing with dangerous and disturbed adolescents.

Professional membership associations, however, are not the only adult-led organizations dealing with youth in the juvenile justice system. At the same time many were struggling with their professional maturation, many organizations devoted to youth advocacy and information/resource dissemination arose.

Youth Advocacy and Resource Organizations

Today's visible children's youth network of lawyers, social workers, physicians, and lay persons culminates a century-long child protection effort conducted by public and private agencies. While initial action on behalf of abused, neglected, wayward, handicapped, and delinquent youth originated in the 19th century's private sector, by the 1970's the bureaucratization of New Deal, Great Society, and New Federalism legislation transferred most of this responsibility to the public sector. This transition necessitated a functional shift for many private child-serving agencies from protectors to advocates.

The earliest organized youth protection efforts were local or regional private philanthropic creations. New York child-savers took the lead by organizing the Society for the Reformation of Juvenile Delinquents (1823), Children's Aid Society (1853), Society for the Prevention of Cruelty to Children (1875), and the Neighborhood Guild Settlement House (1887). These were not professional associations, but societies comprised of well-meaning laypersons driven by moralistic desires to save youth. Additionally, these organizations and their counterparts in other States lobbied for statutory changes:

> ...to protect the abused child, to punish the offender, to separate the child from those who are unfit to have control of it, so that the "unwanted" child may be placed in a position and under an influence and government...removed from the vice and ignorance of its present conditions, in which new home it shall be surrounded by examples of industry, disciplined in morality, and taught self support, and set safely its feet in the right path. (Shortall, 1897:112.)

Improving conditions adversely affecting the well-being of children became the goal of philanthropic child-saving agencies nationwide. Leaders in the child protection field actively promoted and organized programs for troubled children, publicized children's needs, and campaigned for better legislation to safeguard youthful interests. However, private protective efforts were seldom coordinated and never national in scope until the creation of the National Child Labor Committee (NCLC) in 1904 and the Child Welfare League of America (CWLA) in 1920.* These first national efforts initially relied upon traditional protective interpretations of child welfare objectives--provision of substitute care, and development of a legal rationale for public intervention in family life to protect society's children.**

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* The NCLC was founded to combat the exploitation of young children in sweatshops, fields, mines, and mills. Founded as a league of voluntary child-serving associations, the CWLA was concerned with recommending standards for various child welfare services. One independent, national organization that preceded the NCLC and CWLA was the National Conference of Charities and Corrections. Created as an offshoot of the American Social Science Association in 1878, Conference members shared their experience and knowledge in the social reform field. Further discussion of the Conference is not included herein because it no longer exists.

**As discussed later in this chapter, the National Child Labor Committee (NCLC) changed its advocacy course as child labor exploitation decreased and national issues changed. Over the past two decades, the NCLC has been most interested in youth employment issues and educating migrant children. The Child Welfare League of

Protective philosophies dominated public and private endeavors during the 20th century's first six decades. The Federal government's tentative entrance into youth protection issues--the White House Conference on Children and Youth (1909), U.S. Children's Bureau (1912), Child Labor Legislation (1917), and the Social Security Act (1935)--demonstrated new ground for public intervention to protect children.* However, public and private prevention efforts were never organized on a widespread, national scale. Further, public programs sponsored by the Children's Bureau, Social Security legislation, and private organizational efforts such as the CWLA and NCLC affected only a minute portion of America's troubled youth. Seldom were the problems of those enmeshed in the juvenile justice system included in any public or private effort. Thus, before the 1960's, protective philosophies extended to a minority of troubled and needy youth and dominated child-serving efforts which were organized on a local and/or statewide basis. Few were coordinated efforts, nor were sophisticated lobbying techniques utilized.

Protection came under attack in the late 1960's when many child-serving professionals and lay persons equated minority and women's civil rights efforts with the plight of powerless and unorganized children. As these new children's advocates demanded social, legal, and economic equality for American youth, the initial shift from child protection to child advocacy was made. The eight organizations discussed herein underwent such a transition:

- National Child Labor Committee (NCLC)
- National Council on Crime and Delinquency (NCCD)
- National Commission on Resources for Youth (NCRY)
- National Center for Youth Law (NCYL)
- National Youth Work Alliance (NYWA)
- Children's Defense Fund (CDF)
- National Network on Runaway and Youth Services, Inc. (NNRYS)
- National Coalition for Children's Justice (NCCJ)

The advocacy movement evolved in much the same way protective services grew--initial efforts were local or statewide. However, child advocacy clearly distinguished itself from its historical counterpart in several ways. First, an overall objective was identified and accepted by most advocates: "Child advocacy is intervention on behalf of children in relation to those services and institutions that impinge upon their lives." (Kahn, et al., 1973:63.) Second, the new interpretation of autonomous children's rights received vocal opposition from protectionists and encouraged the creation of two separate advocacy camps. Third, acceptance of such a definition required a nationally organized, powerful, and watchful effort on behalf of children. Finally, concerns for children's rights encouraged new interest in youths involved in the juvenile justice system.

America (CWLA) has also changed its functions. Currently, the CWLA conducts studies and publishes information on foster care, adoption, and prevention services; recommends standards for various child welfare services; and disseminates a wide variety of child-serving publications. For more information on the CWLA, see Appendix 5. Discussion is not included in this chapter because juvenile justice programs are not currently sponsored by the CWLA.

*These public efforts will not be discussed in this topical report as our central mandate deals with nongovernmental organizations. For information on child-serving and protective public endeavors, see Abott (1938), Bremner (1974), Bradbury (1962), Beck (1973), Johnson (1935), and Stretch (1970).

Involvement of Youth Advocacy and Resource Providers With At-Risk Youth and Less Serious Juvenile Offenders

With the exception of the National Child Labor Committee (NCLC) and the National Council on Crime and Delinquency (NCCD), each of our study's eight national, nongovernmental youth advocacy and resource organizations concerned with juvenile offenders is of recent origins. Their objectives stress advocacy, cooperative efforts to assist youth, and the provision of resources, technical assistance, and sometimes programs to child-serving organizations.

National Child Labor Committee (NCLC)--The NCLC programs nationwide are involved with youth released from the juvenile justice system. While programs targeted for that population have not materialized, two efforts on behalf of those youths were once conducted. First, in the 1960's, a study of paraprofessionals in youth corrections was made, recommendations submitted, and results disseminated. Second, later in that decade, several proposals were submitted to public and private agencies for grants to study job employment proposals and were resubmitted to other potential funders in the mid-1970's, OJJDP included, but never received the necessary support.

National Council on Crime and Delinquency (NCCD)--The NCCD, a national research, advocacy, and technical assistance organization, seeks to encourage community programs to prevent, treat, and control crime and delinquency as well as advocate for programs and policies to reduce the economic and social costs of crime. The Council's work with youth involved in the justice system is diverse, including demonstration programs, advocacy, and information dissemination. During 1980, the NCCD conducted research regarding the effectiveness of youth-serving organizations, the causes and solutions to juvenile crime problems, and alternatives to the juvenile justice system. Additionally, its special Office of Social Justice for Young People maintains a data bank--MODELS--on alternatives to incarcerating juveniles, indexing them by the extent of restraint involved. MODELS can be used in the creation and advocacy of alternative programs for the juvenile offender.

National Commission on Resources for Youth (NCRY)--The NCRY has produced a few in-depth case studies dealing with delinquency prevention. One example is "Resources for Youth, Report 58R: Project Prevention" in which young ex-offenders discuss their experiences in the juvenile justice system with junior high students in targeted at-risk schools.

National Center for Youth Law (NCYL)--The NCYL is divided into nine substantive areas, two dealing with youth involved in the juvenile justice system--Juvenile Delinquents and Status Offenders, and Juvenile Corrections.

(1) Juvenile Delinquents and Status Offenders--Projects include litigation guaranteeing constitutional and procedural protection to youth subject to juvenile court proceedings, training assistance to public defenders and legal service attorneys at national conferences, lobbying efforts in several States to remove status offenders from secure institutions, and sponsorship of community youth advocacy programs.

(2) Juvenile Corrections--Efforts are devoted to "carefully selected litigation on behalf of incarcerated youth." All young offenders may receive center litigation services "to remove those who are not dangerous to

smaller, community-based facilities so that they can receive appropriate education and training designed to promote their successful re-integration into society; to ensure that those who remain incarcerated are protected from abuses, such as beatings or long-term solitary confinement, and receive appropriate academic and vocational education to combat the prevailing high recidivism rates for inmates of juvenile correctional institutions; and to segregate youthful offenders from hardened, adult offenders." (National Center for Youth Law, 1982:11.)

National Youth Work Alliance (NYWA)--While the NYWA does not specifically target services or advocacy skills for juvenile offenders, it does provide related services if a member requests such assistance or an outside contract is negotiated in this area. The Alliance's primary concerns have included lobbying for JJDP Act continuation and conducting 10 statewide advocacy projects via a $1.2 million OJJDP grant received in 1979. The project's purpose is to bring States into compliance with JJDP Act requirements for deinstitutionalization and separation of youths from adults in jails. Additionally, technical assistance to youth work coalitions is provided to assist States in developing or improving community-based services for status offenders.

Children's Defense Fund (CDF)--The CDF retains interest in the juvenile justice system primarily by including long-range juvenile justice goals in their legislative agendas and publishing a "Children in Adult Jails" study. The CDF's 1981 legislative agenda goals included:

- adequate funding for and retention of the Juvenile Justice and Delinquency Prevention Act of 1980;
- legislative and administrative efforts to encourage development of a differentiated juvenile justice system which both protects the community from and meets the needs of the minority of juvenile offenders who threaten its safety, and serves all others with a full range of services in the least restrictive settings appropriate to their needs;
- legislation that increases the range of medical, psychological, and social services available to meet the special needs of children involved in the child welfare, mental health, and juvenile justice system; and
- reauthorization of the Legal Services Corporation, which provides free legal assistance to poor children and their families, without crippling amendments that deny legal assistance in important areas such as education or a cutback in funding (Children's Defense Fund, 1981:15,27).

The CDF's "Children in Adult Jails" publication studied 449 jails in nine States and includes specific recommendations for reform at the Federal, State, and local levels, as well as a discussion on how community advocates can try to halt jailing children with adults.

National Network on Runaway and Youth Services, Inc. (NNRYS)--The NNRYS, representing over 600 private youth-serving agencies nationwide, offers the following juvenile justice related services to its members: monitoring and providing input to juvenile justice, runaway, homeless, adolescent abuse, and youth employment public policies; publishing a bi-monthly newsletter reviewing pertinent youth crisis service policies at the Federal, State, and local

levels; and organizing an Annual Symposium on Youth Policy. Local NNRYS members provide a variety of social, economic, and legal services to troubled and runaway youths including 24-hour crisis counseling, referral and advocacy assistance, short-term individual and family counseling, and short- and long-term shelter therapy opportunities.

National Coalition for Children's Justice (NCCJ)--The NCCJ sponsors three juvenile justice related programs:

- creating computer software to trace missing and victimized children--funded by a Lilly Endowment grant, the project was targeted for completion in December, 1982;
- developing a national computerized Children's Crisis Center to monitor 21 major airport cities--the Center, whose services will be available to police departments nationwide and abroad, is scheduled for completion in mid-1983; and
- conducting Police Training Seminars on Missing and Murdered Children for law enforcement agencies nationwide.

Clearly, a common interest in youth involved in the juvenile justice system unites these eight organizations. They are also bound together in several other ways. First, five of the eight organizations officially support the Juvenile Justice and Delinquency Prevention Act--Children's Defense Fund (CDF), National Coalition on Children's Justice (NCCJ), National Network on Runaway and Youth Services (NNRYS), National Council on Crime and Delinquency (NCCD), and the National Youth Work Alliance (NYWA). Second, each organization devotes a substantial percentage of its effort to advocate on behalf of social, legal, and/or economic issues affecting troubled youth as well as those caught up in the juvenile justice system. Finally, most conduct and disseminate juvenile justice related research.

Generally, these organizations are concerned with the needs of troubled youths as well as status and less serious juvenile offenders. While six of the eight are involved to some degree with adjudicated youth (Children's Defense Fund, National Youth Work Alliance, National Network of Runaway and Youth Services, National Coalition for Children's Justice, National Center for Youth Law, and National Council on Crime and Delinquency), only two of these are programmatically involved with serious and violent juvenile offenders.

Involvement of Youth Advocacy and Resource Providers With Serious and Violent Juvenile Offenders

Only the National Center for Youth Law (NCYL) and the National Council on Crime and Delinquency (NCCD) are involved with serious and violent juvenile offenders.

National Center for Youth Law (NCYL)--The NCYL has been actively concerned about the rights, education, and community re-entry skills of institutionalized youth. One of its several goals has been devoted to "carefully selected litigation on behalf of incarcerated offenders, including serious and violent juvenile offenders. Such litigation measures have included removal of less dangerous offenders to community-based facilities; protection of incarcerated youth from abuses; receipt of appropriate academic and vocational education; and segregation of young offenders from hardcore adult offenders.

National Council on Crime and Delinquency (NCCD)--The NCCD is actively interested in the problems of serious and violent juvenile offenders. Its involvement is primarily channeled into a program funded by OJJDP in 1982 whereby the NCCD serves as National Coordinator of the Violent Juvenile Offender Research and Development Program, Part I. The project, designed to run 18 months in four cities with high delinquency rates, will take violent and serious juvenile offenders after adjudication and reintegrate them into the community. The process involves gradual transferral of the offender from a secure facility to increasingly less restrictive environments. The treatment techniques emphasize case management, community reintegration, and developing skills and personal strengths needed to function in society.

Both the NCYL and the NCCD demonstrate increased commitment to aiding serious and violent juvenile offenders, a goal not common to most organizations discussed in this chapter. However, the extent of such commitment has not yet been measured or evaluated by either organization: the NCYL has no record of the number of serious and violent juveniles served, and the NCCD's involvement with this population is too early to measure.

DIRECT SERVICE PROVIDERS

Coinciding with greater public awareness of minority needs during the 1960's was a new concern for the special problems of children and youth. Rising delinquency and arrest figures during the same decade indicated that youth required new activities and interests to divert their actions into positive social channels. While a wide array of youth-serving programs arose to fill those needs, five national nongovernmental organizations provided direct juvenile justice services relevant to this study:

- Act Together, Inc.
- Children's Express (CE)
- Robert F. Kennedy Memorial (RFK Memorial)
- 70001 Ltd.
- Youth for Christ/Youth Guidance (YG)

Abandoning traditional reliance on character-building strategies to strengthen morality, patriotism, and spirituality, the new organizations focused on special interests: the RFK Memorial challenges youth to assume greater roles in their communities; the Children's Express helps young reporters and editors develop inquiry and journalism skills; 70001 Ltd. prepares young people for the job market; and Youth for Christ/Youth Guidance and Act Together, Inc. sponsor programs for predelinquent and delinquent youth to divert them from the juvenile justice system.

Involvement of Direct Service Providers With At-Risk Youth and Less Serious Juvenile Offenders

These five organizations are involved in juvenile justice programs in two capacities. First, young participants in RFK Memorial and Children's Express programs research, discuss, and act as advocates on youth issues, juvenile justice included. Only occasionally are these youth participants directly involved with juvenile offenders.

Robert F. Kennedy Memorial (RFK Memorial)--Two RFK Memorial programs sponsored juvenile justice related programs for their participants--the Fellows Program and the Youth Policy Institute.

(1) The Fellows Program--Since 1969, over 250 RFK Fellows have received financial assistance to seek creative, action-oriented solutions to youthful problems. Fellow projects specifically concentrating on juvenile justice issues include the National Street Law Institute which trains law students to teach high school students about civil liberties, family, criminal, consumer and juvenile law in 31 cities nationwide, and the Youth Communications/National Center which operates a "Youth News" radio program broadcasted to public stations from five community centers.

(2) Youth Policy Institute (YPI)--Since 1978, over 325 Institute members have been selected by local and national organizations to complete a six to 12-month assignment as an analyst and reporter on youth policy issues. The YPI is supported by a coalition of national organizations, foundations, and academic institutes that support its work in analyzing Federal and State policies, monitor the activities of nongovernmental youth-serving organizations, and publish a wide variety of informational literature.

Children's Express (CE)--Teenage reporters and editors for the CE have been involved in the following juvenile justice activities: sponsoring public hearings on incarcerated children that received three-day live public television coverage; organizing public hearings on institutionalized children in 1979 and publicizing results; covering pertinent juvenile justice stories in its syndicated column; and conducting a pilot series of weekly five-minute reports for the Today show, some of which focused on juvenile justice issues.

Second, 70001 Ltd., Youth for Christ/Youth Guidance, and Act Together, Inc. directly serve predelinquent and delinquent youth. Participants in these programs live in targeted at-risk areas, have been enmeshed in the juvenile justice system, or are incarcerated in a detentional facility.

Act Together, Inc.--In 1980, Act Together, Inc. selected 13 national demonstration projects working with high-risk youth. Each program serves troubled youth, including adjudicated delinquents.

70001 Ltd.--70001 Ltd. officials estimate that between 20 and 60 percent of its youth associates have had official contact with the juvenile justice system. A consistent organizational goal has been providing transitional services to young persons as they move from school and correctional facilities into the community and job market. Such services are offered on a contractual basis to local entities wishing to begin a local 70001 Ltd. program.

Youth for Christ/Youth Guidance (YG)--Three national services are offered to troubled, disadvantaged, and delinquent youth through Youth Guidance:

(1) Referral Services work particularly with adjudicated delinquents, first-time offenders, and status offenders. They are designed to provide community-based alternatives for youth referred by police, schools, courts, probation, and social service agencies. In 1981, 72 communities served 7,000 referred youths. Activities include camping trips, special incentive programs, weekly YG group activities, and mini-biking.

(2) Neighborhood Outreach Services serve at-risk youth living in urban environments and/or housing projects. YG street and community workers spend time with youths wherever they gather, encourage constructive individual and group relationships, hold regular meetings and discussions, sponsor activities, and provide tutoring services. In 1981, 20 YG neighborhood facilities operated drop-in centers. Over 3,000 youths actively participated in these centers.

(3) Residential Care Services provide three different alternative family dwelling units for youth who need placement outside of their own home. In 1981, YG operated 22 Group Homes of eight to 10 children each in seven cities; several Shelter Care programs for short-term crisis care for troubled youth in two cities; and Foster Care programs for long-term care of troubled youth in six cities.

Currently, YG is developing options to meet the needs of troubled youths in three additional areas--self-help employment, junior leadership development, and assistance for unwed adolescent mothers.

These five organizations primarily focus on less serious juvenile offenders and at-risk youth. However, at least three have been involved in programs for serious and violent juvenile offenders.

Involvement of Direct Service Providers With Serious and Violent Juvenile Offenders

All three organizations dealing with adjudicated youth have projects for serious and violent juvenile offenders: Youth Guidance, 70001 Ltd., and Act Together, Inc.

Youth Guidance (YG)--YG's Institutional Services program is designed to build relationships with youth while they are held in correctional and detentional facilities and to provide aftercare upon release. Currently, YG chaplains and volunteers are involved nationally in 98 State and county juvenile correctional and detentional centers, where almost 1,000 youths are actively involved each week. Institutional services include creative workshops, recreation, tutoring, counseling, one-on-one relationship building, and community release assistance.

70001 Ltd.--Maryland first proposed a 70001 program for juvenile offenders. In 1980, 70001's Job Opportunities Bring Success (J.O.B.S.) began in Prince George County to provide post-release services for young offenders based upon the traditional 70001 youth employment model (see Appendix 3). J.O.B.S. also included home visits, a lower client-to-staff ratio, and a special responsibility training component. Pending appropriate funding levels, a two-part program will be built along the following services:

(1) Pre-Release Services--During the last three to four weeks of confinement, offenders receive modified versions of services offered under the regular 70001 model. Pre-employment training includes new components to help offenders cope with prejudicial and negative attitudes they may encounter in the community or on the job, as well as intense job development instruction geared to help the releasee find immediate employment allowing financial self-support and positive reinforcement. Educational services include GED preparation and post-secondary educational opportunities for those with high school diplomas or GED certificates.

(2) Post-Release Services--Upon leaving a correctional facility, the juvenile becomes a 70001 Affiliate, thus receiving a job, appropriate clothing, and temporary room and board. He/she also receives employment follow-up services, community support services, and continual preparation for the GED exam.

A juvenile offender graduates from the 70001 program once he/she receives a degree of employment success, earns a promotion, enters the military, or is admitted to a post-secondary educational institution.

Act Together, Inc.--Four of Act Together, Inc.'s 15 national demonstration projects include components designed specifically for serious and violent juvenile offenders:

(1) Alabama Department of Youth Services provides a comprehensive alternative to institutional placement of serious juvenile offenders through a wilderness program, vocational training, and group-home living facilitating easier return to the community.

(2) Neighborhood Youth Association/Los Angeles offers comprehensive services using a settlement house approach for youth involved in gangs, violent offenses, and racial hostilities.

(3) New Life Youth Services, Inc./Cincinnati, Ohio maintains a self-supportive industrial enterprise for youth involved in juvenile justice, adult corrections, or the welfare system that teaches them employable woodworking skills.

(4) D.C. Youth Together provides employment, health, and other services to youths involved in restitution and needing reintegration into the Washington, D.C. community.

CONCLUSION

The 13 advocacy and resource providers illustrate different types of involvement with juvenile justice issues. First, professional membership associations are concerned primarily with the professional needs of their adult members. They strive to improve various educational, social, psychological, and judicial conditions for their members who work with youth. The child advocacy and resource-providing organizations arose to assist youth rather than a professional membership. Their primary motive is to share information with people affecting youth environments and muster support for legislative changes.

Second, the professional membership associations indicate more interest in serious and violent juvenile offenders. Child advocates and resource providers have not sponsored any efforts aimed specifically at this population. Although four of the six organizations sponsor projects dealing with adjudicated youth, they do not target serious or violent juvenile offenders. Four of the five professional membership organizations have sponsored specific reports and seminars on topics relating to serious and violent juvenile offenders. Additionally, one association--the National Council of Juvenile and Family Court Judges--sponsored a 1982 national training seminar focusing on this population, conducted a Violent Offenders Committee that explored programs and facilities for serious juvenile offenders and recommended

measures to deal with these youths, and is developing a national information system to track serious juvenile offenders.

Despite the interest of all 13 organizations in general juvenile justice issues, serious and violent juvenile offenders are not a high priority among either the professional associations or youth advocacy organizations. Recent interest in this population has been expressed by three of the five professional associations. The National Council of Juvenile and Family Court Judges (NCJFCJ) has adopted a visible national effort. However, because such interest is relatively new, there is no way to gauge the short- or long-term commitment of these organizations to the problems of serious and violent juvenile offenders.

Of the five direct service providers, three organizations deal specifically with adjudicated youth and work in some capacity with serious and violent juvenile offenders. Youth Guidance's Institutional Services national program works in correctional and detentional facilities with youth, some of whom are serious and violent juvenile offenders. 70001 Ltd.'s J.O.B.S. program, should it become operational, will offer pre- and post-release vocational assistance to institutionalized youth, some of whom are serious and violent juvenile offenders.

Clearly, all 18 organizations focus primary interest on at-risk, status, and less serious juvenile offenders. Such interest has developed along two different lines: the 13 advocacy and resource providers utilize prevention studies, seminars, conferences, and information dissemination procedures, while the five service providers sponsor prevention projects directly affecting troubled youth. Of these, nine organizations listed in Table 20 (pp. 244-245) have identifiable and defined projects affecting serious and violent juvenile offenders. The types and levels of involvement as well as the targeted populations are summarized below.

- **Type of Involvement**

  (1) Research (American Association of School Administrators and National Council of Juvenile and Family Court Judges)

  (2) Advocacy (National Center for Youth Law and National Congress of Parents and Teachers Associations)

  (3) Conferences (American Society for Adolescent Psychiatry and National Council of Juvenile and Family Court Judges)

  (4) Programmatic (Act Together, Inc., National Council on Crime and Delinquency, National Council of Juvenile and Family Court Judges, 70001 Ltd., and Youth Guidance)

- **Level of Involvement**

  (1) National (American Society for Adolescent Psychiatry, National Congress of Parents and Teachers Associations, and National Council of Juvenile and Family Court Judges)

  (2) National and Local (Act Together, Inc., American Association of School Administrators, National Center for Youth Law, National Council on Crime and Delinquency, 70001 Ltd., and Youth Guidance)

- **Targeted Population**

  (1) General At-Risk (American Association of School Administrators, National Congress of Parents and Teachers Associations)

  (2) Adjudicated Youth (70001 Ltd. and Youth Guidance)

  (3) Serious and Violent Offenders (Act Together, Inc., American Association of School Administrators, National Center for Youth Law, National Council on Crime and Delinquency, and National Council of Juvenile and Family Court Judges)

Of these, only 70001 Ltd., Act Together, Inc., and Youth Guidance provide direct services to youth. The other six primarily work with professionals serving adjudicated youth, some of whom are serious and violent juvenile offenders. 70001 Ltd. uses CETA and OJJDP assistance to augment its corporate support; Act Together, Inc. operates with combined public and private funding and organizational support; the American Association of School Administrators conducted its school violence research with OJJDP funds. Thus, of the nine national nongovernmental organizations discussed herein that deal with serious and violent juvenile offender projects, five conduct such efforts with the aid of Federal monies--National Council of Juvenile and Family Court Judges (NCJFCJ), National Council on Crime and Delinquency (NCCD), 70001 Ltd., Act Together, Inc., and the American Association of School Administrators (AASA). The other four--American Society for Adolescent Psychiatry (ASAP), National Congress of Parents and Teachers Associations (National PTA), National Center for Youth Law (NCYL), and Youth Guidance (YG)--sponsored their endeavors for this population primarily with private support.

Table 20

**ADULT ORGANIZATIONS DIRECTLY SERVING YOUTH:
INVOLVEMENT WITH SERIOUS AND VIOLENT JUVENILE OFFENDERS**

ORGANIZATION	TYPE OF INVOLVEMENT	LEVEL OF INVOLVEMENT	POPULATION TARGETED
American Association of School Administrators	Research: The AASA conducted research of school violence and vandalism reporting models across the Nation (1981).	National and local*	General** at-risk
National Congress of Parents and Teachers	Advocacy: The PTA adopted a "Violence and Vandalism" resolution calling for specific ways to end these problems in the schools (1980).	National	General at-risk
American Society for Adolescent Psychiatry	Conference: The ASAP sponsored a conference for the "Treatment of the Seriously Disturbed Adolescent" (1981).	National	Serious and violent juvenile offenders
National Council of Juvenile and Family Court Judges	Programmatic: The NCJFCJ operates the Juvenile Information System and Records Access project (JISRA) that tracks serious juvenile offenders, creating a national clearinghouse on juvenile justice information systems (1975-present). Research: The NCJFCJ published a monograph, "The Serious Juvenile Offender: The Scope of the Problem and the Response of the Juvenile Courts" (1981). Conferences: The NCJFCJ sponsored the 1982-83 national training seminars for the National College of Juvenile Justice that focused on serious and violent juvenile crime issues; the 1982 NCJFCJ conference included a series of seminars devoted to the serious and violent juvenile offender.	National	Serious and violent juvenile offenders

* These programs are designed at the national level and implemented by local branches or members.

**General targeted population refers to any youths who may be involved in school vandalism or violence and who may or may not be adjudicated.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 20 continued

**ADULT ORGANIZATIONS DIRECTLY SERVING YOUTH:
INVOLVEMENT WITH SERIOUS AND VIOLENT JUVENILE OFFENDERS**

ORGANIZATION	TYPE OF INVOLVEMENT	LEVEL OF INVOLVEMENT	POPULATION TARGETED
National Center for Youth Law	Advocacy: One of NCYL's recent goals is the pursuit of litigation on behalf of incarcerated juvenile offenders, specifically targeting serious and violent juvenile offenders.	National and local	Serious and violent juvenile offenders
National Council on Crime and Delinquency	Programmatic: NCCD serves as National Coordinator of the Violent Juvenile Offender Research and Development program.	National and local	Serious and violent juvenile offenders
Youth Guidance	Programmatic: YG's Institutional Services programs help youths detained in correctional facilities, serious and violent juvenile offenders included.	National and local	Adjudicated youth
70001 Ltd.	Programmatic: Job Opportunities Bring Success (J.O.B.S.) provides post-release employment services for young offenders, including serious and violent juvenile offenders.	National and local (Prince George County, Md.)	Adjudicated youth
Act Together, Inc.	Programmatic: Act Together conducted 15 national demonstration projects, four of which deal specifically with serious and/or violent juvenile offenders.	National and local	Serious and violent juvenile offenders

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Appendix 3

INCLUSIVE ORGANIZATIONS

Act Together, Inc.
American Association of School Administrators (AASA)
American Society for Adolescent Psychiatry (ASAP)
Children's Defense Fund (CDF)
Children's Express (CE)
International Juvenile Officers Association (IJOA)
National Center for Youth Law (NCYL)
National Child Labor Committee (NCLC)
National Coalition for Children's Justice (NCCJ)
National Commission on Resources for Youth (NCRY)
National Congress of Parents and Teachers Associations (PTA)
National Council of Juvenile and Family Court Judges (NCJFCJ)
National Council on Crime and Delinquency (NCCD)
National Network of Runaway and Youth Services (NNRYS)
National Youth Work Alliance (NYWA)
Robert F. Kennedy Memorial (RFK Memorial)
70001 Ltd.
Youth for Christ/Youth Guidance (YG)

ACT TOGETHER, INC.

Background: In 1980, Act Together was created as a landmark private, nonprofit organization by agreement between four Federal agencies--Office of Juvenile Justice and Delinquency Prevention (OJJDP), Office of Youth Programs (DOL), Administration for Children, Youth and Families (HHS), and the Science and Education Administration (USDA). It is the first Federal interagency endeavor providing a demonstration program that develops, implements, supports, and evaluates multi-component youth service programs for high-risk youth.

Objectives: Act Together's primary objective is to identify, analyze, and share with individuals and organizations throughout the Nation "the most effective ways to serve high-risk youth keeping in mind the economic, political and social trends of the 80's." (Strom, n.d.:1.)

Membership: Neither individuals nor organizations subscribe or belong to Act Together. Instead, the organization identifies model programs for high-risk youth that serve as national demonstration projects. These programs work with Act Together, but not in a membership capacity.

Voluntarism: Not applicable to this organization.

Funding: Act Together is a unique private corporation with a public mandate. Initially, the Edna McConnell Clark Foundation provided funds for discussion and organization of what soon became Act Together. When the organization incorporated, it was funded with public monies from its four sponsoring Federal agencies: total funds are $3,595,924 with approximately $2.2 million targeted for action projects. Private funding by various foundations and corporations recently has begun.

Organization and Programs: Act Together promotes and assists in the planning of new comprehensive programs for high-risk youth by playing a brokerage function between Federal, State, and local agencies (public and private) to insure coordinated and effective programs; working with the four participating Federal agencies to plan and coordinate Federal support for the promotion and replication of successful multi-service program models; and serving in a technical assistance and information-gathering capacity to upgrade comprehensive programs.

Recently, the principal Act Together program conducted a competition for national demonstration projects. Of the 500 applicants, 13 programs were selected as models.

Juvenile Justice Component: Each of the 13 programs selected as Act Together national demonstration projects works closely with high-risk youth, a significant number of whom have had contact with the juvenile justice system. Further, each local program is aimed specifically at several troubled populations, including adjudicated delinquents. The following four local programs also include components especially designed for serious and/or violent juvenile offenders:

- Alabama Department of Youth Services--a comprehensive alternative to institutional placement of serious juvenile offenders through a wilderness program, vocational training, and group-home living designed to facilitate an easier return to the community.

- Neighborhood Youth Association, Los Angeles--a program of comprehensive services using a settlement house approach for youth involved in gangs, violent offenses, and racial hostilities.

- New Life Youth Services, Inc., Cincinnati, Ohio--a self-supportive industrial enterprise for youth involved in juvenile justice, adult corrections, or the welfare system that teaches them employable woodworking skills.

- D.C. Youth Together--a three-agency combined effort across the jurisdiction of the District of Columbia to provide employment, health, and other services to youths involved in restitution and needing reintegration into the community.

Conclusion: Act Together is one of the newest and most unique private, nonprofit organizations currently operating in the Nation. Its origins were private; its current funding is public with some private monies; its operation is private; and its mandate is public. This public/private partnership that seeks out, assists, and publicizes model programs for high-risk youth also is one of the few national organizations specifically concerned with serious and violent juvenile offenders. The goals are sound, but the track record is too short to predict success or the extent of further interest in this particular delinquent population.

For more information, contact:

Act Together, Inc.
1511 K Street, N.W. - Suite 805
Washington, D.C. 20005
(202) 833-2395

Bibliography:

Act Together, Inc.
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Mathis, Don
1982 Act Together, Inc., Youth Funding Program Specialist. Washington, D.C. Letter, August 30.

Strom, Joyce
n.d. "Fact Sheet: Act Together, Inc." Brochure. Washington, D.C. (Privately duplicated).

AMERICAN ASSOCIATION OF SCHOOL ADMINISTRATORS (AASA)

Background: The American Association of School Administrators (AASA) was founded in 1865 to serve as the professional organization for educational leaders across the United States and Canada. Over the years, the AASA has sought to serve the public interest by assuring the availability of quality education to all people and by maintaining knowledgeable, ethical, and effective school administrators. Today, the AASA represents 18,000 members in all parts of the world.

Objectives: The AASA works to provide leadership through: striving for the development of highly qualified leaders and supporting excellence in educational administration; initiating and supporting laws, policies, research, and practice that will improve education; promoting programs and activities that focus on leadership for learning and educational excellence; and cultivating a climate in which quality education can thrive.

Membership: Membership consists of 18,000 educational leaders, including school superintendents, central office administrators and principals, college and university administrators and professors, and administrators from other local, regional, State, and national educational agencies. Several types of AASA membership plans are available: Active, Associate, and Institutional memberships entitle the administrator to reduced service fees, as do School Board Services memberships. The latter's dues are on a sliding scale based on population rather than a fixed level. Membership dues make up a substantial piece of AASA revenue.

Voluntarism: Not applicable to this organization.

Funding: Membership dues, publication sales, and conference and service fees make up most of AASA's financial support. Specific pieces of research are on occasion funded by government sources or internally if the monies are available.

Organization and Programs: The AASA is guided by the AASA Delegate Assembly through an executive committee. Policy, programs, and resolutions are drafted by the Resolution Committee each fall and voted on by the Delegate Assembly at their annual meeting. AASA also has 11 other standing committees dealing with such issues as Minority Affairs, Federal Policy and Legislation, International Education, State Associations, and Ethics.

Programmatically, the AASA limits itself to membership services, such as advocacy and representation, conferences and seminars, reports, research, and a periodical called The School Administrator. This latter information dissemination aspect of the AASA impacts significantly on programs run by members in nationwide localities.

Juvenile Justice Component: The AASA affects the juvenile justice system in several ways. Primarily, the AASA's influence lies in its membership and their day-to-day interaction with youth. By definition, then, this function of the AASA can and is used in a preventative mode. This is clearly reflected in the AASA Statement of Ethics for School Administrators in which their first pronouncement urges that the membership make "the well being of students the fundamental value of all decision-making and actions."

The AASA has also been involved in extensive research on juvenile delinquency and violence in schools. For instance, the AASA publishes CRITICAL ISSUES REPORTS that deal with all aspects of education, including school discipline. One report, published in 1980, dealt specifically with this area: it was entitled Student Discipline: Problems and Solutions. The report presented survey results on student discipline, policies, practices, and approaches for achieving better student behavior. This report, in part, contributed to a later special research project, Reporting: Violence, Vandalism and Other Incidents in Schools, conducted in cooperation with the National School Resource Network (NSRN)* and funded through OJJDP. The report contains models of nationwide reporting systems under the belief that "a sound incident reporting system can help a school system identify the magnitude of the problem as a first step in solving it." (American Association of School Administrators, 1981b:2.) An additional AASA CRITICAL ISSUES REPORT, Keeping Students in School, published in 1979, makes a substantial contribution to the well-being of youth.

Conclusion: The AASA, like many other membership organizations representing professions that deal extensively with youth, shows great promise and has been making significant contributions in working with serious and violent offenders on an individual basis. However, their participation is limited and tremendous influence is untapped in dealing with this specific juvenile offender population.

For more information, contact:

American Association of School Administrators
1801 North Moore Street
Arlington, VA 22209
(703) 528-0700

*NSRN was created in 1979 and funded cooperatively by OJJDP and the Department of Justice to act as an information and resource sharing organization committed to helping schools reduce violence, vandalism, and disruption.

Bibliography: American Association of School Administrators
1982 1982 AASA Handbook Including Platform and Resolutions. (Arlington, Va.: AASA).

1981a Publications Catalog 1981-1982. (Arlington, Va.: AASA).

1981b Reporting: Violence, Vandalism and Other Incidents in School. (Arlington, Va.: AASA).

AMERICAN SOCIETY FOR ADOLESCENT PSYCHIATRY (ASAP)

Background: In 1967, four local adolescent psychiatry organizations merged to form the American Society for Adolescent Psychiatry (ASAP). The new association of psychiatrists was formed with the aims of providing a national forum for adolescent psychiatry; initiating efforts and cooperating with other organizations on behalf of adolescents; stimulating communication and cooperation among the constituent societies; and representing the local constituent societies at the national level.

Objectives: The objectives of this private, nonprofit professional association are threefold: to provide a forum for scientific exchange of psychiatric knowledge about adolescents, encourage and support research on the psychopathology and treatment of adolescents, and provide a source of informed psychiatric opinion about adolescents.

Membership: ASAP provides services to its 1,600 psychiatrist members in 22 constituent societies throughout the Nation. Individual members may join through a locally established society or in geographically remote areas; 10 adolescent psychiatrists may form their own society and apply for ASAP membership. Membership is open to all psychiatrists in good standing with the American Psychiatric Association and who are interested in the clinical and research aspects of adolescence. Approximately one-half of ASAP members are trained as child psychiatrists.

Voluntarism: The only voluntary role members assume in this professional society is speaking at ASAP meetings and conferences.

Funding: ASAP is funded primarily from membership dues income and royalties from the sale of The Annals of Adolescent Psychiatry.

Organization and Programs: The national association, located in Pennsylvania, is governed by an Executive Committee. The Committee, in turn, is elected by Council of Delegate members from geographically diverse regions. Services provided to ASAP constituent societies include sponsorship of an annual clinical conference, publication of a quarterly newsletter, compilation and publication of an annual Annals of Adolescent Psychiatry, involvement in the biennial "Reunions" with international adolescent psychiatry associations, and liaison services with other professional organizations with common interests.

The 22 local constituent societies have individualized organizational structures, meeting formats, and dues requirements. Each society has equal voice and vote in the national Council of Delegates.

As a professional membership organization, ASAP is not program oriented. Instead, it ensures that professional exchanges of knowledge and experience will flow via its annual and regional meetings, publications, and seminars.

Juvenile Justice Component: ASAP has been involved with the juvenile justice system primarily through its support of the JJDP Act reauthorizations in 1977 and 1980. Additionally, juvenile justice research questions and issues are included regularly in many of ASAP's published papers, its newsletter, and its annual collection, The Annals of Adolescent Psychiatry.

ASAP's interest in serious and violent juvenile offenders began in 1981 when it sponsored a "Treatment of the Seriously Disturbed Adolescent" seminar. Topics for the three-day forum included "Delinquency Syndromes," "Issues of Suicide and Homicide with the Dangerous Adolescent," and "Legal Aspects of Treatment for the Dangerous Adolescent." Enough interest among society members was sustained to convene another seminar in 1982 on the "Treatment of the Troubled Adolescent."

Conclusion: While ASAP is not program oriented, its professional and scholarly endeavors definitely include research and forums for discussing the problems of delinquents, dangerous offenders included.

For further information, contact:

American Society of Adolescent Psychiatry
24 Green Valley Road
Wallingford, PA 19086
(215) 566-1054

Bibliography:

American Society for Adolescent Psychiatry
1978-1982 Annals of the ASAP, vols. VI-IX. (Chicago: University of Chicago Press).

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Staples, Mary D.
1982 American Society for Adolescent Psychiatry, Executive Secretary. Wallington, Pennsylvania. Letter, August 28.

CHILDREN'S DEFENSE FUND (CDF)

Background: In 1973, the Children's Defense Fund (CDF) was created to provide systematic and long-range advocacy on behalf of children. CDF does not provide direct health, legal, or educational services to individual children and families. Instead, CDF concentrates "on institutional abuse and neglect; on preventive rather than just remedial measures; and on identifying, defining, monitoring, and helping to develop and implement appropriate policies and solutions that benefit groups of children and their families (e.g., children without homes or those with mental or physical handicaps)." (Children's Defense Fund, 1981b:5.)

Objectives: "CDF's goal is to encourage the nation to meet the basic survival needs of all its children and to invest in the future by providing for children before they get sick, drop out of school, or get into trouble. Through research, public education, monitoring of federal and state administrative and legislative policies and practices, network building, technical assistance to national, state and local groups, litigation, community organizing, and formation of specific issue coalitions, CDF works to ensure that the needs of children and their families are placed higher on the nation's public policy agenda." (Coles, 1982:1.)

Membership: The Children's Defense Fund is not a membership organization, but does encourage all citizens to join its Children's Policy Network by subscribing to the monthly newsletter, CDF Reports ($15 a year for individuals, $30 for organizations). Two categories of "Friends of CDF" help support the private organization: "friends" who annually contribute $100 or more, and "sustaining friends" who contribute $500 or more.

Voluntarism: CDF urges and depends upon volunteers to subscribe to and distribute CDF publications in communities across the Nation; inform individuals and groups about the needs of children in various communities; lobby local officials, newspaper reporters, and Congressional representatives on behalf of children; support CDF and local children's advocacy groups with a tax-exempt contribution; and become "Friends of CDF."

Funding: As a private, nonprofit national organization, CDF is supported by foundation and corporate grants as well as individual donations. The CDF organizations and programs have never been funded by government monies.

Organization and Programs: The national headquarters in Washington, D.C. has a staff of 60 professionals including education, health, child welfare, mental health,

and child care specialists; researchers; data and public policy analysts; lawyers; networkers; and community organizers. The organization is divided into the four program areas described in the next section--Education, Child Health and Mental Health, Child Welfare, and Child Care and Family Support Services. Within each area CDF provides a wide range of assistance to policymakers; national, State, and local groups; parents; and citizens. Additional network services include:

- operation of the Children's Policy Network created in 1979 to build linkages between CDF and other child advocates via a toll-free line that provides current legislative, programmatic, and litigation issues at the Federal, State, and local levels;
- development and dissemination of many contemporary publications about children's issues as well as a monthly newsletter;
- provision of technical assistance to State and community groups;
- issuance of a "National Legislative Agenda for Children" at the beginning of each new Congress to explain CDF priorities; and
- publication of an annual analysis of the President's budget and its impact on children and families.

In addition to its Washington headquarters, CDF also has offices in Jackson, Mississippi and Columbus, Ohio. Further, staff representatives are located in Massachusetts and New York.

In each of the four national program areas described below, CDF has identified and documented specific children-related problems and then developed recommendations for their correction in a series of reports. Then, by using public education, legal action, lobbying, and parent/community action strategies, CDF works to implement their recommendations. The four program areas are as follows:

- Education--The goal is to help ensure that every American child has access to an appropriate education via publication of two books documenting the plight of children not enrolled in school,* a successful lawsuit on behalf of 40,000 handicapped children poorly served by the State of Mississippi, coalition work to create landmark legislation guaranteeing a Federal right to education for handicapped children, and coalition lobbying for improvement of the Elementary and Secondary Education Act.

*See Children Out of School in America. (Washington, D.C.: Children's Defense Fund, 1974); and School Suspensions: Are They Helping Children? (Washington, D.C.: Children's Defense Fund, 1975).

- Child Health and Mental Health--The objective is to provide access to check-ups and preventive health care for American children by publication of two CDF books,* participate in a network of child health advocates in States and communities across the Nation, and lobby for Federal legislation that entitles children to health and welfare benefits.
- Child Welfare--The purpose is to secure family permanence where possible and encourage placement in healthy environments when homes are not possible via the dissemination of a book highlighting the problem,** successful CDF lawsuits against the State of Texas for inappropriate placement of children and against the District of Columbia for unacceptable long-term placement of 500 handicapped children, and the development of a community-based adolescent program in the District to serve as a national model for deinstitutionalization of emotionally disturbed youth.
- Child Care and Family Support Services--The goal is to expand and improve child care options that are available to parents and children by collaborating with the National Head Start Association for increased funding, conducting public education efforts for policymakers and the public, and seeking greater private sector support for working parents.

In addition to CDF programs, the organization has set up three National Legislative Agendas for Children for the 95th, 96th, and 97th Congresses. The priorities for the current Congress are "children's needs for health care; a permanent and supportive family; education; minimal income support; child care which makes it possible for families to work or withstand family crisis without neglecting or giving up their children; and the procedural protections which ensure access to these necessities." (Children's Defense Fund, 1981a:12.)

Juvenile Justice Component:

In addition to supporting the 1977 and 1980 reauthorizations of the Juvenile Justice and Delinquency Prevention Act, CDF has recommended some immediate and long-range goals in their 1981 Legislative Agenda that affect youth in the juvenile justice system:

- adequate funding for and retention of the Juvenile Justice and Delinquency Prevention Act of 1980;

* See Doctors and Dollars Are Not Enough. (Washington, D.C.: Children's Defense Fund, 1976); and EPSDT: Does It Spell Health Care for Poor Children? (Washington, D.C.: Children's Defense Fund, 1977).

**See Children Without Homes. (Washington, D.C.: Children's Defense Fund, 1979).

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- legislative and administrative efforts to encourage development of a differentiated juvenile justice system which both protects the community from and meets the needs of the minority of juvenile offenders who threaten its safety, and serves all others with a full range of services in the least restrictive settings appropriate to their needs;

- legislation that increases the range of medical, psychological, and social services available to meet the special needs of children involved in the child welfare, mental health, and juvenile justice systems; and

- reauthorization of the Legal Services Corporation, which provides free legal assistance to poor children and their families, without crippling amendments that deny legal assistance in important areas such as education or a cutback in funding (Children's Defense Fund, 1981a:15,27).

A final interest in the juvenile offender population was CDF's 1976 publication of Children in Adult Jails. The study of 449 jails in nine States visited by CDF staff members includes specific recommendations for reform at the Federal, State, and local levels as well as a discussion on how community advocates can try to halt jailing children with adults.

Conclusion: The Children's Defense Fund has operated as a strong advocate for children's education, health, child care, and welfare issues for almost a decade. Its outreach, lobbying, and collaborative efforts are noteworthy in communities across the Nation. Its work in the juvenile justice area, however, has been less pronounced and confined to vocal support of the JJDP Act and legal aid to poor children, sponsorship of a jail separation study, and a long-range hope to develop a safe and compatible community juvenile justice system. While none of these efforts have specifically targeted violent and serious juvenile offenders, each has involved youth within that population. In short, preventive measures to keep children emotionally and physically healthy are the main tools of CDF, rather than programs that are aimed at juvenile offenders.

For more information, contact:

Children's Defense Fund
1520 New Hampshire Avenue, N.W.
Washington, D.C. 20036
(202) 483-1470

Bibliography:

Children's Defense Fund
1982 "Children's Defense Fund Publications, 1982." Brochure. Washington, D.C. (Privately duplicated).

_____
1981a "Third Annual Legislative Agenda for Children, 97th Congress." Brochure. Washington, D.C. (Privately duplicated).

_____
1981b "What is the Children's Defense Fund?" Brochure. Washington, D.C. (Privately duplicated).

Coles, Rubie G.
1982 Children's Defense Fund. Washington, D.C. Letter, April 13.

CHILDREN'S EXPRESS

Background: In 1975, a New York attorney began the Children's Express to promote "journalism by children for everyone." This unique network of children currently engages in serious reporting and roundtable dialogue that is translated three times a week into a nationally syndicated newspaper column. The private, nonprofit national organization is comprised of young reporters 13 years-of-age and under, several teen editors, and a small adult staff headquartered in New York City. In addition to journalistic endeavors, Children's Express reporters and staff members are involved in a wide variety of youth advocacy issues.

Objectives: "Children's Express nurtures children's participation and self-esteem through journalism. It provides a path through which children can begin to integrate their own developing values, express them and experience themselves as making a difference." (Children's Express, n.d.:1.)

Membership: Children's Express reporters and staff are not members of the national organization, but are instead participants in a unique news network. Potential reporters and staffers must apply for positions with the Express and be willing to devote many hours to researching and writing their stories. Reporters are accepted on a "first come" basis. All reporters must attend training sessious conducted by teen editors.

Voluntarism: Volunteers play a key role in the success of Children's Express. Many adults and youth, some working almost full time, serve on a volunteer basis. Most teen editors work on a volunteer basis.

Funding: Children's Express is funded primarily by foundations and corporate donors. Supporters have included the Foundation for Child Development, the New Land Foundation, the J.M. Kaplan Fund, the Funding Exchange/National Community Funds, and Johnson and Johnson/McNeil Consumer products.

Organization and Programs: The national staff maintains a small office in New York City where it publishes three nationally syndicated columns a week through the Field Newspaper Syndicate. The news-gathering and writing process is best described by a Children's Express assistant editor: "Usually, a team of three or four reporters goes out and does the interview or the research, and then they come back and have a round table discussion with their assistant editor....Then, an adult editor transcribes the material and makes it into the finished article." (Williams, 1981.) This reporting structure is being replicated by developing local bureaus in several communities. The ultimate goal is to enable

children throughout the country to be involved in Children's Express activities and issues.

Children's Express conducts training centers in Salem, Massachusetts and Portland, Oregon where young people train interested young people in journalism skills. Children's Express also writes regular features for Family Circle and other journals, produces tabloid newspapers during national presidential conventions, advocates for relevant children's issues, participates in public hearings, and handles special assignments.

Juvenile Justice Component: Because many contemporary youth issues relate to juvenile justice, Children's Express is involved in the following activities:

- JJDP Act Supporter--1980 reauthorization;
- sponsored public hearings on incarcerated children in 1978 that received three-day live public television coverage by all three major television networks as well as AP and UPI newspaper services;
- participated in the Children's Express Awards at a White House ceremony by Vice President Mondale and Senator Birch Bayh in 1979;
- covered pertinent juvenile justice stories in its syndicated column (titles include: "Young Criminals: These Are People Who Have Been Punished All Their Lives," "A Program in New Jersey to Get Kids Out of Institutions and Into Homes," and "Juvenile Justice: How Will Reagan's Cuts Affect A Kid's Chances?"); and
- conducted a pilot series of weekly five-minute reports for the Today show, some of which focused on juvenile justice issues.

Conclusion: While it is not the primary purpose of Children's Express to research and report juvenile justice issues, the problems of incarcerated institutionalized, abused, neglected, and dependent children have dominated many of their journalistic and advocacy endeavors. This does not indicate little concern for serious and violent juvenile offenders, but rather suggests less journalistic and public interest in this population.

For more information, contact:

Children's Express
20 Charles Street
New York, NY 10014
(212) 243-4303

Bibliography: Children's Express
1982 "A Selection of C.E. Columns." Brochure. New York. (Privately duplicated).

_____ 1982 "Children's Express and the Media." Brochure. New York. (Privately duplicated).

_____ n.d. "Children's Express." Brochure. New York. (Privately duplicated).

Clampitt, Robert
1982 Chidlren's Express, Director. New York. Telephone Interview, December 14.

deWitt, Karen
1978 "Children Cross-Examine Children About Incarceration." New York Times April, Part L, p. 10.

Endicott, William
1980 "Children's Express Puts Fear Into the Old Pols." Los Angeles Times August 13, Part 1, p. 14.

Spratling, Cassandra
1980 "Watch Out GOP, Here Come the Kids." Detroit Free Press July 8, p. 1.

Williams, Donna Kay
1981 "The Kids Are All Write." Soho December 2-8.

INTERNATIONAL JUVENILE OFFICERS ASSOCIATION, INC. (IJOA)

Background: Founded in 1951 as a professional organization, the International Juvenile Officers Association, Inc. (IJOA) strives to assist law enforcement in understanding young people, cooperates with State Juvenile Officers Associations and universities, establishes relevant programs, and helps improve law enforcement training programs.*

Objectives: The Association's objectives are:

- Organizational techniques
- Better juvenile records
- Juvenile control councils
- Education for professionalism
- Control of delinquency
- Trained law enforcement
- Institutes for learning
- Vigilance in legislation
- Effective programs
- Survey and research

Membership: Four types of professional memberships are available to individuals: Active members must be licensed police officers interested in handling offenses committed by or against youth; Associate members are persons employed in related fields; Honorary members are granted by the Association's Board of Governors to persons making outstanding contributions to juvenile crime prevention; and Life members are presidents of the Association upon expiration of their office as well as other Active members whom the Board determines have rendered outstanding service for the advancement of Association goals. Only Active and Life members may vote and hold office in the Association. In 1980, approximately 1,000 members belonged to the Association.

Voluntarism: Not applicable to this organization.

Funding: Because it is a professional membership organization, the Association receives its primary support from member dues.

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*State Juvenile Officer Associations had been in existence prior to the creation of the international organization. While regional associations began in California by 1945, it was not until 1949 that the California Juvenile Officers Association (CJOA) was founded as the country's first statewide organization of its kind.

Organization and Programs: The Association carries out most of its programmatic work through public information endeavors that include sponsoring youth-related radio and television programs, maintaining an effective public relations program with youth-serving agencies and the news media, and publishing and distributing educational materials for law enforcement and other youth-serving agencies. Additionally, the International Association acts in conjunction with State associations and its members to develop crime and delinquency prevention activities and programs for use by law enforcement agencies.

Juvenile Justice Component: By the very nature of its membership, the International Juvenile Officers Association is directly involved in advocacy, research, and programmatic measures affecting young people in the juvenile justice system. Most of its work concentrates on preventing juvenile crime by encouraging the creation of community juvenile control councils and suggesting delinquency prevention program models for local adoption. The Association does not target particular youth populations for assistance, but instead aims to serve all youth who have come into contact or who may be diverted from contact with the juvenile justice system.

Conclusion: Even though the Association places no special emphasis upon serious and violent juvenile offenders, their needs are addressed by juvenile officers who work with all young offenders. To date, no Association programs, training, or public relations campaigns have focused specifically on the "hardcore" offender.

For more information, contact:

International Juvenile Officers Association
3654 Brookfield Drive
St. Louis, MO 63136
(314) 894-7663

Bibliography:

International Juvenile Officers Association
n.d. "International Juvenile Officers Association." Brochure. South Holland, Illinois. (Privately duplicated).

NATIONAL CENTER FOR YOUTH LAW (NCYL)

Background: The Youth Law Center and the National Juvenile Law Center were founded in 1970 to represent the interests of poor children, teenagers, and their families throughout the Nation, but with special emphasis on California youth. In 1978, the programs of both agencies were assumed by the National Center for Youth Law (NCYL), a private, nonprofit corporation. Originally, two offices were set up--one in St. Louis, Missouri, and the other in San Francisco, California. Due to proposed budget cuts in the Federal funding source, the offices consolidated and all NCYL staff were relocated to the San Francisco office in mid-1982.

Objectives: "The Center is devoted to improving the lives of poor children in many areas which vitally affect their lives, such as education, health, employment, housing, foster care, and juvenile justice and corrections. Most of the Center's work has been devoted to the improvement of state and local public services and benefits for poor young persons. The Center only provides direct legal services to individual clients in cases where major reform or institutional change is a likely result. The impact of the Center's work thus extends beyond the resolution of a single client's problem." (National Center for Youth Law, 1982:1.)

Membership: The Center is not a membership organization. Instead, it provides legal services for youth and maintains research and library capabilities for those requesting free legal assistance.

Voluntarism: Because of the sophisticated nature of the legal work undertaken by the Center, the Center does not normally utilize volunteers.

Funding: In the early 1970's, the Nixon Administration created the Legal Services Corporation as an independent agency supported by Federal funds to make grants to nonprofit organizations nationwide that provided assistance to the poor. Since its inception, NCYL has been funded by the Legal Services Corporation. Technically, NCYL is considered a nongovernmental organization primarily supported with government funds. However, because the Corporation has been targeted for termination by the Reagan Administration, funding has become scarce. In 1982, it became necessary for NCYL to ask for individual ($15 annually) and organizational ($25 annually) subscriptions to its national newsletter, Youth Law News, previously distributed free of charge. Additionally, the Center began soliciting for contributors ($50 annually) and donors ($100 annually) as they looked to nongovernmental means of support.

Organization and Programs: The Center's policies and annual work plan are determined by its Board of Directors. Members of the Board must be chosen in compliance with the Legal Services Corporation Act and must include representatives of the clients served by the Center, as well as lawyers and other youth advocates. Center programs are carried out by the director, six staff attorneys, an editor, support staff, and six part-time law students.

The Center's principal functions include:

- assisting local legal service programs throughout the Nation with problems concerning poor children;
- aiding juvenile court defenders, children's advocacy groups, appointed private attorneys, and other youth-serving organizations in one of four ways:
  - providing consultation and advice,
  - providing referrals to other legal resources and experts,
  - undertaking major projects in cooperation with local advocates or programs if the problem affects large numbers of children or families and an administrative or judicial resolution is feasible,
  - undertaking basic legal research, writing, and assistance in major litigation while acting as co-counsel;
- acting as a clearinghouse for local advocacy networks;
- publishing a newsletter and various articles;
- training legal and youth-serving professionals; and
- maintaining general law libraries and specialized juvenile law correctional and youth-oriented materials.

The Center's "Substantive Work" has been in the following areas:

- Foster Care and State Intervention in Family Life
- Youth Employment
- Juvenile Delinquency and Status Offenders
- Education
- Adolescent Health Care--Access and Consent
- Mental Health Services for Children
- Housing Discrimination Against Families With Children
- Pesticides and the Health of Farmworker Children
- Juvenile Corrections

Juvenile Justice Component: Two of the Center's nine substantive areas deal with youth involved in the juvenile justice system--juvenile delinquency and status offenders, and juvenile corrections.

- Juvenile Delinquency and Status Offenders--Projects in this area have included litigation that guarantees constitutional and procedural protection to youth who are subject to juvenile court proceedings;* training assistance to public defenders and Legal Services attorneys at national conferences; lobbying efforts in several States to remove status offenders from secure institutions; and sponsorship of community youth advocacy programs.**
- Juvenile Corrections--Most correction efforts have been devoted to "carefully selected litigation on behalf of incarcerated youth." All young offenders, including serious and violent youth, are targeted in the following objectives for Center litigation: "To remove those who are not dangerous to smaller, community-based facilities so that they can receive appropriate education and training designed to promote their successful reintegration into society; to ensure that those who remain incarcerated are protected from abuses, such as beatings or long-term solitary confinement, and receive appropriate academic and vocational education to combat the prevailing high recidivism rates for inmates of juvenile correctional institutions; and to segregate youthful offenders from hardened, adult offenders." (National Center for Youth Law, 1982:11).

Conclusion: During this 12-year effort to legally assist poor children, many advances have been made on behalf of youth. Further, the National Center for Youth Law has been concerned with the rights, education, and community re-entry skills of incarcerated youth. Unlike the majority of national agencies primarily concerned with delinquency prevention, the NCYL concentrates a great deal of its efforts on adjudicated youth, serious and violent offenders included.

For more information, contact:

National Center for Youth Law
1663 Mission Street - 5th Floor
San Francisco, CA 94103
(415) 543-3307

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* Successful NCYL litigation includes the landmark Breed v. Jones, originating in California and going all the way to the Supreme Court; and Morales v. Turman, protecting the rights of juvenile offenders incarcerated in State institutions to privately confer with counsel. (See National Center for Youth Law, 1982:8-9.)

**Some examples of these community projects include the Neighborhood Alternatives Project of five neighborhood, community-based youth agencies working with young persons diverted from the juvenile court; Legal Services for Children (funded by OJJDP in its later years), providing comprehensive legal services for children in San Francisco; and the Juvenile Justice Legal Advocacy Project in San Francisco and the Youth Legal Assistance Project in St. Louis working with coalitions in selected States to remove children from adult jails and juvenile correctional facilities.

Bibliography: National Center for Youth Law
1982 "Description of the Center." Brochure. San Francisco. (Privately duplicated).

1982 Youth Law News, vol. 2, no. 3 (April).

NATIONAL CHILD LABOR COMMITTEE (NCLC)

Background: In 1904, the National Child Labor Committee (NCLC) was founded to combat the exploitation of young children in sweatshops, fields, mines, and mills. Congress chartered the NCLC in 1907, thereby endorsing the Committee's battle against child labor abuses. As child labor exploitation decreased and national issues changed, so did the direction of the NCLC. By the 1950's, it was clear that teenagers were not being prepared for an adult role of gainful employment. Therefore, the interest of the Committee shifted to providing transitional services for youth moving from the school into the work environment, and the National Committee on the Employment of Youth was formed by the NCLC to promote that goal. In 1963, the NCLC moved into another new advocacy area by establishing the National Committee on the Education of Migrant Children.

By 1980, over 5,000 individuals, corporations, unions, and other public and private groups comprised NCLC's national membership.

Objectives: First formed as an advocacy group in the fight against industrial and agricultural exploitation of children, the objectives of the NCLC for the past two decades have included creating and developing innovative youth employment and migrant children educational programs, performing advocacy functions in the youth employment and migrant farmworker areas (testifying before Federal and State legislatures, conducting conferences and training seminars, evaluating youth programs, training youth service staff, developing training materials, making surveys, sponsoring studies, and issuing reports and publications), and providing consulting and coordinating services to communities and organizations.

Membership: In return for annual contributions of $15 or more, NCLC members may receive the following services: technical assistance, evaluation and monitoring, youth advocacy assistance and information, youth research, public information seminars and publications, and support for coalition building in the youth employment field.

Voluntarism: The 35-member Board of Trustees that includes citizens from the business, labor, and educational sectors voluntarily contributes its time as the policymaking arm of the NCLC.

Funding: The membership of NCLC provides general support for the national office located in New York City. Specific projects are funded through grants and contracts with government agencies, corporations, and private foundations. For example, the Department of Labor had funded NCLC to develop modular training materials for supervisors in youth employment programs, while grants from the Edna McConnell Clark, Charles Stewart Mott, and Ford Foundations are supporting a two-year project to improve and increase cooperative education programs across the Nation.

Organization and Programs: The NCLC is governed by a 41-member Board of Directors which sets policy for the National Committee as well as the local offices. Local offices include educational centers for migrant workers in Wisconsin and Texas. The NCLC office in Washington, D.C. is the Committee's major contact source for employment organizations and private foundations.

Programs for youth sponsored and administered by NCLC in 1982 include the following:

- creation and dissemination of "The Fantastic Being" comic book that tells teenagers how to apply for a job and find employment as well as what to expect from the work environment;
- development of modular training materials for supervisors of youth employment programs;
- evaluation of a work motivation project that helps youth apply the lessons of athletic competition to the challenges of life in the inner city;
- implementation of a program of parental involvement in migrant communities across the Nation;
- a study of cooperative education programs; and
- a study of how to improve services and programs for teenage parents.

Juvenile Justice Components: NCLC programs across the Nation are involved with youth who have been in the juvenile justice system and have since been released, but are not specifically targeted to that population. Further, while NCLC has never operated a program specifically dealing with serious and violent juvenile offenders, programmatic interest has been expressed in this type of youth. First, in the 1960's a study of para-professionals in youth corrections was conducted, recommendations made, and results disseminated. Second, later in that decade several proposals were submitted to public and private agencies for grants to study job employment skills attained by incarcerated youth. The proposals were not funded, however, even after rewriting and resubmission to OJJDP and State corrections agencies in the mid-1970's.

Conclusion: Advocacy for unemployed youth as well as the promotion of skills of those who supervise and employ youth in gainful occupations are the broad objectives of NCLC. In achieving its goals, outreach efforts attract youth who have been involved in the juvenile justice system without specifically aiming for that population. Past interest has included programs for incarcerated juveniles, but proposals to that effect have received no public or private monetary support.

For more information, contact:

National Child Labor Committee
1501 Broadway - Room 1111
New York, NY 10036
(212) 840-1801

Bibliography:

Lesh, Seymour
1982 National Child Labor Committee, Associate Director. New York. Telephone Interview, June 21.

National Child Labor Committee
1981 "National Child Labor Committee." Brochure. New York. (Privately duplicated).

_____ 1976 Rite of Passage: The Crisis of Youths' Transition from School to Work. (New York: NCLC).

Newman, Jeffrey
1982 National Child Labor Committee, Director. New York. Telephone Interview, August 26.

NATIONAL COALITION FOR CHILDREN'S JUSTICE (NCCJ)

Background: Established in 1977 to respond to the problems of missing and victimized children, the National Coalition for Children's Justice (NCCJ) has since been active legislatively and programmatically in the juvenile justice system.

Objectives: The NCCJ strives to mobilize expertise and programs to decrease the exploitation and victimization of children.

Membership: The NCCJ is not a membership organization. It serves people and organizations interested in coalition objectives on an as-needed basis.

Voluntarism: NCCJ's entire operation is run by volunteers.

Funding: Private foundations and individuals support NCCJ.

Organization and Programs: The Coalition's functions include lobbying for legislation that affects victimized and missing children, publishing articles demonstrating the plight of these youths, creating programs to trace and aid such children, and conducting training programs for people who deal with these populations. Two recent NCCJ efforts include writing a 1982 Readers Digest article entitled "100,000 Missing Children" that focused national attention on the issue, and lobbying for passage of the proposed 1981 Missing Children Act.

Juvenile Justice Component: Because most of the Nation's missing and victimized children come into contact with the juvenile justice system, NCCJ deals with juvenile justice issues relevant to its goals. In addition to supporting the JJDP Act's 1980 Reauthorization, the Coalition has sponsored the following juvenile justice related programs:

- Creating computer software to trace missing and victimized children--funded by a Lilly Endowment grant, the project will be completed by December, 1982.
- Developing a national computerized Children's Crisis Center to monitor 21 major airport cities--the Center, planned to be available to every police department in the Nation and abroad, will be functional by mid-1983.
- Conducting Police Training Seminars on Missing and Murdered Children for law enforcement agencies across the Nation to encourage the cooperation of the Children's Crisis Center.

Conclusion: Even though the National Coalition for Children's Justice does not target its services for youth in the juvenile justice system, most missing and victimized children eventually fall within the system's jurisdiction. Thus, NCCJ's current tracing and training efforts aim to assist all elements of the system in finding missing children and solving victimization cases. The extent to which any of these young persons may or may not be serious or violent juvenile offenders is not only unknown, but not of major importance to NCCJ. Its major interest is locating endangered children and assisting the various systems that interact with them.

For more information, contact:

National Coalition for Children's Justice
1214 Evergreen Road
Yardley, PA 19067
(215) 295-4236

Bibliography:

Wooden, Kenneth
1982 National Coalition for Children's Justice. Yardley, Pennsylvania. Letter, July 24.

1982 National Coalition for Children's Justice. Yardley, Pennsylvania. Letter to Senator Strom Thurmond, January 15.

1981 "Perils Stalk Children Beyond Atlanta." Washington Star (April 8).

1981 Children of Jonestown. McGraw-Hill Book Co.

1976 Weeping in the Playtime of Others. McGraw-Hill Book Co.

NATIONAL COMMISSION ON RESOURCES FOR YOUTH, INC. (NCRY)

Background: In 1967, the National Commission on Resources for Youth (NCRY) was founded as a private, nonprofit organization dedicated to expanding opportunities for young people to participate directly in society. NCRY is primarily an information-gathering organization that disseminates and shares its knowledge through technical assistance, training conferences and workshops, and contemporary research. Since 1972, when NCRY started its newsletter with a mailing to 2,000 persons who had received NCRY training, the list of those requesting and receiving the newsletter has grown to 30,000. Similarly, in 1972 NCRY began collecting information on outstanding projects for youth. That collection of documented projects has now grown to 1,500. Requests for information and assistance have grown in 10 years from about 20 each week to about 100 each week. Another indicator of growth is the Associates network. These are the consultants that have been trained by NCRY and are utilized in the field. Many of them are project directors, university faculty, or specialists in a range of skills including training, writing, and evaluation. That group has grown from just a few to more than 200.

Objectives: Because NCRY assumes that youth are ready and able to make significant contributions to society, its purpose is to find and expand ways that youth can assume responsible decision-making positions, become participating partners with adults, and improve their own lifestyles by helping others.

Membership: While NCRY does not have an official membership, 30,000 persons have asked for and receive its newsletter. Many of these persons request additional services and materials.

Voluntarism: There is a good deal of informal volunteer assistance. Persons identify and visit projects for NCRY staff.

Funding: Funding is varied and primarily originates from public, private, and individual sources as well as income from sales of materials and services. NCRY's original funding source was the Taconic Foundation.

Organization and Programs: NCRY's small national staff, recently relocated in Boston, "seeks out, encourages and promotes programs that recognize both the capabilities and the developmental needs of young people." (National Commission on Resources for Youth, Inc., n.d.:1.) Policy is established by a Board of Directors. Young people influence policy through participation at the board meetings and through advisory groups that are formed around specific issues or problems. There are no formal branches of the organization. However, trained Associates based across the Nation will from time to time represent the Commission at specific events or activities.

NCRY seeks out projects through a variety of means. First, national staff review about 100 periodicals each month and advertise for projects through its newsletter. Second, the national network of Associates and friends who have worked with NCRY over the years refers NCRY to projects. Once a project is identified and it is determined that it meets national criteria, NCRY usually sends a trained observer to meet with the staff and young people.

NCRY's primary programmatic thrust has been the development of two demonstration projects: Youth-Tutoring-Youth and Youth Helper in Day Care. NCRY's outreach component is called Youth Participation, whereby "young people gain direct experience in the real world, making decisions, working cooperatively with adults and peers, and meeting genuine community needs." (National Commission on Resources for Youth, n.d.:2.) The versatility of the Youth Participation concept makes it applicable to employment, training, school, community-based, youth-serving, and delinquency prevention programs.

In pursuit of its Youth Participation goals, NCRY has developed the following resources for interested youth-serving personnel and agencies:

- NCRY clearinghouse provides descriptions of over 1,500 local Youth Participation programs;
- Associates are a nationwide network of professionals who assist NCRY in its field work;
- publications and manuals on current Youth Participation issues are developed and made available for purchase;
- NCRY monthly newsletter, Resources for Youth, is distributed to over 30,000 readers; and
- films and video programs are produced on a variety of Youth Participation projects.

Juvenile Justice Component: In keeping with its information-gathering and dissemination functions, NCRY has produced numerous in-depth case studies on local projects. A few of these deal with delinquency prevention, such as Resources for Youth (Report 58R), and "Project Prevention," in which young ex-offenders discuss their experience in the criminal justice system with junior high students in targeted at-risk schools. However, NCRY publications apparently have not stressed seeking out local Youth Participation programs for juvenile offenders, and none have specifically focused on serious or violent juvenile offenders.

Conclusion: NCRY has demonstrated a great deal of interest in delinquency prevention. Additionally, unlike most national organizations of its kind, it has actually worked with former juvenile offenders while putting

together prevention projects. NCRY's prevention emphasis has limited its outreach to at-risk youth except in the capacity explained above.

For more information, contact:

National Commission on Resources for Youth, Inc.
605 Commonwealth Avenue
Boston, MA 02215
(617) 353-3309

Bibliography: Kleinbard, Peter
1982 National Commission on Resources for Youth, Inc., Executive Director. Boston, Massachusetts. Letter, July 27.

National Commission on Resources for Youth, Inc.
n.d. "Working for Greater Youth Participation." Brochure. New York. (Privately duplicated).

_____
n.d. "Current Publications and Resources on Youth Participation." Brochure. New York. (Privately duplicated).

NATIONAL CONGRESS OF PARENTS AND TEACHERS ASSOCIATIONS (NATIONAL PTA)

Background: In 1897, the National Congress of Mothers was formed in Washington, D.C. to publicize its belief that "the republic's greatest work is to save the children." Its first meeting held early that year established the Congress as an advocacy, parent education, and service organization. By 1925, the appeal of its objectives had attracted such a broader membership that a new name was adopted--the National Congress of Parents and Teachers (National PTA). One year later, the National Congress of Colored Parents and Teachers was established to meet the special needs of Black children and youth in segregated schools. In 1970, the two National Congresses united under the National PTA name and became the Nation's largest child advocacy group. Today, the National PTA is a voluntary orgnization of over five million members in 52 State branches comprised of the 50 States, the District of Columbia, and Europe.

Objectives: The five "Objects of the PTA" are as follows:

- to promote the welfare of children and youth in home, school, community, and place of worship;
- to raise the standards of home life;
- to secure adequate laws for the care and protection of children and youth;
- to bring into closer relation the home and the school, that parents and teachers may cooperate intelligently in the education of children and youth; and
- to develop between educators and the general public such united efforts as will secure for all children and youth the highest advantages in physical, mental, social, and spiritual education. (National PTA, 1981b:7.)

Membership: "Everyone is welcome to belong to the PTA.* Anyone who cares about children and wants to make that caring count is invited to join the PTA in his or her community." (Leveridge, 1981:1.) Every individual who becomes a dues-paying member of a local PTA automatically gains membership in the State PTA and National PTA.

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*Some local PTA's work together under the title Parent-Teacher-Student Associations (PTSA). Because the National PTA uses the two terms interchangeably, the use of PTA in this report will refer to PTA's and PTSA's.

Voluntarism: Membership in the PTA and involvement in its many national, State, and local activities is almost entirely comprised of volunteers.

Funding: The National PTA's supporting income is derived from the national portion of annual dues for PTA members;* 50 percent of the annual Founders Day gifts; sustainers' memberships;** special project grants; interest from its Endowment fund; and other investments.

Funds at the local level are obtained primarily from membership dues, Founders Day contributions, the sale of PTA publications, soliciting subscriptions to State and national publications, and fundraising projects.

Organization and Programs: The Board of Directors of the National PTA has the sole authority to manage the corporation. Its members are comprised of the national officers who are elected at the annual convention, the president of each State branch, members of the National PTA commissions, and the immediate past PTA president. As Figure 1 on the following page indicates, the National PTA oversees operations of the 52 State branches, eight regions, thousands of councils, and approximately 25,000 local PTA's across the Nation. The National PTA, in its relation to the State branches and local associations, has the following functions:

- to provide services and materials that divisions of the organization cannot provide for themselves or cannot provide as well as can the organization as a whole;
- to serve as a clearinghouse for PTA information;
- to act as a central coordinating agency for parent-teacher work throughout the Nation;
- to represent the entire PTA organization at national and international meetings and conferences of other organizations and agencies; and
- to provide individual members with the training, experiences, and opportunity for increasingly responsible positions of leadership in PTA work. (National PTA, 1981b:66.)

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* Each local PTA establishes its own dues rate that includes both State and national portions of dues. As of September 1981, national dues were 50 cents per member.

**In 1979, the National PTA's Board of Directors established a Sustainer's program offering PTA members a special opportunity to support the national and State organizations. Of the contribution of $15, $50, or $100 or more, half is returned to the State PTA and half becomes a part of the National PTA's operating fund.

Figure 1

ORGANIZATION OF THE NATIONAL CONGRESS OF PARENTS AND TEACHERS

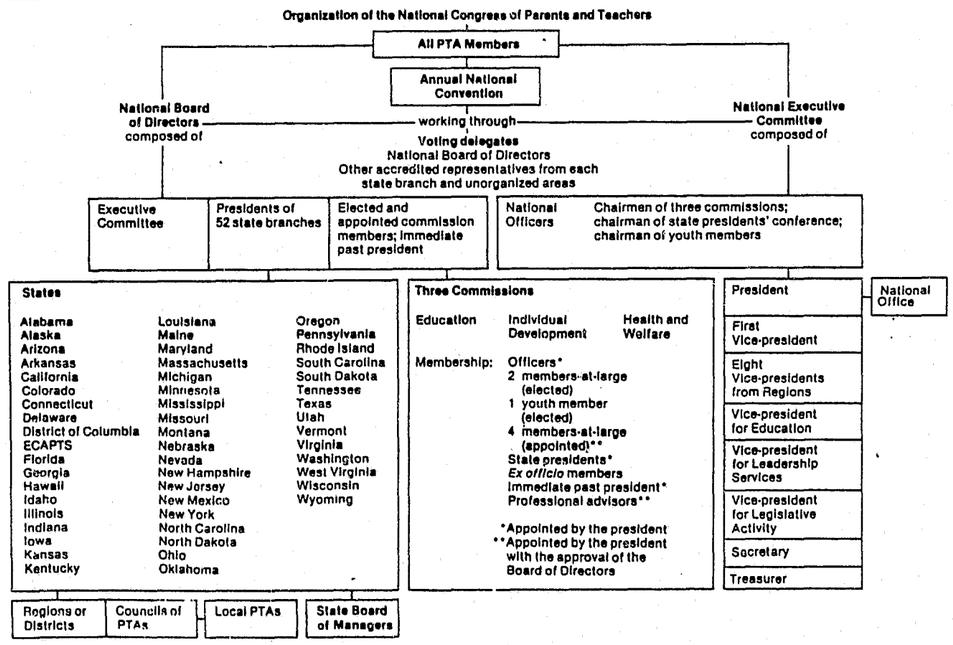

Table adapted from National PTA, The National PTA Handbook. (Chicago: National PTA, 1981b), p. 65.

Since 1936, the State PTA's have been grouped into eight regions that provide opportunities for States in certain geographical areas to cooperate and make PTA more effective in meeting the area's needs.

The 52 State branches serve as a connecting link between the National PTA and State membership at local levels. The relationship between the State and national PTA's is set forth in the National By-Laws and the charters issued by the National PTA to each State organization.

"A 'council' is a group of local PTA units organized under the authority of the state PTA for the purpose of conference, leadership training, and coordination of the efforts of such local PTA units....Each state PTA may create or establish councils in other counties, cities, or other areas designated by its board of managers...." National PTA By-Laws, Article V, Section 4, and Article VI, Section 9. (National PTA, 1981b:47.)

"The local parent-teacher association (PTA) is a self-governing unit that plans its programs and activities to meet the needs of children and youth in the community. It is linked through its membership to the state and national PTA's. The bylaws of the local unit are based on those of the National PTA and the state branch, with some basic articles required for uniformity of purpose." (National PTA, 1981b:22.)

Programmatic areas of the National PTA that involve parents and teachers in promoting children's welfare include the following:

- preservation of public education;
- promotion of reading and cultural arts programs for children;
- improvement of television programming for children;
- establishment of parent education programs and publications; and
- sponsorship of child nutrition projects in 20 States; a series of public hearings in many cities and a national conference on urban education; pilot projects, youth forums, and conferences to promote health education; a study on training children and youth to become self-disciplined individuals; and research and publication on issues of standardized testing.

Juvenile Justice Component: One of the National Congress of Mothers' original projects was working for the extension of the juvenile court and new probation system first established in Chicago in 1899. An interest in the area of juvenile justice over the next six decades was kept primarily at the local level. It was not until 1964-66 that the National PTA again became actively involved in the problems of juvenile offenders when it co-sponsored a series of regional conferences on "Judicial Concern for Children in Trouble" with the National Council of Juvenile Court Judges* (now the National Council of Juvenile and Family Court Judges--NCJFCJ) and a national conference in 1968. This interest was rekindled in 1971 and 1972 when the two organizations again met to discuss the need for citizen awareness of volunteer programs in the juvenile court. Consequently, four regional meetings, funded by the Law Enforcement Assistance Administration and the Sears Roebuck Foundation, were conducted whereby selected members from State PTA's, juvenile court judges and staff, and school administrators from each State discussed how a volunteers-in-the-court program could be established. In July 1973, a joint National PTA and NCJCJ project entitled "Judicial Concern for Children in Trouble" was funded by LEAA matching funds from the NCJCJ. The specific project goals included the following:

*Discussions between the National PTA and the NCJFCJ about the plight of children caught up in the system began in 1960.

- to create a public awareness of the need for and potential of juvenile court volunteer programs;
- to use the public information type forums of State PTA groups to recruit volunteers and provide volunteer orientation to them;
- to stimulate the development or expansion of volunteers-in-courts programs in twenty-four states;
- to coordinate such programs through a national effort;
- to assist in training programs provided within states; and
- to reduce ultimately juvenile recidivism through means of volunteers. (National PTA, 1974:1.)

The one-year project involved 25 States in a wide variety of projects that implemented and expanded volunteers-in-courts programs designed to meet the specific needs of communities and their troubled children.

The other major juvenile justice related area in which the National PTA is involved is the advocacy of juvenile protection. This is accomplished in two ways. First, the National Commission on Health and Welfare has the responsibility to identify areas of greatest potential threat to children and youth, and attempt to lessen or avert such dangers; to be concerned about the availability of facilities and services for children in trouble; and to help neglected, abused, unwanted, and dependent children, as well as juvenile offenders. Second, in addition to supporting the 1974 Juvenile Justice and Delinquency Prevention Act, the National PTA had adopted the following resolutions on juvenile protection:

Aid to Rape and Incest Victims and Their Families, 1978
Child Abuse/Neglect, 1978
Cults, 1982
Domestic Violence, 1981
Drug Paraphernalia Sales, 1981
In-School Suspensions, 1971
Judicial Concern for Children in Trouble, 1969
Legal Drinking Age, 1982
Missing Children, 1982
The Runaway Child, 1974 (includes Strengthening Family and Home Life, 1973, and Children's Emotional Health, 1969)
Shoplifting Prevention, 1981
Shops Selling Drug Paraphernalia, 1976
Violence and Vandalism, 1980
(National PTA, 1981b:91.)

Conclusion: The National PTA has demonstrated a real concern for troubled youth through its support of the juvenile justice system, joint establishment of volunteers-in-the-court programs, and national advocacy of juvenile protection issues. Its one direct service program,

co-sponsored with the National Council of Juvenile Court Judges and funded by LEAA in 1973-74, was designed to assist juvenile offenders. Because no specific population was targeted, there is no way of knowing what, if any, percentage of serious and violent youth were served by that project. In terms of advocacy measures, most have been aimed at abused, neglected, truant, runaway, and at-risk youth. Only one resolution adopted in 1980--Violence and Vandalism--specifically addressed the problem of serious and violent juvenile crime.

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NATIONAL COUNCIL ON CRIME AND DELINQUENCY (NCCD)

Background: The National Association of Probation Officers, founded in 1907, was comprised of probation and juvenile court professionals advocating alternatives to incarcerating adult and juvenile offenders as well as developing separate correctional facilities for adult and juvenile commitments. In 1960, the National Association of Probation Officers became the National Council on Crime and Delinquency (NCCD) dedicated to further utilization of special juvenile courts.

In 1953, NCCD expanded and modified its size and structure in three ways: creating an Advisory Council of Judges to closer align themselves with other legal-judicial organizations; establishing a National Citizen's Council; and developing a national network of community Citizen's Action Programs to educate the public and implement NCCD policy and programs. These organizational changes were accompanied by expanding aims and services; no longer focusing exclusively on parole, probation, and juvenile issues, NCCD addressed a vast array of criminal and juvenile justice issues.

Throughout its history, NCCD advocated for reform in both adult and juvenile corrections through its nationwide program of research, training, standard-setting, citizen mobilization, information dissemination, and publication.

Objectives: NCCD is a national research, advocacy, and technical assistance organization seeking to make the juvenile and criminal justice systems more equitable, more effective, and more responsive to the needs of victims and offenders. NCCD works to stimulate community programs to prevent, treat, and control delinquency and crime, and advocates programs and policies to reduce the economic and social costs of crime.

Membership: NCCD is a national research institute rather than a membership organization. Participants are usually professionals from a broad spectrum of society: social workers, correctional officers, criminal justice specialists, and concerned citizens. Professional members, who number approximately 6,000, receive the NCCD journal Crime and Delinquency, and are entitled to use the organization's library and vote at board meetings. In addition, NCCD has approximately 10,000 lay contributors.

Voluntarism: While paid specialists perform NCCD national administrative tasks, volunteers play two important roles for NCCD. First, some communities maintain grassroots advocacy and action units. For example, in Westchester County, New York, a committee of citizens acted voluntarily to monitor local and State activities in the area of criminal justice, educate the public through public meetings, and advocate

NCCD positions and policies.* Second, at the national level, NCCD created a VIP that develops materials to teach volunteers effective methods of working in the criminal justice system.

Funding: NCCD is a nonprofit citizen's organization supported by contributions from community chests and funds, foundations, business corporations, and individuals. In 1980, support by contributions and United Funds and Chests reached $615,537--corporate contributors alone numbered nearly 200. However, NCCD's primary support comes from government grants, fees, and contracts. In 1980, NCCD received $3,856,249 from the Federal government (from such entities as the Bureau of Justice Statistics, Law Enforcement Assistance Administration, Office of Juvenile Justice and Delinquency Prevention, and the National Institute of Corrections), making up 77 percent of their total revenues for the year. In 1981, in response to diminishing Federal funds, NCCD worked to reduce this dependency by decreasing overall expenses and shifting more income to the private sector.

Organization and Programs: An elected Board of Directors acts in conjunction with two other national entities--the Advisory Council and the National Executive Committee--to set NCCD's national policy. The Advisory Council, made up of prominent individuals in the field (judges, industrial managers and executives, attorneys, and concerned citizens), acts as an experienced advisory voice on NCCD affairs. The National Executive Committee consists of business leaders who involve corporations in crime prevention through active and financial participation. National headquarters also staffs and operates a Public Education Division, a Criminal Justice Library, and an Information Center, all of which aid the dissemination of information. NCCD publications include: Crime and Delinquency (a quarterly journal); The Journal of Research in Crime and Delinquency (semi-annual); Youth Forum (a quarterly newsletter highlighting programs for youth); Criminal Justice Abstracts (a quarterly journal including literature summaries); and Criminal Justice Newsletter (a bi-weekly crime and delinquency publication). NCCD also publishes books and monographs relevant to the juvenile justice field, such as Alternatives to Incarceration for Young Offenders: Noteworthy Programs (1982), and Status Offenders and the Juvenile Justice System (1980).

For several years, NCCD maintained a regional office in San Francisco and another within NCCD headquarters in Hackensack, New Jersey. Under a reorganization plan for 1982, the San Francisco office will be expanded to become a full service branch of NCCD, equivalent to the Hackensack headquarters office.

*At one time, these citizen committees formed a nationwide grassroot State network, acting as intermediaries between professionals and private citizens. Currently, Hawaii maintains the only State network. Several former State councils subsequently became independent organizations.

Juvenile Justice Component: NCCD's involvement with juveniles includes demonstration programs, advocacy, and information dissemination. NCCD maintains a special Office of Social Justice for Young People that maintains a data bank --MODELS--on alternatives to incarcerating juveniles, indexing them by the extent of restraint involved. MODELS is intended to encourage the creation and support of alternative programs for the juvenile offender. NCCD research conducted conducted in 1980 included studies of effective youth-serving organizations, causes and solutions to juvenile crime problems, and alternatives to the juvenile justice system.

Beginning in 1982, NCCD launched its first national research and demonstration effort focused specifically on violent juvenile offenders. This project, the Violent Juvenile Offender Research and Development Program, Part I, will operate for 18 months in four cities with high crime rates. Acting as National Coordinator, NCCD will assist violent and serious offenders after adjudication and reintegrate them into the community. The program's method gradually moves the offenders from secure facilities to increasingly less restrictive environments (contingent on cooperation and acceptable behavior). The OJJDP-funded program emphasizes case management, community reintegration, and the development of skills and strengths needed in society. NCCD also supports the 1974 Juvenile Justice and Delinquency Prevention Act, as well as its 1977 and 1980 reauthorizations.

Conclusion: NCCD has long been an innovator in the field of crime and delinquency prevention and control. They have and continue to run programs dealing with nearly every facet of criminality including violent and serious offenders--both adult and juvenile. At this time, NCCD maintains several programs dealing with juvenile offenders, such as MODELS and the Violent Juvenile Offender Research and Development Program. Thus, NCCD currently is one of a small number of national, nongovernmental organizations targeting programs for serious juvenile offenders. However, these efforts are not only recent, but largely dependent on Federal assistance.

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NATIONAL COUNCIL OF JUVENILE AND FAMILY COURT JUDGES (NCJFCJ)

Background: In 1937, the National Council of Juvenile and Family Court Judges (NCJFCJ) was established to encourage communication between those judges and professionals who work with children and families in trouble with the law. Not only was its purpose original, but NCJFCJ was the first judicial organization begun in the United States. As NCJFCJ evolved, its work moved into three specific directions—education, research, and training. The Council's educational arm, headquartered at the University of Nevada in Reno, promotes ways to improve American juvenile and family courts, provides avenues for collegial exchange of ideas, and publishes and distributes journals and educational materials to its members. The Council's training arm, the National College of Juvenile Justice, founded in 1969, holds seminars for juvenile justice practitioners. NCJFCJ's research arm, the National Center for Juvenile Justice, located in Pittsburgh since 1974, conducts ongoing research projects.

Objectives: The NCJFCJ embraces five primary objectives:

- to improve the Nation's juvenile and family courts;
- to provide an arena for the exchange of ideas among peers;
- to conduct training and educational programs for persons in the field;
- to conduct research and publish findings for use by those in the field; and
- to publish and disseminate periodicals and educational materials (National Council of Juvenile and Family Court Judges, n.d.:2).

The purpose of the National College of Juvenile Justice, a division of NCJFCJ, is to "increase understanding of the dynamics of adolescent behavior; to define the leadership role of juvenile and family court judges; to develop skills for more effective recognition and treatment of social problems; and to make participants more aware of their role in the system and increase the beneficial use of their authority to protect the lives and future of children and families in trouble." (National College of Juvenile Justice, n.d.:1.)

Membership: NCJFCJ has over 3,000 members involved in one of three membership categories: Regular Council members for judges, referees, and masters with juvenile and family law jurisdiction; Associate Council members for non-judge professionals, lawyers, and professors; and Student Membership for college and university pre-professionals. Within the Associates Council Membership is an affiliate organization, the National Juvenile Court Service Association for court service personnel. Every member is not only eligible to vote on policy positions at the annual July conference, but also receives regular

Council publications, access to current information from the National Center, opportunities to attend sessions sponsored by the National College of Juvenile Justice, and representation through the NCJFCJ liaison in Washington, D.C.

Voluntarism: Not applicable to this organization.

Funding: Financial support of the NCJFCJ comes from a variety of private and public sources. The Council's national headquarters in Reno is primarily funded by membership fees and subscriptions to its various publications. Additional funding for the Juvenile and Family Law Digest is received from the American Bar Endowment. The National College of Juvenile Justice was originally funded by the Max C. Fleischmann Foundation, later supported by OJJDP and HHS, and supplementarily funded by the Edna McConnell Clark Foundation and various State grants. Additionally, special projects are funded by both public and private sources.

The National Center for Juvenile Justice, the research arm of the Council, receives separate funding support from both public and private sectors.

Organization and Programs: The Reno headquarters of the National Council of Juvenile and Family Court Judges works closely with its training arm, the National College of Juvenile Justice in Reno, and its research arm, the National Center for Juvenile Justice in Pittsburgh, Pennsylvania, to solve the common problems of professionals working in the juvenile justice system. Together, the Council and its two divisions provide the following services to NCJFCJ members:

- a forum for meeting professionals in the juvenile justice field and sharing ideas;
- opportunities to attend conferences, sessions, and seminars sponsored by the National College;
- access to the most current juvenile justice research available to the National Center;
- regular reports on legislation that affects State courts and Federal funding; and
- publications, including the monthly Juvenile and Family Law Digest, the quarterly Juvenile and Family Court Journal, the bimonthly Juvenile and Family Court Newsletter, and special monographs and reports conducted each year by the National Center for Juvenile Justice.

Juvenile Justice Component: Because the NCJFCJ primarily serves juvenile and family court professionals, each of its educational, training, and research components naturally embraces those youth coming into contact with the juvenile justice system. One of the most recent efforts in this area is the Permanency Planning Project begun in 1981 with funding from the Edna McConnell Clark Foundation to promote permanent planning for dependent children in six States. The regional training component encourages judges and social services administrators to initiate foster care review and permanency planning. Technical assistance includes conducting an inventory of all dependent children and establishing an information and tracking system on all children in foster care.

Additionally, the NCJFCJ serves as Secretariat for the National Juvenile Restitution Association and has been a consistent supporter of the 1974 Juvenile Justice and Delinquency Prevention Act and its 1977 and 1980 reauthorizations.

Over the past several years, the Council has concentrated several efforts on serious and violent juvenile offenders:

- The 1982-83 national training seminar for the National College of Juvenile Justice will focus on serious and violent juvenile crime issues. These programs will train more than 3,000 judges, attorneys, and child-serving professionals across the Nation in the following subjects:* violent youth gangs, teenage drug and alcohol abuse, criteria for incarcerating serious offenders and for transferring the dangerous offender to adult criminal courts, dispositional alternatives available to the court, use of restitution programs, and increased involvement of citizen volunteers in court programs for serious offenders. This series was made possible via combined Federal grants of $912,000 and the U.S. Department of Health and Human Services, Social Security Administration (Schoeller, 1982:1).
- The 1982 annual NCJFCJ Conference theme, "Survival in the Eighties," included a series of seminars on the serious juvenile offender that included the following: "Dispositional Alternatives for the Serious Juvenile Offender," "New Ideas on Prevention: Can We Stop the Violent Offender Before the Offense?", and "Restitution as a Dispositional Alternative for the Court."

*Since its inception in 1969, the National College of Juvenile Justice has educated over 37,000 judges, attorneys, and professionals and held an annual average of 40 programs.

- Since 1975, the Council has been operating the Juvenile Information System and Records Access project (JISRA) with OJJDP funds.* Phase VI of this grant will develop a module to track serious offenders, establish a national clearinghouse on juvenile justice information systems in Reno, rewrite JISRA for microcomputer use so that smaller jurisdictions can use the system, allow for nationwide dissemination of JISRA information, transfer the system to several new jurisdictions, and develop system documentation to support these efforts (Anonymous, 1982:1).

- In September 1981, the National Center for Juvenile Justice published a monograph entitled, "The Serious Juvenile Offender: The Scope of the Problem and the Response of Juvenile Courts." The controversial conclusions of its authors, partially excerpted in the following quote, will most likely be considered by policymakers before allocating further Federal dollars to this specific population. In short, their conclusions noted that "the volume and proportion of serious crime committed by juveniles has been exaggerated....Serious crime is a major social concern and the data support the fact that a significant proportion of this problem is attributable to juveniles. But exaggerated perceptions of the growth and magnitude of the serious crime committed by juveniles produce a distorted response to the problem. New programs and policies should be developed to handle the serious juvenile offender, but care should be exercised so as not to unduly restrict the allocation of already limited resources." (Snyder and Hutzler, 1981:1,4.)

- The Violent Offenders Committee of the NCJFCJ consists of almost 40 Council members who are exploring present programs and facilities for serious juvenile offenders and recommending measures to deal with this population.

Conclusion: Since the early 1980's, the National Council for Juvenile and Family Court Judges clearly has been addressing the issues of serious and violent juvenile offenders through the education and training of juvenile justice personnel. Because of this emphasis, it is one of the few professional organizations in the Nation that specifically deals with the problems of this population. Further, the Council's National Center for Juvenile Justice has broken new ground in its recent monograph by declaring that the public perception that serious and violent juvenile crime has reached epidemic proportions is exaggerated. How the conclusions of this research and the educational components of recent NCJFCJ efforts are or are not translated into public policy will be interesting to follow in the upcoming years.

*JISRA was the result of a need to develop an efficient way to handle juvenile court statistics. Phase I and II involved in-depth studies and assessment of 20 operational juvenile justice information systems and designed a national model for a juvenile justice information system. Phase III developed and implemented the computer software program in the Rhode Island Family Court. Phases IV and V fully implemented the system in three more areas.

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NATIONAL NETWORK OF RUNAWAY AND YOUTH SERVICES, INC. (NNRYS)

Background: Founded in 1974 for the purpose of increasing and improving the social, economic, and legal options and resources available to all youth and their families, the National Network of Runaway and Youth Services, Inc. (NNRYS) serves as a collaboration of youth-serving organizations and agencies. During its early years of existence, NNRYS depended on volunteer staffing from member organizations and agencies and was not able to hire full-time staff persons until 1977. "During this period a tradition of member ownership, volunteer contributions to the Network, and self-help among agencies was established and continues in 1982." (NNRYS, 1982.)

Objectives: With over two million teenage runaways each year, NNRYS provides a variety of social, economic, and legal services to troubled and runaway youths.

Membership: "The National Network is a membership organization of 600 private community agencies serving runaway, homeless, and otherwise troubled youth in 45 states." (NNRYS, 1982.)

Volunteerism: The National Network relies heavily on volunteer staff at the national and local level. Volunteers serve in counseling and casework roles as well as administering programs to the youth population.

Funding: NNRYS is funded through foundation grants, membership dues, and fund-generating programs.

Organization and Programs: The National Office coordinates activities and acts to disseminate information to the Network. A Board of Directors is elected from Regional Networks, and the membership at-large oversees the activities of the National Office. Regional Networks of member agencies provide a structure for the exchange of information across State boundaries. Local members are autonomous in organization and programming, but work toward common goals. The membership meets annually to establish public policy positions and internal priorities.

The National Network serves its member agencies by:

- monitoring and providing input to public policy in juvenile justice, runaway and homelessness, and youth employment;
- publishing the bi-monthly Network News, presenting an ongoing overview of State, Federal, and local programs in youth crisis services;

- organizing an Annual Symposium on youth policy and program issues for Network members; and
- providing consultation on legislative, program, and funding concerns to members.

Juvenile Justice Component: While the National Network deals primarily with runaway and homeless youth, the majority of this population would be considered delinquent, as the runaway is considered a status offender in all 50 States. The Network member programs provide a wide variety of services for runaway and homeless youth, including:

- food, shelter, and safety in a homelike atmosphere for up to 30 days;
- immediate crisis counseling by phone or in person for youth and families 24 hours a day;
- short-term individual, group, and family counseling to persons and families;
- referral and advocacy services to assist youth and families in attaining long-term assistance;
- specialized legal, medical, psychiatric, and educational assistance if needed; and
- other programs have been developed in the areas of independent living, long-term family therapy, parent training and support, and employment.

Conclusion: While NNRYS does not target serious and violent juvenile offenders, the majority of its clientele is made up of status offenders and those in a position to become delinquent. The NNRYS provides a much needed service to the over two million teenagers that run away each year. NNRYS programs affect hundreds of thousands of troubled youth annually, and may have a positive effect in reducing juvenile delinquency.

For more information, contact:

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NATIONAL YOUTH WORK ALLIANCE

Background: The National Youth Alternatives Project was established in 1973 as a national nonprofit advocacy and resource organization. In 1979, the Project evolved into the National Youth Work Alliance with a new emphasis. Because it was believed that cooperation of local and State coalitions via a national organization could improve the quality of youth services and more effectively influence public policy, the Alliance became a membership organization. With the help of an OJJDP grant, the Alliance was awarded funds to support local youth service coalitions in 10 States. Within three years, 38 coalitions working within a contractual framework with the Alliance had been created in 35 States.

Objectives: The Alliance was established to assist member public and private youth service providers who work in almost every area affecting young people and their families—residential care, employment, education, recreation, alcohol and drug abuse, running away, and juvenile justice.

Membership: Since becoming a membership organization in 1979, three categories of involvement have been created:

1. Affiliate Members are those 38 State and local youth service coalitions that agree to an affiliation contract with the Alliance. In return, they receive the following services: legislative analyses and alerts, fund-raising assistance, opportunities to publicly present their views on national youth policy, first consideration on Alliance subcontracts,* and discounts on Alliance training seminars as well as the annual Conference.

2. Over 1,200 Associate Members are locally controlled youth service agencies either located in non-affiliated States, or for one reason or another ineligible for membership in an affiliated coalition. Benefits of membership include technical assistance in organizing youth work coalitions, discounts on Alliance seminars and the National Youth Workers Conference, and legislative alerts and analyses.

3. Supporting Members are individuals and agencies endorsing the goals and work of the Alliance. They receive the Alliance's monthly newsletter, Youth Alternatives.

*Subcontracts are often given by the Alliance through its public and private funds. They are for specific work to be accomplished by the member.

Voluntarism: Not applicable to this organization.

Funding: Since its inception, the Alliance has received financial support from a consortium of public and private monies. After becoming a membership agency in 1979, three sources of funding have primarily supported the Alliance:

- Private funds have been received from the Field Foundation, the William T. Grant Foundation, the Ford Foundation, the Mary Reynolds Babcock Foundation, the Johnson Foundation, the Lilly Endowment, the Fund for New Jersey Exxon Corporation, and others.

- Public funds have been received through grants and contracts from the Office of Youth Programs, Department of Labor; the Youth Development Bureau, Department of Health, Education and Welfare; the National Institute on Alcohol Abuse and Alcoholism; the National Institute on Mental Health; and the Office of Juvenile Justice and Delinquency Prevention.

- Alliance membership fees and proceeds from its seminar series, publications, privately contracted services, and the National Youth Workers Conference have provided a further source of income over the years.

Organization and Programs: The national staff of the Alliance consists of 10 professionals with expertise in community-based program development, State and local human service administration, and in youth service networks. The Board of Directors is composed of 21 representatives who are chosen from member coalitions, Associate members, the business community, and the larger population concerned with youth.

The national organization is composed of four divisions:

- Advocacy--This component monitors Congress and the Administration to insure member agencies have access to current and accurate information about national youth-related matters. Coordination of the Alliance's linkages with other national youth-oriented organizations so that the resources of each can be focused on attaining shared goals is also performed by this component. Advocacy staff also encourages and assists in the development of State and local youth work coalitions across the country.

- Technical Assistance--Through this component, the Alliance seeks to strengthen youth service programming in several areas, including juvenile justice. Also included in this component is the Alliance Clearinghouse that utilizes its library of youth-related materials to respond to informational requests. Staff is available to provide consultation or conference presentations on youth issues for a negotiated fee.

- Publications--This division is primarily responsible for the monthly publication of Youth Alternatives (begun in 1974) that informs youth workers of Congressional legislation, important youth issues, fund-raising possibilities, and new programs across the Nation. Additionally, it annually produces informational books and training manuals on youth-related topics.

- Research, Evaluation, and Training--This component is largely dedicated to developing the program and management capabilities of Alliance member agencies. The Alliance's seminar series that presents intensive coverage of fund-raising, youth development and management, and operation of community-based youth agencies is also coordinated by this division. Additionally, the annual National Youth Workers Conference, first convened in 1977, attracts over 1,500 youth workers from across the Nation and is planned and sponsored by this division. Finally, research over the past few years has included a grant to convene a series of youth employment forums in cities around the country, as well as assistance to the Vice President's Task Force on Youth Employment.

Juvenile Justice Component: In 1979, the Alliance received a $1.2 million contract from the Office of Juvenile Justice and Delinquency Prevention to coordinate 10 statewide advocacy projects to bring these States into compliance with the JJDP Act's requirements for the deinstitutionalization of status offenders and separation of youths from adults in jail. Additionally, technical assistance is provided to youth work coalitions in those States to develop or improve community-based services for status offenders.

It should be noted that while the Alliance does not specifically target its services or advocacy skills for juvenile offenders, it does provide services in this area should a member request such assistance or an outside contract be negotiated for such purposes. In most of these cases, the interest has been similar to the above OJJDP grant--in status and minor juvenile offenders as well as in violent and serious offenders.

The Alliance is currently involved in a major training program that works with serious and violent offenders within a community setting. Five intensive regional training sessions will be held beginning in September, 1982.

Conclusion: As a national nonprofit organization, the Alliance has been most effective in its advocacy, information gathering and dissemination, and technical assistance services. It was mainly because of the Alliance leadership that the Ad Hoc Juvenile Justice Coalition was formed in 1978 to lobby for the preservation of the 1974 JJDP Act and

its two reauthorizations.* In terms of direct services to youth agencies for violent and serious juvenile offenders, the Alliance has provided mainly a training and information dissemination role.

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Bibliography:

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_____
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*The Ad Hoc Juvenile Justice Coalition was set up in 1978 as an advocacy group of youth-serving organizations and individuals committed to assist passage of the 1980 JJDP Act reauthorization. Its purpose is to distribute pertinent materials to members on the updated status of juvenile justice legislation, provide background information on legislators, and serve as an information clearinghouse and disseminator on relevant juvenile justice issues.

ROBERT F. KENNEDY MEMORIAL (RFK MEMORIAL)

Background: In 1969, friends and family of the late Senator Robert F. Kennedy created the Robert F. Kennedy Memorial (RFK Memorial). It was designed to challenge American youth to affect their world, help shape a better life for themselves and others, and illustrate that one person can impact his or her own community as well as society at large.

Objectives: "The Memorial seeks solutions to problems facing young Americans, stressing both the rights and responsibilities of youth. It also provides opportunities for those who are committed--as was Robert Kennedy--to proving that one person's efforts can make a difference....The issue is also attention and sanction; to respond to youthful idealism, rather than to ignore it, or brush it aside as a passing fancy; to encourage and pay recognition to what young people are saying and doing." (Robert F. Kennedy Memorial, n.d.:1,27.)

Membership: Young people are not members of the Memorial. They are solicited for programs and/or selected for awards and recognition. Proposals from those interested in the Fellows program and Youth Policy Institute are accepted throughout the year and reviewed by the Memorial's Board of Directors during the fall, winter, and spring.

Voluntarism: Not applicable to this organization.

Funding: The Memorial operates primarily upon small endowments and funds received from corporate tennis tournaments held annually across the Nation. Additionally, it relies upon individual and group contributions as well as subscription rates for its several publications.

Organization and Programs: The following four programs are sponsored and funded by the RFK Memorial. Each independently operates several different projects.

- The Fellows Program--Since 1969, over 250 RFK Fellows have initiated three kinds of national and community projects: Inquiries, Demonstrations, and Development of New Organizations. Fellows receive financial assistance as they seek creative, action-oriented solutions to youthful problems. Fellow projects specifically concentrating on juvenile justice issues include:

  - **National Street Law Institute** developed in 1974 by an RFK Fellow allowing law students to teach high school students about civil liberties, family, criminal, consumer, and juvenile law. Presently, the "Street Law" course is taught by law students in 31 cities and used by educators in every State.

- **Youth Communications/National Center** was created in 1976 by an RFK Fellow who believed inner-city youth deserved a chance to establish and operate their own news organizations. Currently, five community centers are operating in cities across the Nation. The radio arm of the project, "Youth News," broadcasts to public radio stations throughout the country.

- Youth Policy Institute--The Institute was begun in 1978 to help young people understand and act upon policies affecting them. Over 325 Institute Members have been selected by local and national organizations to complete a six- to 12-month assignment as an analyst and reporter. Youth Policy Institute is supported by a coalition of national organizations, foundations, and academic institutes that support its work in analyzing Federal and State policies, monitoring the activities of nongovernmental youth-serving organizations, and publishing a wide variety of informational literature.

- The RFK Journalism Awards Program--This program originated in 1969 to recognize outstanding media coverage of society's neglected and disadvantaged persons. The program receives over 700 entries a year.

- RFK Book Award--This award was established in 1980 with an endowment from Dr. Arthur Schlesinger, Jr. The award annually honors Dr. Schlesinger, whose biography on Robert Kennedy "most faithfully and forcefully reflects both Robert Kennedy's concern for the poor and the powerless and his conviction that a decent society must assure all young people an equal opportunity." (Robert F. Kennedy Memorial, n.d.:25.)

Juvenile Justice Component: Both the Fellows program and the Youth Policy Institute sponsor juvenile justice-related programs. The National Street Law Institute and the Youth Communications Center offer delinquency prevention projects to high-risk youth. The Youth Policy Institute acts as an advocate for important youth issues, including juvenile justice. Thus, participants in the many RFK Memorial projects include many kinds of youth, some of whom have been in contact with the juvenie justice system. However, no specific targeting of a juvenile offender population--such as violent and serious youth--has been attempted by the organization.

Conclusion: The emphasis of the RFK Memorial is upon education and activism. Youths involved in Memorial programs on both the giving and receiving ends come from a wide array of backgrounds. The programs are designed to help all youths, with particular emphasis upon the disadvantaged. While many participants are needy, it is not popularly known if there are many ex-offenders among Memorial members and recipients.

For more information, contact:

Robert F. Kennedy Memorial
917 G Place
Washington, D.C. 20001
(202) 628-1300

Bibliography:

Robert F. Kennedy Memorial
n.d. "The Robert F. Kennedy Memorial." Brochure. Washington, D.C. (Privately duplicated).

70001 LTD., THE YOUTH EMPLOYMENT COMPANY

Background: The predecessor to the national 70001 organization was an employment program for economically disadvantaged, out-of-school youth begun in a Wilmington, Delaware shopping center in 1969. The pilot program, called Project 70001 after the accounting number assigned by the State government to the grant, was organized by the Distributive Education Clubs of America (DECA) with the encouragement and funding of Thom McAn Company. After the first three years of operation, its success in keeping 71 percent of its young clientele on the job for a year or more encouraged the U.S. Community Service Administration to award DECA a $250,000 Research and Demonstration grant to present Project 70001 to State and local governments. Enough support was generated by the end of 1975 to warrant separation from DECA, and in February 1976, an independent, nonprofit youth employment corporation called 70001 Ltd. was formed.

A proposal was immediately submitted to the U.S. Department of Labor (DOL) to expand nationally their training and employment program for school dropouts between 16 and 21 years-of-age. The DOL responded with a $628,000 one-year contract that opened 12 new programs and lifted 70001's total to 25 projects in 22 cities located within 13 States. Continued funding from the DOL has allowed approximately 60 projects to originate in over 20 States.

In addition to the basic 70001 model program, two other components have been created. In 1979, the Detroit Pre-Employment Training Center was organized and operated by 70001 via funds from General Motors, Ford Motor Company, The Budd Company, Burroughs Corporation, the City of Detroit, and the State of Michigan. Then, the following year, the Maryland Governor's office contracted with 70001 to provide pre-employment training, educational instruction, and job placement for institutionalized juvenile offenders returning to the community.

Objectives: 70001 Ltd. provides a holistic program of pre-employment training, education, and motivation for disadvantaged youth: pre-employment training prepares Associates to enter and retain an unsubsidized job in the private sector; the educational component readies the Associate for the high school equivalency test, the GED; and the motivational segment emphasizes the development of positive self and work attitudes. In other words, the provision of transitional services to prepare school dropouts as well as those in correctional facilities to meet the everyday realities of the community and work place is a primary goal of 70001 Ltd. Additionally, a major 70001 Ltd. goal is to serve as a catalyst for a public/private sector partnership in developing youth employment projects.

Membership: 70001 Ltd. is currently the only national employment program that also offers a youth membership component. Any 70001 Ltd. enrollee, or Associate, participates in and is a member of the Career Association (SEVCA) that helps him or her develop and retain job and social

skills. Membership in SEVCA begins with acceptance into 70001 Ltd. and, unlike most employment programs, continues throughout the initial months on the job.

Youth served by 70001 Ltd. are primarily minority youth 18 years-of-age or younger. Eighty percent read below ninth grade level, none have completed high school, few have held any job for more than two months, and somewhere between 20 and 60 percent have had official contact with the juvenile justice system. Between 1976 and 1980, 75 percent of the 14,871 Associates of 70001 Ltd. had been placed in private, unsubsidized jobs. For a more detailed understanding of 70001 Ltd. membership, see the "Statistical Profile" in Figure 1 below.

Figure 1

70001 LTD. STATISTICAL PROFILE
1976–1980

Category	2/15/76 to 2/14/77	2/15/77 to 2/14/78	2/15/78 to 2/14/79	2/15/79 to 2/14/80	2/15/80 to 2/14/81	Total
Youth Served[1]	2,621	5,180	6,393	9,367	9,953	33,514
Youth Accepted into 70001	1,497	2,692	3,189	3,846	3,647	14,871
Total Placements	1,115	2,051	2,602	2,906	2,826	11,500
Total Hours Worked	708,660	885,949	1,077,427	815,091	722,765	4,209,892
Total Earnings	$1,770,447	$2,423,832	$3,192,955	$2,595,742	$2,434,336	$12,417,312
Average Hourly Wage	$2.50	$2.74	$2.96	$3.18	$3.33	$2.94
Taxes Paid[2]	$ 354,089	$ 484,766	$ 638,591	$ 519,148	$ 486,867	$ 2,483,461
Demographic Data						
Male	727—49%	1,288—48%	1,563—49%	1,799—47%	1,648—45%	7,025—47%
Female	765—51%	1,404—52%	1,626—51%	2,047—53%	1,999—55%	7,841—53%
White	939—63%	1,208—45%	1,600—50%	1,545—40%	1,786—49%	7,078—48%
Black	503—34%	1,279—48%	1,507—47%	1,955—51%	1,609—44%	6,853—46%
Hispanic	35— 2%	170-- 6%	49— 2%	316— 8%	206— 6%	776— 5%
Other	15— 1%	35— 1%	33— 1%	29— 1%	46— 1%	158— 1%

[1]All who are accepted into 70001 or encouraged to return to school, referred to other agencies or provided with other assistance

[2]Estimate derived by calculating federal, state and local taxes at 20% of earnings

Table adapted from 70001 Ltd., 1981 Corporate Report. (Washington, D.C.: 70001, Ltd., 1981), p. 18.

Voluntarism: 70001 Ltd. national and local personnel are trained professionals. Voluntarism, therefore, is important to the organization in advisory and advocacy capacities. For instance, the Business Associates of 70001 Ltd. voluntarily provide training suggestions and recommendations for 70001 Ltd. staff, and the Congressional Associates voluntarily provide counsel, advice, and support to the national program. Most importantly, each business that hires a 70001 Ltd. student is voluntarily participating in the youth employment program.

Funding: While much of its funding, as explained below, has originated from the Federal government, 70001 Ltd. is best described as a public and private partnership. Public monies originate from the following sources: the U.S. Department of Labor supports the national corporate structure; local CETA funds provide operational costs for community-based 70001 Ltd. projects; various city, county, and State governments award special grants on an as-needed basis. Private monies for national purposes are solicited via the 70001 Ltd. affiliated Development Foundation. Private funding has also been secured from the following sources: a General Motors, Ford Company, Burroughs, and Budd Company grant to develop and operate the Detroit Pre-Employment Training Center; a $116,910 grant from the Charles Stewart Mott Foundation to encourage private business to take a larger role in combatting youth unemployment by collaborating with public agencies; support from local foundations, corporations, and businesses for community-based 70001 Ltd. programs. Finally, the private sector provides a great amount of cooperation and funding by paying the young person's salary without receiving a government subsidy.

Organization and Programs: It is the main purpose of the National Corporate Headquarters (located in Newark, Delaware from January, 1976 until the move to Washington in June, 1981) to service local programs as well as develop new programs and initiatives. The corporate structure of 70001 Ltd. is illustrated in Figure 2 on the following page. Its largest division, Field Operations, serves the local programs and coordinates all the service-related activities of the five other divisions.

70001 Ltd. works within two programmatic structures. Affiliated programs are locally funded and administered, with 70001 Ltd. staff providing technical assistance via a subcontract. Funding has most often been supplied by local CETA monies in addition to some vocational education groups, foundations, corporations, and other agencies. Administration is usually provided by a local college or non-profit organization. Programs that are directly administered by 70001 Ltd. but locally funded comprise the second category. In this case, the funding agency directly contracts with 70001 Ltd., which is responsible for staff and site selection, program operation, and achievement of objectives.

Figure 2

70001 Ltd. CORPORATE STRUCTURE

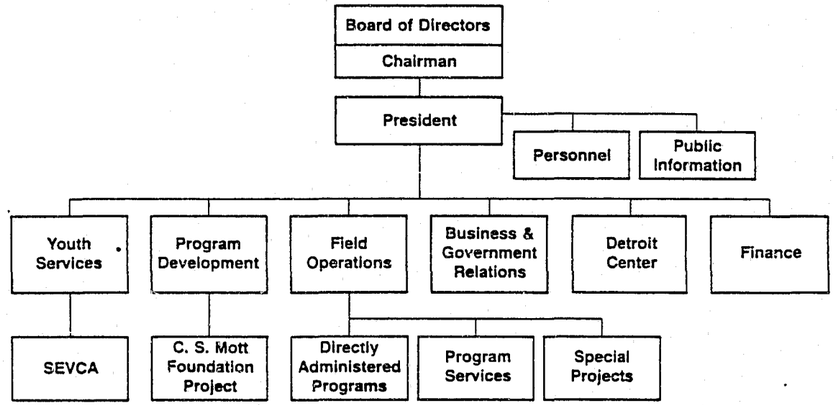

Table adapted from 70001 Ltd., 1980 Corporate Report. (Washington, D.C.: 70001 Ltd., 1981), p. 26.

Juvenile Justice Component: Since its inception, 70001 Ltd. estimates that between 20 and 60 percent of its Youth Associates have had official contact with the juvenile justice system. National staff believe that the higher percentage is the most accurate, but lack supportive data. A consistent goal of 70001 Ltd. has been the provision of transitional services--assisting young persons in their movement from school and correctional facilities into the community and job market.

The State of Maryland was the first to propose that a specific 70001 Ltd. program be specially geared to juvenile offenders. In 1980, 70001 Ltd. J.O.B.S. (Job Opportunities Bring Success) began in Prince George County and provided post-release services to youthful offenders based upon the traditional model, but also including home visits, a lower client to staff ratio, and a special responsibility training component. As soon as funds become available, an intensive two-part pre-release and post-release program will be built around the following model:

- Pre-Release Services--During the last three to four weeks of confinement, offenders receive modified versions of services offered under the regular 70001 Ltd. model. Pre-Employment Training

includes new components designed to help offenders cope with prejudicial and negative attitudes they may encounter in the community or on the job, as well as intense job development instruction geared to help the releasee find immediate employment that would allow financial self-support and positive reinforcement; Educational Services include GED preparation as well as post-secondary educational opportunities for those with high school diplomas or GED certificates.

- Post-Release Services--Once the juvenile leaves the correctional institution, a job is immediately available as well as food, shelter, and clothing. The Affiliate continues his or her membership with SEVCA; receives coordination and follow-up services after placement from 70001 Ltd. staff; is provided support services via existing community resources; and receives continual preparation for the passage of the GED.

The juvenile offender is considered to have graduated from the 70001 Ltd. program, as are young people involved in the regular model, once he or she receives a degree of success on the job, earns a promotion, enters the military, or is admitted to a post-secondary educational institution.

After a year of the demonstration project, the J.O.B.S. program exceeded its goal by 50 percent and was successful enough to be incorporated into the Prince George County Work and Learning Center that opened in March 1982. The objective of this particular component will be to provide pre-employment training and educational services for 50 juvenile offenders in correctional facilities between 16 and 18 years-of-age, as well as place at least 33 of them in private sector jobs.

Conclusion: 70001 Ltd. has created a successful model and adapted it to the specific needs of incarcerated youths in one particular county. The project demonstrated enough success to be carried into a second year and to serve as a model for other communities across the Nation. However, 70001 Ltd. has not received enough funding to take its offender component into its full service stage--that of providing both pre- and post-release assistance. For the purpose of this research, the only drawback with this program is that it has not been ascertained how many of those juveniles served were minor or violent and/or serious juvenile offenders. Without such a differentiation, it is impossible to determine whether a separate model should be created for individual or specialized categories of youthful offenders.

Perhaps the most successful and exciting part of the 70001 Ltd. project both with disadvantaged youth and juvenile offenders is the dedicated partnership formed between the public and private sector to make the national and community-based programs work for and with youth.

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Bibliography:

Advanced Technology, Inc.
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1982 "70001 Ltd.--A Job Training Project That Grew...and Grew." The Washington Post, February 15, p. 21.

Moorhouse, Mary
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YOUTH FOR CHRIST--YOUTH GUIDANCE (YG)

Background: During the 1940's when requests for religious rallies became popular across the Nation, a group of concerned religious leaders met to discuss unification of purposes and goals. As a result, in July 1945 the first Youth for Christ (YFC) conference was held at Winona Lake, Illinois, where plans were made to mobilize Christian teenagers to meet the needs of youths around the world. The international organization was designed to disciple teenagers through rallies, youth crusades, campus life high school clubs, summer conferences and camps; fight juvenile delinquency through counseling and programs for youth in penal institutions; and provide programs for application at the community level.

By 1980, Youth for Christ not only coordinated activities of and provided services to 156 local organizations, but also operated projects in 54 countries through the International Council of Youth for Christ.

Youth Guidance (YG) began in 1951 as a substructure of the Youth for Christ operation and was aimed particularly at troubled, disadvantaged, and delinquent youth. Further, the interdenominational Christian outreach program was designed to work cooperatively in the community through local churches and social agencies. In 1981, Youth Guidance served approximately 17,000 youth through its programs that are described below. By 1982, Youth Guidance was active in 72 cities, where an average of 5,000 youths were involved in YG activities on a weekly basis. Providing direct service to these youths were 125 professional staff and 700 trained volunteers.

Objectives: Youth Guidance focuses on the whole person to help youth develop attitudes and behavior patterns that allow them to function more constructively in society. Much of this is conducted on a one-to-one basis between adult staff or volunteers and youth. Specific Youth Guidance objectives are:

- facilitating a positive peer group experience;
- providing opportunity for a relationship with a mature, caring adult model;
- promoting the development of a more positive self-image; and
- communicating basic Christian values as the foundation of growth for the whole person.

Membership: Youth Guidance offers programs to troubled, disadvantaged, and delinquent teenagers between 12 and 17 years-of-age who voluntarily (and with parental consent) participate in YG programs at no cost to themselves. Even though YG is <u>not</u> a membership organization, it is included in this chapter because young people belong to the organization and reguarly participate in its programs.

Individual Youth Guidance programs at the local level are chartered with the national organization on the basis of an annual charter review and renewal. These local programs pay a yearly charter fee that is based upon three percent of the annual budget.

Voluntarism: Because Youth Guidance stresses one-to-one adult/youth relationships, volunteers are essential to the program. All volunteers, nearly 700 nationally at this writing, are trained and coordinated by professional, full-time staff. Residential Care programs do not use volunteers for the actual care or supervision of youth, but volunteers are utilized to augment all professional care services.

Funding: Private sector support and annual chartering fees are the sole funding basis for Youth Guidance at the national level. This includes funding from churches, local service clubs, corporations, businesses, and private individuals. Local YG programs also conduct a variety of fundraisers to supplement their programs. Excluding Residential Care Services (to be explained below), involvement in a YG program is estimated to cost about $1 per day per youth.

Residential Care Services is the one program funded via the public sector. In these programs, per diem contracts are signed between YG and the State or local government for specific services.

Organization and Programs: The national offices for Youth Guidance, a separate division of Youth for Christ, are located in Wheaton, Illinois. It is here that the professional staff train all new staff through a year-long, graduate-level experience that begins with a three-week Juvenile Justice and Urban Workshop and is followed by weekly classes, supervised field experience, required reading and coursework, as well as quarterly evaluations. All staff members come from a wide variety of Christian church backgrounds and are committed to helping troubled youth.

The entire Youth Guidance substructure operates as a separate division within the context of Youth for Christ. The national YG structure consists of the national YG office and nine regional YG coordinators. Each of the latter works with a regional YG research and development committee comprised of elected staff representatives. It is the responsibility of the regional committee to maintain communication between YG programs in the region, provide basic services available through the national organization, and respond to the needs of local programs. Each of the nine regional coordinators participates on the national level as the national Youth Guidance Research and Development Committee which, in turn, is charged with developing program models, support materials, evaluation strategies, and a basis for national coordination and dissemination of YG services.

Juvenile Justice Component:

Four main types of services are offered by Youth Guidance--all are aimed at troubled, disadvantaged, and delinquent youths.

- Referral Services--work particularly with adjudicated delinquents, first-time offenders, and status offenders. They are designed to provide community-based alternatives for youth who are referred by the police, schools, courts, probation, and social service agencies. (The majority of referrals have come from courts and probation in the past.) Activities include camping trips, special incentive programs, weekly Youth Guidance group activities, and mini-biking. In 1981, 72 communities served 7,000 referred youths.

- Neighborhood Outreach Services--are preventive and aimed to serve youth at risk who live in urban enviroments and/or housing projects. Youth Guidance street and community workers spend time with youths wherever they gather, encourage constructive individual and group relationships, hold regular meetings and discussions, sponsor activities, and provide tutoring services. In 1981, 20 YG neighborhood facilities operated drop-in centers in which over 3,000 youths actively participated.

- Institutional Services--are designed to build relationships with youth while held in correctional and detentional facilities and to provide aftercare upon release. Currently, Youth Guidance chaplains and volunteers are involved nationally in 98 State and county juvenile correctional and detentional centers where almost 1,000 youths are actively involved each week. Institutional services include creative worship, recreation, tutoring, counseling, and one-on-one relationship building. Often, YG staff are asked to assist and follow up with community release services.

- Residential Care Services--provide three different kinds of alternative family dwelling units for youth who need placement outside of their own home. In 1981, Youth Guidance operated 22 Group Homes of eight to 10 children each in seven cities; several Shelter Care programs for short-term crisis care for troubled youth in two cities; and long-term care of troubled youth are operated by Foster Care in six cities.

Presently, Youth Guidance is developing options to meet the needs of troubled youths in three additional areas--self-help employment projects, junior leadership development, and assistance for unwed mothers (adolescent).

Conclusion:

The Youth Guidance division of Youth for Christ exists solely to assist youth who have been in trouble in the community, school, or juvenile justice system. Of the four specific services offered by YG, all serve youth who have been involved in varying degrees with the juvenile justice system, but Institutional and Referral Services are the two aimed specifically at adjudicated youths. Of these, a

certain number (but as yet an undetermined one) are serious and violent juvenile offenders. In short, YG is a national organization that not only serves many offenders, but specifically reaches out to incarcerated, adjudicated, and homeless youth, as well as youths in crisis. While it does not specifically target serious and violent juvenile offenders for services, it reaches out as well as seeks out such youth and gladly offers services to those who ask. Perhaps the bottom line is that Youth Guidance does not shirk from serving the needs of this particular population of juvenile offenders.

For more information, contact:

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Bibliography:

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1981 "Private Sector Report on Youth and Family Services." Brochure. Wheaton, Illinois. (Privately duplicated).

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Chapter 4

ADULT NATIONAL NONGOVERNMENTAL ORGANIZATIONS INDIRECTLY INVOLVED WITH THE JUVENILE JUSTICE SYSTEM

Over the last two decades, five organizational categories primarily uninvolved with youth services expanded their original objectives to include juvenile justice issues: professional associations, advocacy groups, special interest organizations, family service associations, and ethnic-serving organizations. Before the 1970's, these organizations allocated most available resources to programs directly related to their objectives: professional associations concentrated on standards, licensure, and ethics; family service organizations battled poverty and social injustice; ethnic-serving organizations sought racial equality and aid for the disadvantaged; and special interest organizations promoted and advocated issues and programs related to their cause. Many adult-led organizations were, in effect, "too busy" to become involved in the juvenile justice system.

With the Office of Juvenile Justice and Delinquency Prevention's establishment, many organizations not previously targeting predelinquent and delinquent youths created programs to serve this population. This chapter examines the extent of such involvement among 35 organizations. The first section addresses the selection methodology, and the remaining sections examine the relationship between these adult organizations and the juvenile justice system, particularly emphasizing any involvement with serious and violent juvenile offenders.

SELECTION METHODOLOGY

Organizations relevant to this chapter were selected by three criteria: the organization had to be national in scope and not directly sponsored by government; its main purpose could not be related to youth; and it had to be involved in juvenile justice issues or programs. Beginning with a list of 70 organizations assumed to fit into this category, 35 organizations were selected that met our criteria. These were then divided into five categories:

(1) Professional Associations provide professionals opportunities to exchange information and improve professional standards.

(2) Family Service Organizations help maintain the integrity of the American family via information dissemination and the provision of family services.

(3) Advocacy and Research Organizations promote civil liberties and due process issues in the criminal justice system.

(4) Special Interest Organizations serve a special interest group or specific population.

(5) Ethnic-Serving Organizations seek to advance legal rights and equality as well as the group's general well-being.

The 35 organizations listed in Table 21 (p. 317) are discussed within their specific categories. Each includes discussion of general categorical growth, specific involvement with at-risk and less serious juvenile offenders, and involvement with serious and violent juvenile offenders. Table 22 (pp. 318-324) briefly outlines each organization's major goals and juvenile justice related activities. For a complete description of each organization, see Appendices 4-A and 4-B (pp. 343-452).

PROFESSIONAL ASSOCIATIONS

As professional organizations became more popular in the 20th century, they also underwent an evolutionary maturation process. Most sought primarily to serve their members and secondarily to promote their particular profession or constituency, as illustrated by the American Bar Association's original purpose:

> ...to advance the science of jurisprudence, promote the administration of justice and uniformity of legislation throughout the Union, uphold the honor of the profession of law, and encourage cordial intercourse among the members of the America Bar. (Carson, 1978.)

As the organizations grew in number, their philosophies and objectives broadened, eventually incorporating the belief that professions must take "...a strong interest in social responsibility..." by recognizing "the interrelationship between their own specialized activities and the broader problems of society." (Bradley, 1965:39-41.)

Thus, the 13 national nongovernmental professional associations indirectly involved with juvenile justice issues and programs discussed in this chapter expanded their interests to include societal problems as well as the needs of their members:

- American Bar Association (ABA)
- American Correctional Association (ACA)
- American Personnel and Guidance Association (APGA)
- American Psychological Association (APA)
- American Optometric Association (AOA)
- National Association of Counties (NACO)
- National Association of Criminal Justice Planners (NACJP)
- National Conference of State Legislatures (NCSL)
- National Criminal Justice Association (NCJA)
- National Governors' Association (NGA)
- National League of Cities (NLC)
- National Recreation and Parks Association (NRPA)
- U.S. Conference of Mayors

Involvement of Professional Associations With At-Risk Youth and Less Serious Juvenile Offenders

Each of the 13 inclusive professional associations has worked with predelinquency and delinquency issues in some capacity.

American Bar Association (ABA)--The ABA has expressed interest in the legal problems of troubled youth in two main ways:

(1) In 1973, the ABA joined the Institute of Judicial Administration (IJA) to develop a viable set of standards for the juvenile justice system.

Table 21

NATIONAL NONGOVERNMENTAL ORGANIZATIONS INDIRECTLY INVOLVED WITH JUVENILE JUSTICE PROGRAMS AND ISSUES

ORGANIZATION AND CATEGORY	DATE OF ORIGIN
Professional Associations	
American Bar Association (ABA)	1878
American Correctional Association (ACA)	1870
American Optometric Association (AOA)	1889
American Personnel and Guidance Association (APGA)	1952
American Psychological Association (APA)	1892
National Association of Counties (NACO)	1935
National Association of Criminal Justice Planners (NACJP)	1972
National Conference of State Legislatures (NCSL)	1975
National Criminal Justice Association (NCJA)	1971
National Governors' Association (NGA)	1908
National League of Cities (NLC)	1924
National Recreation and Parks Association (NRPA)	1906
U.S. Conference of Mayors	1933
Family Service Organizations	
Association of Junior Leagues (AJL)	1921
Family Service Association of America (FSAA)	1911
National Teaching-Family Association (NaTFA)	1976
Advocacy Organizations	
American Civil Liberties Union (ACLU)	1920
John Howard Association (JHA)	1901
National Coalition for Jail Reform (NCJR)	1977
National Legal Aid and Defender Association (NLADA)	1911
Special Interest Service Organizations	
American Legion	1919
Fund for the Advancement of Camping (FAC)	1962
National Council of Churches of Christ in the USA (NCC)	1950
Odyssey Institute	1966
Outward Bound	1968
Salvation Army	1880
7th Step Foundation	1963
United Neighborhood Centers of America (UNCA)	1911
United Presbyterian Church	1972
Volunteers of America (VOA)	1896
Ethnic-Serving Organizations	
Grassroots Network	1980
National Coalition of Hispanic Mental Health and Human Service Organizations (COSSMHO)	1973
National Council of Jewish Women (NCJW)	1893
National Council of Negro Women (NCNW)	1935
National Urban League (NUL)	1911

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 22

ADULT ORGANIZATIONS INDIRECTLY INVOLVED WITH JUVENILE JUSTICE PROGRAMS AND ISSUES:
ORGANIZATIONAL OBJECTIVES AND JUVENILE JUSTICE RELATED PROJECTS, 1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
American Bar Association (ABA)	• Promote improvement in the American justice system; • improve delivery of legal services; • provide leadership; • improve law; • increase understanding of the legal system; • assure highest standards of competence and ethics among its members; • serve as national representative of the legal profession.	• JJDP Act Supporter: 1980 Reauthorization; • established Female Offender Resource Center to provide information on the needs of female offenders (now defunct); • produced a multi-volume set of standards for the juvenile justice system with the Institute of Judicial Administration.
American Civil Liberties Union (ACLU)	• Maintain and advance civil liberties including freedoms of association, press, religion, and speech.	• JJDP Act Supporter: 1974, 1977 and 1980 Reauthorizations; • Juvenile Rights Project; • advocate through policy positions.
American Correctional Association (ACA)	• Act as the national voice for correctional issues and policies; • reform and refine the American correctional system; • assume greater role in formulating national legislation and policy affecting corrections; • promote professional development of persons working in all aspects of corrections.	• Developed standards for juvenile detention facilities, training schools, community residential services, probation, and aftercare services.
American Legion	• Serve American veterans; • provide services for all children as well as children of veterans.	• JJDP Act Supporter: 1974, 1977 and 1980 Reauthorizations; • testified before the Coordinating Council on Juvenile Justice and Delinquency Prevention to support programs for serious and violent juvenile offenders.
American Personnel and Guidance Association (APGA)	• Provide member counseling organizations with a national forum for information exchange; • sponsor relevant research, seminars, and training workshops.	• JJDP Act Supporter: 1977 and 1980 Reauthorizations; • provides support services to juvenile and adult parole and rehabilitation counselors through one of its 13 national divisions, the Public Offender's Counseling Association; • philosophically supports prevention and rehabilitation programs for serious and violent juvenile offenders.

*For detailed information on the projects listed herein, refer to Appendices 4-A and 4-B.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 22 continued

ADULT ORGANIZATIONS INDIRECTLY INVOLVED WITH JUVENILE JUSTICE PROGRAMS AND ISSUES:
ORGANIZATIONAL OBJECTIVES AND JUVENILE JUSTICE RELATED PROJECTS, 1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
American Psychiatric Association (APA)	• Advance psychiatry as a science, profession, and means of promoting human welfare.	• JJDP Act Supporter: 1974, 1977 and 1980 Reauthorizations; • testified before American Bar Association in support of its recommendation to remove status offenders from the juvenile court's jurisdiction.
American Optometric Association (AOA)	• Improve the public's vision care and health; • promote the art and science of optometric profession.	• JJDP Act Supporter: 1977 and 1980 Reauthorizations; • conducts research on the relationship between vision-related learning disabilities and juvenile delinquency; • members have implemented programs ensuring vision care and remedial education for juvenile offenders.
Association of Junior Leagues (AJL)	• Promote voluntarism and demonstrate effectiveness of trained volunteers; • develop League members' potential for voluntary participation in community affairs.	• JJDP Act Supporter: 1977 and 1980 Reauthorizations; • Child Advocacy Project (national); • numerous local programs dealing with status and serious and violent offenders.
Family Service Association of America (FSAA)	• Serve and strengthen the family; • prevent and solve family problems through counseling and education programs; • advocate for social welfare and other family services on a national level.	• JJDP Act Supporter: 1974, 1977 and 1980 Reauthorizations; • numerous local programs for troubled youth.
Fund for the Advancement of Camping (FAC)	• Identify campers' needs; • share relevant information; • initiate innovative approaches to camping.	• Consultation on Camping for Maladaptive and Adjudicated Children Project; • formulated Camping for Inner-City Children; • creation of National Consortium on Camping and Outdoor Education for Youth-At-Risk.
Grassroots Network	• Guide minority communities toward self-determination and self-sufficiency.	• Advocacy of reform of child welfare programs; • advocacy of deinstitutionalization of status offenders; • recommendations to OJJDP for reevaluation of programs.

*For detailed information on the projects listed herein, refer to Appendices 4-A and 4-B.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 22 continued

ADULT ORGANIZATIONS INDIRECTLY INVOLVED WITH JUVENILE JUSTICE PROGRAMS AND ISSUES:
ORGANIZATIONAL OBJECTIVES AND JUVENILE JUSTICE RELATED PROJECTS, 1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
John Howard Association (JHA)	• Promote changes in correctional policies and programs; • expand volunteer and staff monitoring activities in prisons, jails, and youth centers; • broaden and improve public education and technical assistance capacity; • advocate for juvenile justice policies and legislation consistent with JHA goals and recommendations.	• JJDP Act Supporter: 1977 and 1980 Reauthorizations; • assisted in developing long-range juvenile justice master plans for Illinois, Maryland, Michigan, Ohio, Virginia, and Wisconsin; • offers consultation on criminal and juvenile justice issues to 25 States.
National Association of Counties (NACO)	• Serve elected and appointed policymakers from counties across the Nation; • provide research and reference service for county officials; • represent county officials at the national level.	• JJDP Act Supporter: 1977 and 1980 Reauthorizations; • published two advisory guides for county officials dealing with criminal and juvenile justice systems.
National Association of Criminal Justice Planners (NACJP)	• Provide members a forum to discuss relevant professional topics and translate such proceedings into policy recommendations; • sponsor national conferences and regional workshops, publish a news update, review Federal planning policies, and prepare position papers.	• JJDP Act Supporter: 1980 Reauthorization; • participated in 1982 juvenile justice roundtable; • conducts programs addressing law enforcement and criminal and juvenile justice officials' problems when processing youth accused of serious and violent crime.
National Coalition of Hispanic Mental Health and Human Service Organizations (COSSMHO)	• Identify, analyze, and act on research, service, and training needs; • identify and improve access to funding resources and personnel to meet these needs; • promote a greater exchange of information on policy and program development that affects local Hispanic communities and the Hispanic population nationwide; • share Hispanic perspectives and expertise with public and private sectors in order to advance sound policy and program development relevant to Hispanic needs and priorities.	• Hispana Juvenile Justice Project; • National Hispanic Youth Symposia.

*For detailed information on the projects listed herein, refer to Appendices 4-A and 4-B.

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Table 22 continued

ADULT ORGANIZATIONS INDIRECTLY INVOLVED WITH JUVENILE JUSTICE PROGRAMS AND ISSUES:
ORGANIZATIONAL OBJECTIVES AND JUVENILE JUSTICE RELATED PROJECTS, 1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
National Coalition for Jail Reform (NCJR)	• Remove public inebriates, the mentally ill, and mentally retarded from jails; • remove juveniles from jails; • eliminate unnecessary pretrial detention.	• Seeks alternatives to juvenile incarceration; • co-author of "No Juveniles in Jail"; • co-sponsor of conference "Juveniles in Jail" (1980).
National Conference of State Legislatures (NCSL)	• Improve the quality and effectiveness of State legislatures; • foster interstate communication and cooperation; • assure State legislatures a strong, cohesive voice in the Federal system.	• JJDP Act Supporter: 1977 and 1980 Reauthorizations; • Youth Services Project.
National Council of Churches of Christ in the U.S.A. (NCC)	• Provide united Christian experiences through Christian literature and literacy programs, worldwide medical missions, drug abuse projects, and support services for needy people.	• JJDP Act Supporter: 1977 and 1980 Reauthorizations. • sponsored 1960 conference outlining church's role in juvenile justice system; • testified before Congress on youth employment and social welfare legislation.
National Council of Jewish Women (NCJW)	• Advance human welfare and the democratic way of life in the spirit of Judaism.	• JJDP Act Supporter: 1974, 1977 and 1980 Reauthorizations; • adopted resolutions calling for sweeping reforms of the juvenile justice system; • participated in White House Conferences on Children; • established the Justice for Children Task Force; • produced "Justice for Children--A Guide to Study and Action" and Children Without Justice; • member of the National Collaboration for Youth (NCY); • developed Adolescent Girls in the Juvenile Justice System Project.
National Council of Negro Women (NCNW)	• Act as leader of and advocate for minority and disadvantaged women; • make government more responsive to minority needs as well as the needs of society.	• Operation Sisters United.

*For detailed information on the projects listed herein, refer to Appendices 4-A and 4-B.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 22 continued

ADULT ORGANIZATIONS INDIRECTLY INVOLVED WITH JUVENILE JUSTICE PROGRAMS AND ISSUES:
ORGANIZATIONAL OBJECTIVES AND JUVENILE JUSTICE RELATED PROJECTS, 1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
National Criminal Justice Association (NCJA)	• Assist States and territories in implementing JJDP Act by developing and disseminating juvenile justice information, delivering technical assistance, and monitoring State programs receiving Federal assistance.	• JJDP Act Supporter: 1974, 1977 and 1980 Reauthorizations.
National Governors' Association (NGA)	• Influence national policy concerning important State issues; • apply creative leadership to solve State problems; • share knowledge about innovative State programs.	• JJDP Act Supporter: 1974, 1977 and 1980 Reauthorizations; • adopted 1980 policy position for active NGA participation in State delinquency prevention program development.
National League of Cities (NLC)	• Develop and implement statements of major municipal goals; • represent municipalities in Congressional and Federal agencies; • maintain library and consulting services; • publish several weekly, quarterly, and annual reports.	• JJDP Act Supporter: 1974, 1977 and 1980 Reauthorizations; • adopted four juvenile justice goals in the 1982 "National Municipal Policy" Statement; • adopted three child protection, advocacy, and service goals in its 1982 "National Municipal Policy" Statement.
National Legal Aid and Defender Association (NLADA)	• Ensure quality legal assistance and access to the justice system for all Americans regardless of financial circumstances.	• JJDP Act Supporter: 1974, 1977 and 1980 Reauthorizations; • Youth Law Center; • co-sponsors annual training conference for juvenile advocates.
National Recreation and Parks Association (NRPA)	• Improve the quality of life through effectively utilizing natural and human resources; • ease problems of depersonalization, juvenile delinquency, and urban tensions by providing adequate parks and recreational facilities network.	• Sponsors constructive recreational programs for <u>all</u> youth, including any who have been involved in the juvenile justice system.
National Teaching-Family Association (NaTFA)	• Ensure the quality of child care provided by supporters of the Teaching-Family Model; • certify members; • offer Guidelines for program operations; • share new materials and program developments.	• Sponsor Sites work with delinquent and predelinquent youths.

*For detailed information on the projects listed herein, refer to Appendices 4-A and 4-B.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif., [illegible] Institute, [illegible] 1983)

Table 22 continued

ADULT ORGANIZATIONS INDIRECTLY INVOLVED WITH JUVENILE JUSTICE PROGRAMS AND ISSUES:
ORGANIZATIONAL OBJECTIVES AND JUVENILE JUSTICE RELATED PROJECTS, 1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
National Urban League (NUL)	• Eliminate racial segregation and discrimination in America; • help black citizens and other economically and socially disadvantaged groups share in benefits of American life; • counter the effects of institutional discrimination and racism on the disadvantaged.	• JJDP Act Supporter: 1977 and 1980 Reauthorizations; • research on school discipline and youth involvement in the juvenile justice system; • member of the National Coalition for Jail Reform and the National Juvenile Justice Program Collaboration.
Odyssey Institute	• Treat substance abusers in a drug-free manner; • advocate for numerous child and social welfare issues.	• JJDP Act Supporter: 1977 Reauthorization; • Adolescent Treatment Program; • advocacy campaigns focusing on children's rights, health care, and prohibition of child pornography.
Outward Bound	• Address the educational development of the whole person by conducting physically and mentally challenging courses in remote wilderness areas.	• Colorado Outward Bound School Corrections Project; • Colorado Outward Bound School Juvenile Justice Project; • Colorado Outward Bound School Adventure Home; • Short-Term Elective Program (S.T.E.P.) of the Hurricane Island Outward Bound School.
Salvation Army	• Reform the spiritual, moral, and physical needs of clients; • reclaim the vicious, criminal, dissolute, and degraded; • visit the poor, lowly, and sick; • preach the Gospel and the dissemination of Christian truth.	• JJDP Act Supporter: 1977 and 1980 Reauthorizations; • Prison Brigade; • ALPHA Project (Pittsburgh); • Misdemeanor Probation Project (Florida).
7th Step Foundation	• Help rehabilitated inmates and former inmates of penal or correctional institutions readjust to society.	• Direct services to predelinquent youths; • services for former juvenile inmates.
United Neighborhood Centers of America (UNCA)	• Support and strengthen local settlements and neighborhood centers to serve the disadvantaged.	• JJDP Act Supporter: 1974, 1977 and 1980 Reauthorizations; • member of the National Collaboration for Youth and the National Juvenile Justice Program Collaboration; • development of delinquency prevention program models.

*For detailed information on the projects listed herein, refer to Appendices 4-A and 4-B.

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Table 22 continued

ADULT ORGANIZATIONS INDIRECTLY INVOLVED WITH JUVENILE JUSTICE PROGRAMS AND ISSUES:
ORGANIZATIONAL OBJECTIVES AND JUVENILE JUSTICE RELATED PROJECTS, 1970-1982

ORGANIZATION	OBJECTIVES	PROJECTS (1970-1982)*
U.S. Conference of Mayors	• Foster just and equitable relations between municipalities and the Federal government; • provide effective information exchange between the Nation's major cities.	• JJDP Act Supporter: 1974, 1977 and 1980 Reauthorizations; • philosophically supports a comprehensive Federal juvenile justice policy that will assist local juvenile justice efforts.
United Presbyterian Church, U.S.A. National Task Force on Criminal Justice	• Identify, evaluate, and recommend methods and strategies for developing, organizing, and deploying resources to support programs designed to foster constructive criminal justice system changes; • provide assistance to synods and presbyteries to formulate and establish criminal justice task forces; • serve as a national resource center and provide for affiliations with other national and international efforts; • establish a communication network among judicatory task forces to facilitate the exchange of information and to stimulate churchwide involvement.	• JJDP Act Supporter: 1977 and 1980 Reauthorizations; • 21 projects for status offenders; • two projects geared toward the serious and violent juvenile offender; • publication of Juvenile Justice: Involvement for Christians.
Volunteers of America (VOA)	• Establish programs responsive to community need and consistent with its Christian commitment.	• Outreach programs aimed at delinquency prevention; • Project HEAVY (Los Angeles); • Youth Re-Entry Program (Los Angeles).

*For detailed information on the projects listed herein, refer to Appendices 4-A and 4-B.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Published in 1976 as tentative drafts, this 20-volume set of standards calls for sweeping juvenile justice system refo ms ranging from jury trials for juveniles to a nonwaivable right to counsel. In September 1982, the ABA launched a project to nationally implement the Juvenile Justice Standards.

(2) The Female Offender Resource Center was established in the early 1970's to provide information on female offenders' needs. Funded by the U.S. Department of Labor, the Center identified promising local, State, and Federal programs assisting female offenders; collected relevant literature and research; and identified areas needing further research. The Center's two publications, Female Offenders: Problems and Programs and Little Sisters and the Law, were intended to help those involved in the juvenile justice system understand the needs of young women in the system and provide ideas for improvement. The project ended in 1977 after the termination of Federal funds.

American Correctional Association (ACA)--The ACA has developed national standards for correctional facilities, juvenile detention centers, training schools, and community residential services housing status, serious, and sometimes violent juvenile offenders.

American Optometric Association (AOA)--The AOA conducts research concerning vision-related learning disabilities and their relationship to juvenile delinquency, and acts as a legislative advocate on behalf of youth. Studies have concluded many juvenile delinquents were of average to superior intelligence; learning disabilities, in most cases, were vision related; institutionalized youths have a higher rate of vision problems than the general population; and juveniles receiving special education remediation, tutoring, or perceptual motor training exhibited a significantly lower recidivism rate than those not receiving such services.

American Personnel and Guidance Association (APGA)--Through one of its 13 specialized divisions, the Public Offenders Counseling Association (POCA), the APGA provides support services to juvenile and adult parole and rehabilitative counselors. POCA, representing the largest counseling association within the criminal justice field, explores the special problems of rehabilitation. The POCA Report and the Journal of Public Offender Rehabilitation give members the latest information on research, counseling techniques, and other significant activities in the field.

American Psychological Association (APA)--In 1980, the APA passed a resolution urging the American Bar Association (ABA) to adopt the joint ABA and Institute of Judicial Administration (IJA) Committee recommendation that status offenders be removed from juvenile court jurisdiction.

National Association of Counties (NACO)--The NACO publishes and disseminates two advisory guides for county officials working in the criminal and juvenile justice systems. Regional Criminal Justice Planning: A Manual for Local Officials summarizes the criminal justice system and details the relations of the local official to the system. "Juveniles and the Law" discusses major juvenile justice issues, laws pertaining to the juvenile courts, and important legal decisions affecting young offenders.

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National Association of Criminal Justice Planners (NACJP)--The NACJP participated in the Juvenile Justice Roundtable in 1982 focusing on the fragmented and diverse Federal juvenile justice program structure, and developing crime prevention programs for juveniles.

National Conference of State Legislatures (NCSL)--The NCSL sponsors a Youth Service Project supporting State decisionmaking capacity in areas concerning status offenders and minor crimes. Conference members provide input into the juvenile justice system by helping to frame laws governing the system. In 1982, NCSL representatives testified before the Coordinating Council on Juvenile Justice and Delinquency Prevention, recommending Council communication with States to facilitate juvenile justice coordination; dissemination of Council results to States through forums and innovative techniques such as teleconferences; and increasing States' capacity to respond to serious and violent juvenile crime.

National Criminal Justice Association (NCJA)--The NCJA currently assists national, State, and local public administrators with juvenile justice issues; monitors and interacts with Federal program officials who provide financial assistance to State juvenile justice programs; determines and expresses the collective views of States on juvenile justice legislation and administrative action; informs national, State, and local public and private interests of juvenile justice related needs of and accomplishments within States; and improves the States' juvenile justice administration responsibilities by developing and disseminating information to the States and delivering technical assistance and training on juvenile justice issues.

National Governors' Association (NGA)--Beginning in 1980, the NGA expressed further interest in the juvenile justice system in three ways: adopting a policy position at the 1980 annual meeting committing the NGA to active encouragement for developing State delinquency prevention programs; suggesting greater use of Federal and State resources for job training, education, and other human service programs in a cooperative effort to curb juvenile delinquency; and encouraging new youth programs that strive to improve respect for law and law enforcement, aim to broaden the range of conventional ties available to youth within communities, work to reduce youthful perception of powerlessness, and try to develop respect and confidence in American institutions and values.

National League of Cities (NLC)--The NLC has expressed continual concern for juvenile justice reform in American cities. In its 1982 National Municipal Policy, it outlined four juvenile justice goals: continuation of a Federal juvenile justice granting agency within the Department of Justice; new Federal assistance for urban programs for serious, violent, and repeat juvenile offenders; Federal encouragement of community-based programs for status offenders via the provision of technical and financial assistance; and Federal implementation of its policy to keep juveniles out of adult jails and lockups.

National Recreation and Parks Association (NRPA)--The NRPA promotes recreational programs for all people, youth included. The NRPA believes "various recreation programs do have a very strong relationship to juvenile offenders. Indeed, if recreation is looked upon as a preventive measure in terms of

juvenile delinquency, then...recreation and park agencies fulfill an extremely vital role." (Lancaster, 1982.) At the national level, NRPA has initiated studies examining correctional personnel and inmate attitudes about institutional recreation and surveying types of recreational areas and facilities in women's prisons. One recent local juvenile justice effort was San Jose's Department of Parks and Recreation vandalism study. Its conclusions found graffiti was the most common form of vandalism, committed most frequently by males between the ages of 10 and 15. Some causes included boredom, drug abuse, lack of parental supervision, unemployment, and peer pressure.

U.S. Conference of Mayors--The Conference expressed interest in the juvenile justice system through its philosophical support of a comprehensive Federal juvenile justice policy that would assist local juvenile justice efforts, and Federal government efforts to assist cities in developing law enforcement strategies aimed at diverting youth from correctional facilities.

These 13 professional associations have adopted research, training, information dissemination, and policy related juvenile justice projects:

- the American Bar Association and the American Correctional Association are involved in juvenile justice national standard-setting efforts;
- the American Bar Association, American Optometric Association, American Personnel and Guidance Association, American Psychological Association, National Association of Counties, National Association of Criminal Justice Planners, National Conference of State Legislatures, National Criminal Justice Association, National League of Cities, and the U.S. Conference of Mayors officially support the JJDP Act;
- the American Personnel and Guidance Association, National Association of Counties, National Association of Criminal Justice Planners, and the National Criminal Justice Association serve law enforcement, probation, parole, and other correctional and government administrators who work with juveniles in the justice system; and
- each advocates for youth issues.

The only juvenile justice program conducted by these organizations--the ABA's Female Offender Resource Center--ended in 1977 after the termination of Federal funding.

Involvement of Professional Associations With Serious and Violent Juvenile Offenders

Four of the 13 professional associations in this category currently deal with the problems of serious and violent juvenile offenders:

American Bar Association (ABA)--The ABA/IJA national juvenile justice standards affect the judicial structure and correctional facilities housing serious and violent juvenile offenders.

American Correctional Association (ACA)--The ACA national juvenile justice standards affect facilities housing serious and violent juvenile offenders. In addition, in 1980, the ACA encouraged funding of research exploring the causes of serious and violent crime among juveniles.

American Optometric Association (AOA)--AOA members participate in Denver's Project New Pride working with recidivist delinquents, including serious and violent juvenile offenders. The project, funded at various stages by the Colorado Division of Youth Services, the Denver Anti-Crime Council, and LEAA, involves the use of counseling, cultural education, vocational training, and remedial education. The AOA's involvement in Project New Pride includes working with youth diagnosed as having significant perceptual and/or cognitive learning disabilities through its Learning Disabilities Center (LDC).*

National Association of Criminal Justice Planners (NACJP)--The NACJP supported the 1980 Juvenile Justice and Delinquency Prevention Act (JJDP Act) reauthorization with an express reservation that the scope of legislation and programs be broadened beyond those for status offenders. Interest in more serious juvenile offenders was expressed by the Association via its recent programs for law enforcement officers and juvenile justice administrators who process youths accused of serious criminal acts.

In summary, only two professional associations have been programmatically involved with youth in the juvenile justice system, both with Federal assistance--the ABA's Female Offender Resource Center, and the AOA's Project New Pride in Denver. Withdrawal of Federal funds stimulated the demise of the ABA's program, leaving only the AOA programmatically active. The majority of the 13 professional associations primarily confine their juvenile justice efforts to research and advocacy efforts affecting status and less serious juvenile offenders. Only four professional associations have demonstrated interest in serious and violent juvenile offenders: American Bar Association, American Correctional Association, American Optometric Association, and National Association of Criminal Justice Planners. The ABA and the ACA have committed special resources to serious and violent juvenile offenders by creating national juvenile justice standards affecting all youth involved in the system.

FAMILY SERVICE ORGANIZATIONS

The family unit was America's earliest social institution. As 19th century urbanization and industrialization stimulated societal changes, the American family's structure altered accordingly. Concomittant with such changes was a gradual shifting of some traditional family functions to public and private sources. The first American family service organization originated in the late 19th century. Early private organizations like the Charity Organization Societies and the American Association for Organizing Family Social Work provided financial assistance to widows, orphans, and those unable to work, as well as residential placement for handicapped and homeless persons. However, widespread public responsibilities for needy persons and families did not occur until passage of the Social Security Act in 1935.

*The Denver Anti-Crime Council (DACC) continues to fund the Learning Disability Center where AOA members are involved. DACC funding for the rest of Project New Pride has been terminated. Initial indications suggest Project New Pride has reduced the recidivism rate among its clients by as much as five percent. However, the relationship between this reduction in recidivism and treatment of vision-related learning disabilities is unknown. Other organizations in our study participate in Project New Pride (see the Association of Junior Leagues and the American Red Cross).

Thereafter, the Nation's poor were assisted by a growing number of public and private organizations. By 1970, an estimated 1,000 local, State, and national family service organizations existed in the United States offering personal, family, marital, and alcohol and drug counseling services.

Our study includes three of these family service organizations that are national and nongovernmental in organization and structure, and work in some capacity with youth in the juvenile justice system:

- Association of Junior Leagues (AJL)
- Family Service Association of America (FSAA)
- National Teaching-Family Association (NaTFA)

Involvement of Family Service Organizations With At-Risk Youth and Less Serious Juvenile Offenders

Working with low income and underprivileged families has brought national family service organizations into contact with youths involved in the juvenile justice system. The extent of this contact and organizational response to juvenile justice problems and issues varies.

Association of Junior Leagues (AJL)--The AJL's Child Advocacy Project uses a legislative network of local chapters to achieve permanent benefits for children and families. Individual Junior League programs for status offenders operate in Montana, New York, and Texas, as well as other States.

Family Service Association of America (FSAA)--The FSAA "explicitly urged its member agencies to develop a specialized advocacy role in serving clients" in 1969 (Kahn and Kamerman, 1982:115). FSAA member agencies sponsor programs for delinquent youth in many States as well as general diversionary programs in Indiana, Pennsylvania, Rhode Island, Texas, and Wisconsin.

National Teaching-Family Association (NaTFA)--The NaTFA ensures quality child care provided by supporters of the Teaching-Family Model, serving predelinquent, delinquent, dependent, neglected, and emotionally disturbed and retarded youth in group home settings. One of NaTFA's largest sponsor sites, the Boys' Town Youth Care Department in Nebraska, employs the Teaching-Family Model in 47 residential Teaching-Family homes, each serving 10 predelinquent and delinquent youths. The Model is also used with troubled youth at NaTFA's five other sponsor sites.

Each of these three family service organizations deals with youth in the juvenile justice system in some capacity. Using advocacy as a primary tool, each organization has also been involved with rehabilitation and reintegration programs for status offenders as well as minor juvenile offenders.

Involvement of Family Service Organizations With Serious and Violent Juvenile Offenders

The problems of serious and violent juvenile offenders are not a national priority for any of these three family service organizations. Because each strives to strengthen and protect family environments, at least one organization--NaTFA--feels youths with severe delinquency problems could upset their family and community rehabilitation concepts. However, the national Association of Junior Leagues headquarters did report one local branch was involved with this population.

Association of Junior Leagues (AJL)--The AJL's Dayton, Ohio Junior League sponsors the George Foster Home for eight youths under 18 years-of-age who have committed a felony. Striving to rehabilitate these youth, house counselors provide constant educational and social supervision.

The family service organizations in our study demonstrated national interest in status and less serious juvenile offenders. Such involvement involves local family strengthening and protection services in rehabilitative settings. Local program efforts are augmented by national advocacy and information dissemination endeavors. Only the AJL's George Foster Home in Dayton, Ohio offers services to a small number of serious and violent juvenile offenders. National advocacy efforts have been conducted by the AJL and NaTFA via official support of the Juvenile Justice and Delinquency Prevention Act. Local program efforts are augmented by national advocacy and information dissemination endeavors. Additionally, two of the organizations--the AJL and NaTFA--officially support the Juvenile Justice and Delinquency Prevention Act.

ADVOCACY AND RESEARCH ORGANIZATIONS

Like the children's advocacy and resource organizations discussed in Chapter 3, organizations in this category developed in response to late 19th-century social issues: temperance, anti-temperance, worker's rights, and juvenile justice. Because most of these adult organizations tried to relieve social injustice and cruel societal conditions, they often came into contact with children. However, aiding youth was not an initial objective.

The four advocacy and research organizations discussed in this category were involved with the criminal justice system in some capacity, yet none originally sought to serve juveniles in the juvenile justice system:

- American Civil Liberties Union (ACLU)
- John Howard Association (JHA)
- National Legal Aid and Defender Association (NLADA)
- National Coalition for Jail Reform (NCJR)

Each organization served a specific population: the American Civil Liberties Union (ACLU) defended the rights of conscientious objectors; the John Howard Association (JHA) was designed to supplement government sources by providing ex-offenders with direct services during community readjustment; the National Legal Aid and Defender Association (NLADA) made legal services available to America's poor; and the National Coalition for Jail Reform (NCJR) sought to remove public inebriates, mentally ill, retarded individuals, and juveniles from jail and help establish better alternatives for them.

Involvement of Advocacy and Research Organizations With At-Risk Youth and Less Serious Juvenile Offenders

As each organization evolved, they began addressing the needs of juveniles caught up in the judicial system. All four organizations escalated interest in the juvenile justice system from the 1970's forward:

American Civil Liberties Union (ACLU)--The ACLU sponsors a Juvenile Rights Project based on the premise that due process must apply to all minors. In addition to a monthly newsletter entitled "The Children's Rights Report," the ACLU has published two handbooks, The Rights of Young People and The Rights of Students. ACLU resolutions have also called for abolishing status offenses, providing pre-trial and post-trial safeguards, and limiting juvenile incarceration.

John Howard Association (JHA)--The JHA completed the following juvenile justice projects over the past several years: juvenile justice master plans for at least five States; correctional master plans for Florida and Utah; one court diversion program for status offenders; statewide evaluation of juvenile justice facilities in Wisconsin; and technical assistance and consultation to 25 States with Office of Juvenile Justice and Delinquency Prevention funding.

National Coalition for Jail Reform (NCJR)--The NCJR co-authored the "No Juveniles In Jail" amendment to the Juvenile Justice and Delinquency Prevention Act in 1980, and co-sponsored a conference on incarcerated juveniles in March, 1980. A Juvenile Coordinator was appointed to the National Coalition staff to provide information on juveniles in jail to organizations, States, and localities; submit legislative testimony; provide technical assistance on an as-needed basis; and serve as a clearinghouse for information on juveniles in jail.

National Legal Aid and Defender Association (NLADA)--The NLADA, composed of member organizations providing local civil legal aid and criminal defense services to indigent persons, philosophically supports member programs administering services to juvenile offenders. Additionally, the NLADA developed an Alternative Sentencing Project in three jurisdictions that works with juvenile and adult offenders facing the likelihood of institutionalization, and recently co-sponsored an annual training conference for juvenile advocates with the National Council of Juvenile and Family Court Judges.

Each of these four advocacy and research organizations provides services affecting youths caught up in the juvenile justice system: the American Civil Liberties Union (ACLU) publishes children's rights literature and adopts resolutions affecting the rights of juvenile offenders; the John Howard Association (JHA) provides juvenile justice planning for interested States and localities; the National Coalition for Jail Reform (NCJR) provides legislative information and technical assistance to a wide variety of juvenile justice clients; and the National Legal Aid and Defenders Association (NLADA) provides local civil legal aid and criminal defense services to indigent adults and juveniles. All four organizations express interest in these youths at the national level and offer their services to various public and private clients.

Involvement of Advocacy and Research Organizations With Serious and Violent Juvenile Offenders

None of the four inclusive advocacy and research organizations offer programs or services to the serious and violent juvenile offender population. Instead, the American Civil Liberties Union (ACLU), National Coalition for Jail Reform (NCJR), John Howard Association (JHA), and the National Legal Aid and Defender Association (NLADA) limit their juvenile justice system involvement to advocacy and reform efforts on behalf of status and less serious youthful offenders. This involvement

includes official support of the JJDP Act by three of the four organizations--American Civil Liberties Union, John Howard Association, and National Legal Aid and Defender Association.

SPECIAL INTEREST ORGANIZATIONS

Special interest organizations provide specific services ranging from recreational programs for veterans and campers, to drug rehabilitation and social reintegration programs for newly-released prisoners. As these organizations matured, their original purposes were broadened to include projects for youth in the juvenile justice system. Each of the 10 special interest organizations included in this study incorporated such an emphasis into their programs:

- American Legion
- Fund for the Advancement of Camping (FAC)
- National Council of Churches of Christ in the USA (NCC)
- Odyssey Institute
- Outward Bound
- Salvation Army
- 7th Step Foundation
- United Neighborhood Centers of America (UNCA)
- United Presbyterian Church
- Volunteers of America (VOA)

Involvement of Special Interest Organizations With At-Risk Youth and Less Serious Juvenile Offenders

Juvenile justice system involvement by these special interest groups varies from advocacy to programmatic outreach.

American Legion--The American Legion has allocated research funds for youth problems and has adopted strong youth advocacy positions. The Legion testified before the Coordinating Council on Juvenile Justice and Delinquency Prevention in 1982 about school violence and vandalism, the treatment of violent juvenile offenders who commit serious crimes, and the importance of Federal provision of the necessary funds, technical expertise, and coordination of successful research models or programs to State and local governments.

Fund for the Advancement of Camping (FAC)--The FAC is involved with this population in several ways: co-sponsoring Juvenile Justice Seminars with the Santa Fe Mountain Center in New Mexico; creating the National Consortium on Camping and Outdoor Education for the Youth-at-Risk Project that gathers information and shares expertise about using outdoor experiences as alternatives to incarcerating at-risk youth; acting as consultant on the Camping for Maladaptive and Adjudicated Children's Project conducted by the American Camping Association; and organizing Camping for Inner-City Children, funded by the Department of Health and Human Services and conducted by the American Camping Association.

National Council of Churches of Christ in the USA (NCC)--The NCC conducted one of the earliest private sector efforts on behalf of youth in the juvenile justice system when it sponsored a two-day conference in 1960 to discuss the church's role with such youth. Recent efforts include the dissemination of a

background paper on psychological and socioeconomic factors of juvenile delinquency through NCC's Division of Church and Society (DCS), and the provision of testimony in Congress for the passage of various youth employment and social welfare acts.

Odyssey Institute--Odyssey Institute's Adolescent Treatment Program was originally designed to deal with 15- to 17-year-old drug and alcohol addicts, but has since been expanded to troubled youth, runaways, abused and neglected children, and status offenders. Odyssey Institute also sponsors advocacy campaigns for children's rights, health care, and prohibition of child pornography. Additionally, the Institute supported the 1973 Child Abuse and Neglect Act and the 1977 Protection of Children from Sexual Exploitation Act.

Outward Bound--Outward Bound not only incorporates delinquent youth into regular wilderness programs across the Nation, it currently operates three specific programs for juvenile offenders: Colorado's Outward Bound School Corrections Project provides short-term intensive treatment for adjudicated juveniles designed to divert them from further system contact; Colorado's Outward Bound School Juvenile Justice Project, supported by LEAA, county, and private foundation funds, provides a community-based, non-residential alternative to incarceration; and Florida's Short-Term Elective Program (S.T.E.P.) works solely with adjudicated youth referred by the State's correctional and health divisions.

Salvation Army--The Salvation Army's Prison Brigade Program offers counseling, parole planning, and spiritual ministering to institutionalized youths as well as adults. Additionally, the Salvation Army operates two other relevant programs: Pittsburgh, Pennsylvania's Project ALPHA, begun in 1968, teams prisoners with Christian businessmen on a one-on-one basis for fellowship and rehabilitation; and the Misdemeanor Probation Program, operating in 34 Florida counties since 1975, strives to rehabilitate offenders and ensure a smooth transition back into the community.

7th Step Foundation--The Foundation works primarily with institutionalized adults and juveniles, preparing them for community release through pre-release counseling and group meetings, and following up with post-release meetings to assist with adjustment and employment counseling.

United Neighborhood Centers of America (UNCA)--The UNCA, a member of both the National Collaboration for Youth (NCY) and the National Juvenile Justice Program Collaboration (NJJPC), has developed delinquency prevention program models available to local agencies. One such program, Educational Development and Guidance for Employment (EDGE), uses counseling, job training, and community development activities to prevent delinquency and to facilitate community reintegration.

United Presbyterian Church--The United Presbyterian Church's Criminal Justice Program is involved in 108 local criminal justice projects that include court watching, juvenile job assistance, and dispute mediation centers. Additionally, the Program's Task Force on Criminal Justice published Juvenile Justice: Involvement for Christians, suggesting programs for neighborhood coordination centers, emergency foster care, youth assistance programs, and delinquent and family treatment.

Volunteers of America (VOA)--VOA local agencies direct programs for predelinquent and less serious juvenile offenders in many communities. The programs in Los Angeles, California provide good examples: Human Efforts At Vitalizing Youth (HEAVY) requires a minimum of six counseling sessions for troubled youths and their families in lieu of criminal prosecution, and offers community-based programs as juvenile justice system alternatives. The We Create Project in Los Angeles area schools provides tutoring, counseling, and recreation activities for targeted predelinquents.

The 10 inclusive special interest organizations indicate varied involvement with less serious juvenile offenders: the American Legion sponsors relevant research and provides testimony for legislative bodies; the Fund for the Advancement of Camping (FAC) works with four nationwide projects for underprivileged and at-risk youth; the National Council of Churches of Christ in the USA (NCC) conducts conferences, disseminates literature, and provides legislative testimony in support of various youth-serving acts; Odyssey Institute operates many programs for troubled youth and supports protective youth-serving legislation; Outward Bound enrolls delinquent youth in most of its wilderness programs as well as operates three programs targeting juvenile offenders; the Salvation Army counsels institutionalized youth and provides community transition services for ex-offenders; the 7th Step Foundation prepares institutionalized youth for community release and continues with post-release counseling; the United Neighborhood Centers of America (UNCA) has developed delinquency prevention program models available to interested local agencies; the United Presbyterian Church sponsors a national criminal and juvenile justice program reaching out to 108 localities across the Nation; and Volunteers of America (VOA) directs programs for community rehabilitation of juvenile offenders. Each of these organizations provides national direction for at-risk and less serious youthful offender programs that are, in turn, adopted by local members and/or clients.

Involvement of Special Interest Organizations With Serious and Violent Juvenile Offenders

Two of the 10 inclusive special interest service organizations offer programs and services specifically targeting serious and violent juvenile offenders: Outward Bound operates a statewide program in Florida, and the United Presbyterian Church provides a national model for local implementation.

Outward Bound--Outward Bound's Short-Term Elective Program (S.T.E.P.), begun in Florida in 1975, is the only school in Outward Bound's worldwide system working solely with adjudicated youth. Sixty-one percent of S.T.E.P.'s clientele have committed felonies, and all were referred directly from Florida's correctional and health divisions. S.T.E.P., an individual and group wilderness challenge, involves a 32-day trip from the Atlantic Ocean through the Okefenokee Swamp to the Gulf of Mexico. Its goal is to improve self-image and instill a feeling of competency that will bring about acceptable behavioral, attitudinal, and value changes.

Outward Bound also operated a School Adventure Home in Colorado from 1978 to 1979, offering co-educational residential treatment for adjudicated youths, including serious and violent offenders. Its average occupancy was four students who remained at the home for approximately six months. Although a program evaluation concluded the project was effective, scarce State funds contributed to its closure.

United Presbyterian Church Ministry Program--This national program produces information and program models to encourage local churches to become involved with adjudicated youth, including serious and violent juvenile offenders. Examples of local response include Detroit's program providing jail chaplains for city prisons and supporting youth living centers serving adjudicated youth. The Presbytery of Twin Cities, Minnesota seeks to organize and identify programs and treatment facilities addressing the needs of older juvenile recidivists.

Additionally, three of these organizations operate programs that serve adjudicated youth, but do not specifically target serious and violent juvenile offenders. Two organizations--the Salvation Army and 7th Step Foundation--have national models, while Volunteers of America conducts a local program. The Salvation Army's national Prison Brigade Program encourages its local branches to counsel institutionalized youths. The 7th Step Foundation's national model helps prepare institutionalized juveniles for community reintegration. Volunteers of America operates the Youth Re-Entry Program in Los Angeles, California that provides a 17-bed home for juveniles released from the California Youth Authority.

ETHNIC-SERVING ORGANIZATIONS

Ethnic and minority-serving organizations began when the Colonists first settled in America. Such organizations were established by members of certain religious nationalities and races for unity, strength, assimilation, and protection purposes. While religious groups focused on the preservation of their faith, ethnic groups sought to preserve customs, traditions, and heritage. Early ethnic-serving organizations were dedicated to abolishing American slavery and were followed by civil rights advocates who carried the battle for black citizenship during the post-Civil War years.

The early 20th century was:

> ...the time of racial reform, a period when blacks and whites, separately and in concert, experimented with tactics and structures and developed the organizations that have carried the struggle for equality down to the present day. (Weiss, 1974:vii.)

Organizations such as the Afro-American League and the National Association for the Advancement of Colored People began during this period to break down segregation barriers.

The mid-20th century ushered in an active era of civil rights reform, much of it stimulated by ethnic-serving organizations. More recently, such organizations have become involved with the juvenile justice system. The five ethnic-serving organizations discussed herein have expressed a variety of advocacy and programmatic interests in youth involved with the juvenile justice system:

- Grassroots Network
- National Coalition of Hispanic Mental Health and Human Services Organizations (COSSMHO)
- National Council of Jewish Women (NCJW)
- National Council of Negro Women (NCNW)
- National Urban League (NUL)

Involvement of Ethnic-Serving Organizations With At-Risk and Less Serious Juvenile Offenders

Each of the five inclusive organizations has been involved with the juvenile justice system in a variety of capacities:

Grassroots Network--The Network's member organizations deal programmatically with youth involved in the juvenile justice system. One of its most successful members is Philadelphia's House of Umoja that provides programs for neighborhood youth, gang members, and ex-offenders. Additionally, the Network's 1980 Conference on the Urban Crisis made six recommendations to encourage policy solutions to urban youth crime problems.

National Coalition of Hispanic Mental Health and Human Services Organizations (COSSMHO)--COSSMHO has developed two projects serving delinquent youth: the Hispana Juvenile Justice Project aimed at identifying and developing solutions to specific problems facing predelinquent Hispanic women, and the annual National Hispanic Youth Symposia concentrating on the issue of Hispanic juvenile justice and delinquency prevention. COSSMHO also sponsors symposia at the local level dealing with delinquency prevention.

National Council of Jewish Women (NCJW)--The NCJW adopted resolutions at its 1980 national convention calling for the removal of status offenders from the jurisdiction of the courts, removal of juveniles from adult jails, and social and legal services for children. The NCJW Justice for Children Task Force published Justice for Children: A Guide to Study and Action and Children Without Justice. Additionally, the NCJW is a member of the National Youth Collaboration (NYC), the National Juvenile Justice Program Collaboration (NJJPC), and has established the nationwide Adolescent Girls in the Juvenile Justice System project.

National Council of Negro Women (NCNW)--The NCNW's primary juvenile justice thrust has been delinquency diversion through programs combining one or more of the following: helping youth locate employment, teaching job and social skills, and counseling troubled youth.

National Urban League (NUL)--The NUL conducts juvenile justice studies, including police use of deadly force and its relationship to race, and the relationship between school discipline and youth involvement in the juvenile justice system.

These five inclusive ethnic-serving organizations have sought involvement with the juvenile justice system through advocacy, research, and programmatic outreach: the Grassroots Network's member organizations work programmatically with predelinquent and delinquent youth in urban communities across the Nation; the National Coalition of Hispanic Mental Health and Human Services Organizations (COSSMHO) sponsors two programs for at-risk and delinquent Hispanic youth; the National Council of Jewish Women (NCJW) serves in a juvenile justice information gathering and dissemination capacity; the National Council of Negro Women (NCNW) supports juvenile diversion efforts of its member agencies; and the National Urban League (NUL) conducts studies on juvenile justice issues. All five organizations express a national concern for at-risk youth and minor juvenile offenders which is then translated into local programs by interested members.

Involvement of Ethnic-Serving Organizations With Serious and Violent Juvenile Offenders

Of these five inclusive ethnic-serving organizations, the National Coalition of Hispanic Mental Health and Human Services Organizations (COSSMHO) and the National Council of Negro Women (NCNW) deal with the serious and violent juvenile offender.

National Coalition of Hispanic Mental Health and Human Services Organizations (COSSMHO)--COSSMHO's 1982 National Hispanic Youth Symposia held 12 workshops, one of which was devoted to serious and violent juvenile offender problems: "An Assessment of Hispanic Youth Violent and Serious Crime Involvement: Neighborhood-Based Crime Prevention Strategies." Further interest in this population on behalf of COSSMHO and some of its members was expressed in an April, 1982 New Mexico symposium recommendation: "Development of a task force to make a concentrated effort in working with legislators in reference to serious or violent youth crime activity, with specific attention to recidivism." (Anonymous, 1982:5.)

National Council of Negro Women (NCNW)--The NCNW began Operation Sisters United (OSU) in 1972 in the District of Columbia to aid female offenders between the ages of 11 and 17 referred by juvenile justice bodies, schools, social agencies, and other approved organizations. Funded by Federal grants, OSU provides non-residential alternatives to institutionalization. A recent survey of 1,492 youths enrolled in OSU between October, 1978 and June, 1981 found 366 (24.5 percent) girls were classified offenders. Over half the offending girls were referred for crimes more serious than status and minor offenses (Arther, 1981:25). Because of OSU's success, the program branched out to three other communities in 1975, bringing the total to six OSU programs.

Clearly, both COSSMHO and the NCNW have expressed interest in serious and violent juvenile offenders. While each national organization supports such interest, programmatic efforts currently are conducted on a local rather than national level.

Throughout the 1970's, all five of the surveyed ethnic-serving organizations expressed increasing interest in youth caught up in the juvenile justice system. Such involvement has been translated into advocacy efforts, research and information dissemination, national and local conferences, and local programs adapted to specific community needs. Additionally, the National Council of Jewish Women (NCJW) and the National Urban League (NUL) officially endorse the JJDP Act. Most importantly, successful models dealing with violent and serious juvenile offenders have been locally implemented by both COSSMHO and the National Council of Jewish Women (NCJW).

CONCLUSION

Over the last 20 years, professional associations, advocacy groups, special interest organizations, family service organizations, and ethnic-serving organizations expanded their original purpose and became involved with the juvenile justice system. At least 35 of these adult organizations have sponsored programs affecting predelinquent and delinquent youth in several ways: acting as advocates; expressing philosophical support for improving the juvenile justice system through policy statements; conducting juvenile justice planning for States concerned with juvenile delinquency problems; creating and conducting programs; and supporting the Juvenile Justice and Delinquency Prevention Act of 1974.

Legislative advocacy was a common organizational involvement with the juvenile justice system: 24 of the 35 inclusive organizations supported the Juvenile Justice and Delinquency Prevention Act*; the National Conference of State Legislatures (NCSL) and the American Legion's National Executive Committee testified before the Coordinating Council on Juvenile Justice and Delinquency Prevention in 1982; Odyssey Institute assisted in the passage of the 1973 Child Abuse and Neglect Act and the 1977 Protection of Children from Sexual Exploitation Act; and the National Coalition for Jail Reform (NCJR) co-authored the "No Juveniles in Jail" 1980 amendments to the JJDP Act.

Many of the inclusive adult organizations have been involved in juvenile justice standards and long-range planning efforts. The American Bar Association's juvenile justice standards project produced a 20-volume set of standards calling for sweeping juvenile justice system reforms. The American Correctional Association's standards relating to correctional facilities, detention centers, and training schools directly affected juvenile offenders. The John Howard Association has conducted long-range criminal justice master planning in at least five States and has provided criminal and juvenile justice technical assistance and consultation to 25 States with OJJDP support.

While each of the 35 inclusive organizations serves the juvenile justice system in some capacity, only 11 provided services to the serious and violent juvenile offender. Four specifically target such youth while the other seven serve adjudicated youth, some of whom may or may not be serious and violent juvenile offenders. Of the 13 professional associations, four are currently involved with issues affecting the serious and violent juvenile offender. The American Bar Association and American Correctional Association have committed special resources to such youth through their national juvenile justice standards; the American Optometric Association works with Project New Pride; and the National Association of Criminal Justice Planners sponsors programs for personnel dealing with youths accused of serious and violent criminal actions.

The family service organizations in this study demonstrate no national efforts on behalf of serious and violent juvenile offenders. However, one of the three--Association of Junior Leagues--reported the existence of a locally sponsored program for such youth in Dayton, Ohio. Likewise, none of the four inclusive advocacy and research organizations offered national programs for serious and violent juvenile offenders.

In summary, five of the 10 inclusive special interest organizations operate programs dealing with serious and violent juvenile offenders. Two of them--Outward Bound and the United Presbyterian Church--specifically target this population, while the Salvation Army, 7th Step Foundation, and Volunteers of America deal with all interested segments of certain institutionalized populations without targeting serious and violent juvenile offenders. The programs offered by these five organizations provide excellent models for involvement with serious and violent juvenile offenders. Further, Outward Bound's S.T.E.P. program in Florida has been fully evaluated, providing a unique model of a successful program conducted with public and private funds.

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*See Chapter 1, Table 1 (pp. 3-5) for a complete list of JJDP Act supporters.

However, the efforts of these organizations are still unique among national non-governmental agencies indirectly serving youth in the juvenile justice system. The other special service organizations are more typical of organizational interest, focusing on status offenders, at-risk youth, and less serious juvenile offenders. A further indicator of such interest is support of the JJDP Act, officially endorsed by all but two organizations--Outward Bound and the 7th Step Foundation.

Of the five ethnic-serving organizations discussed herein, two deal with serious and violent juvenile offenders in some capacity--COSSMHO has expressed its interest through national symposia discussing serious juvenile crime prevention strategies, and the National Council of Negro Women currently operates six Operation Sisters United programs for female offenders, some of whom have committed serious and violent crimes.

Table 23 (pp. 341-342) indicates the type and level of involvement for each of the 11 organizations serving serious and violent juvenile offenders.

- **Types of Involvement**

  (1) National Juvenile Justice Standards (American Bar Association and American Correctional Association)

  (2) Programmatic (American Junior League, American Optometric Association, Outward Bound, Salvation Army, 7th Step Foundation, Volunteers of America, and United Presbyterian Church)

  (3) Conferences (National Coalition of Hispanic Mental Health and Human Services Organizations)

  (4) Administrative Support Services (National Association of Criminal Justice Planners)

- **Level of Involvement**

  (1) National (American Bar Association and American Correctional Association)

  (2) National and Statewide (National Coalition of Hispanic Mental Health and Human Services Organizations)

  (3) National and Local (National Association of Criminal Justice Planners, Salvation Army, 7th Step Foundation, and United Presbyterian Church)

  (4) Statewide (Outward Bound)

  (5) Local (American Junior League, American Optometric Association, and Volunteers of America)

- **Targeted Population**

  (1) Adjudicated Youth (American Bar Association, American Correctional Association, American Optometric Association, National Association of Criminal Justice Planners, Salvation Army, 7th Step Foundation, and Volunteers of America)

(2) Serious and Violent Juvenile Offenders (American Junior League, National Coalition of Hispanic Mental Health and Human Services Organizations, Outward Bound, and United Presbyterian Church)

Clearly, most programs are created and implemented locally and concentrate primarily on adjudicated youth without specifically targeting serious and violent juvenile offenders. However, this chapter also reveals some encouraging efforts with this population. First, several programs that affect but do not specifically target serious and violent juvenile offenders are designed at the national level and adopted by local chapters or branches: the United Presbyterian Church, Salvation Army, and 7th Step Foundation models working within institutions could be modified specifically to target serious and violent juvenile offenders. Second, Outward Bound's S.T.E.P. program in Florida offers a unique statewide model for treating serious and violent juvenile offenders that combines private, Federal, and State resources. Third, the ABA and ACA national standards efforts provide guidelines for adjudicated youth in the juvenile justice system that may be implemented at the Federal, State, and local levels.

Table 23

ADULT ORGANIZATIONS INDIRECTLY DEALING WITH YOUTH: INVOLVEMENT WITH SERIOUS AND VIOLENT JUVENILE OFFENDERS

ORGANIZATION	TYPE OF INVOLVEMENT	LEVEL OF INVOLVEMENT	POPULATION TARGETED
American Bar Association	National Standards: The ABA co-authored a comprehensive set of national juvenile justice standards with the Institute of Judicial Administration.	National	Adjudicated youth
American Correctional Association	National Standards: The ACA wrote a comprehensive set of national juvenile justice standards, some of which affect correctional facilities housing serious and violent juvenile offenders.	National	Adjudicated youth
National Coalition of Hispanic Mental Health and Human Service Organizations	Conferences: The 1982 National Hispanic Youth Symposia held 12 workshops, one devoted entirely to serious and violent juvenile offenders; a 1982 New Mexico Symposium recommended developing a task force to work with legislators on serious and violent youth crime activity.	National and State*	Serious and violent juvenile offenders
United Presbyterian Church	Programmatic: The Ministry Program produces information program models to encourage local church involvement with adjudicated youth, including serious and violent juvenile offenders.	National and local**	Serious and violent juvenile offenders
Salvation Army	Programmatic: The national Prison Brigade Program encourages local branches to counsel all interested institutionalized youths, including but not targeting serious and violent juvenile offenders.	National and local	Adjudicated youth

* These programs are designed at the national level and implemented on a statewide level.

**These programs are designed at the national level and implemented by local branches or members.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 23 continued

ADULT ORGANIZATIONS INDIRECTLY DEALING WITH YOUTH: INVOLVEMENT WITH SERIOUS AND VIOLENT JUVENILE OFFENDERS

ORGANIZATION	TYPE OF INVOLVEMENT	LEVEL OF INVOLVEMENT	POPULATION TARGETED
7th Step Foundation	Programmatic: The national organization's model helps local branch organizations prepare institutionalized juveniles, some of whom are serious and violent juvenile offenders, for community reintegration.	National and local	Adjudicated youth
National Association of Criminal Justice Planners	Administrative Support Services: The NACJP trains juvenile justice administrators and law enforcement officers working with serious and violent juvenile offenders.	National and local	Adjudicated youth
Outward Bound	Programmatic: The Short-Term Elective Program (S.T.E.P.) contracts with Florida's correctional and health departments to provide programs solely for adjudicated youths, many of whom are serious and violent juvenile offenders.	State (Florida)	Serious and violent juvenile offenders
American Optometric Association	Programmatic: The AOA participates in Denver's Project New Pride that works with recidivist delinquents, serious and violent juvenile offenders included.	Local (Denver, Colorado)	Adjudicated youth
Association of Junior Leagues	Programmatic: The Dayton Junior League sponsors the George Foster Home for eight youths under 18 years-of-age who have committed a felony.	Local (Dayton, Ohio)	Serious and violent juvenile offenders
Volunteers of America	Programmatic: The Youth Re-Entry Program in Los Angeles provides a 17-bed home for juveniles released from the California Youth Authority, some of whom are serious and violent juvenile offenders.	Local (Los Angeles, California)	Adjudicated youth

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Appendix 4-A

INCLUSIVE ORGANIZATIONS

American Bar Association (ABA)
American Civil Liberties Union (ACLU)
American Correctional Association (ACA)
American Legion
American Optometric Association (AOA)
Association of Junior Leagues (AJL)
Family Service Association of America (FSAA)
Fund for the Advancement of Camping (FAC)
Grassroots Network
John Howard Association
National Coalition of Hispanic Mental Health and Human Service Organizations (COSSMHO)
National Coalition for Jail Reform (NCJR)
National Conference of State Legislatures (NCSL)
National Council of Jewish Women (NCJW)
National Council of Negro Women (NCNW)
National Legal Aid and Defender Association (NLADA)
National Recreation and Parks Association (NRPA)
National Teaching-Family Association (NaTFA)
National Urban League (NUL)
Odyssey Institute
Outward Bound
Salvation Army
7th Step Foundation
United Neighborhood Centers of America (UNCA)
United Presbyterian Church
Volunteers of America (VOA)

AMERICAN BAR ASSOCIATION (ABA)

Background: Founded on August 21, 1878, in Saratoga Springs, New York, the American Bar Association (ABA) was established to satisfy the need for a national organization for legal professionals. For more than one hundred years, the ABA has remained the primary national organization of the legal profession in the country.

Objectives: The original purpose of the ABA was "to advance the science of jurisprudence, promote the administration of justice and uniformity of legislation throughout the Union, uphold the honor of the profession of the law, and encourage cordial intercourse among the members of the American Bar." (Carson, 1978.) In addition, at its annual meeting in 1981, the ABA House of Delegates established seven long-range goals for the Association:

- promote improvement in the American system of justice;
- improve delivery of legal services;
- provide leadership in the improvement of law;
- increase understanding of the legal system;
- assure the highest standards of competence and ethics among its members;
- serve as the national representative of the legal profession; and
- enhance the professional growth of its members.

Membership: The ABA is a voluntary unincorporated Association with a memberhsip of over 280,000 lawyers plus nearly 40,000 law students. Any lawyer admitted to practice in a State or territory who is in good standing may join the Association. The ABA also has associate members from several categories including administrative law associates, bar executive associates, educational associates, international associates, and judicial associates.

Voluntarism: Although the Association has a paid staff of more than 500, volunteer members carry out the bulk of the organization's work. During the last decade, the Association initiated more than 600 programs addressing a wide range of public concerns: from child abuse to the problems of the elderly, from governmental corruption to the high cost of justice, from juvenile crime to transnational pollution. The ABA's annual budget of approximately $40 million would be an estimated minimum of six times greater if dollar values were assigned to the uncompensated hours contributed by its members.

Funding: ABA revenues come from membership dues and grant funds. Membership dues are divided into two categories: a general membership fee which all current ABA members pay, and optional sectional membership dues which are assessed to members who choose to join specialized sections of the ABA.

CONTINUED

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Organization and Programs: The principal policymaking body of the ABA is the House of Delegates that represents the entire legal profession. The House is composed of 387 members representing 52 State delegates, 158 State Bar Association delegates, 40 local Bar Association delegates, 15 Assembly delegates*, 71 present and former officers and Board members, 31 Section and Division delegates, 2 Ex-Officio members, and 18 affiliated organization delegates.

Between meetings of the House, the Board of Governors functions as the principle governing body not inconsistent with House action. Board members are elected to three-year terms and represent 14 districts around the Nation.

ABA Sections are semi-autonomous entities organized primarily around substantive areas of law, consisting of Association members that pay additional dues to be a member of one or more Sections. Sections exercise a degree of political independence in that they select their own leadership, and financial independence in that they administer their own dues revenues.

Juvenile Justice Component: The ABA's involvement in the juvenile justice system is concentrated in the Criminal Justice Section. This Section, comprised of 10,000 members, has 20 committees on subjects ranging from Teaching Criminal Trial Advocacy to Grand Jury Reform, Economics of Criminal Law Practice, and Victims of Crime.

In 1973, the ABA joined an effort begun in 1971 by the Institute of Judicial Administration (IJA) to establish a viable set of standards for the juvenile justice system. The result of the joint ABA/IJA effort was a 23-volume set of standards that call for sweeping reforms ranging from nonwaivable right to counsel to the right to jury trials for jvueniles. Published as tentative drafts in 1976, 20 volumes of the standards had been approved by the ABA by 1980. These standards were developed "in recognition that the system has dealt inconsistently with juvenile offenders" and "recommend determinate sentences and greater certainty of punishment for serious delinquents, in a rejection of the system's traditional rehabilitative approach." (Robinson, 1980.)

The ABA, through its Criminal Justice Section, launched a project in September 1982, funded by the American Bar Endowment, to implement the Juvenile Justice Standards nationally. The effort will utilize an array of implementation approaches to ensure consideration of the standards by State legislatures, other juvenile justice policymakers, and lawyers and judges.

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*The Assembly is composed of members who have registered at an annual meeting and exists only as convened at each annual meeting.

The ABA has also shown interest in the area of juvenile justice by supporting the reauthorization of the Juvenile Justice and Delinquency Prevention Act in 1980.

Conclusion: The ABA/IJA standards project represents a major effort to reform the juvenile justice system. While the ABA has no programs providing direct services to juveniles, the standards project will have far-reaching effects on the entire juvenile justice system.

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AMERICAN CIVIL LIBERTIES UNION (ACLU)

Background: In 1920, the National Civil Liberties Bureau joined at least 50 individuals from all social and political walks of life in creating the American Civil Liberties Union (ACLU). Members were united initially to defend the rights of conscientious objectors, but soon the ACLU purpose became that of defending the entire Bill of Rights for everybody.

In 1967, when it became obvious that a traditional civil liberties union composed of volunteers could not obtain sufficient resources to pursue in-depth legal defense, research, and education, the American Civil Liberties Union Foundation was established.* It functions as an arm of the ACLU that secures tax-deductible contributions for enlarging the scope of civil liberties defense. It is the Foundation that provides legal representation for groups who historically have been denied their rights: women, soldiers, racial minorities, prisoners, mental patients, migrant workers, homosexuals, children, and others.

The national ACLU as an organization does not practice law, but instead utilizes the services of cooperating volunteer attorneys to urge a constitutional concern for Bill of Rights issues in every type of American court. The ACLU Foundation is the litigtion branch of the national organization that currently conducts over 6,000 cases annually as well as sponsors a variety of special projects on civil liberties issues.

Objectives: "The objects of the American Civil Liberties Union shall be to maintain and advance civil liberties, including the freedoms of association, press, religion, and speech, and the rights to franchise, to due process of law, and to equal protection of the laws for all people throughout the United States and its possessions. The Union's objects shall be sought wholly without political partisanship" (ACLU Constitution).

Membership: Currently, over 250,000 members belong to the ACLU. The membership includes lawyers, teachers, writers, labor unions, housewives, legislators, students, clergymen, business executives--all sharing a belief in the Bill of Rights. Additionally, 50 independent ACLU branches and eight national chapters are affiliated with the national ACLU. When an individual joins the ACLU, he or she becomes a member of the local affiliate and the national ACLU. Dues are split between the local and national organizations with the local affiliates receiving a greater share.

*The predecessor of the ACLU Foundation was the Roger Baldwin Foundation of ACLU founded in 1969. The functions of the two are quite similar.

The ACLU Foundation does not maintain a membership. Instead, it solicits tax-deductible contributions from individuals and organizations interested in ACLU's objectives.

Voluntarism: Because most ACLU affiliates cannot support more than one paid staff member, volunteers form the heart of most local organizations. ACLU's legal program is supported by the work of thousands of cooperating attorneys who represent the Union without fee. Other volunteers act as legislative lobbyists, newsletter editors, authors of policy papers, public relations experts, fundraisers, and membership recruiters.

Funding: The ACLU is primarily funded through membership dues and private contributions solicited by its Foundation. In 1977 (the most recent year exact figures are available), the combined income of the ACLU and the ACLU Foundation was about $7.7 million, of which $4.5 million went to ACLU affiliates and $3.2 million to the national ACLU and the ACLU Foundation (Annual Report, 1977:2).

Organization and Programs: The ACLU is a private membership corporation chartered by the State of New York. In addition to ACLU's New York national headquarters, a legislative office operates in Washington, D.C. and two regional offices operate in Denver and Atlanta. The organization's policy-making work and legal strategy is conducted by its national Board of Directors. One representative to the Board is elected from each of the 50 affiliates. An additional 30 at-large Board members are elected by a combination of Affiliate Boards and the national Board. An 11-person Executive Committee elected by the Board meets between sessions and is empowered to act for the Board during emergencies.

Each affiliate autonomously elects its own Board of Directors, hires its own staff, and decides what civil liberties issues it will emphasize and what cases it will pursue in court. Over 400 local chapters belong to the ACLU affiliate organizations.

The national ACLU and the ACLU Foundation have sponsored several special projects on priority civil liberties issues. Project directors initiate litigation, provide legal advice, and offer help to State and local affiliates in the following national project areas:

- Project on Amnesty (now defunct)
- Project on Mental Commitment (now defunct)
- National Prison Project
- Project on Migrant Workers Rights
- National Security Project
- Project on Privacy and Data Collection (now defunct)
- Southern Justice Project
- Womens' Rights Project
- Voter Law Project
- Juvenile Rights Project

- Project on Capital Punishment
- Project on Censorship
- Project on Reproductive Freedom
- Project on Revenue Sharing

Juvenile Justice Component:

The ACLU's Juvenile Rights Project is based upon the premise that due process must apply to all minor offenders. In keeping with such a position, the ACLU actively protects the rights of young persons accused of a law violation as well as those already enmeshed in the juvenile justice system, challenges juvenile curfew and pretrial detention laws, and publishes a monthly newsletter entitled The Children's Rights Report.

In addition to the Juvenile Rights Project, the national ACLU has published two ACLU Handbooks affecting young persons: The Rights of Young People by Alan Tussman, and The Rights of Students by Alan H. Levine and Eve Cary.

Advocacy is a final way in which the ACLU involves itself with juvenile offenders. During its June 14-15, 1979 National Board of Directors meeting, the following position was taken:

> The so-called "status offense" should be abolished. At least the same trial, pre-trial, sentencing and post-trial procedural safeguards available to adults accused of crime should be available to youths. In the sentencing of juveniles, incarceration should be considered only as a last resort. Age should be taken into account and all possible alternatives to incarceration should be favored. The indeterminate sentence and the "treatment" model on which it rests should be abolished (ACLU National Board of Directors Minutes, June 14-15, 1979).

Additionally, the ACLU has been a staunch advocate of the 1974 Juvenile Justice and Delinquency Prevention Act and its 1977 and 1980 Reauthorizations.

Conclusion:

The ACLU makes no distinction between types of children and youth served--every young person is entitled to due process as guaranteed in the Bill of Rights. While it does not target serious and violent juvenile offenders for special consideration, the ACLU includes this population in their mandate to legally assist youth in gaining full access to their civil liberties.

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AMERICAN CORRECTIONAL ASSOCIATION (ACA)

Background: The American Correctional Association (ACA) first met in 1870 as the National Prison Association when 130 participants--wardens, chaplains, judges, governors, and humanitarians--joined together with the following commitment that continues to guide the ACA:

> The grand aim of government is to protect the people in the exercise of all the liberty they can rightfully claim. So the central aim of the true prison system is the protection of society against crime, not the punishment of criminals. Punishment the instrument, protection the object; and since it is clear that there can be no real protection agaist crime without preventing it, prevention must be placed fundamentally in the principles of a true prison system. (American Correctional Association, 1982a.)

By 1908, the National Prison Association had become the American Prison Association. Its original, informal round-table discussions expanded into a method of educating the field's newer entrants, as well as keeping the veterans informed of current sociological and penological trends. It was in 1954 that the American Prison Association became the American Correctional Association.

The ACA's major accomplishments include establishing a series of standards for adult and juenile correctional services, and creating an accreditation mechanism for the implementation of standards in 1974. Additionally, the ACA has collaborated with the Law Enforcement Assistance Administration (LEAA), National Institute of Corrections (NIC), Department of Labor (DOL), Department of Health, Education and Welfare (HEW), and numerous State and local governments in research, demonstration, and on-site evaluation.

Objectives: The four primary objectives of the ACA are as follows:

- to take a greater role in formulating national legislation in policy areas affecting the correctional process;
- to build and maintain a more effective advocacy of the correctional perspective, not only in Congress but in the policymaking levels of the Executive branch of government;
- to increase their participation in the resource allocation process to minimize the impact of Federal and State funding cuts on corrections; and
- to work to prevent legislative mandates that lack the requisite funds for corrections to fulfill such mandates.

Membership: ACA membership is open to all interested parties. Members range from corrections professionals to interested citizens, as well as public and private agencies, departments, institutions, universities, religious bodies, professional correctional associations, and affiliate organizations. Currently, the ACA has over 12,000 members contributing almost $350,000 annually in dues.*

Voluntarism: The volunteer's role in the organization's actual administrative body is limited. Services provided to or contracted with member agencies and individuals are usually conducted by highly trained professionals. However, membership is not restricted to professionals. Volunteers and/or interested individuals do share information and training disseminated by the ACA. Training volunteers to work within the correctional system is significant to the ACA. The ACA believes, "Adequately trained and well-supervised volunteers are essential adjuncts to effective delivery of services to adult and juvenile offender at all stages of the correctional process." (American Correctional Association, 1982a.) Volunteers also share a special discount membership with students, inmates, retired correctional personnel, and interested citizens.

Funding: Membership dues account for the largest single portion of ACA revenues. In 1981, the ACA received $350,000 from dues and $3,500 in contributions. These joint figures totaled $353,500, 25 percent of the ACA's total revenues. Revenues from publications accounted for an additional $49,000, and advertising in ACA periodicals earned $98,000. However, in 1981, 64 percent of the Association's total assets came from corporate grants, governmental grants, and contracts. The ACA's Standards Maintenance Program, for example, is funded by the National Institute of Corrections. Also, local entities such as the Tennessee Department of Corrections contract for many Association programs and services.

Organization and Programs: ACA's policy is made by either the elected Board of Governors with ratification by the Delegate Assembly, or by majority vote in the Delegate Assembly. The latter, representing local Chapters, determines ACA's positions on broad social and profesional issues, as well as future legislative and programmatic priorities. This is done through resolutions or policy statements approved at the Association's biannual conferences. Policy statements have, in the past, touched on such subjects as affirmative action and female correctional officers. Additionally, the ACA publishes several periodicals including a bi-monthly magazine, Corrections Today, and a newsletter, "On the Line." They also publish topical reports on a myriad of subjects in corrections and criminal justice.

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*The ACA is now experimenting with a dual membership plan for professional organizations in either the ACA or the American Jail Association, which allows for membership in both associations.

Local Chapters composed of affiliate organizations such as the American Association of Correctional Psychologists and the American Correctional Chaplains Association as well as State Chapters act independently of national oversight.

The ACA offers a variety of services and programs for both members and non-members, some of which include training courses for correctional officers, seminars for correctional lawyers, and the development of a program to encourage victim restitution. By far the most well known is the ACA accreditation program which involves the setting of standards and the accreditation of correctional facilities.

Juvenile Justice Component:

Although the ACA does not conduct youth programs, their work with the correctional system does, in part, include the juvenile justice system. The ACA sets standards for correctional facilities throughout the country; develops guidelines and policy procedures that include standards for juvenile detention facilities, juvenile training schools, juvenile community residential services, and juvenile probation and aftercare services, many of which are followed nationwide; and influences the juvenile justice system through its policy statements and resolutions. The resolution quoted below was adopted in 1980 as philosophical support for the authorization of Juvenile Justice and Delinquency Prevention Act monies to studies and programs for serious juvenile offenders.

ACA Resolution Adopted 1980

SERIOUS JUVENILE OFFENDERS

WHEREAS: the American Correctional Association is concerned with full research and knowledge of serious juvenile crime and offenders, as well as serious adult crime and offenders, and

WHEREAS: the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has established an initiative in the amount of $4.3 million to study the serious juvenile offender.

THEREFORE BE IT RESOLVED: That the American Correctional Association commends the OJJDP in this effort and encourages the support and services of any of our related affiliates also concerned with the serious juvenile offender.

BE IT FURTHER RESOLVED: That toward the end of dealing fairly with the most serious juvenile offenders, and other serious youthful offenders as well, the American Correctional Association urges LEAA and OJJDP to allocate additional funds to identify systems, strategies and improved methods for establishing effective programs for youthful offenders. (American Correctional Association, 1982b:15.)

In 1978, the ACA, through its influence with the Office of Juvenile Justice and Delinquency Prevention, encouraged deinstitutionalizing status offenders. In 1980, the ACA encouraged additional funding and research on the causes of violent and serious juvenile crime. Beyond these areas, the ACA has no programs for violent and/or serious juvenile offenders, although it does run training programs for correctional officers dealing with these offenders.

Conclusion:

The ACA deals specifically with corrections--both adult and juvenile --and has considerable influence in rehabilitating offenders. Their work directly affects all offenders, including the serious and violent offender, through the setting of standards and accreditation within the prisons themselves, and indirectly through the placement of ACA trained and supported personnel in the correctional system. This unique access to the system is a potentially powerful tool in dealing with the serious and violent offender. Presently, it has not been extensively utilized for that specific population.

For more information, contact:

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THE AMERICAN LEGION

Background: Born in 1919 at a caucus of the first American Expeditionary Force in Paris, France, the American Legion served as a fraternal organization based on comradeship and dedicated to equitable treatment for veterans, particularly the disabled, and widows and orphans of veterans. The first meeting was attended by 1,000 officers and enlisted men. By 1981, over 2,650,000 veterans from World Wars I and II, the Korean War, and Viet Nam belonged to the American Legion, and over 16,000 local American Legion posts operated around the country.

Objectives: The objectives of the American Legion are stated in its "Preamble to the Constitution," as follows: "For God and country, we associate ourselves together for the following purposes: to uphold and defend the Constitution of the United States of America; to maintain law and order; to foster and perpetuate a one hundred per cent Americanism; to preserve the memories and incidents of our associations in the great wars; to inculcate a sense of individual obligation to the community, state and nation; to combat the autocracy of both the classes and the masses; to make right the master of might; to promote peace and good will on earth; to safeguard and transmit to posterity the principles of justice, freedom and democracy; to consecrate and sanctify our comradeship by our devotion to mutual helpfulness." (The American Legion, 1981.)

Membership: Originally, the American Legion limited membership to veterans of World War I. In 1942, the charter was amended to include World War II veterans, and, more recently, Korean War and Viet Nam veterans were admitted as members. At this time, 55 percent of the American Legion membership are veterans of World War II, and 43 percent are veterans of Korea and Viet Nam; only two percent (approximately 54,000) are of the original constituency.

Voluntarism: Legionnaires at local posts actively volunteer to build community houses, swimming pools, parks, and playgrounds in communities throughout the country. Annually, Legionnaires donate over one million hours of volunteer time to their community and raise millions of dollars for various charities such as the Red Cross, United Fund, and United Cerebral Palsy. In the juvenile justice area, the Legion sees the role of the volunteer as vital "in both prevention and rehabilitation of serious and violent juvenile crime offenders." (Olszewski, 1982:6.)

Funding: The American Legion receives the majority of its revenue from contributions, membership dues, and donations. Because most service dissemination takes place at the local level, until very recently the Legion had only a vague idea of the service proportions rendered locally. In 1977, the Legion began surveying local posts and

consolidating the information to gauge the Legion's qualitative success. The most recent survey, based upon a 43-percent response representing 1.5 million members, indicated the following local expenditures for 1980-81:

Cash aid given to veterans	$ 685,245
Volunteer hours at VA hospitals	888,640
Cost of sending boys to Boys State	1,510,459
Cost of Boy Scouts to Legion	409,404
Cost of school awards	323,342
Number of dollars for scholarships	765,661
Cost of aid to the Special Olympics	306,637
Cash aid to children and youth	876,583
Number of children given direct aid	184,042

Organization and Programs: The American Legion is governed by a national adjudant and national officers elected by the membership at annual conventions. The membership determines policies and programs through these conventions. Local posts act independently, answerable first to their community and then to the national officers.

Programmatically, the Legion is active both on the national and local levels. On the national level, the Legion has divided its programmatic outreach into seven categories: Veterans' Affairs and Rehabilitation, Children and Youth, Americanism, National Security Foreign Relations, Legislative, and Economics. At this time, local level programs are primarily the responsibility of local posts. "Because each local American Legion Post is an autonomous unit choosing its own programs and activities, we encounter literally thousands of activities which local posts have undertaken not otherwise covered as official national programs...projects as wide ranging as the operation of a small town's only restaurant, to the organizing of a volunteer ambulance service, to the building of parks and memorials, to raising money for local projects, or just providing a place for kids to hang out, are a few examples." (The American Legion, 1981:24.)

One of the American Legion's basic objectives is to serve children and youth--to assure care and protection for the children of veterans, and to improve conditions for all children. As early as 1925, the American Legion established a division on child welfare and in the mid-40's created Boys Nation, an educational camp for boys on political and civil responsibility. The Legion has also been very active in raising funds for numerous youth and youth illness programs, such as Cerebral Palsy, Reye's Syndrome, or Hemophilia.

Juvenile Justice Component: The Legion is involved indirectly in the juvenile justice area by allocating research funds for youth problems and adopting strong youth advocacy positions. In the latter area, the Legion has supported the JJDP Act reauthorizations in both 1977 and 1980, and in

1982 testified before the Coordinating Council on Juvenile Justice and Delinquency Prevention. The 1982 testimony demonstrated special concern for serious and violent juvenile offenders. "In 1979, juveniles accounted for 20 percent of all violent crime arrest...," testified Alan Olszewski, the Legion's Assistant Director, "yet figures show that the Office of Juvenile Justice and Delinquency Prevention has devoted an average of only...8.2 percent [of its funds] toward programs dealing with violent juvenile crime offenders for fiscal years 1978 through 1981....More precisely, a concentrated effort must be aimed at the repeat delinquent offenders...provision must be made to train police, correctional professionals, courts and those personnel necessary to apprehend, prosecute, incarcerate, and effectively rehabilitate the involved juvenile." (Olszewski, 1982.) These figures and comments prompted the American Legion to adopt the resolutions quoted in Figure 1 on the following page for serious and violent juvenile offenders.

Conclusion: One of the American Legion's major objectives is to serve children and youth--a function they have carried out consistently over the years. At this time, few programs for juvenile offenders exist on the national level, and local level programs have not been centralized. However, the Legion recently has played an active advocacy role by adopting resolutions dealing specifically with the serious and violent juvenile offender.

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Figure 1

AMERICAN LEGION NATIONAL EXECUTIVE COMMITTEE RESOLUTION, MAY 1981

WHEREAS, Juveniles account for almost half the arrests for serious crimes in the United States; and

WHEREAS, Numerous elementary and secondary schools across the country are experiencing serious and at times critical levels of violence and vandalism; and

WHEREAS, Schools in America spend in excess of $500 million on vandalism each year; and

WHEREAS, The impact of violence and vandalism in our schools affects the morale of students, teachers, administrators, parents, and impedes educational advancement and fosters patterns of juvenile delinquency; and

WHEREAS, Violence and vandalism in our nation's schools result in enormous loss of educational resources and human potential and contribute to the high rates of juvenile delinquency within the United States; now, therefore, be it

RESOLVED, By The American Legion in National Convention assembled in Boston, Massachusetts, August 19, 20, 21, 1980, That school boards and state educational agencies develop a balanced and effective program to reduce and prevent violence and vandalism; and, be it further

RESOLVED, That the local Posts urge and assist those in the educational community to join together with juvenile authorities and child-serving institutions in efforts to reduce the development patterns of delinquency in schools; and, be it finally

RESOLVED, That the Congress of the United States enact appropriate legislation to establish a grant program to assist those schools in need in bearing the financial burden of implementing these programs." (Minutes, American Legion National Convention, August 19-21, 1980.)

WHEREAS, The National Commission on Children and Youth is vitally concerned about the high levels of violent crime committed by juveniles in this nation each year; and

WHEREAS, The Juvenile Justice Delinquency Prevention programs now promoted by the Office of Juvenile Justice have proven very effective in many states; and

WHEREAS, The proposed block grants for states will not specifically earmark funds for delinquency prevention programs and, therefore, such programs may be significantly limited or even eliminated; now, therefore, be it

RESOLVED, By the National Executive Committee of The American Legion in regular meeting assembled in Indianapolis, Indiana, May 6-7, 1981, That The American Legion opposes any and all efforts to eliminate the Office of Juvenile Justice and its programs because of a lack of appropriate funding; and, be it further

RESOLVED, That the need to bring the national economy under control cannot overshadow or ignore the need to further the Office of Juvenile Justice and its programs which may be our only national defense against an impending escalation of juvenile crime in America." (Minutes, American Legion National Executive Committee Meeting, May 6-7, 1981.)

AMERICAN OPTOMETRIC ASSOCIATION (AOA)

Background: The American Optometric Association (AOA) was founded in 1898 as the American Association of Opticians, a professional organization representing the optometric field. In 1919, the American Association of Opticians became the American Optometric Association. The AOA has become more than a representative of optometrists; it has also become an advocate of proper eyecare. Today, the AOA is a federation of affiliated State associations which represents 22,000 doctors and students of optometry nationwide.

Objectives: "To improve the vision care and health of the public and to promote the art and science of the profession of optometry." (American Optometric Association, 1981:2.)

Membership: To qualify for membership, an optometrist must have graduated from an accredited school or college of optometry, passed the State Board of Optometry in the State in which he/she practices, and must be a member of his/her State optometric association. Upon joining the AOA, members affiliate with one of nine member classifications:

- active optometrists;
- military optometrists;
- U.S. Public Health Service--doctors of optometry;
- life;
- honorary;
- student;
- special class; or
- associate.

Voluntarism: Not applicable to this organization.

Funding: The AOA is a private, nonprofit professional membership corporation. Membership dues are the AOA's major funding source.

Organization and Programs: The AOA is guided by an 11-member Board of Trustees and representatives of the Association's voting membership through an annual congress. These representatives, known as the House of Delegates, meet annually to transact Association business, elect officers, and establish policy.

The national Association's structure consists of: two commissions, one on standards and the other on continuing education; and five sections dealing with contact lenses, multidisciplinary practice, paraoptometrics, sports vision, and low vision. There are also three divisions and numerous advisory and standing committees in the areas of legislation and education, councils, task forces, and project teams. The national Association acts as an advocate, sponsors awards, maintains a library, and publishes two periodicals--a scientific journal, the Journal of the American Optometric Association, and a tabloid, AOA News.

National programs outside the areas of public education, advocacy, and research are rare. Most services and programmatic outreach take place among the membership on an individual basis.

Juvenile Justice Component: As early as 1926, individual optometrists began exploring the linkage between vision-related learning disabilities and juvenile delinquency (LD-JD link).* In 1947, the behavioral theory received national attention when the Journal of the American Optometric Association published a scientific study of the visual capacities of Napa State Hospital inmates. The study concluded that an abnormally high percentage of juvenile inmates suffered from visual disabilities.** Over the years, further research has supported this link between visual problems, learning disabilities, and juvenile delinquency.***

* Prior to the 1920's, the classical theory of optometry prevailed within the profession. Classical theorists and practitioners believe that vision care means "detection and referral for or treatment of disease, correction of refractive errors with glasses or contact lenses to restore 20/20 acuity at distance and near, thus providing clearness and comfort." To a behavioral optometrist, vision care means "(1) detection and referral for or treatment of disease, (2) evaluation of visual functioning which affects visual achievement, (3) provision of lenses to prevent (initial, or any further) adverse eye and visual adaptations, to enhance visual information processing, and to compensate for adverse refractive conditions to restore normal distance and near acuity, and (4) provision of optometric visual training for developing or improving visual skills which are prerequisite to efficient processing of visual information (reading, etc.)." (Hendrickson, 1982:3.) In short, "Optometrists are interested in 'visual' (as defined above) problems that affect learning. Their field is not the treatment of learning disabilities. Optometrists are not educators. That is, optometry's role lies in treating learning related visual problems, not visually related learning problems (disabilities). It is the visual problems (not alone, but among other factors) that affect learning, that result in learning disabilities, which in turn can lead to delinquency (family, economic, environmental, peers, teachers, etc.)." (Hendrickson, 1982:3.)

** See Charles Brookes, "Juvenile Delinquency as an Optometric Problem." Journal of the American Optometric Association 18:307-311 (January, 1947).

***Members of the AOA also have been active in another organization that has been interested in juvenile delinquents since its inception in 1929--the Optometric Extension Program Foundation, Inc. (OEP Foundation). The Foundation provides postgraduate education for optometrists in behavioral optometry. In 1970, a group of OEP Foundation members formed the College of Optometrists in Vision Development (COVD) to establish levels of competency and certify member optometrists in delivery of behavioral vision care.

Two of the more recent studies found that juvenile delinquents were of average to superior intelligence and that in most cases, learning disabilities were vision related; and that institutionalized youths have a higher rate of vision problems than the general population.*

The AOA has been involved programmatically with juvenile offenders, including the serious and violent offender. For example, one program was administered to the Lookout Mountain School, an educational facility for institutionalized youth, by the Colorado Division of Youth Services and the Colorado Optometric Center. Those involved in this program, which emphasized the correction of vision disabilities and remedial education, ran a recidivism rate of only four percent, as opposed to a general population recidivism rate of 18 percent.

Another example of the LD-JD theory applied programmatically was Project New Pride in Denver. Funded by LEAA, New Pride worked with serious juvenile offenders 14 to 17 years-of-age.** The treatment involved remedial education and optometric care to overcome perceptual and cognitive learning disabilities, counseling, cultural education, and vocational training and placement. The New Pride staff included a vision therapist and required an optometric examination at entrance. Evaluation of the project found that 92 percent of the referrals suffered from at least one learning disability, and 71 percent suffered from two or more. Visual problems were the second most common learning disability. By treating these disabilities and supplying other related services, the New Pride project decreased the recidivism rate by five percent and was honored by both the State of Colorado and the U.S. Department of Justice.

Finally, the AOA has been a philosophical supporter of the juvenile justice system by supporting the reauthorizations of the Juvenile Justice and Delinquency Prevention Act in both 1977 and 1980, and by continually urging greater optometric involvement in the system through prevention and treatment programs by publishing its Federal Programs Available to Optometrists Working With Visually Related Learning Disabilities.

Conclusion: The AOA and allied organizations have been involved extensively in the juvenile justice area. Their main contribution has been the research and application of the LD-JD theory and the behavioral vision care theory. "Most, if not all of our involvement in helping juvenile delinquents or preventing juvenile delinquency, has been in supplying the basic and core concepts of behavioral functional optometry to licensed optometrists, our Clinical Associates for over the past 54 years, and teaching them how to apply those concepts in practical regimens to already incarcerated youths." (Hendrickson, 1982:1.) However, there has been infrequent utilization of this knowledge. One reason for this is government skepticism about the link. In 1976, LEAA and the National Institute for Juvenile Justice and Delinquency Prevention (NIJJDP) directed the American Institutes for Research (AIR) to evaluate the existing research on this link. They agreed that there was indeed a link between delinquency and learning disabilities, but such a linkage was only one of many factors.

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* See William Mulligan, "Dyslexia, Specific Learning Disability and Delinquency." Juvenile Justice 23:20-25 (November, 1972) and Siu Wong, "Vision Analysis and Refractive Status of Youths in a Juvenile Detention Home Population." Journal of Optometry and Physiological Optics 53:112-119 (March, 1976).

**New Pride defined serious juvenile offenders as those youth committing robbery, burglary, or assault two or more times.

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ASSOCIATION OF JUNIOR LEAGUES (AJL)

Background: The first Junior League was established in 1901 by Mary Harriman in response to the lack of services for lower income families residing in New York City. Known as the Junior League for the Promotion of Settlement Movements, the League consisted of 80 members who volunteered their time to the Settlement Houses of the city. By 1912, Junior Leagues existed in six cities besides New York and offered such services as baby clinics, home nursing classes, and orphanages; one even organized a garment factory to employ needy women.

However, though all seven Leagues were dedicated to providing volunteer services to their communities, they all existed in isolation. In 1921, the Association of Junior Leagues of America (AJL) was formed to bring central coordination to the Junior Leagues throughout North America. During this period, a Board of Directors was created and a constitution was written. Over the six decades that followed, the AJL grew not only in the total number of local agencies served, but in the number and diversity of services rendered. Today, the AJL is comprised of 250 autonomous Leagues in communities throughout the United States, Canada, and Mexico.

Objectives: The AJL's objectives are promote voluntarism, to develop the potential of League members for voluntary participation in community affairs, and to demonstrate the effectiveness of trained volunteers.

Membership: The 250 Junior Leagues throughout the United States, Canada, and Mexico have a collective membership of 140,000 women. Approximately 38 percent of these members are employed out of household or are students. Active members are women between the ages of 18 and 45 who have been invited by a Junior League to join its organization. Criteria for membership include leadership potential and a willingness to serve the community on a volunteer basis. In 1980-81, more than 7,500 women were admitted for training as members. Of these, approximately 47 percent were employed and/or students, with an average age of 30.

Voluntarism: From its inception, the AJL has stressed the role of volunteers in the community. From its original 80 volunteers, the AJL's membership has grown to 140,000 women who work as leaders and trained volunteers throughout the United States, Canada, and Mexico. Even the AJL bylaws (two of which deal specifically with voluntarism) stress this dependence on volunteers within the organization--their promotion as an effective means of administering services, and their leadership role in the community. Projects within this international organization reinforce this attitude. Project VIE (Volunteers Intervening in Equity), for instance, encourages older volunteers to share their vast experience and knowledge.

Funding: Programs offered have expanded from the few established during the 1920's to literally hundreds, including but not limited to such areas as child health and welfare, community awareness, criminal justice, education, and environmental protection. In 1980-81, Junior Leagues sponsored 1,400 projects on the local level dealing with all facets of community needs, as well as programs dealing specifically with children, older adults, women, and the handicapped. Additionally, the Leagues were engaged in over 600 public affairs/advocacy activities--expressing concern through testimony, position papers, reports, public statements, letters to public officials, and public meetings.

Most fund-raising activities and program sponsorship occur on the local level. Local Junior Leagues seek grants (government and private), hold special money-raising events, and accept contributions to fund their various programs. During 1980-82, the local Leagues netted more than $12 million for community projects. They also raised more than $5 million in grants from government and private foundations.

Organization and Programs: On the national level, the AJL is run by a 25-member Board of Directors. The Board is responsible for overseeing the affairs of the Association, as well as implementing policy made by the Board in conjunction with the member organizations. The Association also serves to coordinate and disseminate information, and acts as advisor and consultant to the membership organizations. Association headquarters in New York City houses the professional staff and several national projects (such as Project VIE mentioned above). The Association also publishes several periodicals including a magazine, The Junior League Review, and a news-sheet, Newsline. The first is published bi-annually, while the latter is printed six times a year.

On the local level, Junior Leagues still exist as independent organizations, just as they did six decades ago. Tied together by by-laws and the guidance of the Association, member Leagues still raise and distribute funds, run programs, and administer services as autonomous entities.

Juvenile Justice Component: In keeping with its advocacy role, the AJL has been a supporter of both the 1977 and 1980 reauthorizations of the Juvenile Justice and Delinquency Prevention Act. On an association-wide level, AJL maintains a formal Child Advocacy Project. The project works through a legislative network and in conjunction with national, State, and local organizations. The goal of the project is to achieve permanent benefits for children and families.

On the local level, the individual Leagues maintain many projects in various areas related to juvenile justice, although none are set up specifically for the serious or violent offender. Project Daybreak in Albany, New York, for instance, works to open detention homes for

status offenders in the community as an alternative to the correctional system. In Amarillo, Texas, the Junior League maintains a program training volunteers to work within the juvenile justice system as counselors for youth on probation. And in Billings, Montana and Dallas, Texas, volunteers run diversionary units, the first for the adjudication of juvenile offenses (by conference committee), and the latter for maintenance of a community detention center.

One program dealing specifically with juvenile felons (eight youths) does exist in Dayton, Ohio. The project, known as the George Foster Home, houses and supervises the juveniles, acting as their last chance before induction into the correctional system. This program sometimes includes violent or serious offenders deemed salvageable by the courts. All have committed felonies.

Conclusion: The AJL has been active in the juvenile justice field, both on the national level as advocates and on the local level rendering direct services. Local programs deal with all aspects of community needs from the family to the environment, inclusive of the field of juvenile justice. However, relatively few deal with the serious or violent offender. The one exception is Dayton's George Foster Home which works to rehabilitate juvenile felons--but on a small scale (dealing with only eight juveniles).

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FAMILY SERVICE ASSOCIATION OF AMERICA (FSAA)

Background: The Family Service Association of America (FSAA) was created in 1911, the culmination of a three-decade growth of the family service movement. Then known as the National Association of Societies for Organizing Charity, the FSAA began as a 62-member loose federation of private, nonprofit organizations that stressed coordination of relief to the poor and social reform. In 1929, with the onset of the Great Depression, the FSAA's size and services were greatly expanded. Beyond the provision of family and community financial support, the FSAA developed relief programs for victims of the economic collapse. In 1935, this role was expanded once more when the FSAA and its member agencies fought for passage of the Social Security Act. This national advocacy role has been a central FSAA function ever since. Today, the FSAA continues this vital work in 1,000 communities in America and Canada.

Objectives: The FSAA was created to serve and strengthen the family. It works to prevent and solve family problems through counseling and education programs, and acts as advocate for social welfare and other family services on the national level.

Membership: The FSAA is a voluntary network of local human service organizations. Presently, there are 260 affiliates throughout the United States and Canada. These affiliates fit no single mold--they range from Family Service Agencies to Catholic and Jewish Family Centers, from the Family Service Association of Beloit to Community Services of Greater Chattanooga, Tennessee. On the national level, the FSAA is not an individual membership organization.

Voluntarism: Volunteers, in association with professionals, work at every level of the FSAA. They act as client advocates and sometimes as community educators. They also participate in FSAA policy shaping through volunteer positions on the National Board of Directors, Membership Committee, Standards Development Committee, Personnel Committee, Program Priorities and Budget Committee, Family Policy Committee, as well as other special committees created to deal with important current topics.

Funding: The FSAA derives almost all of its funding from private sources such as contributions or bequests. In 1979, only 4.5 percent of the organization's total revenues were of government origin, while in 1980 support from government sources was nonexistent. Other funding sources include proceeds from fund-raisers, private grants, membership dues from local agencies, publication sales, and program and administrative service fees. On the local level, governmental grants do play an important role in the funding of programs. United Way allocations also figure prominently in local funding.

Organization and Programs: On the national level, the FSAA is governed by a 60-member voluntary Board of Directors. The executive staff--the president, two national vice-presidents, and eight regional vice-presidents--is assisted by 50 support staff persons. Local agencies actively utilizing national services receive technical assistance, such as the FSAA library reference service, crisis serivce, personnel referral service, a bienniel assessment service, and technical aid. In 1980, regional consultants, national staff specialists, and volunteer board members were collectively involved in over 2,000 service contacts with member agencies. The FSAA also acts as a communication center, facilitating the sharing of ideas and concerns among member agencies. Additionally, the FSAA works with training institutes and conferences to help volunteers reach their optimal effectiveness. Finally, the FSAA publishes a regular newsletter, a professional journal, pertinent books and articles, as well as produces a series of films and videotapes.

While local organizations must meet and maintain FSAA standards, they act independently. Program creation and administration is the responsibility of the local agency. In this way, programs can be fit to the community they will serve. Formal programs on the national level are rare. For the most part, the FSAA limits itself to shaping the national focus of the organization. For instance, in June 1982 the FSAA Board of Directors voted to make family violence a national program emphasis--local compliance is voluntary.

Juvenile Justice Component: While no formal programs exist on the national level, the FSAA was an initial supporter of the 1974 Juvenile Justice and Delinquency Prevention Act and has endorsed its 1977 and 1980 reauthorizations. However, FSAA member agencies have been very active programmatically and have shown a strong emphasis on youth-related programs. While some of these programs do include the serious and violent offender under their broad mandate to serve troubled youth, few if any deal specifically with that youth population. What is notable on the local level is the diversity and frequency of youth programs. FSAA member agencies run programs for troubled youth dealing with nonconforming as well as less serious delinquent youth in several States; sponsor programs for delinquent youth of a less serious nature in Maryland, Michigan, Tennessee, and Indiana; and operate diversionary programs for all youth in Indiana, Pennsylvania, Wisconsin, Texas, and Rhode Island.

Conclusion: The FSAA has successfully provided social welfare advocacy at the national level and programmatic services at the local level through its membership agencies. Yet, even though the locals have shown a strong emphasis on youth programs, neither they nor the national organization has focused on the serious and violent juvenile offender.

For more information, contact:

Family Service Association of America
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FUND FOR ADVANCEMENT OF CAMPING (FAC)

Background: When several camping practitioners began the Fund for Advancement of Camping (FAC) in 1962, their goal was to create a nonprofit corporation with a different purpose than the American Camping Association, the camping movement's traditional membership organization.* Its primary belief was that outdoor experience provided a necessary therapeutic relief for individuals within frantic urban environments.** With this idea firmly in mind, the FAC has sponsored relevant camping studies, research, and publications; disseminated occasional papers on pertinent topics; distributed scholarships; and organized camping symposia and training programs.

Objectives: The FAC's goals are "to concentrate on identifying needs, stimulating inquiry, evaluating trends, sharing practical information, and helping to initiate innovative approaches in training programs and administration of the outdoor experience." (Fund for Advancement of Camping, n.d.a.)

Membership: Because FAC aims to serve the entire outdoor experiences field rather than a specific constituency, it is not a membership organization. Instead, it invites support and active participation from all persons interested in its objectives via the Associate or Patron program. Associates contribute $25 annually, while FAC Patrons donate $100 or more each year in return for the following services and roles within FAC:

- participation in the FAC Resource Group on projects; nominator for Program Excellence in Camping Awards; submission of Trustee nominations;
- participation in regular meetings for FAC Associates in conjunction with related professional meetings;

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* The American Camping Association (ACA), founded in 1910, is a membership organization for camp owners, directors, counselors, businesses, camps, and students interested in organized camping. It conducts seminars and certification programs, offers information services, maintains a library, and conducts annual membership meetings.

**Therapeutic camping was not a new concept in 1962. As early as the 1920's, Dr. Clifford Shaw of the Chicago Area Project used camping to help problematic inner city youth. Additionally, Princeton University sponsored a two-week summer camp for boys from the New Jersey State Reformatory in the 1930's. Summer resident camping programs for troubled youths were further developed by Dr. L. B. Sharp throughout the 1930's and 1940's. From 1946-1966, Campbell Loughmiller developed a year-round resident camp for emotionally troubled boys sponsored by a group of philanthropic businessmen. Finally, the Outward Bound Experience developed in England in 1941 and transferred to the United States in 1962 added to the therapeutic camping concept in America. (See Lingle, 1980.)

- preferential consideration for publication and distribution of research and professional studies and articles;
- receipt upon request of FAC studies, reports, and papers, as well as a discount on major publications; and
- receipt of FAC Newsletter as well as appropriate FAC insignia and certificates.

Voluntarism: The role of volunteers with the FAC is primarily restricted to those Trustees who set organizational policy.

Funding: As a private, nonprofit corporation, the FAC is dependent upon the yearly contributions of Associates and Patrons, income from its publications, and conference and training funds. Additionally, FAC Trustees provide personal financial support as well as solicit project and operational funds from private sources.

Organization and Programs: The FAC is governed by a group of volunteer Trustees who are educators, camping professionals, and interested laypersons from all walks of life. Associates and Patrons may submit candidates for Trustee nominations. The national office, located in Chicago, is staffed and operated by one professional staff member--the Executive Director--and a staff secretary.

A primary role of the FAC is to identify camping needs and initiate programs that can then be transferred to other associations and organizations to make them operational. Only occasionally will FAC provide small seed money grants or help secure outside funding of unique and innovative outdoor experiences. Thus, it is neither a program operational organization nor a program-funding body. What FAC does sponsor are a wide variety of activities and ongoing projects, some of which are summarized as follows:

Activities

1. Symposia and Workshops:
   a. Penn State University Symposia on "Research, Camping, and Environmental Education," and "Evaluation Strategies: Assessing Outdoor Program Effectiveness."
   b. Camping Unlimited Workshops, consultations, and curriculum materials for camper and staff integration of minorities.
   c. Dialogues on Responsibility concerning the establishment of a camping profession.
2. Research and Publications:
   a. Occasional Papers issued quarterly relating innovative ideas and programs about camping.

   b. FAC publications including regular newsletters as well as major monographs on camping.
   c. Camp Standard Rewrite and Testing project on measurement of camp quality having a national application.
   d. Maine Camp Study project establishing the economic value of camping to the State of Maine.
3. Training:
   a. Camp Directors Certification Program for training camp directors cooperatively with many universities.
   b. Black Staff Counselor Training program sponsored in conjunction with Mid-America Region of the YMCA.

Ongoing Projects

1. National Symposim are sponsored annually to discuss topics relevant to camping.
2. Day Camp Program Book is being written to highlight an Environmental Awareness Program for day camps.
3. History of Camping is being explored through two projects--a book being written and planned for publication in 1982, and an oral history and video tape production with leaders of the camping movement.
4. Data Retrieval and Dissemination System is being developed to store and computerize significant camp-related research.

Juvenile Justice Component: In addition to the above, several activities and ongoing projects for underprivileged youths and youths involved with the juvenile justice system have been sponsored by FAC:

Activities:

1. Consultation on Camping for Maladaptive and Adjudicated Children Project is being conducted with the ACA.
2. Camping for Inner-City Children formulated by FAC, conducted by ACA, and financed with Health and Human Services funds.

In Chicago, Youth Officers are participating in a diversion project called the Starsky and Hutch Program, where they register young people from their patrol vehicles for a summer camp experience. The 1981 pilot program figures indicated 150 young people served by this program.

Ongoing Projects:

1. Juvenile Justice River Seminars are co-sponsored with the Santa Fe Mountain Center and designed to give juvenile court judges and key personnel a stress adventure group experience as well as a seminar on Alternatives for Youth-At-Risk. Alternatives for Youth-At-Risk gathers information and shares expertise on the uses of outdoor experiences as alternatives to incarceration for at-risk youth.

A member of the Consortium, the United Community Services of Detroit, is conducting a demonstration and research project in a camp setting provided by Camp Fire, Inc.

The latter program, Alterntives for Youth-At-Risk, has become a major FAC endeavor and is deserving of a more detailed examination.* Begun in 1979, the Youth-At-Risk project's priorities include "survey research to discover the extent of current program efforts, basic research to validate claims of success and to uncover why programs are effective, and informtion dissemination to share new findings with interested practitioners and enhance program availability." (Fund for Advancement of Camping, n.d.b.) To implement these activities, FAC created the National Consortium on Camping and Outdoor Education for Youth-At-Risk to undertake the following:

- establish a clearinghouse which would enable individuals and agencies to interact on areas of mutual interest in service to youth at risk;
- develop a directory of who is doing what with whom, designed primarily for parents, school authorities, judges, police, and youth and family serving agencies to facilitate their being acquainted with programs which might serve their needs;
- stimulate joint meetings with other national organizations to explore practical means for cooperation in expansion of availability of programs and their utilization;
- provide or cause to be provided bases for improved policies and practices affecting youth at risk and programs designed for them; and
- stimulate increasingly effective use of empirical research as an aid to practitioners in improving the state-of-the-art of working with and for youth in need of rehabilitative services (Lingle, 1980:18).

*"Youth-At-Risk includes all boys and girls who, for any of manifold reasons, have difficulty adjusting or are unable to adjust to behavior patterns considered normal and wholesome for their peer group." (Lingle, 1980:18.)

Two of the Consortium's most recent projects include the publication of a quarterly information-gathering newsletter as well as scholarship of a survey concerning the use of outdoor experiences by the juvenile courts.*

Conclusion: While the FAC sponsors a great deal of training, publication, and research efforts aimed at underprivileged children and youth at risk, none of their efforts are specifically targeted for serious and violent juvenile offenders. However, an unknown proportion of that population probably is served along with other youths in each of the FAC's youth-serving endeavors. Currently, the FAC is one of two national camping organizations that target status and minor juvenile offenders for specific projects and research.**

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* Permission of the National Council of Juvenile and Family Court Judges was gained in July, 1980 to survey its memberhsip. Questionnaires were mailed to 1,100 juvenile court judges across the Nation and 400 were returned. Findings included the following: "Of the respondents, 32% said that they currently use outdoor programs as an adjunct or alternative disposition. Almost all judges (95%) who use outdoor programs consider these appropriate referrals for delinquent youngsters. Considerably fewer (53%) currently use outdoor programs for status offenders....Only 20% responded that outdoor programs were appropriate referrals for dependent and neglected youngsters." (Gable, 1982:3.)

**Outward Bound also offers programs specifically targeted for serious offenders.

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THE GRASSROOTS NETWORK

Background: In May 1980, nine neighborhood youth-serving organizations met to share their experiences and programs to combat youth crime. The gathering was unique because it was made up entirely of self-taught, nonprofessional experts on youth problems. Sponsored by the American Enterprise Institute (AEI),* the two-day, round-table discussion uncovered three major areas of concern among participants: unsteady relations between their agency and the criminal justice system and government agencies with authority over their programs; lack of regular funding; and difficulties in finding the best ways to interact with hard-to-reach youth. At the conclusion of the Youth Crime and Urban Policy Forum, participants unanimously voted to initiate a united organization called The Grassroots Network. Its goal would be to encourage interested black, Hispanic, Puerto Rican, and other minority groups serving youth through community organization to share information and provide mutual aid.** By 1982, membership in the Network had grown to 21 organizations working with youth in 16 communities across the Nation.

Objectives: As a coalition of black, Puerto Rican, and Mexican-American community organizations that serve troubled youth, the Network seeks collectively to guide minority communities toward self-determination and self-sufficiency.

Membership: The following 21 youth-serving minority community organizations that operate in 16 American cities comprise the membership of The Grassroots Network:

- Austin Developmental Center (Austin, Tex.)
- Belafonte-Tucolcy Center (Miami, Fla.)
- Black United Front (Washington, D.C.)

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* The American Enterprise Institute (AEI) for public policy research was established in 1945 as a publicly supported, nonpartisan educational and research organization. Its objective is to assist the public, policymakers, scholars, business persons, and the press by providing objective analysis of national and international issues. The AEI has been studying the needs of successful urban youth organizations for several years, and the May, 1980 Youth Forum was the peak of such interest.

**Another outgrowth of the need to organize community development efforts was the 1981 creation of the National Center for Neighborhood Enterprises. The Center was founded on the belief "that communities must build upon their own strengths to develop successful enterprises dealing with economic and social problems." (National Center for Neighborhood Enterprises, n.d.) Its primary function is to provide grassroots organizations for the support and technical assistance needed to expand their role in revitalizing urban communities. Ultimately, the Center hopes to put into practice some of the policies developed from the research at AEI (Woodson, 1982).

- Ching-A-Ling Community Development Corporation (Bronx, N.Y.)
- Community Anti-Crime Program (Chicago, Ill.)
- Dade County Community Action Agency (Miami, Fla.)
- El Centro Del Pueblo Community Center (Los Angeles, Calif.)
- Elkhard 2-5 Committee (Philadelphia, Pa.)
- House of Umoja (Philadelphia, Pa.)
- I Cry Project (New York, N.Y.)
- Kinwood-Oakland Community Organization (Chicago, Ill.)
- League of United Latin American Citizens (Houston, Tex.)
- Opa-Locka Crime Prevention Program (Opa-Locka, Fla.)
- Penn Street Civic Association (Chester, Pa.)
- Precinct 120 Club (Washington, D.C.)
- Roxbury Multi-Service Club (Roxbury, Mass.)
- Sey Yes (Los Angeles, Calif.)
- South Arsenel Neighborhood Development Corporation (Hartford, Conn.)
- Youth Activity Center (Detroit, Mich.)
- Youth Identity Project (Bronx, N.Y.)
- Youth In Action (Chester, Pa.)

Voluntarism: The Grassroots Network was founded on the basis of voluntarism. Each of the 21 member organizations voluntarily devotes time individually and collectively to the goals of the Network with no financial remuneration. Additionally, the Network sees voluntarism and self-help as a major political opportunity for urban policy in the 1980's.

Funding: The Grassroots Network has no funding sources for its work. The Network tries to bring members together whenever possible to participate in conferences sponsored by the Center or the AEI. Their concerns are with their ill-funded programs and there are seldom, if ever, funds allotted for travel or meetings.

Organization and Programs: The Network has existed as a looseknit, informal organization of 21 community youth-serving organizations for almost three years. Because of the lack of a central funding source, no formal meeting places or times have been established. Instead, members keep in touch by phone and through conferences convened when necessary.

Each of the 21 member organizations are completely autonomous in organization and structure. Programs for each neighborhood are independently designed and carried out. Facilitating the sharing of successful programs and strategies is a major role of the national Network.

While its informal structure prevents the Network from creating and disseminating programs, it does serve two outreach functions. First, its members are "constantly putting people in touch with each other to help solve problems of urban deterioration and crime." (Woodson, 1982:1.) Second, it seeks out more neighborhood groups that are dealing successfully with urban issues. Beyond telephone

communication, the primary mechanism for dialogue and outreach has been three conferences--the first held in 1980 that formed the Network's foundation, the second held in 1980 in conjunction with the National Black Police Association,* and a mini-conference on January 10, 1981.

The 1980 Conference on The Urban Crisis was held in Philadelphia, Pennsylvania to "communicate the message that urban riots will continue as long as the tensions and frustrations of urban minorities are not eased."** (The Grassroots Network, 1980:2.) In the Conference's Final Report, prepared for national dissemination, the Network further solidified its purpose in addition to endorsing three principles for public policy:

> Members of The Grassroots Network have no desire to be long-term wards of the government. We seek only enough financial aid to become self-reliant. The grassroot community leaders and their minority law enforcement counterparts are taking the lead in developing self-directing minority communities. We ask only that public policy include these principles:
>
> Recommendation 1. Citizens affected by a policy must be consulted in its formulation.
>
> Recommendation 2. Public policy should not hamper the efforts of people who want to develop their own capabilities.
>
> Recommendation 3. Public policy should encourage people to help themselves. (The Grassroots Network, 1980:5-6.)

Juvenile Justice Component: Because members of the Network are all youth service providers, they feel they understand the problems of youth and are in an advantaged position to help them. Therefore, a substantial portion of the 1980 Conference on The Urban Crisis was devoted to youth policy, specifically child welfare and juvenile justice.*** During the Network's

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* The purpose of the National Black Police Association (NBPA) is "to promote justice, fairness and effectiveness in police work and the criminal justice system." (The Grassroots Network, 1980:i.) One purpose of this co-sponsorship was to encourage the NBPA to align themselves with Network members to educate the minority community about basic criminal justice issues.

** The Conference was founded via a grant from the Edna McConnell Clark Foundation.

***The Network maintains that because "it is no statistical accident that 35 percent of the people arrested for criminal activity have been under the foster care system...," child welfare policies are in need of revision. Their four recommendations in this area are as follows: "Recommendation 1. Priorities should be

short existence, it has registered the following criticisms about the Federal juvenile justice policy as set forth in the 1974 Juvenile Justice and Delinquency Prevention Act: OJJDP's concentration upon deinstitutionalization of status offenders has led it to neglect the needs of urban minority youth; the program ignores youths with more serious problems and "leaves them at the mercy of the adult criminal justice system"; and no OJJDP grants have been awarded to urban neighborhood groups or minority organizations that have successful records of working with problem youth. The Network is also critical of the "judicial freedom that has led to inconsistent practices against minority youth. Often the judges are unaware of the community programs that effectively rehabilitate these youths." (The Grassroots Network, 1980:18.)

The following six recommendations were made at the Conference to correct policies that the Network describes as failures for producing solutions to the problems of urban youth crime:

> Recommendation 1. Existing Office of Juvenile Justice policies should be halted immediately, reviewed, and reordered so that resources are redirected to the areas of most need.
>
> Recommendation 2. Priorities should be established to aid youngsters living in areas of populations at risk--high crime, economic deprivation, and high unemployment. Resources should be directed to minority organizations that have demonstrated their ability to alter these youngsters' behavior and to maintain them in their own environment.
>
> Recommendation 3. Individual black minority institutions and research bodies should be supported so they can evaluate and study institutions that attempt to prevent youth crime.
>
> Recommendation 4. Judges should be given stricter guidelines as to when a child should be certified to stand trial as an adult. The same criteria should be applied to all youth.
>
> Recommendation 5. Appeal should be automatic when a child is certified as an adult.

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reordered so youth can receive service in their own home and community. Recommendation 2. Organizations should be funded that place children in a permanent, positive home environment that reflects the child's own cultural and ethnic group. Recommendation 3. Community members, representing the socio-economic and cultural background of the child, should determine suitable home environment criteria for children placed in foster care or permanent homes. Recommendation 4. Every effort should be made to provide financial support for a youngster's placement with a blood or extended family. Foster care placement should be used only as a second option."

> Recommendation 6. Because many minority children have no family or community ties responsible for their care, custody, or control, they are often unable to post bail. We recommend that the opportunity to post reasonable bail be given to youthful offenders on a case-by-case basis so they may be referred to neighborhood organizations and churches." (The Grassroots Network, 1980:19-20.)

The vast majority of programmatic work with youth involved in the juvenile justice system takes place in the Network's member organizations. An example of this effort is Philadelphia's House of Umoja. Originally established as a third world publishing house in 1968, Philadelphia's House of Umoja quickly developed into the Nation's first urban boys' town. After a year of publication, the magazine's founders, Sister Falaka and David Fattah, discovered that most of the letters they received were concerned with urban crime. After conducting some neighborhood research, the Fattahs decided to invite 15 members of their son's gang to live with them in a family, self-help setting. By 1972, the House of Umoja had given up its magazine and begun planning a gang conference to end neighborhood gang violence. When over 500 gang members participated, the Conference gained national recognition. Since that time, the House of Umoja has developed several programs for neighborhood youth, gang members, and ex-offenders that include:

- an employment program for youth coming out of prison--residence and a job at the House is provided for 60 days after release and then they are placed in the community;
- a neighborhood employment program to keep youth out of gangs;
- a security service for the elderly;
- security contracts with 40 neighborhood businesses with no use of guns;
- Umoja Free School program; and
- Umoja Publishing Company.

Currently, the House has over 500 young people working at the residence and in the community in many capacities.

Conclusion: Members of The Grassroots Network are clearly concerned with developing local neighborhood programs for youths with serious problems, violent and serious juvenile offenders included. It is their contention that because alternative solutions to jail already exist within neighborhoods, Federal resources should be redirected to such programs. By holding conferences and continual membership communications, the Network hopes to find other neighborhood organizations similarly concerned with their targeted population of urban youth with serious problems.

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JOHN HOWARD ASSOCIATION (JHA)

Background: Created in 1901, the John Howard Association's (JHA) original goal was to supplement government sources by providing ex-offenders with direct services during their community readjustment. Operating initially in the Chicago area, the JHA soon became a leading private sector agency for criminal justice issues in Illinois, and currently offers contractual criminal and juvenile justice services on a nationwide basis. Today, the JHA stresses the obligation of private sector agencies to review and reform public sector crime and delinquency programs. This advocacy function has supplanted its original service approach to ex-offenders.

Objectives: The JHA's primary objectives are "to promote changes in the policies, programs, or practices of governmental, proprietary, and external voluntary organizations, agencies, and institutions which assume legal responsibility for corrections." (Jensen, 1981:1.) For program year 1981, specific JHA objectives included:

- expansion of volunteer and staff prison, jail, and youth center monitoring activities;
- broadening and improving the public education and technical assistance capacity;
- advocating for juvenile justice policies and legislation consistent with JHA goals and recommendations; and
- conducting research and promoting implementation of policies and specific programs that will reduce prison overcrowding in favor of expanded sentencing options (Jensen, 1981:2).

Membership: Individuals and organizations may become JHA members in one of three categories: student/senior citizen, regular, and sponsor. In return, members receive a quarterly newsletter and a bi-monthly legal affairs bulletin; have access to the JHA library and professional staff; and may participate in JHA seminars, discussions, and debates.

Voluntarism: JHA functions are carried out largely by professional staff. However, trained volunteers are utilized in many prison and jail monitoring projects as well as in other JHA activities.

Funding: The John Howard Association is a private, nonprofit corporation that has never accepted sustaining government funding. Currently, one-half of its support comes from the United Way/Crusade of Mercy of Metropolitan Chicago; one-quarter comes from membership fees, individual donations, and bequests; and one-quarter comes from special project grants and program service fees.

Organization and Programs: While the JHA is located in Chicago and primarily serves the State of Illinois, the Association offers national advocacy, technical assistance, survey and evaluation, planning, and information dissemination services. Its programmatic agenda includes:

- conducting research on the problems, conditions, needs, and trends of various criminal justice agencies and institutions in its service area;
- formulating and promoting policies, goals, and strategies designed to improve and upgrade public and private agencies involved in crime control; and
- developing concrete program and resource allocation plans that will provide improved methods of criminal justice administration and crime and delinquency prevention (Jensen, 1981:1).

Juvenile Justice Component: In addition to supporting the 1977 and 1980 JJDP Act reauthorizations, the JHA conducted the following juvenile justice studies in surveys during the last decade:

- 1971-72: assisted the State of Maryland in developing its comprehensive long-range master plan in the field of juvenile delinquency;
- 1972: completed a 10-county juvenile and criminal justice master plan project in Wisconsin;
- 1973: completed evaluation and recommendations of prevention, law enforcement, court, custody, and aftercare services for juvenile and adult offenders in Lake County, Illinois;
- 1973: submitted five-year master plan regarding juvenile detention and alternatives in the State of Florida;
- 1974: completed long-range master plan for Michigan's city, county, and State services and facilities for the prevention, treatment, and control of juvenile delinquency;
- 1974: submitted survey and long-range master plan for Virginia State Crime Commission recommending revisions in prevention, law enforcement, court, custody, and aftercare services for youthful and juvenile offenders;
- 1975: contracted with Franklin County Children's Services in Columbus, Ohio to evaluate and help develop a program to direct status offenders from the juvenile court;
- 1976: submitted unified Corrections Study of the State of Utah regarding feasibility and desirability of a unified adult and juvenile corrections policy and program;

- 1977: developed "Volunteers in Juvenile Justice" monograph for the National Institute of Law Enforcement and Criminal Justice, setting standards and grades for using volunteers in the juvenile justice system;
- 1977: completed "Evaluation of Wisconsin Shelter Care Programs" funded with State and LEAA monies;
- 1977: released juvenile court services statewide master plan and study for the State of Wisconsin, Department of Health and Social Services, assessing juvenile delinquency prevention, treatment, and control services; and
- 1979-present: provided criminal and juvenile justice technical assistance consultation to 25 States via LEAA and OJJDP grants.

Conclusion: The John Howard Association clearly affects the policy and environment around which many juvenile offenders conduct their lives. While its services to juveniles are not direct, its advocacy, research, planning, and monitoring services touch the lives of juveniles in institutions nationwide. Undoubtedly, serious and violent juvenile offenders comprise an unknown portion of the population affected by Association contractual agreements.

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Bibliography:

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NATIONAL COALITION OF HISPANIC MENTAL HEALTH AND HUMAN SERVICES ORGANIZATIONS (COSSMHO)

Background: The National Coalition of Hispanic Mental Health and Human Services Organizations (COSSMHO) was incorporated in 1973 as a nonprofit, voluntary organization. From its inception, COSSMHO has maintained a unique role as the only national organization that links together a wide variety of culturally and geographically diverse Hispanic agencies, professionals, and community experts in the health and human service fields. Originally composed of eight member agencies from four States, by 1982 COSSMHO membership included over 200 Hispanic agencies and programs, as well as professional associations and practitioners from 32 States, Washington, D.C., and Puerto Rico.

Objectives: COSSMHO's four major objectives are to:

- identify, analyze, and act on research, service, and training needs;
- identify and improve access to funding resources and personnel to meet these needs;
- promote a greater exchange of information on policy and program developments that affect local Hispanic communities and the Hispanic population nationwide; and
- share Hispanic perspectives and expertise with public and private sectors in order to advance sound policy and program development relevant to Hispanic needs and priorities (National Coalition of Hispanic Mental Health and Human Services Organizations, n.d.:2).

Membership: Over 200 COSSMHO members serve in more than 215 communities across the Nation. Members include "community and migrant health centers, community mental health centers and programs, community-based alcohol and drug abuse programs, multiservice agencies as well as those offering specialized services to families, children, and the elderly, youth service/advocacy programs, university and community-based research and training centers, Hispanic professional associations, and hundreds of dedicated individuals, Hispanic and non-Hispanic, working in the wide spectrum of health, human service, and youth service/advocacy fields." (National Coalition of Hispanic Mental Health and Human Services Organizations, 1980a:1.)

Voluntarism: Information unavailable.

Funding: COSSMHO is a private, nonprofit organization supported by membership fees, contributions, materials sales, and contracts and grants from the public and private sectors. As Figure 1 on the following page

explicates, in 1980 COSSMHO received the largest portion of its income from governmental as well as private grants and contracts.

Figure 1

STATEMENT OF REVENUES AND EXPENDITURES AND CHANGES IN FUND BALANCE

For the year ended December 31, 1980

REVENUES:	
Grants and Contracts	$1,020,088
Membership Dues	7,564
Miscellaneous	1,010
Publications	2,921
Conferences — U.S. Government Grants	13,500
Conferences — Non-Government Grants	44,519
Total Revenue	$1,089,602

EXPENDITURES:	
Direct Expenses — U.S. Government Projects	$ 532,085
Overhead Expenses	245,555
Direct Expenses — Non-Government Projects	51,581
Direct Expenses — Conference	162,404
Fringe Benefits	86,350
Total Expenditures	$1,077,975
Excess of Revenues over Expenditures	11,627
Fund Balance December 31, 1979	25,384
Adjustment to Fund Balance (Note C)	(36,081)
Fund Balance, December 31, 1980	$ 930

See accompanying notes to financial statements.

Figure adapted from National Coalition of Hispanic Mental Health and Human Services Orghanizations, Annual Report. (Washington, D.C.: COSSMHO, 1980), p. 18.

The biennial conferences held by COSSMHO since 1976 have been supported by several Federal departments, including Health and Human Services, Housing and Urban Development, Labor and Justice; corporate contributors; and private foundations.

Organization and Programs: COSSMHO's culturally and geographically diverse Hispanic Board of Directors directs policy for the national organization. The Board also oversees the organization's major activity--the development, dissemination, and retrieval of data and information needed for planning and developing new programs and improving old ones. To facilitate this function, COSSMHO works closely with its members to cosponsor biennial national Hispanic Conferences on Health and Human Services, biennial National Hispanic Youth Symposia, regional conferences and symposia, and relevant research projects.

In its role of facilitating information exchange and helping members to identify and improve access to funding sources, COSSMHO provides the following services from its national headquarters in Washington, D.C.; publishes conference, symposia, and research reports as well as three newsletters; shares information on Hispanic priorities and needs with Federal agencies and lawmakers as well as national professional organizations; and offers consultation and technical assistance to members.

Because of the diversity of member agencies, each has its own autonomous structure and programs. COSSMHO members have the option of participating in national conferences, adopting national programs to local needs, and requesting national consultation and technical assistance.

The following fields of health and human services describe the programmatic directions of COSSMHO:

- promotion of mental health, treatment, and prevention of mental illness, alcohol, and drug abuse;
- health care and health services delivery, health careers development, and health education for consumers;
- youth services and advocacy, with emphasis on juvenile justice and delinquency prevention;
- specialized services for families and children;
- services to improve the well-being and quality of life of the elderly; and
- mental retardation and other developmental disabilities (National Coalition of Hispanic Mental Health and Human Services Organizations, 1980a:1).

Four major national projects have been conducted cooperatively with COSSMHO and its membership:

- R & D Resource Utilization Project--Funded by the National Institute of Mental Health, this project is developing a model Research and Development Resource Center "to help eliminate major barriers impeding Hispanics from seeking and obtaining needed mental health services, and to identify and disseminate practical information on innovative model Hispanic mental health programs." (National Coalition of Hispanic Mental Health and Human Services Organizations, n.d.:4.)
- Recruiting Hispanic Students for Health Careers--Supported by a grant from the Federal Health Resources Administration, this project seeks to recruit and motivate Hispanic youth to pursue careers as health professionals by producing a series of role model films, conducting local recruitment and motivation conferences, and providing direct assistance to local Hispanic communities.
- National Hispanic Youth Advocacy and Action Project--Funded by the Office of Juvenile Justice and Delinquency Prevention, this project works to build and expand the ability of Hispanic community agencies to develop and support youth service and advocacy programs.
- Hispana Juvenile Justice Project--This project is explained below.

Juvenile Justice Component:

COSSMHO has displayed a strong interest in predelinquent and delinquent youth through two major national programs: the Hispana Juvenile Justice Project, and the National Hispanic Youth Symposia.

- Hispana Juvenile Justice Project--This project is the first COSSMHO initiative aimed at identifying and developing solutions to specific problems and concerns of young Hispanic women who are in jeopardy of becoming involved in the juvenile justice system because of adverse environmental and social conditions. Begun in 1979 under a subcontract with the YWCA which had a grant with OJJDP, the project involved the following activities:
  - needs assessment to heighten awareness and understanding of issues and concerns expressed by young Hispanas themselves and others working with them;
  - studies of the availability and applicability of successful model programs and approaches reaching and serving young Hispanas;
  - technical assistance to community agencies and youth representatives in devising model program plans for culture-specific services; and
  - liaison with national, regional, and local officials and youth-serving agencies having a significant impact on the level and quality of services available to young Hispanas (National Coalition of Hispanic Mental Health and Human Services Organizations, 1980a:16).
- National Hispanic Youth Symposia--The first National Hispanic Youth Symposia was held in 1978 in conjunction with COSSMHO's biennial National Hispanic Conferences. Funded primarily by OJJDP, each of the three ensuing conferences have concentrated several sessions and workshops on the issue of Hispanic juvenile justice and delinquency prevention issues. The 1978 and 1980 Symposia dealt mainly with the problems of at-risk Hispanic youth. It was not until the 1982 event that the issue of serious and violent juvenile offenders was addressed by one of its 12 workshops--"An Assessment of Hispanic Youth Violent and Serious Crime Involvement: Neighborhood-Based Crime Prevention Strategies."

At the local level, COSSMHO has sponsored several symposia dealing with Hispanic youth involved with the juvenile justice system. Most recently, COSSMHO combined efforts with two youth-serving organizations in Albuquerque, New Mexico to sponsor a prevention symposium in April, 1982. Among the six most cited recommendations recorded by 60 symposium participants was the following: "development of a task force to make a concentrated effort in working with legislators in reference to serious or violent youth crime activity, with specific attention to recidivism." (Anonymous, 1982:5.)

Conclusion: Working with unemployed, unmotivated, and at-risk Hispanic youth is one of COSSMHO's primary objectives. This emphasis has been carried out in conferences, symposia, publications, and at least three national programs. Until very recently, most concerns for Hispanics involved in the juvenile justice system have been upon at-risk and minor offenders. A new interest in serious and violent juvenile offenders was displayed at the 1982 National Hispanic Youth Symposia when one workshop addressed this issue. However, involvement with this specific population has been limited to strategies to alter public policy and discussions of the problem. To date, no programs for the serious and violent juvenile offender have been designed or administered by COSSMHO.

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Bibliography;

Anonymous
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NATIONAL COALITION FOR JAIL REFORM (NCJR)

Background: In 1978, 28 organizations decided to form the National Coalition for Jail Reform (NCJR) to promote continued national discussion on jail problems, develop workable solutions to these problems, and work for the removal of imprisoned persons who should not be incarcerated in jails--public inebriates, mentally ill and retarded persons, juveniles, and many of those persons held pretrial. By 1982, the number of Coalition members had grown to 36.

Objectives: The Coalition believes there is no hope for curing or rehabilitating public inebriates, mentally ill and retarded individuals, and juveniles while they are incarcerated. Its goal is to remove these populations from jail and help establish better alterntaives for them.

Membership: The 36 organizations that make up the National Coalition for Jail Reform range from national associations with such broad interests as the National League of Cities, to specific criminal justice organizations such as the National Institute of Corrections, to regional associations such as the Southern Coalition on Jails and Prisons. New members must endorse Coalition positions, be able to send a representative to meetings, and provide active support for the Coalition's work. There are no membership dues. Members agree on all future positions by full consensus. Affiliates are organizations who do not have national members. They must meet the above criteria for membership.

The following organizations are members of the Coalition:

American Association for Ex-Offenders in Criminal Justice, Inc.
American Association of Correctional Officers
American Bar Association
American Civil Liberties Union, National Prison Project
American Correctional Association
American Correctional Health Services Association
American Friends Service Committee
American Jail Association
American Public Health Association
Benedict Center for Criminal Justice
Correctional Services Federation, U.S.A.
Institute for Economic and Policy Studies, Inc.
John Howard Association
National Association of Blacks in Criminal Justice
National Association of Counties
National Association of Criminal Justice Planners
National Center for State Courts
National Council on Crime and Delinquency
National Criminal Justice Association
National Institute of Corrections
National Interreligious Task Force on Criminal Justice
National League of Cities

National Legal Aid and Defender Association
National Moratorium on Prison Construction
National Sheriff's Association
National Street Law Institute
National Urban League
Offender Aid and Restoration of the United States, Inc.
Police Executive Research Forum
Pretrial Services Resource Center
Southern Coalition on Jails and Prisons
Unitarian Universalist Service Committee

Affiliates

Citizen Advocates for Justice, Inc.
National Center for Youth Law
Pennsylvania Prison Society
Police Foundation

Voluntarism: Jail reform will be accomplished on the local level by judges, sheriff's county commissioners, others in the system, and by citizens--working collectively. Community volunteers across the Nation are looking at jails and working together to bring change. The Coalition encourages such volunteers, works with them, and provides them with assistance in how to bring about change. Many local areas have formed local jail coalitions to work for the removal of juveniles from jail or other jail issues. The NCJR works with any group interested in jail improvement and removal of imprisoned persons who do not need to be there.

Funding: The Coalition's organizational activities are primarily funded by foundations. One staff position has been funded with an OJJDP grant. Additionally, support for jail removal projects at the local level has been solicited and given by civic, community, and religious organizations.

Organization and Programs: The National Coalition staff, located in Washington, D.C., consists of four full-time employees who coordinate Coalition meetings and activities, submit jail removal testimony to the Federal and State legislatures; write and distribute jail removal brochures as well as information on alternative programs; provide technical assistance to writers and film-makers working on articles and films on prisoners, serve as a national clearinghouse for groups and individuals concerned about inappropriate jailing of certain populations, and provide assistance for setting up local coalitions working on jail reform issues.

Presently, the Coalition is studying issues in the following four areas:

- The Public Inebriate--The Coalition estimates between 25 and 40 percent of the jail population is incarcerated for public inebriation. Thus, the Coalition strives to decriminalize public intoxication and develop alternative programs and facilities where individuals can be treated and rehabilitated. Some alternatives the Coalition has identified in communities across the Nation include detoxification centers, rescue squads to pick up the individuals and transport them to the proper facility, dormitory shelter care, alcohol treatment centers, community living facilities, women's homes, and aftercare services.

- Mentally Ill and Retarded Persons--It is estimated that almost 600,000 persons in jail each year are mentally ill or retarded. To prevent this practice, the Coalition has studied and identified the following alternatives: establishing secure wards in local hospitals for mentally ill persons charged with a crime, community emergency care staffed by crisis intervention teams, trained personnel serving in liaison capacities at police stations to help with emergency psychiatric cases, jail screening services, and utilization of appropriate community alternatives.

- Pre-trial Detainees--Forty percent of those people in jail are awaiting trial and have not been convicted. The Coalition's policy recommends that "jurisdictions recognize a presumption favoring pretrial liberty and eliminate unnecessary pretrial detention."

- Juveniles--Explained in next section.

Juvenile Justice Component: The Coalition includes juveniles as one of four targeted populations warranting removal from jails. Its specific goal is to identify and help provide alternatives for the 500,000 juveniles annually held in adult jails and lockups, many of whom are not charged with a crime. To implement its goal, the Coalition has enacted the following projects:

- Identifying and publishing more humane and effective alternatives including specialized services such as advocacy, tutoring, counseling, and employment referrals; shelter care homes for temporary residence; foster homes with proper supervision; hold-over facilities and home detention while youths meet daily with probation officer aides.

- Co-authorship of the "No Juveniles in Jail" provision added to the 1974 JJDP Act in 1980. The amendment provides funds for efforts to remove juveniles from jail.

- Co-sponsorship of a conference on "Juveniles in Jail" in March, 1980 where local coalitions were formed and participants developed ways to work for removal locally.

- The appointment of a juvenile coordinator to the National Coalition staff to provide information on juveniles in jail to organizations, States, and localities; submit legislative testimony; distribute the "Juveniles in Jail: Fact and Fiction" brochure; provide technical assistance on an as-needed basis; and serve as a national clearinghouse for juveniles in jail information.

Conclusion: While the Coalition does not specifically target incarcerated serious and violent juvenile offenders, the plight of this population is a focus of the organization. The Coalition seeks to remove all juveniles from adult jails. It emphasizes community alternatives for all juveniles.

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NATIONAL CONFERENCE OF STATE LEGISLATURES (NCSL)

Background: The National Conference of State Legislatures (NCSL) was created in 1975 by a merger of three organizations formed to serve or represent State legislatures. The NCSL was designed to help lawmakers meet the challenges and complexities of modern society and to deal effectively with the limitations of the Federal system.

Objectives: The objectives of the Conference are threefold:

- to improve the quality and effectiveness of State legislatures;
- to foster interstate communication and cooperation; and
- to assure State legislatures a strong, cohesive voice in the Federal system.

Membership: The NCSL acts to serve State institutions (legislatures) rather than a standing membership. Services are open to legislators and staff members of all 50 States and American territories and commonwealths. The NCSL's membership includes the Nation's 7,500 State legislators and their staffs.

Voluntarism: Not applicable to this organization.

Funding: The NCSL is funded by direct appropriations from State legislatures. These appropriations vary by State population. Specific programs are either funded internally or from a variety of outside sources such as Federal agencies or private foundations.

Organization and Programs: The NCSL is governed by a 46-member Executive Committee composed of 31 legislators and 15 professional legislative staff members. In addition to the Executive Committee, the NCSL operates through two major bodies. The State-Federal Assembly (SFA) develops policy recommendations on issues affecting the relationship between the States and Federal government. The Assembly on the Legislature (AOL) assists legislatures in dealing with internal procedural and management issues.

The NCSL is not a direct provider of services to youth; instead it assists State legislatures as they deal with this and many other issues. The NCSL provides three broad types of services. First, the NCSL serves as an information resource center for the legislatures. NCSL staff provide information for legislators and their staffs on a wide range of State, Federal, and private activities which are of interest to State policy officials. The NCSL's two periodicals, State Legislatures (a monthly magazine) and Capital to Capital (a

bi-weekly newsletter), supplement a regular series of information briefs and topical reports on specific issues. Second, the NCSL provides direct technical assistance to its members through conferences, workshops, and institutes on important issues. These activities include the NCSL Annual Meeting, attended by over 2,000 individuals, nationwide and regional conferences dealing with specific topics, and seminars and workshops designed for individual legislative committees. The third function is representation of State legislative interests before Congress and the Federal Executive Branch.

Juvenile Justice Component: In addition to the contributions of its individual members, the NCSL has shown a strong interest in youth and delinquency prevention. In an attempt to foster communication between the Federal Youth Development Bureau (YDB), within the Department of Health and Human Services, the NCSL created the Youth Services Project in 1981 through a cooperative agreement with YDB. This project, presently funded through September 1983, serves to support State decisionmaking capacity in the areas of runaway and homeless youth, abused and neglected children, substance abusers, status offenders, and foster children. Project services include specific resource information, publications, and technical assistance to State legislatures. The scope of the present project will not be expanded to the serious and violent juvenile offender population because of the limitations of the current funding source.

Besides implementing the Youth Services Project, NCSL has shown interest in the juvenile justice system by supporting the Juvenile Justice and Delinquency Prevention Act's 1977 and 1980 reauthorizations.

Conclusion: The NCSL's Youth Services Project has made great strides in assisting the Nation's State legislatures in many facets of the juvenile justice and child welfare systems. Most projects, however, have been limited to status and less serious offenders. Because of the limited funding and duration of its Youth Services Project, expanding the program to serious and violent juvenile offenders is improbable.

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Bibliography:

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NATIONAL COUNCIL OF JEWISH WOMEN (NCJW)

Background: Founded in 1893 as the first national Jewish women's organization in the Nation, the National Council of Jewish Women (NCJW) is the oldest American organization of its kind. At its first convention in 1896, the Council outlined its concern for human welfare and placed the rights, needs, and quality of life of children and youth among its major priorities. This dedication to youth has involved the NCJW in a series of historical accomplishments that include developing shelters for abandoned children and supporting child labor legislation in the 1890's; assisting young immigrant girls arriving alone in America beginning in 1905;* placing NCJW probation officers in municipal courts to work with delinquent children as early as 1906; participating in the First White House Conference on Children and Youth in 1909; aiding young victims of World War II; conducting a nationwide survey of unemployed, out-of-school youth in 1960; publishing the results of the first definitive nationwide survey of day care facilities and services in 1972; disseminating its national survey of the juvenile justice system in 1975; convening the National Symposium on Status Offenders in 1976; implementing the national Court Appointed Special Advocate volunteer program in 1979; and conducting a nationwide survey of the condition of adolescent girls in the juvenile justice system in 1982.

Objectives: NCJW members are volunteers dedicated in the spirit of Judaism to advancing human welfare and the democratic way of life.

Membership: NCJW membership totals over 100,000 in 200 local sections around the United States.

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*NCJW's idea of providing aid to immigrant girls was one of the first such efforts in the country. In 1908, the League of Protection of Immigrants (later Immigrants Service League) was created for that purpose. In 1968, this organization merged with Travelers Aid of Chicago to form Travelers Aid and Immigrants Service (now Travelers and Immigrants Aid of Metropolitan Chicago/TIA). TIA programs provide professional social work and trained volunteer service to travelers and immigrants who arrive at Chicago's O'Hare Airport, Union Station, and the Greyhound bus terminal; place foreign orphans with Chicago area families; assist with the immigration and naturalization process as well as provide family counseling; and operate a refugee resettlement program. While TIA has no distinct programs for youth, it has worked tangentially with those who may or may not be involved in the juvenile justice system by providing services to runaways who come into O'Hare Airport via a contract with the Department of Corrections Interstate Compact, and working occasionally with runaways who arrive at Chicago area transportation terminals.

Voluntarism: It is the NCJW's official position "...that a democratic society is preserved and strengthened by the contributions and commitment of volunteers. Voluntarism is vital to the development of responsive social policy and effective public and private programs on behalf of human needs." (National Council of Jewish Women, 1981b:26.) Not only do volunteers play a vital role in every level of the NCJW organization, but NCJW actively supports legislation and programs that will benefit volunteers throughout the Nation.

Funding: Contributions by sections, members, friends, corporations, and foundations are the main source of NCJW revenues.

Organization and Programs: Over the years, NCJW has established a coordinated program of education, services, advocacy, and social action in Jewish and general communities at the local, national, and international levels. At the NCJW's 34th National Convention in March 1981, a series of resolutions were adopted on the following 12 major domestic and international issues that provide the direction for its many programs:

- Consumer Protection
- Economic Policy
- Energy, Conservation, and the Environment
- Foreign Policy
- Governmental Organization
- Health and Human Services
- Immigration and Naturalization
- Individual Rights and Responsibilities
- Israel
- Jewish Concerns
- Public Education
- Voluntarism

Juvenile Justice Component: The following Resolutions affecting youth involved with the juvenile justice system adopted at the 1980 National Convention reflected NCJW concerns that have evolved since the 1970's:

V. Governmental Organization: The National Council of Jewish Women believes that responsiveness of government to the needs of the people is central to a democratic society, and that responsiveness of government demands strict adherence to the checks and balances required by the Constitution of the United States.

We Therefore Resolve...

10. To work for the removal of status offenders from the jurisdiction of the courts by providing alternative services.

11. To work for justice for children by:
    a. Supporting the establishment of juvenile courts with justices and law guardians trained to deal with juvenile offenders.
    b. Ensuring that the sentences of juveniles shall not exceed those meted out to adults for the same crime.
    c. Supporting a system of sentencing for juveniles convicted of violent crimes which takes into account their records and the severity of their crime.
    d. Working to remove children from adult jails and lockups while maintaining a separate facility for those who have committed violent crimes.

12. To promote the welfare and rehabilitation of children under court jurisdiction by working for:
    a. Social and legal services for them and their families.
    b. Utilization of trained advocates to represent the interests of the child.
    c. An adequate number of community based treatment facilities as an alternative to incarceration.
    d. Elimination of discrimination because of race or sex.
    e. Mandatory judicial, administrative or citizen review of foster care placements at least every six months. (National Council of Jewish Women, 1981a:13-15.)

Beginning in 1970, when NCJW was asked to participate in the White House Conference on Children, NCJW has been involved in education, advocacy, and direct service programs for youth involved in the juvenile justice system. Among its national endeavors are the following:

- Formation of the NCJW Justice for Children Task Force (now the Children and Youth Task Force). This group produced a manual entitled "Justice for Children--A Guide to Study and Action," that included a field study for Council Sections to use while surveying their local juvenile justice system. After over 3,000 volunteers from 123 NCJW Sections in 34 States conducted the year-long study, two important products resulted. First, many Sections that completed the study developed projects to fill service gaps in their communities. Second, in 1975 the Task Force published its findings in Children Without Justice in which two major facts emerged: "Most citizens, even those who have been active in their communities, do not concern themselves with the problems and issues of our juvenile justice system...most communities do not deal adequately with the needs of either children in trouble or their families." (Wakin, 1975:x.) One result of this publication was an ongoing Children and Youth program on which NCJW has focused its energies in four areas: deinstitutionalization of status offenders, foster care, domestic violence, and rape. National projects and models are designed for implementation at the local level.

- In 1973, the NCJW became one of the original members of the National Youth Collaboration (NYC) and two years later participated in the National Juvenile Justice Program Collaboration (NJJPC).* In keeping with this coordinated interest in youth caught up in the system, NCJW was an initial supporter of the 1974 Juvenile Justice and Delinquency Prevention Act as well as its 1977 and 1980 reauthorizations.

- The 1976 Symposium on Status Offenders, funded by LEAA, was attended by representatives from over 60 national organizations who participated in a variety of panel dialogues dealing with the plight of status offenders.

- With funding assistance from the Edna McConnell Clark Foundation, the NCJW launched its Court Appointed Special Advocate (CASA) program. The main role of NCJW's CASA volunteers "...is to see that the system operates as ideally as possible by ensuring that everyone does what he or she must in order to establish a permanent home for the child." (Blady, 1981:2.) NCJW's national Foster Care Committee provides the training models for local CASA coordinators and volunteers.

- The Adolescent Girls in the Juvenile Justice System project began in 1981 with the development of a nationwide survey to be carried out in NCJW Sections across the Nation in early 1982. The primary goal of the survey is to "identify ways to improve community systems and their effect upon the girls they were ostensibly created to serve." (National Council of Jewish Women, 1981a:2.)

In addition to the above national juvenile justice projects, hundreds of NCJW Sections offer direct service programs for status offenders, institutionalized young persons, and youthful probationers; operate youth and family counseling clinics, group homes, and alternative living programs; sponsor discussions and symposia for youth, parents, and families; and monitor juvenile and family court proceedings.**

Conclusion: The NCJW has been historically and is currently involved with the needs of troubled children. While some national efforts were directed at youth involved in the juvenile justice system prior to 1970, it was in that year that large-scale national efforts were begun

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* See the previous chapter for discussion of both the NYC and the NJJPC. The NCJW not only participated in the NJJPC's five-year national project for status offenders, but it was deeply involved in two of the five sites selected for NJJDP models--Tucson, Arizona and Alameda County, California.

**These projects, most of which are currently in full operation, have been funded from a wide variety of public and private sources. It is important to note that many of them have been funded with OJJDP monies that have augmented or matched funds from other sources.

by NCJW on behalf of that population. For over a decade, programs have been created and implemented, conferences and symposia sponsored, and surveys conducted and published about the problems of status offenders, foster children, and abused and neglected youth. Absent from NCJW's targeted population have been serious and violent juvenile offenders. While a few programs--such as those for institutionalized youth, probationers, and residents in alternative surroundings--do deal with juvenile offenders, most of those persons served have committed minor crimes and/or are status offenders. Programs for more serious and violent juvenile offenders have yet to be developed at either the national or local levels.

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NATIONAL COUNCIL OF NEGRO WOMEN, INC. (NCNW)

Background: The National Council of Negro Women, Inc. (NCNW) was created in 1935 by Dr. Mary McLeod Bethune as a national nonprofit organization to unite and lead minority and disadvantaged women. Over the past 47 years, the NCNW has been active in both the political and human service arenas. In addition to their public education component, through which they have sought increased public awareness and involvement in the political system, the NCNW has been active in sponsoring and running social welfare programs. The NCNW has worked to establish youth employment programs, food production centers, women's education and career development centers, and job training programs for displaced homemakers and rural women. More recently, the NCNW has been an active supporter of the extension of the Voting Rights Act of 1965, the Equal Rights Amendment, and the memorialization of Dr. Martin Luther King's birthdate.

Objectives: The NCNW was created to act as leader of and advocate for minority and disadvantaged women. They work to make the government more responsive to their specific needs as well as the needs of society.

Membership: Membership consists of women and men of all races, faiths, and nationalities who come from all walks of life and socioeconomic backgrounds and are dedicated to helping the disadvantaged. Participation in the NCNW takes two forms--individual membership and agency membership. Individual membership is open to professionals and nonprofessionals and is controlled on the local level by NCNW chapters.

Voluntarism: The NCNW relies heavily on volunteer participation at the local level to administer programs and services and to augment the national staff. Volunteers represent a cross-section of organization membership, including professional and nonprofessional men and women. Volunteers for specific programs are carefully screened and trained to work optimally in their specific areas of involvement. The local chapters are also strongly encouraged by the national to supply further learning opportunities for volunteers, and to encourage further professionalization. As of 1980, the NCNW had an outreach capacity of four million volunteers.

Funding: In 1980, NCNW revenues totaled $4,323,437. The largest portion of this (83 percent) was obtained from governmental sources in the form of grants and contracts. Other sources include private grants, contributions, membership dues, and national convention registration fees. Of the total 1980 revenues, 20 percent was utilized solely for youth programs.

Because of substantial Federal government cut-backs to the areas of criminal and juvenile justice, the organization recently has sought support from private sources as well as State and local entities.

Though this has reduced NCNW program capabilities, it does not signal a retreat from the organization's strong involvement in service dissemination.

Organization and Programs: The NCNW is a national organization with 28 affiliated local chapters and over 200 community outreach sections throughout the United States.* The local sections are chartered and administered by the national headquarters, which in turn follows policy made by the membership through a biennial convention and an elected Board of Directors. The NCNW maintains professional salaried staff in New York, South Carolina, Mississippi, the Virgin Islands, Georgia, Ohio, New Jersey, California, and Togo in West Africa, all of which act as functional arms of the Washington headquarters staffs. The national entity acts as overseer and resource center for the locals.

Local sections are utilized, for the most part, as a method of bringing together local communities for implementation of national programs on the local level. Authority of the locals in program administration is usually clearly delegated by the national headquarters. The national headquarters also requires accurate accountability of all local expenditures.

Juvenile Justice Component: The NCNW has been very active in the area of juvenile justice. Its primary focus has been delinquency diversion through programs combining one or more of the following elements: helping youth find employment, teaching job and social skills, and counseling. One program does stand out because of its mandate and population served. Operation Sisters United (OSU), founded in 1972 in the District of Columbia, focuses on female offenders primarily between the ages of 11 and 17 who are referred to the program by juvenile justice bodies, schools, social agencies, or any other approved agency. The program, originally funded with an LEAA grant, seeks to provide nonresidential alternatives to institutionalization. OSU is open to any officially referred youth. Its goal is rehabilitation through individual and family counseling, social and job skill training, family life education, cultural enrichment, tutoring, and any related outreach service. By working within the juvenile justice system, Operation Sisters United deals with all levels of delinquency.

A survey of 1,492 youth enrolled in OSU between October, 1978 and June, 1981 conducted by an independent firm found that over half of the 366 youth (24.5 percent) were referred for crimes more serious than status, loitering, vandalism, and minor property offenses (see Figure 1 below). Because of OSU's success, in 1975 the program branched out to three other communities: Greenville, Mississippi; Dayton, Ohio; and St. Thomas in the Virgin Islands. In 1978, Alameda County, California and Essex County, New Jersey brought the total to six OSU community programs.

*Similar outreach programs now exist in Swaziland, Togo, and Senegal.

Figure 1

OPERATION SISTERS UNITED
OFFENDERS SERVED BETWEEN OCTOBER, 1978 and JUNE, 1981

Violent Crimes		Other Offenses	
Aggravated assault	16	Runaways	159
Robbery	12	Assaults other than aggravated	96
Property Crimes		Stolen property: buying, possessing, receiving	71
Larceny-theft	22	Drug abuse	15
Burglary	9	Weapons: carrying, possessing	10
Arson	4	Sex offenses other than prostitution	9
Motor vehicle theft	3	Disorderly conduct	8
		Offenses against family	5
		Curfew and loitering law violations	4
		Vandalism	4
		Forgery and counterfeiting	3
		Liquor law violations	3
		Prostitution	3
		Driving under the influence	2
		Drunkenness	2
		Fraud	2

Table adapted from Rhetta Arther, "Operation Sisters United Evaluation." Research and Action, Inc., 1981. (Unpublished paper).

Conclusion: The NCNW's efforts in dealing with youth problems have been both extensive and well organized. Operation Sisters United is but one of many programs for disadvantaged and minority youth that exemplifies this point. OSU is particularly interesting because a certain proportion of the population it serves are girls who have committed serious offenses. However, it is important to note that, from its inception, the program has been funded by Federal sources. Because the future of Federal financing in this area is uncertain, the future of OSU programs is equally uncertain.

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NATIONAL LEGAL AID AND DEFENDER ASSOCIATION (NLADA)

Background: In 1911, Arthur von Briesen, President of the New York Legal Aid Society, and Mark W. Acheson, Jr. of the Pittsburgh Legal Aid Society, organized 15 legal aid societies into the National Alliance of Legal Aid Societies (NALAS). The objective of the NALAS was simple: to encourage the formation of new legal aid societies, which had begun to provide legal help to America's poor. In 1923, the NALAS was reorganized into the National Association of Legal Aid Organizations (NALAO), which in turn became the National Legal Aid Association (NLAA) in 1949. A final name change occurred in 1958 when the NLAA became the National Legal Aid and Defender association (NLADA).

A tremendous growth of public defender organizations providing legal aid to poor persons accused of crimes occurred when the Supreme Court decisions of the 1960's greatly expanded the right to counsel. These developments and the growth in civil legal aid society spurred the growth of the NLADA's membership, which by 1980 consisted of approximately 2,300 legal services and defender offices.

Objectives: The purpose of the NLADA is to help ensure the availability of quality legal assistance and access to our system of justice for all Americans, regardless of their financial circumstances.

Membership: NLADA members are primarily programs that provide civil legal aid and criminal defense services to indigent persons. Over 2,300 such offices--about 70 percent of all such programs in the United States--are NLADA members. Within these offices, some 25,000 professionals participate in NLADA membership. The NLADA also has as members individual private attorneys, bar associations, law students, judges, clients, paralegals, individual legal services attorneys, and private citizens who support its goals.

Voluntarism: On the national level, the 24-member Board of Directors is composed of appointed and elected volunteers. This Board guides the Association's policymaking. Student interns and volunteers perform some tasks at the NLADA offices in Washington, D.C. Local members of the NLADA also may use students and other volunteers.

Funding: The NLADA's funding comes primarily from membership dues, private foundations, individual contributions, and governmental grants.

Organization and Programs: The NLADA is governed by a voluntary 24-member Board of Directors, elected by the membership from a number of categories, including public defenders and civil legal aid programs, individual members, and combinations of the above. In addition, appointees from the American Bar Association, National Bar Association, and National Clients Council serve on the Board.

The NLADA's focus is narrow: for maximum impact, it concentrates its efforts on the issues and problems that directly affect the provision of legal services to poor persons. The NLADA represents no individual clients directly. It pursues its goals by:

- building support for legal services among public officials, community groups, organized bar associations, individual attorneys, and business organizations and leaders;
- coordinating the national activities of legal services advocates, informing them of events affecting legal services, and fostering discussion and communication among them;
- providing training, technical assistance, and other direct services to providers of legal services and their funding sources;
- conducting national pilot projects to develop advanced techniques and systems for legal services;
- advocating directly for legal services before Congress and State legislative, administrative, and judicial bodies; and
- informing the public about legal services, and publicly advocating for the right of poor persons to have quality legal services.

Juvenile Justice Component:

The NLADA's role with the juvenile justice system has been one of strong philosophical support for reform. Foremost in this area has been its continual support of the 1974 Juvenile Justice and Delinquency Prevention Act and it subsequent 1977 and 1980 reauthorizations. Additionally, the NLADA has supported juvenile advocacy programs sponsored by OJJDP. One program that has received Association support is the Youth Law Center in San Francisco, California. That program's objectives include recommending alternatives to the institutionalization of juvenile offenders via postadjudication responses, developing special education and preventive detention of juvenile offender programs, and supporting juvenile advocacy measures. The NLADA has also developed an Alternative Sentencing project in three jurisdictions which works with both juvenile and adult offenders who face a substantial likelihood of going to prison without project intervention. Additionally, the Association and the National Council of Juvenile Court Judges co-sponsor an annual training conference for juvenile advocates that is funded through a Federal grant.

The NLADA supports certain programs for serious and violent juvenile offenders on a philosophcial, but not a financial basis. Member public defender offices and civil legal aid programs do administer programs dealing with serious and violent youth offenders.

Conclusion: The NLADA acts as coordinator for its member legal services and defender offices. The NLADA has no direct control over programs and services administered by member programs, but advises and helps these programs. These programs provide the needed, competent representation that indigent clients, including youths, require. NLADA members provide representation for all indigents, including youth, the elderly, and the physically and mentally handicapped.

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NATIONAL RECREATION AND PARKS ASSOCIATION (NRPA)

Background: The National Recreation and Parks movement developed as one of a number of related social reforms aimed at the problems of late 19th and early 20th century urbanization and industrialization. It was not until 1906, with the birth of the Playground Association of America (PAA), that the movement became national. In the early years, the PAA (later to become the National Recreation Association) focused on upgrading playgrounds, initiating industrial recreation, publishing recreation manuals, and holding training institutes and seminars in the area of recreation. The National Recreational Association and four other leading parks and recreation organizations* consolidated and unified the recreation movement by forming the National Recreation and Parks Association (NRPA) in 1965.

Some of the major NRPA issues of the Eighties have included support of a Presidential Advisory Committee on Federalism to review recreation and park issues and alternate means of funding, promotion of a Presidential Study Commission to assess long-term public demand for parks and evaluate the ability of existing agencies to deal with emerging issues and management dilemmas, and advocacy of the extension of daylight savings time to encourage greater utilization of recreational opportunities. The NRPA also cooperated in the first White House Symposium on Physical Fitness and Sports Medicine and co-sponsored Hershey's National Track and Field Youth Program.

Objectives: The National Recreation and Parks Association is one of the Nation's largest nonprofit service, research, and education organizations dedicated to improving the quality of life through the effective utilization of natural and human resources. Specifically, the organization works to ease the problems of depersonalization, juvenile delinquency, and urban tensions by providing an adequate network of parks and recreational facilities.

Membership: The NRPA is a membership organization consisting of 16,000 professionals in the field and concerned citizens. Membership dues vary by occupational position, ranging from the $25 student membership to the $110 membership for professionals who annually earn over $30,000. Upon application, members affiliate with one of the seven specialized areas of interest defined in a later section. Agencies and organizations may also become members, with membership fees ranging from $150-$400, depending on the type of agency.

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*The American Institute of Park Executives (founded in 1898), the American Recreation Society (founded in 1938), the National Conference of State Parks (founded in 1921), and the American Association of Zoological parks and Aquariums (founded in 1924).

Funding: Outward Bound, Inc., as well as the five individual schools and the Dartmouth Center, receives financial support from individuals, private foundations, and corporations. Additionally, individual donors provide partial and full scholarships to approximately 30 percent of all Outward Bound students who would otherwise be unable to enroll.

Organization and Programs: Outward Bound, Inc. has chartered its five independent Outward Bound schools. The national organization's purpose is to coordinate national policy, safety standards, course programming, recruiting of students, and funding for the total Outward Bound organization. It is governed by a volunteer board of trustees, made up of prominent persons in business, education, and the professions.

Each of the five Outward Bound schools operates as a private, nonprofit educational institution that accepts advice and services from the national organization. Each school is governed by a volunteer board of trustees which, in turn, confers with volunteer advisory boards.

The standard Outward Bound course is 21-26 days long. While each of the Outward Bound schools uses the same basic curriculum in its standard course, some of the specific activities vary according to environment and season. During the early part of the course, each student takes part in fitness training and physical conditioning through such daily activities as running, hiking, or swimming.

All participants undergo extensive instruction in safety training appropriate to the environment and season in which the course is taking place: the use of specialized equipment; search-and-rescue, emergency evacuation, and first aid procedures; field food planning and preparation; map, compass, and route-finding; traveling skills and expedition planning and control; and care and protection of the environment to be used by the course.

After successful completion of the initial training phase, participants in groups of eight to 12 take part in the following experiences: one or more short expeditions appropriate to the environment (sailing, backpacking, canoeing, skiing, cycling) accompanied by the instructor, which lead up to an extended journey; a solo (a period of wilderness solitude lasting up to three days and nights with a minimum of equipment necessary for existence); rock climbing and rappelling; a marathon event; a service project performed by all students for the benefit of others; periodic time devoted to reading, and discussions designed to help students interpret their course experiences; and a final expedition of up to four days duration, student-planned and student-led, with a minimum of instructor supervision consistent with prevailing conditions, safety requirements, and the environment.

Voluntarism: Not applicable to this organization.

Funding: The NRPA is a private, nonprofit, public interest organization. The Association relies solely on membership dues, publication sales, foundation grants, and philanthropic contributions from individuals, corporations, United Ways, etc. Federal support occasionally occurs in the form of research contracts. Currently, no contracts exist between the Federal government and NRPA.

Organization and Programs: The national body acts as an advocate for the recreation and park movement by promoting and encouraging further expansion of programs and services offered, and increasing access to park and recreational facilities for all people. They also work to professionalize the field and foster research in recreation related areas. The NRPA is governed by a 65-member Board of Trustees, half of whom are community recreation activists. The Board represents all parts of the Nation and are elected as a result of their interest and innovation in the field. Internally, the national entity is divided into seven specialized areas of interest with which members affiliate themselves upon joining. They are:

- American Park and Recreation Society (APRS)--recreation professionals who provide cultural, physical, and intellectual opportunities in recreational settings.
- Citizen Board Members (CBM)--citizens and appointed citizen members of local policy bodies who deal with parks, recreation, and conservation.
- Student Branch--university students with an interest in the field of parks and recreation.
- National Therapeutic Recreation Society (NTRS)--professionals, associates, and agencies who provide services to the ill, mentally or physically handicapped, and/or elderly in long-care facilities, hospitals, correctional institutions, and other facilities.
- National Society for Park Resources (NSPR)--professionals who advance the art of planning, maintaining, interpreting, and administering national, historic, and cultural resources.
- Armed Forces Recreation Society (AFRS)--professionals at military facilities around the world who provide recreation opportunities for civilian and military populations.
- Society of Park and Recreation Educators (SPRE)--professionals who are devoted to park and recreation education at colleges and universities.

The national organization also acts to accredit schools in the field of parks and recreation and publishes several periodicals such as

Parks and Recreation, a monthly feature magazine; Journal of Leisure Research and The Therapeutic Recreation Journal, two scholarly journals; and several newsletters and professional guides.

Programs are carried out at the local level, primarily by member park and recreation agencies. Their aim is to provide services to all people, not specifically targeted populations.*

Juvenile Justice Component: The NRPA impacts the juvenile justice system, both directly through the advocacy or sponsorship of programs for youth, and indirectly by supplying constructive recreational options for all people. In explaining this function, the NRPA's Director of Research stated, "...we believe...that the various recreation programs...do have a very strong relationship to juvenile offenders. Indeed, if recreation is looked upon as a preventative measure in terms of juvenile delinquency, then we feel recreation and park agencies fulfill an extremely vital role." (Lancaster, 1982.)

Another area of involvement is the support and encouragement of research in all areas connected with recreation and leisure, including recreation and youth. Although few are targeted for juvenile delinquents and none address the problem of the serious and violent offender, several have impacted on youthful offenders. One such project was a 1979 study of vandalism by the San Jose Department of Parks and Recreation. Both the Office of Juvenile Justice and Delinquency Prevention and local youth commissions were involved in the data collection phase of this study.** The NRPA also encouraged research on the effects of recreational opportunities for the incarcerated by devoting an entire issue of their Parks and Recreation magazine (February, 1981) to this novel and timely subject.***

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* An exception is a recent NRPA program emphasis on Therapeutic Recreation. Today, those with cerebral palsy are taught to ski, the physically disabled are taught to ride horses, and other disabled people are taught to participate in team sports of all types. The NRPA also acts to certify Therapeutic Recreation programs around the Nation.

** The study concluded that graffiti was the most common form of vandalism, and males between the ages of 10 and 15 are the most frequent culprits. Some causes were found to be boredom, drug abuse, lack of parental supervision, unemployment, and peer pressure.

***One study by Dr. Larry R. Williams surveyed women's prisons and concluded that most of them lacked adequate recreation areas and facilities. Other studies researched the attitudes of correctional administrators and inmates on recreation for the incarcerated.

However, the most substantial way in which the NRPA affects the juvenile justice system is through its members and membership organizations. By utilizing NRPA resources and contacts, local groups (some affiliated with the NRPA, others simply "fellow travelers" in the field) have been very active in the programmatic use of recreation to divert and rehabilitate juvenile offenders. For instance, at a recent Recreation and Parks Conference in Sacramento, California, cosponsored by the NRPA, two important issues were discussed--youth gangs and juvenile delinquency diversion. Discussion highlighted several effective local programs for the treatment and diversion of juvenile delinquency, and sought to create a statewide network of communication.

Conclusion: The NRPA's longstanding involvement with youth has focused on supplying, for all people of all ages, alternatives to the boredom and aimlessness that in many cases lead to crime. Through advocating the expansion of recreational opportunities, the NRPA has served all youth, diverting their energies to constructive, healthy actions. However, as of this writing, no NRPA program has utilized the resources of the recreation movement to work with the serious and violent juvenile offender.

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NATIONAL TEACHING-FAMILY ASSOCIATION (NaTFA)

Background: The Teaching-Family Model for treating predelinquent and delinquent youth began in 1967 when a group home operated by a live-in husband and wife team opened its doors to eight adolescent boys from Lawrence, Kansas. The technique places youth in a family-type environment where they learn new skills and behaviors with the help of "...Teaching-Parents trained to teach specific skills to youths such as social competency, prevocational, educational, and self-care skills. The Model also incorporates elements of counseling to foster personal relationships between Teaching-Parents and youths. Decision-making skills and development of the youth's ability to solve problems are taught through self-government systems in the home as the youths themselves direct various aspects of the home's operations." (Collins, Maloney, and Collins, 1981:3.)

Between November 1975 and September 1976, a series of small planning meetings were held with Teaching-Family project directors from around the Nation who formed the conceptual framework for the National Teaching-Family Association (NaTFA). Primary funding for research and training was provided by the National Institute of Mental Health (Center for Studies of Crime and Delinquency). Further meetings were held in 1977 where by-laws were discussed, membership criteria set, and committees established. But it was not until the 1978 First Annual Meeting, held at Boys Town, Nebraska, that NaTFA became an organization of professionals who support the Teaching-Family Model. By 1981, over 170 group homes in 18 States used the Teaching-Family Model.

Objectives: NaTFA was founded "to help insure the quality of child care provided by supporters of the Teaching-Family Model...NaTFA goals include certifying members, offering guidelines for program operations, and sharing new materials and program developments." (Maloney, Fixsen, and Phillips, 1982:5.)

Membership: NaTFA offers six membership catgories: Teaching-Parent Members, Individual Members, Sponsor Site Members, Associate Sponsor Site Members, Supportive Members (supporters of the Teaching-Family Model but not actively involved with programs), and Associate Members (persons involved in Model programs but not qualifying as a Teaching-Parent or Individual member). In 1981, NaTFA had 104 Teaching-Parent members, 74 Individual members, 56 Sponsor Site members, one Associate Sponsor Site member, five Supportive members, and 76 Associate members.*

*The six sponsor sites included Achievement Place Research Project in Lawrence, Kansas; Bringing It All Back Home Study Center in Morgantown, North Carolina; Boys Town Residential Program in Nebraska; Boys Town Community-Based Program in Nebraska; Desert Region Teaching-Family Training Site in Las Vegas, Nevada; and Houston Achievement Place Project in Houston, Texas. Recently, Maryville Academy in Des Plaines, Illinois was certified as a seventh Sponsor Site.

Voluntarism: Not applicable to this organization.

Funding: Funding for Teaching-Family homes and related services (e.g., training, research) comes from a variety of Federal, State, and local sources, depending on the locale and administrative structure of the agency operating the Teaching-Family homes. Both public and private funds support the program.

Organization and Programs: NaTFA's Council of Representatives, consisting of one Teaching-Parent member and one Individual member from each Sponsor Site, governs the organization. A majority vote at annual Council meetings determines NaTFA policy and business. Teaching-Parent and Individual members annually elect NaTFA's president and serve on its committees.

A Sponsor Site is an organization of several Teaching-Family homes and a staff who provide consultation, training, evaluation, and administration services to the homes under its jurisdiction. While Associate Sponsor Sites do not offer Teaching-Parent training, they do provide a wide range of consultation, administrative, and evaluation services to a group of Teaching-Family homes.

NaTFA's basic concept is twofold: the organization provides professional Teaching-Parent guidelines by which all such members must abide, and it encourages the development of Sponsor Sites to support individual group homes. Thus, NaTFA does not conduct its own programs, but is instead primarily a professional association that coordinates and provides technical assistance to programs at group homes through its Sponsor Sites.

Juvenile Justice Component: NaTFA was created to ensure quality care to troubled youth via the Teaching-Family Model. Included within the troubled category are delinquent, predelinquent, dependent, neglected, emotionally disturbed, and retarded youth. As Figure 1 on the following page indicates, the six Sponsor Sites have served delinquent populations over the past six years. While Figure 1 provides no exact breakdown for delinquency figures, another source indicates the following percentages for Boys Town in particular: 1976 - 18.6 percent; 1977 - 26.1 percent; 1978 - 27.3 percent; 1979 - 23.8 percent (Phillips, Baron, Black, Coughlin, Fixsen, and Maloney, 1981:19). During that four-year period, between 20-25 percent of all boys admitted to Boys Town were adjudicated delinquent by a court.

A further look at Boys Town and NaTFA literature indicates delinquency does not include serious and violent juvenile offenders. First, as Figure 1 indicates, none of the Sponsor Sites has served a youth under the Parolee category since their inception. Second, the criteria for admission into Boys Town Residential Program and

Figure 1*

PERCENT OF HOMES BY SITE SERVING SPECIFIC POPULATIONS

		1/76	1/77	1/78	1/79	1/80	1/81
Univ. of Kansas Achievement Place Research Project: Lawrence, KS	Delinq./Predelinq.,Depend./Neglected	90%	85%	79%	79%	81%	81%
	Emotionally Disturbed	10	0	0	0	0	0
	Retarded	0	15	21	21	19	19
	Del./Predel.,Dep./Neg.,Emot.Dist.	0	0	0	0	0	0
	Del./Predel.,Dep./Neg.,Retarded	0	0	0	0	0	0
	Del./Predel.,Dep./Neg.,Emot.Dist.,Ret.	0	0	0	0	0	0
	Del./Predel.,Dep./Neg.,Emot.Dist.,Parolee	0	0	0	0	0	0
	Other	0	0	0	0	0	0
Bringing It All Back Home Study Center: Morganton, NC	Delinq./Predelinq.,Depend./Neglected	100	0	22	0	6	6
	Emotionally Disturbed	0	0	0	0	0	3
	Retarded	0	0	0	0	0	0
	Del./Predel.,Dep./Neg.,Emot.Dist.	0	100	64	100	94	91
	Del./Predel.,Dep./Neg.,Retarded	0	0	0	0	0	0
	Del./Predel.,Dep./Neg.,Emot.Dist.,Ret.	0	0	14	0	0	0
	Del./Predel.,Dep./Neg.,Emot.Dist.,Parolee	0	0	0	0	0	0
	Other	0	0	0	0	0	0
Boys Town Residential Program: Boys Town, NE	Delinq./Predelinq.,Depend./Neglected	100	100	100	100	100	100
	Emotionally Disturbed	0	0	0	0	0	0
	Retarded	0	0	0	0	0	0
	Del./Predel.,Dep./Neg.,Emot.Dist.	0	0	0	0	0	0
	Del./Predel.,Dep./Neg.,Retarded	0	0	0	0	0	0
	Del./Predel.,Dep./Neg.,Emot.Dist.,Ret.	0	0	0	0	0	0
	Del./Predel.,Dep./Neg.,Emot.Dist.,Parolee	0	0	0	0	0	0
	Other	0	0	0	0	0	0
Boys Town Community-Based Program: Boys Town, NE	Delinq./Predelinq.,Depend./Neglected	100	100	79	59	62	43
	Emotionally Disturbed	0	0	21	31	17	26
	Retarded	0	0	0	3	0	0
	Del./Predel.,Dep./Neg.,Emot.Dist.	0	0	0	0	12	30
	Del./Predel.,Dep./Neg.,Retarded	0	0	0	0	3	0
	Del./Predel.,Dep./Neg.,Emot.Dist.,Ret.	0	0	0	0	3	0
	Del./Predel.,Dep./Neg.,Emot.Dist.,Parolee	0	0	0	0	0	0
	Other	0	0	0	7	3	1
Desert Region Teaching-Family Training Site: Las Vegas,NV	Delinq./Predelinq.,Depend./Neglected	100	22	0	0	0	0
	Emotionally Disturbed	0	78	0	0	0	0
	Retarded	0	0	8	10	7	7
	Del./Predel.,Dep./Neg.,Emot.Dist.	0	0	92	90	93	93
	Del./Predel.,Dep./Neg.,Retarded	0	0	0	0	0	0
	Del./Predel.,Dep./Neg.,Emot.Dist.,Ret.	0	0	0	0	0	0
	Del./Predel.,Dep./Neg.,Emot.Dist.,Parolee	0	0	0	0	0	0
	Other	0	0	0	0	0	0
Houston Achievement Place Project: Houston,TX	Delinq./Predelinq.,Depend./Neglected	50	100	100	67	100	100
	Emotionally Disturbed	17	0	0	0	0	0
	Retarded	0	0	0	0	0	0
	Del./Predel.,Dep./Neg.,Emot.Dist.	0	0	0	33	0	0
	Del./Predel.,Dep./Neg.,Retarded	0	0	0	0	0	0
	Del./Predel.,Dep./Neg.,Emot.Dist.,Ret.	0	0	0	0	0	0
	Del./Predel.,Dep./Neg.,Emot.Dist.,Parolee	0	0	0	0	0	0
	Other	33	0	0	0	0	0

***Percentages were not available for the newest site, Maryville Academy.**

Figure adapted from Collins, Maloney, and Collins, 1981 Directory of the National Teaching-Family Association. (Boys Town, Nebr.: Boys Town), p. 33.

Teaching-Family Model specifically eliminates most serious and violent juvenile offenders: "Serious emotional problems, sexual deviances, drug addiction, violent or assaultive behavior, or major physical handicaps would contra-indicate placement." (Phillips, Coughlin, Fixsen, and Maloney, 1979:44.) Of the 221 boys entering Boys Town in 1978, 53.2 percent had no court contacts, 21.5 percent had one contact, and 25.2 percent had two contacts (Phillips, Coughlin, Fixsen, and Maloney, 1979:60).

A brief explanation of NaTFA's largest Sponsor Site--Boys Town--provides a better understanding of the Teaching-Family Model.

Boys Town Teaching-Family Program, Nebraska*

When the Model was introduced in 1975, youth care at Boys Town changed completely as the previous medical model was abandoned in favor of the new family-style care.** Consequently, 41 family-style homes were created where eight to 10 boys live with a married couple (Family-Teachers).

As the residential program evolved, the impersonal centralization soon disappeared. By 1978, each home had its own kitchen and dining room for family meals, separate bedrooms, and its own van for family transportation needs. Boys, with the help of Family-Teacher role models, learned to cook, clean, study, and get along with one another.

Currently, in addition to operating 50 homes, the Youth Care Department operates as two NaTFA Sponsor Sites. The Residential Program works with the 50 Teaching-Family homes on the Boys Town campus or in nearby Omaha, while the Community-Based Program assists more than 70 homes off-campus but within its NaTFA jurisdiction. In these capacities, staff training and technical assistance are offered to other Teaching-Family homes.

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* As of 1981, Boys Town consists of three departments: the Boys Town Institute for Communication Disorders in Children that works with youngsters who have speech and hearing impairments; the Boys Town Urban Program that provides educational and social services to inner-city youth; and the Youth Care Department that is responsible for the residential care treatment of youths living at Boys Town and elsewhere. The Teaching-Family program is one program operated by the Boys Town Youth Care Department (see Phillips, Coughlin, Fixsen, and Maloney, 1979:4-24).

**The Medical Model was particularly popular during the 1950's and 1960's. It viewed problematic children as "sick" and in need of treatment. Care at Boys Town was arranged accordingly--boys lived in large, clean, but impersonal and uniformly built dormitories; they ate cafeteria-style food in a large dining hall; and they participated in team-style use of central services as well as educational and social activities.

Conclusion: While NaTFA has demonstrated a true concern for predelinquent and delinquent youth, and its Sponsor Sites have activated successful Teaching-Family programs (Maloney, Fixsen, and Phillips, 1981b:348), neither the professional organization nor its practical application centers work with serious and violent juvenile offenders. The Boys Town rationale for excluding this population from the Teaching-Family Model was that found in its Admissions Committee criteria--that youths with severe problems might not allow him or her to "live in a family-style home in an open community setting." (Phillips, Coughlin, Fixsen, and Maloney, 1979:44.)

Although admission criteria are similar across Teaching-Family programs, some differences currently exist. Traditional primary referral sources have been changing as new types of populations have started adapting the model: retarded clients (Concerned Care in Kansas City); autistic children (Princeton Child Development Institute in Princeton); inner-city minority children (Urban Teaching-Family Program in Washington, D.C.); and youths released from an institutional setting (Sagamore Children's Center in New York). At Boys Town, a new "Intensive Teaching" program has been started to provide residential care for youths whose behavior problems are too severe to be adequately treated in the typical campus homes.

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NATIONAL URBAN LEAGUE, INC. (NUL)

Background: The National Urban League (NUL) was first formed in an atmosphere of overt racial discrimination. Begun in New York City in 1910 as the Committee on Urban Conditions Among Negroes, the NUL sought to serve the flood of black refugees fleeing the Jim Crow laws and peonage of the South, and acted to support the urban black community as it faced the discrimination and exploitation of the early 20th century. One year later, the Committee merged with two other New York organizations--the Committee for the Improvement of Industrial Conditions Among Negroes, and the National League for the Protection of Colored Women (both formed in 1906)--to become the National League on Urban Conditions Among Negroes, predecessor to the National Urban League.

Originally, the fledgling National Urban League made a limited impact on the racial disparities it envisioned combatting. This was accomplished through expert testimony, counseling, education, and vocational training. The obstacles were great; after five years the NUL had formed local Leagues in only nine cities, worked with a staff of 15 employees, and had an annual budget of only $45,000. Today, the NUL has 118 affiliates in 35 States and the District of Columbia, a paid staff of 4,200, and an annual operating budget of nearly $150 million.

Objectives: The NUL acts to eliminate racial segregation and discrimination in America; help black citizens and other economically and socially disadvantaged groups share in the benefits of American life; and counter the effects of institutional discrimination and racism on the disadvantaged.

Membership: The NUL is not a membership organization in the traditional sense. Though some local affiliates offer individual memberships, they do not figure prominently in the League's overall funding. The NUL does maintain a membership of local affiliates and receives membership dues from them in exchange for technical assistance and services. In 1981, 14 percent of the NUL's support came from affiliate membership dues.

Voluntarism: Volunteers figure prominently in NUL administration and programmatic outreach. Presently, the NUL has the capability of mobilizing a volunteer force of 30,000. Three specific ways in which volunteers participate are:

- through Urban League Guilds, comprised of 3,000 men and women who serve as a fund-raising arm and programmatic resource to local affiliates across the Nation;
- through the Commerce and Industry Council, composed of business executives representing over 60 major corporations who actually

promote and expand opportunities for minorities by supporting programs of the NUL in areas of employment, education, and economic development; and

- through the Julius A. Thomas Society, consisting of former staff members, former board members, and other volunteers who provide financial support and technical assistance within their area of expertise to the NUL, its regional offices, and 118 affiliates (National Urban League, Inc., 1981:6).

Funding: Unlike most social welfare organizations, the NUL has minimal Federal support. In fiscal 1981, the NUL received 46 percent of its funding from the business community, 17 percent from private funds and foundations, 14 percent from affiliates, and 23 percent from other sources, including the Federal government. However, because 92 percent of all monies going specifically to programmatic outreach comes from Federal government sources, the impact of recent government funding cuts will still be substantial. This is especially true on the local level "since the overwhelming bulk of Federal funds it received went out to affiliates to provide direct services to thousands of people who will be the ones to feel the greatest pain from budget cuts." (National Urban League, Inc., 1981:3.)

Organization and Programs: Local affiliates receive some funding from the National Urban League. The remainder of support comes from fund-raisers and United Way allocations. (All Urban League affiliates are also members of United Way.)

The NUL is governed by an interracial 51-member Board of Trustees composed of representatives from business, labor, civic, and religious communities, and professions. It is headquartered in New York City with a research and advocacy bureau in Washington, and four regional offices--the Eastern Region in New York City, the Central Region in Chicago, the Western Region in Los Angeles, and the Southern Region in Atlanta. These five offices serve local affiliates within their given regions and act as arms of the headquarters in New York. Services to affiliates include technical assistance, support services, advocacy, and some supplementary funding. The NUL also sets standards that affiliates are required to meet and maintain.

"At the heart of the Urban League movement is the local affiliate. This is where the people turn when they need service or help." (National Urban League, Inc., 1982:10.) Affiliates are local, independent agencies--separate corporate entities that act autonomously. They design and tailor their programmatic outreach to fit the community in which they reside, and while they may operate programs funded through the national office, they also participate in the creation and administration of local programs and services of their own.

NUL programs are too numerous to list in any detail. One can, however, look at the structure of the NUL's programmatic outreach to get an understanding of their emphasis and impact. The NUL divides programmatic outreach into clusters under which related programs and projects are integrated in terms of program development, policy development, and program operations. There are eight program clusters, three under the heading Career Training and Economic Resources, and five under the heading Social Services and Human Resources.

- Career Training and Economic Resources

  Economic Development Cluster
  - Managing Economic Development Program
  - Entrepreneurship Development Program
  - Economic Development Technical Assistance Project

  Educational and Career Development Cluster
  - Youth Employment Technical Assistance Project
  - Black Executive Exchange Program

  Employment Training and Development Cluster
  - Labor Education Advancement Program
  - NUL's Office of Program Development and Training
  - Senior Environmental Employment Program
  - Disabled Veteran's Employment Program

- Social Services and Human Resources

  Housing and Urban Development Cluster
  - Mortgage Assignment Counseling and Training (to train "housing counselors" to serve the community)

  Social Welfare Cluster
  - The Adoption Resources and Advocacy Center
  - Child Abuse and Neglect Resource Center

  Health Cluster
  - Teenage Pregnancy Counseling
  - Self-Help Health Education

  Administration of Justice Cluster
  - Research

  Energy and Urban Environment Cluster
  - Urban Noise Project
  - Occupational Safety and Health Project

Local programs vary with the character of the community. Since locals act autonomously in program development and administration, it is impossible to track or list even a small portion of them.

Juvenile Justice Component: The NUL's major incursions into the juvenile justice field have been mainly in the form of research. In 1980, the NUL conducted a study of police use of deadly force and its relationship to race. The 18-month study concluded that blacks were disproportionately represented as victims of police shootings and recommended further research. In 1981, the NUL studied the relationship between school discipline and youth involvement in the criminal justice system. This research, called the School Suspension Study, focused on the relationship between school suspensions and the high crime rate among black youths. Results are forthcoming.

Presently, however, the NUL has not utilized its vast resources, either at the local or national level, in dealing with the serious and violent offender. Local level organizations do run delinquency prevention and troubled youth programs; however, these programs encompass all youth, thereby affecting the serious and violent juvenile offender population only incidentally. "We do not make the distinction between juvenile offenders and violent juvenile offenders because we believe that [the] violent juvenile offender is a creation of the criminal justice system, politicians and the media." (Mendez, 1982:1.) Additionally, the NUL has been a strong advocate for reform of the juvenile justice system. The NUL is a member of the National Coalition for Jail Reform, the National Juvenile Justice Program Collaboration, and the National Alliance on Shaping Safer Cities (now inactive), and supports the Juvenile Justice and Delinquency Prevention Act's 1977 and 1980 reauthorizations.

Conclusion: The NUL is a veteran social welfare organization with a highly refined and tested programmatic arm. No specific programs targeting the serious and violent juvenile offender exist, and there are no plans for such programs in the future.

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ODYSSEY HOUSE, INC.

Background: Odyssey House was born in 1966 through the collaboration of three medical professionals and 17 former substance abusers. The idea was to develop a long-term, psycho-therapeutic setting in which the addict might be more responsive to psychiatric intervention. In March 1967, Odyssey House was incorporated in New York City as a self-sustaining entity that began in a seven-room building to handle small groups of addicts. By May, 1967 the House was treating 60 patients, and by 1969 over 130 addicted persons were being served.

In 1974, Odyssey Institute was created as a national advocacy organization that was designed to support and expand the therapeutic functions of Odyssey House. Consequently, the focus and clientele of the original Odyssey House were vastly expanded.

Currently, Odyssey House has Houses operating in six American States providing education, child advocacy, research, substance abuse, remedial legislation, and social change programs for troubled people of all backgrounds. Additionally, Odyssey House has three facilities in Australia and a fourth in New Zealand. Odyssey Institute has expanded into an international body, delivering services in nine other countries.

Objectives: Odyssey House was originally created to treat the substance abuser in a drug-free manner. However, since its inception, that mandate has broadened to include child and social welfare issues. The bottom line remains the same: "Odyssey's mission is to develop productive members of society." (Densen-Gerber, n.d.)

Membership: Odyssey serves clients rather than members. The clientele of Odyssey programs are substance abusers who voluntarily participate, or who are referred and encouraged to participate by appropriate social welfare, legal, or educational entities. They are involved in two ways: as recipients of the Odyssey treatment, or as a part of the Odyssey treatment for other addicts. Odyssey House stresses the latter aspect of client participation, believing that "positive peer guidance" is preferred over any other resocialization method.

The staff of Odyssey House is unusual in that only one-half of them are professionals (physicians, psychiatrists, and educators) trained to deal with drug addiction. The other half consists of former addicts. The latter work in store-front induction centers and in a counseling capacity. Thse persons have an ability that the professional staff lack--a way of communicating in the language of the street. Without this contribution, the professional staff would be less effective.

Funding: Funding for Odyssey programs comes from private contributions, and foundation and government (Federal and State) grants. On the national level, Odyssey must raise 35 percent of its revenue from nongovernmental grants and contributors annually. Some examples of contribution sources include American Express, ATT, Atlantic Richfield, Chase Manhatten, Eastern and Pan Am Airways, the Ford Foundation, McGraw Hill, General Electric, Sears and Roebuck, and Union Carbide. Almost 90 percent of revenue yearly goes to actual programs and services, and only seven percent goes to administration, as Figure 1 below indicates.

Figure 1

WHERE THE ODYSSEY DOLLAR GOES

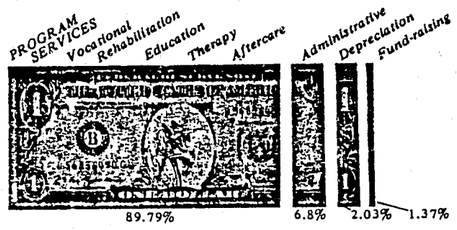

Table adapted from Judianne Densen-Gerber, Odyssey Institute: A Look at the Past Decade. (New York: Odyssey).

Organization and Programs: The Odyssey Institute is run by a Board of Directors consisting of political, corporate, professional, and social leaders. Additionally, special interest areas such as Volunteers in Probation and Concerns of Children are represented on the Board. Both the United States and Australia have their own national boards that work with and under the international Board of Directors, administering and overseeing programs in their designated regions. Also contributing to the decisionmaking process on the national level are a Committee of Overseers and an Advisory Board. The national organization also publishes Odyssey Journal that acts as an international communications link for professionals in social services and health care.

Local Odyssey programs have a great deal of autonomy. They are represented by a State coordinator who acts as mediator-liaison between the local and national Odysseys. National involvement with local programs is minimal, consisting primarily of therapy supervision by Dr. Densen-Gerber and overseeing fund expenditures. Local fiscal record are open to review by the national body at any time.

The Odyssey program involves positive peer group interaction. Participants are referrals or self-inducted through storefront Odyssey centers. Once a resident of Odyssey House, the individual is taught discipline through group, peer, and individual counseling. He or she becomes a member of the Odyssey community and is resocialized to act positively within the system. The next stage involves vocational education and the reestablishment of family relations. The final step may put the graduate in a staff position, helping those new to the Odyssey program, or assist that person find an alternative employment and career.

Juvenile Justice Component: Odyssey's involvement with youth has been both extensive and volatile.* Starting in the late 1960's and early 1970's, Odyssey's youth component has focused on the teenage substance abuser. The Adolescent Treatment Program was designed specifically to deal with addicts 15-17 years-of-age through the same successful method used with adult addicts. Since then, this treatment has been expanded to troubled youth with behavior problems, runaways, abused and neglected children, status offenders, victims of rape and incest, and alienated and lost youth.

Odyssey has also been heavily involved with youth on an advocacy level. In addition to supporting the 1977 reauthorization of the Juvenile Justice and Delinquency Prevention Act, Odyssey has sponsored advocacy campaigns focusing on children's rights, health care, and prohibition of child pornography. Additionally, Odyssey has collaborated with Congress on the Child Abuse and Neglect Act of 1974, the Protection of Children from Sexual Exploitation Act of 1977, and the establishment of the National Center on Child Abuse and Neglect in 1974. Currently, Odyssey staff are campaigning for a presidentially-appointed, cabinet level advisor on American Children and Youth.

With the exception of a program for serious drug addicts of all ages (some of whom might also be offenders), no specific programs for the serious and violent juvenile offender have been instituted. In fact, many local units will specifically refer the serious and violent offenders to other programs because of Odyssey's inappropriate open treatment environment.

*When the Odyssey Adolescent Treatment Unit was opened in New York, Dr. Densen-Gerber was summoned to court on charges of operating the unit without proper documentation. Ironically, after her acquittal, the City funded the Unit.

Conclusion: Odyssey has proven itself to be a very effective drug treatment unit; 98 percent of its participants remain drug-free for at least five years after treatment. Not only does Odyssey's program success rate suggest its effectiveness for drug offenders, but its focus on resocialization is innovative in dealing with offenders of all types. This suggests that Odyssey might have great promise in programmatic assistance for serious and violent juvenile offenders. Further, it appears that treatment skills internally exist for programs for youth who not only have a serious offense record, but are also substance abusers.

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OUTWARD BOUND, INC.

Background: In 1941, the first Outward Bound school was founded in the Welsh port of Aberdovey to teach young seamen war survival skills by building self-confidence in physically and mentally challenging situations. Outward Bound began its American program in 1962 when it opened its Colorado school. As interest grew in Outward Bound's holistic educational approach of intellectual, physical, and emotional development, new schools were opened across the Nation in Maine, Minnesota, New Mexico, North Carolina, and Oregon. Additionally, the Dartmouth Outward Bound Center at Dartmouth College in New Hampshire was established in 1971. To coordinate policies, courses, recruitment of students, and fund-raising for these efforts, Outward Bound, Inc. was created as a private, nonprofit corporation in 1968.

Currently, Outward Bound, Inc. is the only national organization providing leadership and continuing education in the outdoor experiential field. There are many local and statewide programs based on the Outward Bound model; however, none are national in scope. In addition to the five American Outward Bound schools attended by approximately 8,000 students each year, about 25 other schools are training Outward Bound students in Europe, Asia, Africa, Australia, New Zealand, and Canada.

Objectives: Outward Bound's goal is to address the educational development of the total person by conducting courses of a physically and mentally challenging nature in remote wilderness areas. An ultimate objective, then, is that the nature of survival activities will force the participant to continually educate him/herself, thus learning to become more self-reliant and confident in individual and group experiences.

Membership: Outward Bound, Inc. is an educational rather than a membership organization. It admits students of any race, color, and national or ethnic origin who are 16½ years-of-age and older. Potential students apply to the Outward Bound school of their choice and are eligible for partial and full scholarships. In the case of those young persons involved in project S.T.E.P., described below, they must want to participate and be referred by some institution. Their tuition is then paid for with public funds as participation becomes an alternative to incarceration.

Voluntarism: Unlike many national organizations, Outward Bound does not rely upon volunteers to instruct or assist students. Instead, all Outward Bound instructors are well-trained, paid professionals who work with students who have voluntarily enrolled in one of Outward Bound's schools. The major role volunteers play in the Outward Bound organization is the governing capacity assumed by over 200 professional people who sit on the national and individual school boards of trustees. Additionally, volunteers serve on advisory boards of trustees as well as on advisory committees that meet on an as-needed basis.

Funding: Outward Bound, Inc., as well as the five individual schools and the Dartmouth Center, receives financial support from individuals, private foundations, and corporations. Additionally, individual donors provide partial and full scholarships to approximately 30 percent of all Outward Bound students who would otherwise be unable to enroll.

Organization and Programs: Outward Bound, Inc. has chartered its five independent Outward Bound schools. The national organization's purpose is to coordinate national policy, safety standards, course programming, recruiting of students, and funding for the total Outward Bound organization. It is governed by a volunteer board of trustees, made up of prominent persons in business, education, and the professions.

Each of the five Outward Bound schools operates as a private, nonprofit educational institution that accepts advice and services from the national organization. Each school is governed by a volunteer board of trustees which, in turn, confers with volunteer advisory boards.

The standard Outward Bound course is 21-26 days long. While each of the Outward Bound schools uses the same basic curriculum in its standard course, some of the specific activities vary according to environment and season. During the early part of the course, each student takes part in fitness training and physical conditioning through such daily activities as running, hiking, or swimming.

All participants undergo extensive instruction in safety training appropriate to the environment and season in which the course is taking place: the use of specialized equipment; search-and-rescue, emergency evacuation, and first aid procedures; field food planning and preparation; map, compass, and route-finding; traveling skills and expedition planning and control; and care and protection of the environment to be used by the course.

After successful completion of the initial training phase, participants in groups of eight to 12 take part in the following experiences: one or more short expeditions appropriate to the environment (sailing, backpacking, canoeing, skiing, cycling) accompanied by the instructor, which lead up to an extended journey; a solo (a period of wilderness solitude lasting up to three days and nights with a minimum of equipment necessary for existence); rock climbing and rappelling; a marathon event; a service project performed by all students for the benefit of others; periodic time devoted to reading, and discussions designed to help students interpret their course experiences; and a final expedition of up to four days duration, student-planned and student-led, with a minimum of instructor supervision consistent with prevailing conditions, safety requirements, and the environment.

Juvenile Justice Component: Since its U.S. introduction, Outward Bound schools have been instructing juvenile delinquents referred by many national agencies, most notably the Massachusetts Youth Service, the Michigan Youth Service, the City of Newark, the Seattle project, and Colorado's Division of Corrections. It has always opened its programs to serious and violent juvenile offenders, a practice described by the following statement:

> Armed robbers, burglars, attempted murderers, car thieves, drug dealers, indiscriminate drug takers, etc., have successfully completed Outward Bound courses.

This philosophy has evolved not only from the incorporation of delinquent youth into regular Outward Bound programs, but from experience with four specific programs designed for offenders--the first national in scope, the second two available only in Colorado, and the last confined to the State of Florida.

- Colorado Outward Bound School Corrections Project--This project works with predelinquent youth as well as juvenile and adult offenders. For adjudicated juveniles, short-term intensive treatment is designed to divert them from further contact with the juvenile justice system, to supplement correctional programs, to provide an Outward Bound alternative to traditional detention, and to follow up the youth's progress in school and/or on-the-job upon release. Up to 166 delinquent youths and adjudicated adults are involved annually in programs that range from the standard Outward Bound course to youth group homes. Additionally, the project offers consulting services, contractual courses, and publication lists to corrections departments, youth agencies, and school districts across the Nation.

- Colorado Outward Bound School Juvenile Justice Project--This project is supported by a consortium of private and public funds from LEAA, El Paso County, and the El Pomar Foundation. This community-based, non-residential, experiential treatment project was created to address critical issues that face delinquent youth with the hope of reducing future involvement with the juvenile justice system. Six courses per year serve 96 males and females between the ages of 14 and 18.

- Colorado Outward Bound School Adventure Home--Adventure Home operated from early 1978 to the fall of 1979 as an Outward Bound coeducational residential delinquent treatment center. Its average occupancy was four students, who remained at the home for approximately six months. Two resident counselors, a team leader, and an assistant team leader as well as occasional university volunteers comprised the staff who supervised outdoor experiences, daily living routines, and educational/vocational training. During its existence, Adventure Home was the only program in Boulder that worked with serious and violent juvenile offenders. Although an evaluation on the program concluded the project was effective, the Home was closed because of scarce State funds.

- Short Term Elective Program (S.T.E.P.) of the Hurricane Island Outward Bound School--S.T.E.P. was established in 1975 with the guidance of Outward Bound, Inc. and funding from the Florida State Department of Health and Rehabilitative Services.* S.T.E.P. is the only school in Outward Bound's worldwide system that works solely with adjudicated youth. Referred directly from the State of Florida's correctional and health divisions, the following statistics indicate S.T.E.P. provides the quickest (32-36 days), most cost-effective ($28.27 per child per day) alternative to incarcerating juveniles in Florida. Its recidivism rate has averaged 19.5 percent annually. S.T.E.P. is both an individual and group wilderness challenge that is "fairly close to boot camp." Every two weeks, a group of 10 girls and boys and two instructors begin a 32-day trip from the Atlantic Ocean through the Okefenokee Swamp to the Gulf of Mexico. The goal is to improve self-image and instill a feeling of competency in the student that will bring about acceptable behavioral, attitudinal, and value changes.

Conclusion: The American branch of Outward Bound, Inc. is one of the only national, nongovernmental organizations that has always dealt with serious and violent juvenile offenders by providing alternatives to incarceration via a rigorous wilderness experience. In addition to incorporating such youth into its regular educational programs, it has created four individual projects designed to meet the needs of adjudicated youth, violent and serious offenders being explicitly included if not targeted by some efforts. In each case, the project was planned and organized via the expertise of Outward Bound's private, nonprofit organization and combined with public support. Further, each effort received ongoing evaluations that show impressive success rates.

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SALVATION ARMY

Background: In 1865, a dissatisfied English preacher started a "Christian Mission" to provide hope and salvation in a London slum. At the end of its first year, the Mission had attracted over 300 workers who preached, marched, and sang about the powers of God in open-air settings. By 1878, the military structure for the war against poverty and sin as well as an official name, the Salvation Army, had been established. The Army consisted of local missions (Corps), dedicated members (Soldiers), and ministers (Officers) who were led by a General. The Army was supplied with uniforms, a flag, brass band, and martial music.

It was not until 1880 that the first Salvationists arrived in New York at the request of several interested Americans.* Thus began the American branch of the Salvation Army as a religious, nonprofit, national organization with headquarters initially located in Philadelphia. The movement was so successful by the early 1900's that thousands of Officers and Soldiers were serving in 36 countries throughout the world. Further, their services had broadened to include the following:

- a Prison Brigade in Hartford, Connecticut to help prisoners, former prisoners, and their families (1885);
- special women's services in Brooklyn, New York to provide a home for former prostitutes (1885);
- a daycare nursery in New York City to care for children of poor families (1890);
- food and shelter depots in New York City to help the urban poor (1891);
- Christmas fund-raising kettles in San Francisco to assist the urban poor (1891); and
- Salvage Brigades across the Nation to collect reusable materials that could be refurbished, thus providing jobs and income (1896).

In 1981, the Salvation Army served 86 countries, preached in 111 languages, maintained more than 17,000 religious and charitable centers as well as 48 schools for officer training around the world. Internationally, Army schools provide education for over 200,000 students, medical care to over 156,000 in-patients and two million out-patients, conduct tracing services for 10,000 missing persons, and provide almost two billion meals to the homeless and transient each year (The Salvation Army, 1982b). In the United States, over 11,000 centers were in operation by 1981, led by 5,167 Officers and over 24,000 full-time Salvation Army employees.

*Three unofficial Christian Missions preceded the 1880 organization of the American Salvation Army: a mission in Cleveland between 1872-1876, a New Jersey mission in 1875, and a Philadelphia Corps in 1879. It was the leaders of the latter mission, Anna and Eliza Shirley, who encouraged the founder to bring the Army to America.

Objectives: The Salvation Army is an organization "designed to operate as a religious and charitable corporation with the following purposes:

- the spiritual, moral, and physical reformation of all who need it;
- the reclamation of the vicious, criminal, dissolute, and degraded;
- visitation among the poor and lowly and sick; and
- the preaching of the Gospel and the dissemination of Christian truth by means of open-air and indoor meetings (The Salvation Army, 1978:9).

Membership: Anyone can join the Salvation Army if they can abide by three rules: be converted to Christ, accept all Salvation Army doctrines, and agree to actively support the Army's principles and work. There are three types of members:

- commissioned Officers who are ordained ministers trained for full-time Salvation Army service--an officer must be willing to make a lifetime commitment to a religious vocation with the Army;
- Soldiers who are members of the Salvation Army local Corps community center congregations; and
- adherents who are persons of good standing and character who philosophically and financially support the Army.

Voluntarism: Volunteer workers for the Salvation Army are generally business and professional men and women who serve on community advisory boards. These boards are active in fund-raising, public relations, and building good relations with other religious and charitable agencies. By 1981, over 21,000 persons were serving the Army on almost 1,000 advisory boards. Additionally, over 260,000 business and professional persons served on Salvation Army associations, auxiliaries, and advisory councils (The Salvation Army, 1982a:15).

Funding: The national Salvation Army organization is supported by the four territorial units on a formula basis. Field services are provided to operating units by divisional and territorial headquarters and are sustained by support service assessment to local operating budgets.

At the local level, centers are supported by annual United Way contributions (in some areas), various fund-raising activities, and

traditional Christmas and summer camp appeals. Additionally, Officers and Soldiers of the Salvation Army make weekly tithing contributions.

Organization and Programs: The Salvation Army is an international, multi-cultural Christian organization that vests its leadership in the General. The chain of command then flows downward through the Chief of Staff, into overseas, and into the actual territories.

In the United States, the Army's National Headquarters are located in Verona, New Jersey. Here the National Commander and the National Chief Secretary coordinate the activities of four territorial offices in New York City; Chicago, Illinois; Atlanta, Georgia; and Rancho Palos Verdes, California. Each Territorial Commander operates via the policies set by National Headquarters at the annual Commissioners' Conference presided over by the National Commander. However, most of the administration and program services are carried out at the Divisional and Territorial levels.

All Corps community centers located within a certain geographical area make up a division that is directed by a Divisional Commander. The 38 American divisions are responsible to their territorial headquarters.

Each of the 1,056 Corps community centers, headed by a Corps Officer, offers a varied program. In addition to weekly religious services, it may include family counseling, daycare centers, youth activities, hospital visitation, fellowship for the elderly, and special assistance to prisoners. The advisory boards that serve each Corps are composed of voluntary community members who review annual budgets, help coordinate Army programs with other community agencies, and help with fund-raising campaigns. In cities where there is no Corps community center, Salvation Army "service units" exist to raise funds, perform welfare activities, and refer needy cases to Army regions.

Salvation Army programs vary from community to community. They include:

- Adult Rehabilitation Centers--located in 113 cities, these centers offer in-residence care and work therapy for men and women with various social handicaps, especially substance abuse. They are financed primarily through the collection of household items, which are repaired and sold to the public at Army Thrift stores.

- Family Service Programs--offer varying services that include extensive counseling, financial assistance on an emergency basis, emotional and educational assistance for unwed mothers, and education for parenthood projects.

- Summer Camps--make it possible for thousands of inner-city youth to go to camp. Further, camp sessions have been made available to senior citizens.

- Christmas Sharing--gives help to needy families, the lonely, and homeless men and women during the holidays.

- Emergency Disaster Service--is provided by Salvation Army relief teams during every major type of disaster. Salvationists work cooperatively with other voluntary organizations under the direction of the Federal Emergency Management Agency.

- Daycare Centers--provide care for preschool children whose parents work.

- Missing Persons Bureau--provides an international service for people missing in all parts of the world.

- League of Mercy--comprised of Army members who make visits to hospitals, convalescent and nursing homes, jails, and children's homes.

- Senior Citizens Programs--organizes clubs for the elderly; some divisions sponsor modern residences for older citizens.

- Youth Services--encompasses a large part of the Army's ministry and includes the following: sponsorship of special Cub and Boy Scout troops, Sunbeams and Girl Guard Clubs, as well as the service-oriented Red Shield Youth Association; organization of music, athletic, recreational, cultural, and arts and crafts programs; and Sunday School courses. In recent years, more emphasis has been placed on working with young people, including working directly with child care agencies, prevention of delinquency, and child abuse activities.

Juvenile Justice Component: The oldest community service administered by the American Salvation Army is the Prison Brigade. First begun in 1885, the Brigade sought to help prisoners, former prisoners, and their families. The Army's work has always dealt with adults and juveniles who are incarcerated for a wide variety of misdemeanor and felonious offenses. No separate administrative effort has been undertaken to reach out to youthful offenders separately from adult offenders. Because youth receive the same services accorded adults, there is no way to tell how many youth are involved in comparison with adults. Thus, of the more than 145,000 inmates currently visited in correctional institutions each year, and the 15,000 released inmates who receive Army assistance annually, there is no way of knowing how many were youthful offenders or what proportion had committed serious and violent crimes. It is certain, however, that some of the more serious youth population has been reached by Army services over the years.

General services offered to inmates include counseling, parole planning, parole counseling, and spiritual ministering. For prisoners who are about to be released, the Army offers pre-release job training programs. Former prisoners are provided not only with shelter

and support in Salvation Army halfway houses while making their transition back into society, but those parolees in States requiring an inmate have an approved home and job prior to release may receive such services from the Army. Further, the families of inmates can receive counseling, child care, transportation, and recreational and employment assistance through the Salvation Army.

Two specific Army programs that also reach some incarcerated youth are ALPHA in Pittsburgh and the Misdemeanor Probation Program in Florida.

- ALPHA (Attitude of Love, Prayer, Happiness, and Affirmation)--Begun in September, 1968 under the leadership of a prisoner in Pittsburgh's maximum security State Correctional Institution, ALPHA is coordinated by two prison chaplains, an attorney, and the local Salvation Army Corps. ALPHA teams prisoners with Christian businessmen on a one-to-one basis for fellowship and rehabilitation.

- Misdemeanor Probation Program--Located in 34 Florida counties, the program has been operating since 1975. When Florida State law changed regarding probation for misdemeanants in 1975, the Salvation Army employed a full-time director of corrections. His primary purpose was to help rehabilitate the offender and ensure a smooth transition back into the community. As of May 1980, the program had handled 32,665 cases involving court visits; individual and group counseling; short- and long-term referrals to community health, employment, training, and substance abuse programs; follow-up phone calls and letters; and home visits (The Salvation Army, 1980:19).

In addition to the above programmatic assistance to incarcerated youth, the Salvation Army has lent its philosophical support to the 1977 and 1980 reauthorizations of the Juvenile Justice and Delinquency Prevention Act.

Conclusion: While the Salvation Army has no administratively defined program that targets serious and violent juvenile offenders, most of its Corps community centers work with adult and juvenile offenders across the Nation. Further, two specific prison programs have been created in the past decade, one to deal with serious offenders and the other to work with misdemeanants. Even though there is no way of knowing how many serious juvenile offenders are served by the Salvation Army, there is no doubt that some of this population does receive assistance while incarcerated, during pre-release processing, and after release.

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(201) 239-0606

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7th STEP FOUNDATION

Background: 7th Step Foundation was founded in 1963 by a group of ex-convicts and persons never convicted of a felony. These two different groups, however, saw a common need: a transitional organization through which ex-convicts could adequately adjust to their return to society. The origin of the seven-step approach was developed by 93 convicts at the Kansas State Penitentiary, Lansing, Kansas, in 1973.

Objectives: 7th Step Foundation was established to help rehabilitate inmates and former inmates of penal or correctional institutions readjust to society.

Membership: The Foundation is not a membership organization. Staffers consist of ex-convicts and those concerned with helping former inmates re-enter society. Clients of the Foundation consist entirely of inmates or former inmates.

Voluntarism: The Foundation is almost totally dependent on volunteers for administrative staff and counseling programs.

Funding: 7th Step Foundation is funded from a variety of sources. Private funding and State contract grants make up the major portion of its revenue. Federal funds are no longer available for some 7th Step programs.

Organization and Programs: 7th Step Foundation has over 85 local groups providing a number of services to inmates and former inmates of penal institutions. The national organization acts as a coordinator for local groups and supplies technical assistance for local programs.

The local groups conduct the actual programs for both inmates and former inmates. These programs are divided into five areas: pre-release counseling and group meetings for people inside prison; post-release meetings to assist with adjustment; employment counseling to assist in finding jobs; juvenile programs to deal with potential felons under 20 years-of-age; and public information about crime and what is needed to prevent it.

The Foundation derives its name from the seven-step program designed to allow the ex-convict to come to terms with himself both socially and psychologically. The seven steps are:

F acing the truth about ourselves and the world around us;
R ealizing that there is a Power from which we gain strength;
E valuating ourselves by making an honest self-appraisal;
E ndeavoring to help ourselves overcome our weaknesses;
D eciding that our freedom is worth more than our resentments;
O bserving that daily progress is necessary, we set an attainable goal toward which we can work each day; and
M aintaining our own freedom, we pledge ourselves to help others as we have been helped.

Juvenile Justice Component: 7th Step Foundation works directly with juveniles who appear to be potential felons. An example of the Foundation's program geared specifically toward youth is the now defunct Foothill Farms halfway house operated by 7th Step in Sacramento, California. The house served youthful offenders and has resulted in a number of potential felons becoming useful, well-educated citizens. The halfway house was forced to close when the California Youth Authority cut off funding. Similar programs exist in many local 7th Step groups.

Conclusion: 7th Step Foundation's efforts with juvenile and adult offenders offer a much needed service to both the offender and society as a whole. While programs dealing with juvenile offenders, including violent and serious offenders, do exist, they live under the constant threat of extinction because of lack of funding.

For more information, contact:

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Cincinnati, OH 45202
(513) 721-0406

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CONTINUED

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UNITED NEIGHBORHOOD CENTERS OF AMERICA, INC. (UNCA)

Background: The settlement movement was begun somewhere around 1880 by an Englishman who urged Oxford and Cambridge students to live among the poor and give them the benefit of their training. By the late 19th century, settlement houses and neighborhood centers began appearing in major U.S. cities, some establishing city-wide federations to promote cooperation and communication within the movement. In 1911, a formal national entity was organized by 20 settlement house representatives who created the National Federation of Settlements--later to become the United Neighborhood Centers of America, Inc. (UNCA).

Originally, the National Federation of Settlement Houses acted in alliance with local houses rather than as leader. The national held no authority over the local agencies, and functioned more as a unified voice for the movement. The national organization acted as an advocate for the settlement movement; as an information center, conducting numerous surveys on Settlement House activities, programs, and accomplishments, and research on the evolution of the neighborhood;* and as an information clearinghouse, making its vast stores of data available to the local agencies.

In 1972, a new Executive Director enabled the UNCA to branch out into new program areas that included juvenile justice and advocacy for full employment. Its involvement in social issues was broadened by 1981 when the UNCA actively supported extending the Voting Rights Act of 1965 and further funding for both the Legal Services Corporation and CETA.

Objectives: The UNCA believes the neighborhood is the living cell of the city, and that only by working to upgrade neighborhood conditions can one hope to help the disadvantaged within. For this reason, the primary activities of the UNCA are aimed at supporting and strengthening local settlements and neighborhood centers, and through them, serving the disadvantaged.

Membership: The UNCA acts as the national voice for 140 member agencies that operate 360 centers in 80 cities and 30 States. Local workers are usually volunteers or social service professionals, all with a concern for the "have-nots" of society.

*Some of the UNCA's major studies include a 1920's study of unemployment and its effects on the family, and a study of the quality and availability of medical care for the disadvantaged in the 1930's. The UNCA also held a conference in the 1950's on the implications of urbanization and industrialization on the family and the individual.

Voluntarism: On the local level, volunteers figure prominently in the administration of programs and local centers. The UNCA encourages local agencies to make the relationships beneficial to both parties, by offering training opportunities to the volunteer worker. On the national level volunteers are less prominent, but they do act to supplement professional staff members. All 54 members of the National Board plus an additional 30 persons who serve on committees are volunteers who pay their own expenses related to their participation.

Funding: The UNCA solicits both private and public funding. Private sector funds include corporate, foundation, and local grants. Public sources include OJJDP, the Department of Labor, and the Department of Health and Human Services. As can be seen on the figure below, government grants in 1981 made up 64.7 percent of the organization's total income. Membership dues made up the second biggest source of income.

Figure 1

STATEMENT OF INCOME AND EXPENSES
FOR THE CALENDAR YEAR ENDING 12-31-81

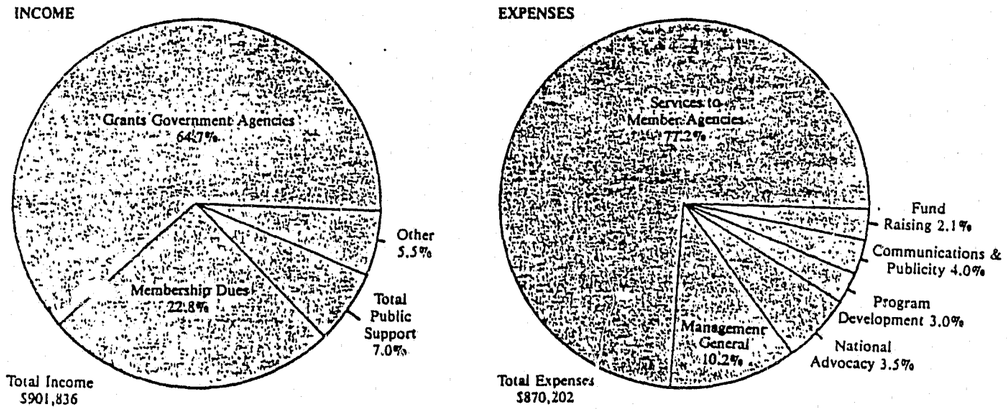

Table adapted United Neighborhood Centers of America, Inc., 1981 Annual Report and Newsletter. (New York: UNCA, Inc.).

Organization and Programs: The UNCA is a national voluntary organization with 140 member agencies. It is run by a 46-member Board of Directors elected by member agencies, an Executive Director, Executive Staff, and elected officers. The national entity represents both its membership and the settlement house movement as a whole. Except for its accreditation

program of local agencies, the UNCA still has very little control over its local agencies. Its main form of interaction with the local agencies comes in the form of technical assistance such as financial analysis, corporate planning, fiscal resource development, needs assessment, and program evaluation. In 1981, 36 member agencies received on-site aid, and another 55 received aid by telephone or mailed correspondence. The national organization also runs conferences and training seminars to increase professionalism and awareness on the local level, as well as publishing a newsletter and special mailings.

Very few national programs exist. Those still in operation have been cut back in accordance with decreasing Federal funds. One national project that has survived is the Elderly Assistance Program, funded by the Administration on Aging. Through this program, the UNCA provides technical assistance and other aid to local neighborhood centers in helping the elderly. Local level programs are as diverse as the localities they represent, and impossible to list in this limited space.

Juvenile Justice Component:

Neighborhood centers have a long history of serving families and individuals in need of aid. Traditionally located in communities plagued with poverty, unemployment, poor housing, and high crime rates, it is not surprising that troubled youth have become a particular concern throughout the years. At this time, the UNCA belongs to two national collaborations concerned primarily with status offenders--the National Collaboration for Youth (NCY) and the National Juvenile Justice Program Collaboration (NJJPC). Further, the UNCA has been a persistent supporter of the 1974 Juvenile Justice and Delinquency Prevention Act and its subsequent 1977 and 1980 reauthorizations.

The UNCA has also developed delinquency prevention program models that are available to local agencies. One such model program, Educational Development and Guidance for Employment (EDGE), uses direct services (e.g., counseling, job training) and community development activities to prevent delinquency, reintegrate the youth back into the community, and involve the community in the youth's education. At this time, the EDGE program has been replicated in several communities throughout the Nation.

Local agencies have full autonomy in developing and running their own programs, a well as deciding whether or not to adopt a national model program. While local UNCA member agencies do conduct youth programs, the national organization has no centralized knowledge about how many impact juvenile offenders. Further, the national UNCA assumes that local organizations have probably followed the national prevention model:

> Prevention offers the broadest framework for positive intervention. All teenagers within a given target area can be included. (United Neighborhood Centers of America, Inc., n.d.b.)

Such a philosophy generally eliminates concentration on serious and violent juvenile offenders.

Conclusion:

While the UNCA is active in programmatic outreach and advocacy, none of these special skills have yet been focused on the serious and violent juvenile offender. Further, with the new fiscal conservatism demonstrated by the Federal government, it seems unlikely that the UNCA will expand its interest to this area.

For more information, contact:

United Neighborhood Centers of America, Inc.
232 Madison Avenue
New York, NY 10016
(212) 679-6110

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UNITED PRESBYTERIAN CHURCH, U.S.A.
NATIONAL TASK FORCE ON CRIMINAL JUSTICE

Background: Throughout the last decade, the United Presbyterian Church has expressed a great deal of concern about those persons involved in the criminal justice system.* The precedent for action in this area was set with the adoption of the 1972 "Justice for the Imprisoned" Statement** to the 184th General Assembly of the United Presbyterian Church that made the following recommendations:

- optimal commitment of church resources to influencing the enactment of constructive public policies for those in prison;
- establishment at regional and local presbytery and synod levels of a Task Force on Criminal Justice "to initiate, guide, and support related creative ministries and constructive action"; and
- creation of a National Task Force on Criminal Justice within the Program Agency of the United Presbyterian Church's New York headquarters.

The actions of the Task Force eventually led to the establishment of the Presbyterian Criminal Justice Program.

Objectives: The goals of the National Task Force on Criminal Justice are as follows:

- identify, evaluate, and recommend methods and strategies for developing, organizing, and deploying the resources of the United Presbyterian Church in support of programs designed to foster constructive change in the criminal justice system;

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* The United Presbyterian Church is not the only national Christian church organization concerned with the issues of criminal justice. Indeed, on November 10, 1979, a position statement entitled "Challenges to the Injustices of the Criminal Justice System: A Christian Call to Responsiblity" was adopted by the National Council of Churches of Christ in the U.S.A. Included within its call of responsibility to member church communities were the following: develop increasing awareness of the need to reform the goals of the criminal justice system and the presence of injustice in the system; encourage broad-based citizen and religious group support; assess potential for criminal justice ministries; and discover ways to contribute to forming public opinion and policy on criminal justice issues.

**Prior to the 1972 Statement, the United Presbyterian Church, U.S.A. had taken a formalized position on criminal justice with the delivery of the 1967 background paper, "Problems of Crime in America." Delivered to the 179th General Assembly, it pointed to desirable objectives for crime prevention and called for new forms of ministry in specific areas of need. Between 1972 and 1977, at least five other background papers on criminal justice issues were delivered at annual meetings of the General Assembly.

- provide assistance to synods and presbyteries in formulating and establishing task forces on criminal justice;
- serve as a national resource center and provide for affiliations with other national and international efforts; and
- establish a communication network among judicatory task forces to facilitate the exchange of information and to stimulate churchwide involvement, support, and effective action (Office of Justice System Issues, 1972:5).

Membership: Information unavailable.

Voluntarism: Information unavailable.

Funding: Information unavailable.

Organization and Programs: Information unavailable.

Juvenile Justice Component: As early as the 1972 "Justice for the Imprisoned" Statement, the United Presbyterian Church expressed an interest in affecting unsound public policies that criminalized status offenders. By 1980, ideas had been clearly translated into programs when the church identified 108 criminal justice projects operating across the Nation. Of these, 21 were aimed at status, minor, and first-time offenders, while two targeted more serious offenders. These latter two programs are described below:

- Ministry Program of the Presbytery of Detroit and the Task Force on the Justice System--This program provides jail chaplains at Detroit prisons; supports youth living centers, some of which serve adjudicated youth; advocates reform of the Juvenile Justice Code; and co-sponsors counseling aid to juvenile delinquents with the Black Presbyterian United organization.
- Presbytery of the Twin Cities, Minnesota Area and the Hennepin County Juvenile Center, Court Services Division--"The present concern of the Center is with older juvenile recidivists whose offenses have led to court procedures certifying them as adults and transferring them to the county jail for adult prosecution, and thus to adult correctional programs when sentenced." (Office of Justice System Issues, 1980:29.) The primary concern is that facilities and treatment programs for this population be geared to their special needs.

A year after these programs were identified, the Task Force released a publication entitled Juvenile Justice: Involvement for Christians, in which the following 13 program approaches were described, activities explained, and implementation strategies suggested:

Neighborhood Coordinating Center
Emergency Foster Care
Dispute Mediation Center
Jobs for Kids
Youth Assistance Program
Keep a Child in School
Resources for Teenagers
Youth Service Bureau
Literacy and Coaching
Court Watching
Juvenile Facilities
Delinquents and Families--Comprehensive Treatment
Volunteer Probation Counselors

The first nine of these programs are preventive in nature and primarily designed to keep youth from entering the juvenile justice system. However, objectives were broad and could include minor offenders upon release. The last four programs are aimed at youth involved in the juvenile justice system at any one or more of its levels.

In addition, the United Presbyterian Church philosophically supported the 1977 and 1980 reauthorizations of the Juvenile Justice and Delinquency Prevention Act.

Conclusion: While serious and violent juvenile offenders are not targeted by the national organization for special assistance, that population could be included in any local program of the United Presbyterian Church should it wish to focus on the problems of hardcore youth. At least two programs have been identified by the national organization that work specifically with serious juvenile offenders. Generally, it is the option of the local orgnaization to be involved with serious and violent offenders, or to concentrate primarily upon status and minor offenders.

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National Task Force on Criminal Justice
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VOLUNTEERS OF AMERICA (VOA)

Background: Founded on March 8, 1896 in New York City by Ballington and Maud Booth, Volunteers of America (VOA) was envisioned as a national organization based on Christian principles dedicated to serving those Americans most in need of help. Soon after its establishment, Volunteers of America spread throughout the country, establishing local offices dedicated to providing social programs and evangelical services. By the turn of the century, Volunteers of America was well established as a human services agency. The agency continued to thrive, even through depression and war, providing new services and new programs wherever community needs dictated.

Objectives: "Throughout its history of service, VOA has sought to establish programs which are responsive to community need, characterized by programmatic and managerial integrity, and consistent with its Christian commitment." (Volunteers of America, n.d.a.)

Membership: VOA is not a membership organization. Rather, it is a national "ministry of service" to the needy in America.

Voluntarism: While VOA has a large paid staff, it uses volunteers extensively on the local level. Nearly every program on the local level has a substantial volunteer component.

Funding: "Funding for various [VOA] programs comes from a variety of sources ranging from private contributions to United Way donations to state and federal contracts. Income is also generated through the operation of thrift stores, the management of HUD housing complexes and the administration of nursing homes." (Fulghum, 1982.)

Organization and Programs: VOA is governed by a National Executive Board and a National Director. Additionally, there are over 300 VOA officers who have dedicated years of service to the organization, as well as a paid staff of over 3,000 in over 150 U.S. communities.

VOA offers numerous programs and services in a number of areas. The areas and programs include:

- Family
  - emergency shelter and financial aid
  - VOA managed housing complexes
  - counseling

- Disabled People
  - residential facilities and independent living programs for the mentally retarded
  - group homes for emotionally disturbed children
  - residential programs for autistic children

- Elderly People
  - home repair and homemaker assistance, transportation, and senior center programs
  - congregate and home-delivered meals
  - foster grandparent programs
  - VOA nursing homes
  - VOA managed housing complexes

- Children and Youth
  - VOA daycare centers
  - emergency shelters for battered children
  - VOA foster homes
  - VOA summer camps

- Alcoholics and Drug Abusers
  - VOA drop-in centers for public inebriates
  - residential and non-residential employment programs for alcoholics
  - medical detoxication and peer group counseling for alcoholics and drug abusers
  - youth residential programs for juvenile substance abusers
  - community education programs for youth to prevent alcohol and drug abuse

- Offenders and Ex-Offenders
  - pre-release centers provide education and vocational training
  - families of inmates receive material aid and crisis counseling

VOA also publishes a human services magazine, VoAgape, as well as a monthly newsletter, The Volunteer Gazette.

Juvenile Justice Component: "For delinquent and troubled youth, VOA group homes and outreach programs work to prevent delinquency in VOA's young clients as well as provide community alternatives that will divert troubled youth from entering the prison system. VOA community outreach programs are directed to first and second time juvenile offenders or to youth identified as pre-delinquents." (Volunteers of America, n.d.b.)

The Los Angeles branch of VOA is one of the most active in dealing with juvenile offenders. HEAVY (Human Efforts At Vitalizing Youth) deals with delinquent and predelinquent youth by requiring a minimum of nine counseling sessions for the troubled youth and his family. The program also offers community-based programs as an alternative to the juvenile court system. The Youth Re-Entry Program in Los Angeles provides a 17-bed home for juveniles released from the California

Youth Authority. The program involves a six-month series of services in career counseling, support services, and independent living. The We Create Project in Los Angeles area schools provides tutoring, counseling, and recreation with an emphasis on positive activities for targeted predelinquents.

Conclusion: In keeping with its original mandate to serve the Nation's needy, VOA has targeted juvenile delinquents and offenders for a number of rehabilitative and diversionary programs. VOA efforts, particularly in the Los Angeles area, have been well received and relatively successful. While the Los Angeles branch is only one of a large number of local units around the country, it is perhaps a successful starting point for similar projects elsewhere.

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(504) 837-2652

Bibliography:

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Appendix 4-B

INCLUSIVE ORGANIZATIONS*

American Personnel and Guidance Association (APGA)
American Psychological Association (APA)
National Association of Counties (NACO)
National Association of Criminal Justice Planners (NACJP)
National Council of Churches of Christ in the U.S.A. (NCC)
National Criminal Justice Association (NCJA)
National Governor's Association (NGA)
National League of Cities (NLC)
U.S. Conference of Mayors

*Because only limited information was available on these organizations, these appendices are limited in scope.

American Personnel and Guidance Association (APGA)
Two Skyline Place, Suite 400
5203 Leesburg Pike
Falls Church, Virginia 22041
(703) 820-4700

The American Personnel and Guidance Association (APGA) was formed in 1952 by the merger of four national organizations representing counselors: the National Vocational Guidance Association, the American College Personnel Association, Student Personnel Association for Teacher Trainers, and the National Association for Guidance and Counselor Trainers. While the original organization had only 6,000 members, today the APGA has 40,000 members, four regional branch assemblies, and 56 branches. On the national level, the APGA is divided into 13 specialized divisions.

The APGA has had an impact on the juvenile justice system in three main ways:

(1) providing support services to juvenile and adult parole and rehabilitative counselors through its Public Offenders Counseling Association division (POCA). The POCA is concerned with the delivery of effective counseling services to public offenders and the development of new counseling strategies for use by public offenders. Hence, their impact is substantial through their individual members and the support services that POCA offers;

(2) encouraging programmatic outreach to serious and violent juvenile offenders by philosophically supporting programs for the prevention and rehabilitation of that specific population; and

(3) JJDP Act Supporter: 1977 and 1980 reauthorizations. Additionally, one of its divisions, the American School Counselor Association, supported both reauthorizations.

American Psychological Association (APA)
1200 Seventeenth Street, N.W.
Washington, D.C. 20036
(202) 833-7600

Founded in 1892 as a scientific and professional society of researchers, educators, and psychologists, the American Psychological Association (APA) currently serves over 50,000 members who wish to advance psychology as a science, as a profession, and as a means of promoting human welfare. Members subscribe to a wide array of regular and special publications, attend annual conventions, and belong to one or more of the specialty divisions that handle APA issues. While the Association has never been involved directly in youth programs, any numbers of its members conduct youth-related research and/or youth-serving programs.

The APA's interest in the juvenile justice system involves:

(1) testifying before the American Bar Association House of Delegates to urge passage of the Institute of Judicial Administration/American Bar Association (IJA/ABA) Joint Commission recommendation that status offenders be removed from the juvenile court's jurisdiction. This position was approved by the APA Board of Social and Ethical Responsibility for Psychology in October, 1979 and adopted by the APA Council of Representatives in January, 1980; and

(2) JJDP Act Supporter: 1974 Act; 1977 and 1980 reauthorizations.

National Association of Counties (NACO)
1735 New York Avenue, N.W.
Washington, D.C. 20006
(202) 393-6226

The National Association of Counties (NACO) was formed in 1935 to serve elected and appointed policymaking officials from counties around the Nation. In 1957, NACO established the National Association of Counties Research Foundation (NACORF) for applying social science research techniques to issues that concern local government. Today, NACO has over 1,700 member county units and provides a research and reference service for county officials.

NACO has been involved in the juvenile justice system in two ways:

(1) publishing two advisory guides for county officials dealing with the criminal and juvenile justice systems: Regional Criminal Justice Planning: A Manual for Local Officials provides local government officials with an accurate overview of the entire criminal justice system and details the role of the local official in the system; and "Juveniles and the Law" provides the local official with a comprehensive discussion of major issues facing the juvenile justice system: the Gault v. Arizona decision; juveniles in custody; search and seizure; police interrogation; and due process in the juvenile court; and

(2) JJDP Act Supporter: 1977 and 1980 reauthorizations.

National Association of Criminal Justice Planners (NACJP)
1500 Massachusetts Avenue, N.W.
Suite 129
Washington, D.C. 20005
(202) 223-3171

In 1972, the National Association of Criminal Justice Planners (NACJP) was founded as a professional organization for urban criminal justice planning directors. Its membership soon broadened to include directors from all settings, professional staff from planning agencies, and line agency personnel from law enforcement, prosecution, courts, and corrections. The Association's primary objective is to provide its members a forum for discussing relevant professional topics and translating some discussions into policy recommendations. Additionally, the Association attempts to improve criminal and juvenile justice planning and assist planners in important areas through sponsoring national conferences and regional workshops, publishing a news update, reviewing Federal government policies affecting planning, preparing pertinent position papers, and commenting on draft guidelines affecting planning.

The interest of the NACJP in juvenile justice includes:

(1) participating in the Juvenile Justice Roundtable in 1982, focusing upon the fragmented and diverse Federal juvenile justice program structure;

(2) encouraging crime prevention programs for juveniles;

(3) conducting programs that address the administrative problems encountered by law enforcement and other criminal and juvenile justice officials in processing youth accused of serious criminal acts; and

(4) JJDP Act Supporter: 1980 reauthorization. Support was given with the reservation that the scope of legislation and programs be expanded beyond the deinstitutionalization of status offenders.

National Council of Churches of Christ in the U.S.A. (NCC)
475 Riverside Drive
New York, New York 10115-0050
(212) 870-2271

In 1950, 12 interdenominational agencies merged to form the National Council of Churches of Christ in the U.S.A. (NCC), currently a federation of 32 Protestant and Eastern Orthodox denominations comprising 135,133 churches with over 40 million members. The NCC's goal is to provide a united Christian experience by offering programs of Christian literacy and literature, publishing religious materials, assisting in worldwide medical missions; supplying food, clothing, and shelter to needy people; combatting drug abuse; and promoting world peace and development.

While many of the NCC's constituent churches are involved in delinquency prevention and juvenile justice programs, the national organization has been involved with the system in the following capacities:

(1) sponsoring a 1960 conference outlining the Church's role in the juvenile justice system by NCC's Division of Church and Society (DCS);

(2) disseminating a background paper on psychological and socioeconomic factors of juvenile delinquency by the DCS;

(3) providing Congressional testimony for passage of youth employment and social welfare acts; and

(4) JJDP Act Supporter: 1977 and 1980 reauthorizations.

National Criminal Justice Association (NCJA)
444 North Capitol Street, N.W.
Washington, D.C. 20001
(202) 347-4900

Founded in June, 1971 as the National Conference of State Criminal Justice Planning Administrators (NCSCJPA), the Conference was funded by an LEAA grant. Directors of the 50 State and five territorial Criminal Justice Planning Agencies (SPA's) made up the membership of the NCSCJPA. These SPA's were organized under provisions of the Omnibus Crime Control and Safe Streets Act of 1968 and were designated to administer Federal financial assistance programs created by the Omnibus Crime Control and Juvenile Justice and Delinquency Prevention Acts. Incorporated in the District of Columbia in January, 1974 as a private, nonprofit organization with a new name--National Criminal Justice Association (NCJA)--its major role is to assist States and territories in implementing the JJDP Act by providing information about the juvenile justice statutory requirements and LEAA administrative interpretations, defining the issues and problems relating to the Act, and participating in efforts to resolve issues.

In its role as a juvenile justice advocate, the NCJA:

(1) monitors and interacts with Federal program officials providing financial assistance to State juvenile justice programs;

(2) determines and expresses collective State views on juvenile justice legislation and administrative actions;

(3) informs national, State, and local public and private interests of juvenile justice needs and accomplishments of States;

(4) improves State administration of juvenile justice responsibilities by developing and disseminating information and delivering technical assistance; and

(5) JJDP Act Supporter: 1974 Act; 1977 and 1980 reauthorizations.

National Governors' Association (NGA)
Hall of the States
444 North Capitol
Washington, D.C. 20001
(202) 624-5300

In 1908, governors from each State formed the National Governor's Conference. Known as the National Governors' Association (NGA) since 1977, the NGA is comprised of governors from all States, Guam, American Samoa, the Virgin Islands, the Northern Marianna Islands, and Puerto Rico. Through the national organization, governors attempt to influence the development and implementation of national policy, apply creative leadership to solve State problems, and share knowledge of innovative programs.

Governors have been philosophically supportive of youth programs in the following capacities:

(1) adopting a policy position at the 1980 annual meeting committing the Association to an active State delinquency prevention program development role;

(2) encouraging greater use of cooperative Federal and State resources for job training, education, and other human service programs to curb juvenile delinquency;

(3) encouraging the development of youth programs that:
- work to improve respect for law and law enforcement officials,
- work to broaden the range of conventional ties available to youth, particularly in the areas of work and community service,
- work to reduce youth perceptions of powerlessness,
- work to develop respect and confidence in the institutions and values of American society; and

(4) JJDP Act Supporter: 1974 Act; 1977 and 1980 reauthorizations.

National League of Cities (NLC)
1620 Eye Street, N.W.
Washington, D.C. 20006
(202) 293-7310

Founded in 1924, the National League of Cities (NLC) currently exists as a federation of 49 State leagues of municipalities representing 15,000 individual member municipalities. The NLC's goals include developing and implementing a statement of major municipal goals addressing critical problems of American cities; representing municipalities in Congress and Federal agencies; maintaining an information and

consulting service and an extensive library; and publishing a variety of weekly, quarterly, and annual reports.

The NLC retains a strong juvenile justice advocacy stance via the following policies:

(1) adopting four juvenile justice goals in its 1982 National Municipal Policy statement:

- There should continue to be an office within the Department of Justice which administers federal grants to state and local governments for juvenile justice programs. Such an office should be separated organizationally from other federal criminal justice and law enforcement assistance activities in order to provide greater emphasis on juvenile justice issues and programs.

- While federal juvenile justice programs should continue to be directed toward the problems of status (non-serious, non-violent) juvenile offenders, more attention must be paid to serious and violent juvenile offenders since they account for a disproportionate share of crimes, particularly in urban areas. The federal government should provide additional assistance to localities to help develop programs for serious, repeat juvenile offenders.

- Community-based facilities for juvenile status offenders should be encouraged. The federal government should provide technical and financial assistance to localities to help them develop alternative mechanisms for handling status offenders.

- Juvenile offenders, particularly status offenders, should not be placed in juvenile detention or correctional facilities for violation of a valid court order. Efforts to remove juvenile offenders from large institutions and to prevent their incarceration in secure facilities must continue. The federal government must implement its policy of keeping juveniles out of adult jails or lock-ups. (National Municipal Policy, 1982:61.)

(2) adopting three preventive goals to aid children in its 1982 National Municipal Policy statement:

- A high national priority in this country should include the expansion of existing daycare services and the development of sliding fee scale child care, preventive and protective services for child abuse and neglect, early and periodic health screening, diagnosis and treatment of children, nutrition programs, educational enrichment, and programs for children with special learning needs.

- Congress should strengthen the provision of children's services in this country by reducing the categorical nature of those which now exist.

- The federal government should take greater resposibility for the development of a continuum of services for children and families of troubled children and for developing program models for meeting the special needs of culturally deprived, handicapped, or abused and neglected children for use at the local level. To the degree possible, decentralized facilities in inner cities should be used, allowing children to receive child care in their neighborhoods and allowing preservation of existing city structures where feasible.

(3) JJDP Act Supporter: 1974 Act, 1977 and 1980 reauthorizations.

U.S. Conference of Mayors
1620 Eye Street, N.W.
Washington, D.C. 20006
(202) 293-7330

As a result of the economic hardships caused by the Depression, the U.S. Conference of Mayors was formed in 1933 to organize the municipalities on a national basis. Since then, the Conference has attempted to ensure Mayoral representation of the cities before Congress and the Federal government, to foster just and equitable relationships between municipalities and the Federal government, and to provide an effective exchange of information between major cities of the country. The Conference is made up of city mayors with populations of 30,000 or more--some 800 in all. The Conference is governed by an Executive Committee that works in cooperation with the Advisory Board.

The Conference has shown interest in juvenile justice in the following ways:

(1) philosophically supporting a comprehensive Federal juvenile justice policy that will assist local juvenile justice efforts;

(2) encouraging Federal assistance to cities for developing law enforcement strategies aimed at diverting youths from correctional facilities; and

(3) JJDP Act Supporter: 1974 Act; 1977 and 1980 reauthorizations.

Chapter 5

JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT SUPPORTERS UNINVOLVED WITH JUVENILE JUSTICE PROGRAMS AND ISSUES

Thirty-four national nongovernmental organizations officially endorsing the Juvenile Justice and Delinquency Prevention Act (JJDP Act) currently conduct no juvenile justice related efforts. As Table 24 (p. 462) indicates, the 34 inclusive organizations have diverse affiliations, including professional associations, general service-providing organizations, coalitions of several professional and service-providing organizations, national religious organizations, labor unions, and youth membership organizations. Their objectives range from the charitable endeavors of the 140-year-old Society of St. Vincent de Paul, to the diligent advocacy efforts of the nine-year-old Coalition for Children and Youth. Their clientele includes a wide variety of professionals working in health, psychiatric, psychological, and criminological fields; government bureaucrats; and members of labor unions, educational associations, youth organizations, and religious denominations.

Unfortunately, a concise typology of a JJDP Act supporter is impossible. Instead, we find a mixture of entities with little in common beyond their official commitment to the Act. This diversity is illustrated in Table 24 depicting the six organizational categories. The largest number of organizations supporting the JJDP Act are associations that serve as clearinghouses, conduct research, disseminate publications, organize annual meetings, and sometimes provide technical assistance and training to members. The second largest category includes professional and participatory organizations providing direct programmatic and advocacy services to members as well as to a specifically targeted public sector. Religious organizations, two of which once boasted large youth membership organizations (the Methodist Youth Fellowship and the Luthur League), comprise the next largest category. The three smaller categories include labor organizations pressing for fair wages and working conditions, coalitions made up of several professional and participatory organizations sharing common interests, and youth membership organizations pursuing objectives that exclude youth caught up in the juvenile justice system.

SELECTION METHODOLOGY

In the early 1970's, when Senator Birch Bayh's subcommittee identified the need for a separate Congressional act to address juvenile justice system problems, compiling a list of supporters became a top priority. Since the 1974 passage of the JJDP Act and its subsequent 1977 and 1980 reauthorizations, that list has expanded and includes 107 organizations and individuals officially registering support for the Act during at least one of its three legislative hearings.* (See Chapter 1,

*See the following for exact references to supporters of the 1974 JJDP Act and its 1977 and 1980 reauthorizations: Congressional Record, vol. 120 (1974) p. 2155; Congressional Record, Vol. 123 (1977) p. 7954; Congressional Record, vol. 126 (1980) p. 2644.

Table 24

JJDP ACT SUPPORTERS: CATEGORIES OF ORGANIZATIONS CONDUCTING NO MAJOR JUVENILE JUSTICE PROGRAMS FOR YOUTH

1st Category: PROFESSIONAL AND PARTICIPATORY ASSOCIATIONS (NON-PROGRAMMATIC)	2nd Category: PROFESSIONAL AND PARTICIPATORY ORGANIZATIONS (PROGRAMMATIC)	3rd Category: RELIGIOUS ORGANIZATIONS	4th Category: LABOR ORGANIZATIONS	5th Category: COALITIONS OF PROFESSIONAL ORGANIZATIONS	6th Category: YOUTH MEMBERSHIP ORGANIZATIONS
American Association of Psychiatric Services (1948)*	American Association of University Women (1881)	Lutheran Council in the U.S.A. (1967)	AFL-CIO (1955)	Coalition for Children and Youth (1973)	B'nai B'rith Youth Organization (1944)
American Camping Association (1910)	American Institute of Family Relations (1930)	National Jewish Welfare Board (1913)	American Federation of State, County, and Municipal Employees (1932)	National Alliance for Safer Cities (1970)	Future Homemakers of America (1945)
Association for Childhood Education International (1892)	American Occupational Therapy Association (1917)	Society of St. Vincent de Paul (1845)	American Federation of Teachers (1916)	National Urban Coalition (1967)	National Youth Alliance (1969)
Child Study Association of America (1888)	American Public Welfare Association (1930)	United Church of Christ (1800's)	United Auto Workers (1935)		
Mental Health Film Board (1950)	Child Welfare League of America (1920)	United Methodist Church (1800's)			
National Alliance Concerned With School-Age Parents (1969)	National Child Day Care Association (1964)				
National Association of Social Workers (1955)	National Council for Black Child Development (1972)				
National Conference of Christians and Jews (1928)	National Mental Health Association (1950)				
National Conference of State Criminal Justice Planning Administrators (1970's)	United Cerebral Palsy Association (1949)				
VOLUNTEER (1970's)					

*Indicates year organization began.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 1, p. 3.) After eliminating those organizations that were not possible to locate, defunct, or had undergone a name change, 79 national nongovernmental organizations were determined to meet this study's criteria. Of these 79 organizations, 34 support the JJDP Act but currently are uninvolved in juvenile justice programs and issues. The remaining 45 JJDP Act supporters are discussed in Chapters 2-4. (See Chapter 1, Table 3, pp. 9-10 for the chapter in which each organization is discussed.)

ORGANIZATIONS FORMERLY INVOLVED IN JUVENILE JUSTICE RELATED PROGRAMS

Three of the 34 organizations discussed herein formerly operated juvenile justice related programs: American Federation of Labor-Congress of Industrial Organizations (AFL-CIO), American Public Welfare Association (APWA), and National Jewish Welfare Board (NJWB).

American Federation of Labor-Congress of Industrial Organizations (AFL-CIO)--Through its Community Services Department, the AFL-CIO was involved in several cooperative juvenile justice efforts. In 1971, the Community Services Department began working with the National Council on Crime and Delinquency (NCCD) to improve both the criminal and juvenile justice systems. Begun in a number of cities, the joint endeavor was an educational project designed to expose union members and leaders to criminal justice system problems and suggest ways in which they might be solved. In 1973, the AFL-CIO/NCCD partnership expanded via the LEAA funded Community Mobilization Project that actively involved the union in the actual development and operation of the following criminal and juvenile justice projects that would impact on the community:

- Community Assistant Program for Ex-Offenders (CAPE), Des Moines, Iowa--Staffed by VISTA employees, the program prepared individual offenders in correctional facilities for release. CAPE staff members provided counseling, career development, and placement.

- Leo Perlis Remotivation Center, Cleveland, Ohio--The project counseled ex-offenders, trained them in marketable skills, and helped them find good jobs. The Center's clients included ex-offenders, probationers, parolees, furloughees, pre-trial diversion candidates, and juvenile delinquents.

- First Offender Project, Portland, Oregon--The project helped misdemeanants and those guilty of less serious offenses find productive jobs.

The Community Citizen Mobilization Project also administered programs designed specifically for status offenders:

- The Status Offender Campaign in Portland attempted to convince the Oregon State AFL-CIO to help remove status offenders from juvenile court jurisdiction.

- The Labor Youth Sponsorship Program in Fort Worth, Texas provided counseling and guidance to youths who were or had been delinquent. Services included medical care, job placement, foster home placement, and counseling.

- The Labor Group in Pittsburgh sponsored workshops to help status offenders receive the services they needed without appearing before the juvenile court.

- Labor groups in San Francisco worked to establish emergency shelter homes for abandoned, abused, and neglected children. They also worked for the establishment of community centers to provide help for delinquent youth in their own neighborhoods.

Although the First Offender Project in Portland and the Leo Perlis Remotivation Center in Cleveland still operate neither receive government funds nor affiliate with the national AFL-CIO organization.

In addition to the AFL-CIO's above efforts, its Executive Council adopted a statement on "Crime and the Criminal Justice System" in February, 1977 setting seven recommendations regarding juvenile offenders. The statement's full text is found in the "Organizational Background" section of this chapter under AFL-CIO.

American Public Welfare Association (APWA)--From November 1974 until April 1978, the APWA operated the Youth-Community Coordination Project. Funded by LEAA and OJJDP during its 40-month lifetime, the project operated in five community sites nationwide and resulted in the development of a Model Youth Service System in each emphasizing prevention, agency cooperation, and utilization of research data to identify problems and needs; the establishment of a data base to assess the communities' youth service delivery systems, the needs of youth, and the capacities to meet those needs; and the production of a final report providing a historical perspective of the project, description of national and community activities throughout the project, and a model for other communities considering such an endeavor.

National Jewish Welfare Board (JWB)--The JWB was one of the initial members of the National Juvenile Justice Program Collaboration (NJJPC) when it was created in 1975. NJJPC's project, funded by LEAA/OJJDP monies, created five local juvenile justice collaborations that aimed to increase the capacity of national agencies and their local members to serve status offenders. Operating in five separate sites, the projects included camping and wilderness experiences, a community resource fair, career tutoring, and in-school family counseling. The grant expired in 1980, ending the Collaboration's efforts in this particular project. Currently, the Collaboration and its members are working on youth employment issues. (For more information on NJJPC, see Chapter 2, pp. 214-217.)

The populations served by each were primarily at-risk youth and status and minor offenders. Each of the three defunct programs were terminated when their supporting Federal monies expired.

CONCLUSION

Our research indicated the organizations discussed in this chapter support the JJDP Act but indicate no current advocacy or programmatic interest in juvenile justice. Clearly, the only common traits shared by all 34 organizations are their current noninvolvement in juvenile justice programs that work directly with young offenders,

and their support of the JJDP Act. While it is not the purpose of this study to measure organizational intent or the extent of such support, some interesting observations regarding this subject should be noted. First, the eight organizations listed below specifically serve youth, yet currently claim no direct programmatic involvement in juvenile justice beyond support of the JJDP Act.

- Association for Childhood Education International (ACEI)
- Child Study Association of America (CSAA)
- Child Welfare League of America (CWLA)
- Coalition for Children and Youth (CCY)
- Future Homemakers of America (FHA)
- National Alliance Concerned with School-Age Parents (NACSAP)
- National Child Day Care Association
- National Council for Black Child Development
- National Youth Alliance (NYA)

Second, of the explanatory literature sent to us by cooperative organizations, only a few included a statement of support for the JJDP Act. This finding was surprising because many organizations defined themselves as legislative advocates on behalf of children, yet they omitted endorsement of the JJDP Act in their descriptive statements of legislative support.

Third, three organizations were involved in juvenile justice related programs that are now defunct--the AFL-CIO operated the Community Mobilization Project that encouraged union members to become directly involved with juvenile justice projects; the American Public Welfare Association sponsored the Youth Community Coordination Project in five community sites; and the National Jewish Welfare Board, through its affiliation with the National Juvenile Justice Program Collaboration, participated in a cooperative program for status offenders in five locations nationwide.

Several conclusions can be made about the endeavors of these organizations. First, each of the three organizations formerly sponsoring juvenile justice related programs designed such efforts for at-risk youth and status offenders. This targeted population was an obvious choice since their Federal funding agents--LEAA and/or OJJDP--identified diversion and deinstitutionalization of status offenders as top priorities from 1974 forward. But more importantly, when LEAA and OJJDP funding expired, so did the AFL-CIO, APWA, and NJJPC programs. Thus, a reasonable assumption is that some national, nongovernmental juvenile justice programs do not see Federal support as "seed" money, but as an ongoing commitment to a public/private partnership on behalf of troubled youth. Perhaps the most articulate statement of this expectation is found in the National League of Cities National Municipal Policy:

- appropriations for Federal assistance programs should, to the maximum extent practicable, be requested on a multi-year basis; and

- adequate transition time and procedures for any major shift in the funding or administration of Federal assistance programs should be assured, particularly where shifts are from categorical to block grants or involve phase-out of ongoing programs (National League of Cities, 1982:7).

Clearly, such policies indicate local programs will not be encouraged without a promise of continued funding. Further, it suggests that if the Federal partner withdraws support, the local counterpart might not only question its own commitment, but in all probability will terminate its obligation to its youthful clientele.

Second, the diversity of these organizations indicates any national nongovernmental organization with an interest in social welfare can be involved in juvenile justice issues. The even greater variety demonstrated by the organizations categorized in Table 1 suggests virtually any organization can support the JJDP Act's basic tenets. The crucial question then becomes--how does an organization translate philosophical support into programmatic application? Clearly, the majority of organizations discussed herein have indicated no interest in such a transition.

Appendix 5-A

ORGANIZATIONAL BACKGROUND ON JJDP ACT SUPPORTERS

ORGANIZATIONAL BACKGROUND ON JJDP ACT SUPPORTERS

The 34 JJDP Act supporters all have varied backgrounds, goals, and affiliations. The following summaries provide basic information on each, as well as the exact nature of their support for the JJDP Act.*

American Association of Psychiatric Services for Children (AAPSC)
1725 K Street, N.W.
Washington, D.C. 20006
(202) 659-9115

The American Association of Psychiatric Services for Children (AAPSC) was founded in 1948 to help prevent mental and emotional disorders of youth; to further the development and application of clinical knowledge; to support and conduct research projects on child mental health; and to offer a national focus for the clinical point of view. The national Association acts as an information clearinghouse; publishes a monthly bulletin, a quarterly newsletter, periodic symposium proceedings and studies and a biennial membership directory; and conducts an annual meeting.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

American Association of University Women (AAUW)
2401 Virginia Avenue, N.W.
Washington, D.C. 20037
(202) 785-7700

Founded in 1881, members of the original organization envisioned a network of educated women working together to open educational and occupational opportunities to other women. In 1921, two professional associations merged to form the American Association of University Women (AAUW). Since that time, the AAUW remains at the forefront of the fight for equal rights and responsibilities for women. Today, the AAUW has over 190,000 members in more than 1,950 branches nationwide, including the District of Columbia, Puerto Rico, Guam, and the Virgin Islands.

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*Our staff contacted each of the 34 organizations on several occasions. However, the following 15 either never responded to any inquiries, or failed to send our staff the requested materials. These 15 organizations are: American Association of Psychiatric Services; American Federation of State, County, and Municipal Employees; American Federation of Teachers; Future Homemakers of America; Lutheran Council of the U.S.A.; Mental Health Film Board; National Alliance Concerned With School-Age Parents; National Alliance for Safer Cities; National Conference of Christians and Jews; National Urban Coalition; National Youth Alliance; Society of St. Vincent de Paul; United Cerebral Palsy Association; United Church of Christ; and the United Methodist Church. (For these 15 organizations, information was gathered from Brewer (1980) and the Encyclopedia of American Organizations (1980).) Due to the limited information, it is not completely accurate to conclude these 15 organizations are not involved in juvenile justice programs or issues. What we can claim is that every possibly effort was made to discover the extent of ay organizational interest before including them in the "uninvolved" category. Within these confines, it is our understanding that these 15 organizations limit their juvenile justice activities to official support of the JJDP Act.

At the national level, the AAUW has supported juvenile justice issues in the following ways:

(1) Support of Title IX and its family and juvenile related provisions;

(2) JJDP Act Supporter: 1977 and 1980 reauthorizations.

American Camping Association (ACA)
Bradford Woods
Martinsville, Indiana 46151-7902
(317) 342-8456

The American Camping Association (ACA), founded in 1910, is a membership organization for camp owners, directors, counselors, businesses, campers, and students interested in organized camping. The ACA conducts seminars and certification programs, offers information services, maintains a library, and holds annual membership meetings.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

American Federation of Labor-Congress of Industrial Organizations (AFL-CIO)
815 16th Street, N.W.
Washington, D.C. 20006
(202) 637-5000

In 1955, the American Federation of Labor (AFL) and the Congress of Industrial Organizations (CIO) merged to become the AFL-CIO. In the new constitution, a provision specifically called for the creation of a Standing Committee on Community Services to stimulate interaction between Union members and the community, and to educate members about community resources. Since that time, the AFL-CIO Department of Community Services has worked in such areas as the education of refugees, aid to disaster victims (in conjunction with the Red Cross), consumer counseling and employment services for its members, as well as providing cultural public relations and educational programs for its members.

Beginning in 1971, the Department of Community Services committed itself to improving the juvenile justice system. Of its four specific efforts, two programs are currently defunct and the other two represent a philosophical rather than a programmatic commitment to the juvenile justice system.

(1) AFL-CIO co-sponsorship with the National Council on Crime and Delinquency (NCCD) of an education program designed to expose union members and leaders to the problems of the criminal and juvenile justice systems, and to suggest opportunities to help solve them. Government funding cuts resulted in the termination of this effort in the later 1970's.

(2) The Community Citizen Mobilization project, begun in 1973 via a second AFL-CIO/NCCD partnership, was funded by LEAA and later OJJDP and created to provide technical assistance to central labor councils that, in turn, became involved in community criminal and juvenile justice projects. When government funds ran out, the projects were terminated.

(3) Adoption of an AFL-CIO Executive Council Statement on "Crime and the Criminal Justice System" in February, 1977. Recommendations regarding juvenile offenders include:

- Adequately-funded programs targeted to preventing juvenile crime...,
- Diversion of youthful offenders from the corrections system...,
- Emphasis on treatment...for those accused of so-called victimless and non-violent crimes...,
- Removing children who have not committed criminal offenses from institutional confinement, and treating them in community-based treatment centers,
- ...Since law enforcement personnel is limited, it should be concentrated against serious, violent crimes first and then on the non-violent and so-called victimless crimes,
- ...Youthful offenders, except for the most violent should be rehabilitated without incarceration and within the normal community,
- Expansion of community programs, under public and voluntary auspices, for the education, training and employment of ex-offenders....

(4) JJDP Act Supporter: 1977 and 1980 reauthorizations.

American Federation of State, County, and Municipal Employees (AFSCME)
1625 L Street N.W.
Washington, D.C. 20036
(202) 452-4800

The American Federation of State, County, and Municipal Employees (AFSCME) had its origins in the Wisconsin State Employee Association formed in 1932. By 1936, the interest of several other State and local government employee groups led to the creation of the AFSCME, chartered by the American Federation of Labor. The AFSCME's goals promote public employee unionism and particularly stress the need for full collective bargaining. The Union's popularity is apparent in its membership figures--while less than 250,000 persons belonged to AFSCME in 1964, by the late 1970's membership had grown to over 750,000.

JJDP Act Supporter: 1974 Act; 1977 and 1980 reauthorizations.

American Federation of Teachers (AFT)
11 Dupont Circle, N.W.
Washington, D.C. 20036
(202) 797-4400

The American Federation of Teachers (AFT), chartered in 1916, is a union of educational employees that strives to improve teachers' working conditions and salaries, and to encourage better education for all students. As a constituent of the American Federation of Labor-Congress of Industrial Organizations (AFL-CIO), the AFT supports active union activities through 2,100 locals representing over 475,000 members. In addition to publishing the monthly American Teacher and quarterly American Educator, the national organization sponsors an annual convention.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

American Institute of Family Relations
5287 Sunset Boulevard
Los Angeles, California 90027
(213) 465-5131

Founded in 1930 as a pioneering nonprofit organization committed to strengthening family life and promoting individual development, the American Institute of Family Relations offers a wide variety of educational, counseling, and research programs to a diverse clientele. While the direct counseling services of the Institute are offered only in its six California community branches, the following educational opportunities are nationally available to interested persons: M.S. Degree Program in Counseling Psychology, M.A. Degree Program in Pastoral Psychotherapy for the Clergy, and Certified Training Programs in Childbirth Education for Teachers. Because the Institute focuses upon the entire family, very few of its efforts are aimed directly at youth.

JJDP Act Supporter: 1974 Act; 1977 and 1980 reauthorizations.

American Occupational Therapy Association (AOTA)
6000 Executive Boulevard, Suite 200
Rockville, Maryland 20852
(301) 770-2200

Since 1917, the American Occupational Therapy Association (AOTA), formerly the National Society for the Promotion of Occupational Therapy, has operated as a professional association of occupational therapists and registered and occupational therapy assistants who provide services to people needing occupational therapy. Since approximately 15 percent of all employed occupational therapists currently provide health care to children, treatment of youth has become a concern of the AOTA. While the national organization does not suggest or design programs for juvenile offenders, the AOTA is aware of several professional members working with young delinquents in diverse clinical settings across the Nation.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

American Public Welfare Association (APWA)
1125 Fifteenth Street, N.W. - Suite 300
Washington, D.C. 20005
(202) 293-7550

The American Public Welfare Association (APWA) was established in 1930 by public welfare agency employees, professional staff members, and others interested in public welfare. By 1980, the national staff disseminated several newsletters and journals, published an annual directory, and planned biennial conventions to serve the APWA's 7,200 members.

The APWA has expressed interest in the juvenile justice system in two specific ways:

(1) Operation of the Youth-Community Coordination project conducted with LEAA funding from November, 1974 until April, 1978. The results of the 40-month project operating in five community sites included the development of a Model Youth Service System in each community that emphasized

prevention, agency cooperation, and utilization of research data to identify problems and needs; the establishment of a data base to assess the communities' youth service delivery systems, the needs of youth, and the capacities to meet those needs; and the production of a final report providing a historical perspective of the project, description of national and community activities throughout the project, and a model for other communities considering such a project.

(2) JJDP Act Supporter: 1977 and 1980 reauthorizations.

Association for Childhood Education International (ACEI)
3615 Wisconsin Avenue, N.W.
Washington, D.C. 20016
(202) 363-6963

The goal of establishing and maintaining the highest standards for child development through a child-serving membership organization was first adopted in 1892 by the International Kindergarten Union (IKU). In 1931, the IKU merged with the National Council of Primary Education to form the Association of Childhood Education International (ACEI) for teachers, parents, administrators, and other adults wishing to promote good educational practices for children from infancy through early adolescence. In this capacity, the ACEI conducts workshops and conferences; publishes a professional journal as well as 60 other special studies; maintains an information service and library; and provides a liaison with governmental agencies, teaching institutions, and members.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

B'nai B'rith Youth Organization (BBYO)
1640 Rhode Island Avenue, N.W.
Washington, D.C. 20036
(202) 857-6537

In 1923, a group of Jewish teenage boys in Omaha, Nebraska formed a club called Adelph Zadik Adelph (AZA). Two years later, B'nai B'rith International granted official sponsorship to the newly-created national AZA. In 1927, the first permanent Junior Auxiliary to a B'nai B'rith Women's Chapter originated in San Francisco, and by 1941 local Auxiliaries became known as B'nai B'rith Girls (BBG). A new national group--B'nai B'rith Youth Organization (BBYO)--was established in 1944 to represent all AZA and BBG members. Youth activity at the AZA Chapter centers around the "Five-Fold-and-Full" program: athletics, community service, cultural, religious, and social "folds." The BBG foundation is built upon six "folds" of recreation, sisterhood, creativity, citizenship, Jewish heritage, and service. Chapters incorporate several "folds" into all of their programs rather than creating activities for each "fold." The philosophy of incorporating "folds" into all programs has been carried over into the desire to serve all youths without targeting particular groups for programmatic assistance. However, recently the BBYO has become involved with special programs for teenagers with learning disabilities in about half a dozen sites throughout the Nation. Should it be successful, the project will serve as a model for a North America outreach program. Beyond this outreach,

the BBYO has never suggested a national or local programmatic effort with "problem kids," especially not those involved with the juvenile justice system.

JJDP Act Supporter: 1974 Act; 1977 and 1980 reauthorizations.

Child Study Association of America (CSAA)
853 Broadway
New York, New York 10003
(212) 751-2900

Originally founded in 1888, the Child Study Association of America (CSAA), formerly the Federation for Child Study, was established as an educational organization. By the middle of the 20th century, the CSAA had broadened its functions to include: conducting training programs for professionals and paraprofessionals in parent education; assisting community groups and agencies; reviewing child development books; publishing annotated lists of most useful child development literature; compiling anthologies of children's stories; and maintaining a 4,000-volume family life library. Since 1977, the CSAA has maintained no staff, nor has it sponsored programs or written publications. Currently, the Association exists in name only.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

Child Welfare League of America, Inc. (CWLA)
1346 Connecticut Avenue, N.W. - Suite 310
Washington, D.C. 20036
(202) 833-2850

The Child Welfare League of America, Inc. (CWLA) has held a unique position since its founding in 1920 as the "only North American privately supported organization devoting all its efforts to the improvement of services for deprived and neglected children and their families in both countries." By providing specialized child welfare services and serving as an active children's advocate, the League works with its 400 child welfare agency members to promote this goal. Because it is a standard-setting association of child welfare agencies, the CWLA does not provide direct services to children.

JJDP Act Supporter: 1977 and 1980 reauthorizations. Additionally, one of CWLA's divisions--the American Parents Committee--supported the 1974 JJDP Act and its two subsequent reauthorizations.

Coalition for Children and Youth (CCY)
(disbanded in 1980)

A 1973 merger of the Council of National Organizations for Children and Youth (founded in 1949) and the National Committee for Children and Youth (founded in 1959) created the Coalition for Children and Youth (CCY). Representing a broad coalition of organizations concerned with the needs of children and youth, the CCY served as an information clearinghouse; provided consultation, technical assistance, and other services to membership organizations; assisted in forming membership "cluster" groups aimed at achieving specific action goals; organized and held annual meetings; and published a monthly newsletter. Because the Coalition did not plan or conduct programs, its interest in the

juvenile justice system was limited to the concerns of its members and to adopting legislative advocacy positions. In 1980, the Coalition was disbanded.

JJDP Act Supporter: 1980 reauthorization.

Future Homemakers of America (FHA)
2010 Massachusetts Avenue, N.W.
Washington, D.C. 20036
(202) 833-1925

The Future Homemakers of America (FHA), founded in 1945, is a national youth membership organization that serves over 450,000 girls and boys studying home economics and related occupations courses in public and private schools within every State, Puerto Rico, and the Virgin Islands. Its goal is to utilize home economics education to help youth assume responsible roles in society through vocational guidance, community involvement, and family life. The national organization, co-sponsored by the U.S. Office of Education and the American Home Economics Association, maintains a staff reference library; publishes newsletters, journals, and other materials for youth and adult advisors; and holds an annual meeting. The FHA offers no programs related to juvenile justice.

JJDP Act Supporter: 1974 Act; 1977 and 1980 reauthorizations.

Lutheran Council in the U.S.A. (LC/USA)
475 L'Enfant Plaza West, S.W.
Suite 2720
Washington, D.C. 20024
(202) 484-3950

When the Lutheran Council in the U.S.A. (LC/USA) was organized in 1967 as a joint agency of four Lutheran associations, its goals were diverse. In addition to its Christian-oriented objectives, the LC/USA sought to assist minority groups and refugees; conduct social welfare activities; and administer campus ministry programs. Because the Luther League--the youth membership branch of the Lutheran Church of America founded in 1895--was disbanded in 1968, the LC/USA assumed many youth activities through its National Youth Agency Relations Department. Currently, the Lutheran Council does not develop programs for juvenile offenders. Any interest in this area is left to the jurisdiction of local church congregations.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

Mental Health Film Board
8 River Colony
Guilford, Connecticut 06437
(203) 762-0106

Several psychiatrists and public health officers established the Mental Health Film Board in 1950 to conduct a national program for planning, production, and use of human relations and mental health films. Members of the Board decide what areas lend themselves to film portrayal, review scripts and completed films, and assist in dissemination.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

National Alliance Concerned with School-Age Parents (NACSAP)
3746 Cumberland Street, N.W.
Washington, D.C. 20016
(202) 363-5269

The recent formation of the National Alliance Concerned with School-Age Parents (NACSAP) in 1969 brought together health, social service, religious, law, business, and education professionals wishing to achieve the following goals: providing professional services to young parents and those who are pregnant to reduce health, educational, and socioeconomic risks; increasing communication among those working with adolescent parents; and expanding the general public's knowledge about practical approaches to the prevention of pregnancy. The NACSAP conducts in-service training programs; sponsors research; provides conference and program consultation for national, regional, and local groups; publishes a quarterly newsletter; distributes resource materials; and organizes an annual National Conference on School-Age Parenthood.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

National Alliance for Safer Cities (NASC)
165 East 56th Street
New York, New York 10022
(212) 751-4000

Established in 1970 to create effective public involvement in restructuring the criminal justice system, the National Alliance for Safer Cities (NASC), formerly the National Alliance on Shaping Safer Cities, consists of 70 affiliated local Alliances operating autonomously in seven American cities. By bringing together criminal justice experts and social planners, the NASC works to find new ways to reduce crime, especially violent crime; calls for police, court, and corrections procedural reform; suggests improved community-relations tactics; and promotes community crime prevention. Its plans for the 1980's include the selection of target cities for pilot justice projects and beginning block-watch and building-watch committees. Among the NASC's national functions is the regular publication of bulletins, dissemination of regular materials, and organization of its annual meeting. Exact projects in the juvenile justice field were unavailable from the NASC.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

National Association of Social Workers (NASW)
1425 H Street N.W.
Suite 600
Washington, D.C. 20005
(202) 628-6800

Formed in 1955 by a merger of seven professional organizations, the National Association of Social Workers (NASW) aims to promote the quality and effectiveness of social work practice by advancing sound social policies and programs; utilizing professional knowledge and skills to "alleviate sources of deprivation, distress and strain"; setting professional standards; conducting research and studies; improving professional education; and publishing and interpreting for the community. The national organization not only represents

75,000 members within 55 State groups, but maintains a 4,000 volume library, plans and conducts a biennial delegate assembly and professional symposium, and publishes several bi-weekly, monthly, and quarterly publications, as well as directories, registers, books, and pamphlets.

JJDP Act Supporter: 1974 Act; 1977 and 1980 reauthorizations.

National Association of State Juvenile Delinquency Program Administrators
c/o Linda D'Amario, President
Rhode Island Department of Children and Youth
610 Mt. Pleasant Avenue
Providence, Rhode Island 02908
(401) 277-6525

Originating in 1968, the National Association of State Juvenile Delinquency Program Administrators brought together individuals from each State who represented key juvenile justice administrators. The Association's goal is to facilitate communication between such administrators and to stimulate involvement in juvenile justice policy. The extent of such commitment has fluctuated greatly throughout its existence due to the uncertainty of funds for Association endeavors and staff. Currently, one way in which the Association is becoming more active is recommending more research on and treatment for juvenile offenders with mental health problems.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

National Association on Mental Health

(Now National Mental Health Association, Inc. See NMHA.)

National Child Day Care Association (NCDCA)
1501 Benning Road, N.E.
Washington, D.C. 20002
(202) 397-3800

The National Child Day Care Association (NCDCA) is a private, nonprofit agency incorporated in 1964 to promote comprehensive child day care. The Association is funded primarily through the Federal government receiving 80 percent of its funds from such government entities as Head Start and the Department of Health and Human Services. Other funding sources include local government and private grants, donations, and membership dues. The Association consists of consultants, community volunteers, and a paid staff of 300. The NCDCA works to involve parents in policymaking, program planning, and staff selection, and lends technical aid to its members--parents of the 1,200 children who participate in the program. At this time, the Association maintains 14 centers for pre-school children, one special education center for pre-school children, and five centers for elementary school children, all located in the District of Columbia.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

National Conference of Christians and Jews (NCCJ)
43 West 57th Street
New York, New York 10019
(212) 688-7530

The National Conference of Christians and Jews (NCCJ) was organized in 1928 to bring together individuals from varied religious backgrounds to work for better human relations. Included in its objectives is the promotion of brotherhood and justice among adults and youth. The NCCJ sponsors a Religious News Service; arranges human relations training programs and workshops; publishes a quarterly newsletter and annual report; and convenes an annual meeting. Exact projects in the juvenile justice field were unavailable from the NCCJ.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

National Conference of State Criminal Justice Planning Administrators

(Now National Criminal Justice Association. See NCJA.)

National Council for Black Child Development
P.O. Box 1204, Main Station
White Plains, New York 10602
(914) 428-3970

Founded in 1972 as an advocacy organization, the National Council for Black Child Development concentrates on issues of import to black children and families. In addition to organizing the annual conference for Council members who are primarily black professionals and para-professionals, the Council delivers Congressional testimony on relevant issues on an as-needed basis. Research is another important component of the Council's work. Several years ago a successful child abuse research project was conducted, and the Council currently is exploring new funding sources to continue research in this area.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

National Council of Criminal Justice Planners

(Same as National Association of Criminal Justice Planners. See NACJP.)

National Council of Organizations of Children and Youth

(Merged with the Coalition for Children and Youth in 1973. See CCY.)

National Criminal Justice Association (NCJA)
444 North Capitol Street, N.W.
Washington, D.C. 20001
(202) 347-4900

Founded in June, 1971 as the National Conference of State Criminal Justice Planning Administrators (NCSCJPA), the Conference was funded by an LEAA grant. Directors of the 50 State and five territorial Criminal Justice Planning Agencies (SPA's) made up the membership of the NCSCJPA. These SPA's were organized under provisions of the Omnibus Crime Control and Safe Streets Act of 1968 and

were designated to administer Federal financial assistance programs created by the Omnibus Crime Control and Juvenile Justice and Delinquency Prevention Acts. Incorporated in the District of Columbia as a private, nonprofit organization with a new name--National Criminal Justice Association (NCJA)--in January 1974, its major role is to assist States and territories in implementing the JJDP Act by providing information about the juvenile justice statutory requirements and LEAA administrative interpretations, defining the issues and problems relating to the Act, and participating in efforts to resolve issues.

In its role as a juvenile justice advocate, the NCJA:

(1) monitors and interacts with Federal program officials who provide financial assistance to State juvenile justice programs;

(2) determines and expresses collective State views on juvenile justice legislation and administrative actions;

(3) informs national, State, and local public and private interests of juvenile justice needs and accomplishments of States;

(4) Improves State administration of juvenile justice responsibilities by developing and disseminating information and delivering technical assistance;

(5) JJDP Act supporter: 1974 Act; 1977 and 1980 reauthorizations.

National Information Center on Voluntarism in the Courts

(Now VOLUNTEER: National Center for Citizen Involvement. See VOLUNTEER.)

National Jewish Welfare Board (JWB)
15 East 26th Street
New York, New York 10010
(212) 532-4949

Founded in 1913, the National Jewish Welfare Board (JWB) was originally formed to aid Jewish Americans in military service. By 1920, the JWB had expanded its focus to include the establishment of national Jewish Community Centers in an attempt to unite the entire Jewish American community. Today, the JWB is dedicated to providing religious, social, moral, and welfare services to Jewish American military personnel and their families. With 375 Jewish Community Centers throughout the United States and Canada serving more than one million Jews, the JWB is dedicated to developing a sense of unity and improving the quality of life among Jewish Americans. The JWB is directed by an elected president and an executive staff acting to implement goals determined by the membership. It sets affiliate standards for local Jewish Community Centers, conducts training seminars and institutes to professionalize local level personnel, and provides consultation on the assessment of community needs. Besides meeting JWB standards, local affiliates act autonomously of the national organization.

JWB participation in the juvenile justice field is limited to:

(1) membership (currently inactive) in the National Juvenile Justice Program Collaboration (NJJPC);

(2) JJDP Act Supporter: 1977 and 1980 reauthorizations.

National Mental Health Association, Inc. (NMHA)
1800 North Kent Street
Arlington, Virginia 22209
(703) 528-6405

In 1950, mounting pressure for a unified national voluntary organization in mental health led to the merger of three agencies into the National Mental Health Association (NMHA). The goals of this nonprofit, nongovernmental Association and its 850 chapters and divisions are to promote mental health, prevent mental illness, and improve the care and treatment of the mentally ill. Citizens interested in these objectives may join the NMHA which, in turn, is supported by membership dues, individual contributions, corporate gifts, foundation grants, bequests, and special gifts. Government funding is limited to specific contracts with goal and time constraints. Activities at the national, State, and local levels include social action, education, advocacy, and information dissemination on mental health issues.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

National Urban Coalition
1201 Connecticut Avenue, N.W.
Washington, D.C. 20036
(202) 331-2400

The National Urban Coalition was established in 1967 as a non-membership organization that brings together minority, youth, business, labor, government, religious, and women leaders to improve the quality of urban life in disadvantaged areas. This goal previously had been carried out by the four organizations that merged to form the Coalition--the American Planning Civic Association (1897), ACTION (1954), Urban America (1965), and Urban Coalition (1967). The Coalition maintains its own library, conducts research, serves as an advocate, provides technical assistance, and assists with educational programs on a wide variety of urban topics. Additionally, the Coalition publishes a quarterly journal, annual magazine, and occasional books.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

National Youth Alliance (NYA)
P.O. Box 3535
Washington, D.C. 20007
(703) 525-3223

Begun as an outgrowth of Youths for Wallace, the National Youth Alliance (NYA) was established in 1969 to represent "young people between the ages of 14 and 29 who are dedicated to the preservation of America and the West." In 1980, the NYA's 3,000 members subscribed to a four-point program: opposing the use of dangerous drugs and running those who push them off American campuses;

neutralizing and overcoming black power; restoring law and order to American campuses by eradicating anarchist groups and movements; and bringing peace to America by resisting involvement in foreign wars. In addition to organizing and conducting Right Power Rallies, the NYA maintains a 500-volume library and publishes a monthly newsletter.

JJDP Act Supporter: 1977 reauthorization.

Society of St. Vincent de Paul (SSVP)
4140 Lindell Boulevard
St. Louis, Missouri 63108
(314) 371-4980

While the first United States chapter of the Society of St. Vincent de Paul (SSVP) began in 1845, it was not until 1915 that the American Superior Council was organized under the auspices of the Catholic Church. Throughout its history, the SSVP has been devoted to a wide range of social welfare services in three major areas--emergency aid to the sick, poor, and disaster struck; family services; and aid to women and children. In this latter category, the SSVP was particularly active prior to the 20th century by creating Catholic orphanages, caring for juvenile delinquents via special homes and schools, and advocating a separate justice system for youthful offenders. These concerns have continued throughout its existence and are currently carried out by members in over 4,300 local chapters across the Nation.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

United Auto Workers (UAW)
The International Union
8000 East Jefferson Avenue
Detroit, Michigan 48214
(313) 926-5000

The United Automobile, Aerospace and Agricultural Implement Workers of America (UAW) represents approximately 1.2 million production, skilled, technical, office, and other workers in the United States and Canada. Formed in 1935, the UAW is affiliated with the American Federation of Labor-Congress of Industrial Organizations (AFL-CIO). The UAW is governed through a triennial convention. Between conventions, union policy is set by an elected International Executive Board. Besides representing its membership at the workplace and at the bargaining table in labor negotiations, the UAW works to maintain and nurture the families of its members. An example of this is the Union's Walter and May Reuther UAW Family Education Center, established in 1970 to provide education for its members in a setting that includes professionally supervised and directed activities for the children of UAW members.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

United Cerebral Palsy Association (UCPA)
66 East 34th Street
New York, New York 10016
(212) 481-6300

The United Cerebral Palsy Association (UCPA), a federation of 44 State and 229 local affiliates, began in 1949 to aid the cerebral palsied. Among other functions, the national association supports research, sponsors public and professional education prevention programs, cooperates with governmental and other agencies concerned with the handicapped, and undertakes model community demonstration projects for persons with cerebral palsy and other disabilities. State and local affiliates provide similar medical, therapeutic, and social services. Since many UCPA efforts are designed directly for youth, one of its 10 major departments--Youth Activities--deals with their special needs.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

United Church of Christ (UCC)
297 Park Avenue, South
New York, New York 10010
(212) 475-2121

Throughout its existence, the United Church of Christ (UCC) has sponsored a wide variety of social welfare organizations, many that affected children and their families. In 1980, several of these included the Office for Church in Society (1976) devoted to organizing theological and ethical church resources for social action programs; United Black Christians (1970) dedicated to increasing the relevance of the Church in the struggle for justice and liberation; the United Church Board for World Ministries (1810) designed to promote the spiritual, physical, intellectual, and social welfare of mankind; the United Church of Christ Ministers for Racial and Social Justice (1967) created to increase the UCC's black constituency and its relevance to minority communities; and the Council for Health and Welfare Services (1957) established to coordinate and stimulate discussion among the UCC's health and welfare agencies.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

United Methodist Church
c/o 1200 Davis Street
Evanston, Illinois 60201
(312) 869-9600

The history of the United Methodist Church's interest in social welfare and youth issues is lengthy. As early as 1889, its Methodist Youth Fellowship (MYF) membership organization was established. It was through the MYF that the church primarily worked with large numbers of youth--the 1945 membership was 1,058,466 while over 1,518,486 youth belonged in 1961. In 1968, the drastic declines suffered by many membership organizations in the Sixties brought about MYF's demise. Eight years later, the National Youth Ministry Organization (NYMO) began to initiate and support national projects of interest to youth. However, no information about the types of efforts or involvement or lack thereof in the juvenile justice field was available from the national organization.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

VOLUNTEER: National Center for Citizen Involvement
1214 Sixteenth Street, N.W.
Washington, D.C. 20036
(202) 467-5560

VOLUNTEER: National Center for Citizen Involvement (formerly the National Information Center on Voluntarism) is a private, nonprofit organization dedicated to maximizing the effectiveness of volunteer programs through technical assistance to program leadership. Currently, VOLUNTEER's 1,180 Associate members may utilize any of the following national services: leadership and organizational development, policy and issue analysis research, public awareness and citizen mobilization, network building, and model development and demonstration. Additionally, VOLUNTEER sponsors the annual National Conference on Citizen Involvement and publishes newsletters, a journal, supportive materials, and books. VOLUNTEER recently assisted with the establishment of the National Council for Corporate Voluntarism (NCCV), an organization devoted to promoting voluntarism by serving as a national resource for the development and expansion of corporate employee volunteer programs, and by serving as a clearinghouse for information exchanges on corporate voluntarism.

JJDP Act Supporter: 1977 and 1980 reauthorizations.

FINAL CONCLUSION

Before wading through the preceding pages, one may have asked, "Why do we care about national nongovernmental involvement with juvenile justice issues?" This analysis was partially designed to quell such skepticism by demonstrating the considerable degree of past and present national nongovernmental involvement in Federal, State, and local juvenile justice policymaking and practices. More importantly, these organizations may assume greater service-providing roles when and if current Federal fiscal policy debates are resolved.

> The conflict between ongoing social needs and the diminished capacity of the federal government to address these needs necessitates the development of fundamental reforms in the benefit structure and in the delivery and financing mechanism of social programs and greater reliance on private sector initiatives to alleviate social problems. (Meyer, 1982:28.)

The 103 national nongovernmental organizations surveyed herein have already taken steps in this direction. Each commits resources to juvenile justice programs and policies: 79 support Federal policy through official endorsement of the JJDP Act; 69 are actively involved in juvenile justice programmatic and/or advocacy efforts; and 34 organizations officially support the JJDP Act's juvenile justice policies, but currently conduct no related programs.*

As Chapters 2-5 indicate, the inclusive national nongovernmental organizations currently deal with juvenile justice programs, policies, and issues in several capacities:

Collaboration. Since 1973, many national nongovernmental youth-serving organizations have worked cooperatively through formal collaborations to provide programs and advocacy services for at-risk youth and status offenders. Table 14 (p. 12) lists the organizations involved in the Nation's three largest national youth-serving collaborations: the Collaboration for Youth (NCY), National Juvenile Justice Program Collaboration (NJJPC), and National Youth Employment Coalition.

Advocacy. An increasing number of national nongovernmental organizations have created national advocacy staffs located in Washington, D.C. to influence and generally encourage a growth of Federal commitment to juvenile justice as well as a public/private youth-serving partnership. Additionally, statewide and local branches of national organizations lobby their respective public agencies for policies supporting private juvenile justice efforts.

Programs. A substantial number of the 69 national nongovernmental organizations actively involved in juvenile justice issues conduct two relevant types of programs: direct services for predelinquent and delinquent youth, and training and information forums for juvenile justice practitioners.

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*Table 3 (pp. 9-10) lists the 79 organizations supporting the JJDP Act; Chapters 2-4 explain the programmatic and advocacy endeavors of the 69 organizations; and Chapter 5 describes the 34 JJDP Act supporters currently conducting no juvenile justice programs.

Resource Providers. Each of the 69 organizations provides a variety of juvenile justice related information and literature to organization members and the general public. Additionally, some offer extensive research services and publications, use of updated library facilities, and community forums for members.

Thus, these 103 national nongovernmental organizations individually and collectively demonstrate a great deal of interest in at-risk and delinquent youth. Our analysis found, however, that such concern was not widely extended to serious and violent juvenile offenders. As Table 25 (pp. 487-493) illustrates, 31 of the surveyed 103 organizations (or less than one-third) were involved with serious and violent juvenile offenders in some capacity:

- 17 organizations utilized national (or a combination of national and statewide or national and local) programs; one organization conducted a statewide effort; and 13 organizations reported local endeavors.

- 12 organizations specifically targeted serious and violent juvenile offenders for assistance; 11 organizations served adjudicated youth, some of whom are serious and violent juvenile offenders; and eight worked on behalf of general at-risk populations, among whom may or may not be a number of serious and violent juvenile offenders.

- 24 organizations do not specifically target juvenile offenders for assistance, dealing instead with general youth populations or adjudicated youth, some of whom may be serious or violent juvenile offenders.

- None of the organizations keep records on the "types" of youthful clients served. While most know they do work with serious and violent juvenile offenders, they are unaware of the extent of their interaction.

- 20 of the 31 organizations officially endorsed the JJDP Act and/or its reauthorizations.

A further analysis of these programs uncovers the funding basis for each:

- 24 organizations receive partial or total financial assistance from a public agency: seven exclusively from Federal sources; six from combined Federal and private funds; two from State monies; and nine from joint public and private support.

- 7 organizations operate serious and violent juvenile offender related efforts exclusively with private funds, especially foundations, membership fees, individual donations, or United Way assistance.

Clearly, the majority (24 or 77 percent) of organizations offering assistance to serious and violent juvenile offenders do so with public assistance. Thus, the inescapable conclusion of this anlaysis is that as long as public monies partially subsidize serious and violent juvenile offender endeavors, some private sector national nongovernmental organizations will offer services for that population. A corollary conclusion follows: should the public sector provide more resources to this end, other private sector agencies may be induced to sponsor and operate serious and violent juvenile offender projects.

This conclusion is further substantiated by looking at the funding sources of the 69 programmatic and advocacy related juvenile justice efforts (see Appendices 2, 3, and 4). Again, the vast majority conducted projects with public assistance. Given this knowledge, perhaps this study's greatest contribution should be an optimistic rather than pessimistic view for future efforts on behalf of serious and violent juvenile offenders. The precedent for public and private collaboration is strong, suggesting this link can be strengthened if the public sector retains some incentives for continued partnership. The recent conclusion of an American Enterprise Institute for Public Policy Research study reiterates such optimism:

> Although the reduction in federal government funding of social programs leaves a void, it also creates an opportunity to devise new ways--more effective and less costly ways--of addressing and alleviating our social problems...the scaling back of the federal government's social programs encourages us to examine the efforts of individuals and groups outside the public sector that are grappling with social problems. (Meyer, 1982:12.)

However, there is another and more complex and somewhat pessimistic interpretation underlying the "joint" sponsorship of programs for serious and violent juvenile offenders. It may be argued that a "trade-off" exists between the public grantor and the private grantee. In exchange for a grant, support for reauthorization of the JJDP Act may be expected. Such "constituency building" could imply that some organizations endorse the Act not necessarily because they support its philosophy or programs, but because their constituency might ensure future funding. While this report neither investigated the efficacy of this relationship nor discovered any evidence of its occurrence, the following was ascertained:

- Nine organizations officially endorsing the JJDP Act also received Federal grants; seven were dispersed by LEAA and/or OJJDP, and two were granted by other Federal agencies.

- Four organizations received OJJDP grants but have not officially endorsed the JJDP Act.

Thus, nine (29 percent) of the 31 organizations providing services for serious and violent juvenile offenders also supported the JJDP Act. This low percentage indicates, but by no means substantiates, that "trade-offs" have not been prevalent in the development of programs for serious and violent juvenile offenders.* A corollary issue is the desirability of Federal and private sponsorship. To what degree do Federal grant recipients lose some independence and/or become grant dependent?

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*When examining programs for at-risk youth and status offenders, the "trade-off" scenario may be quite different. In 1974, 43 national nongovernmental organizations created the National Collaboration for Youth (NCY) to lobby for the JJDP Act's passage. One year after the Act's authorization, eight NCY members were joined by 12 other organizations to form the National Juvenile Justice Program Collaboration (NJJPC) which, in turn, applied for and received a $1.4 million LEAA/OPJJDP grant for deinstitutionalization programs to operate in five communities. Of the 19 organizations operating the Federal grant, 17 were JJDP Act supporters. For more information on the NCY and NJJPC, see Appendix 2-B, pp. 209-215 and Chapter 2, pp. 97-100.

To what extent, and for how long, should Federal funds subsidize a private sector program? (Dye, 1977:256. Also, see Chapter 1, p. 37.) These issues currently are being debated as OJJDP faces its 1984 reauthorization hearings.

This study was designed to facilitate policymakers as they grapple with the complex issues surrounding public and private secotr collaboration. By examining the juvenile justice related efforts of 103 national nongovernmental organizations, it was discovered that many organizations already deal cooperatively with juvenile justice issues, including those related to serious and violent juvenile offenders. Most programs have received some public funding, suggesting any public incentives will ensure continued work with such youth. In turn, it was ascertained that additional public incentives might stimulate new private sector initiatives. Conversely, any substantial withdrawal of Federal, State, and/or local public support undoubtedly would jeopardize the role most national nongovernmental youth-serving organizations currently assume with serious and violent juvenile offenders. The implications of such Federal support will certainly contribute to hearty debate as the JJDP Act reauthorization hearings proceed.

Table 25

31 NATIONAL NONGOVERNMENTAL ORGANIZATIONS INVOLVED WITH SERIOUS AND VIOLENT JUVENILE OFFENDERS

ORGANIZATION	LEVEL OF INVOLVEMENT	PROGRAM	FUNDING	POPULATION TARGETED	JJDP ACT SUPPORTER
Act Together, Inc.	National* and local	13 national demonstration projects for high risk youth, four of which include components for serious and violent juvenile offenders.	Federal: OJJDP; Department of Labor; U.S. Department of Agriculture	Serious and violent juvenile offenders	--
American Association of School Administrators (AASA)	National and local	Special research project on school violence and vandalism.	Federal: OJJDP	General** at-risk	--
American Bar Association (ABA)	National	National juvenile justice standards co-authored with the Institute of Judicial Administration, several of which dealt with issues affecting serious and violent juvenile offenders.	Federal and private: LEAA augmented ABA and IJA private support	Adjudicated youth***	1980
American Correctional Association (ACA)	National	Juvenile justice standards established, several of which dealt with issues affecting serious and violent juvenile offenders.	Federal and private: OJJDP augmented ACA private support	Adjudicated youth	--

* These programs are designed at the national level and implemented by local branches or members.

** Some organizations serve a general at-risk population of youths who may or may not be adjudicated, and who may or may not be considered serious and/or violent. They do not target a specific group of youths for assistance.

***Some organizations serve adjudicated youth without reference to the crime for which they were adjudicated. Within this population are an unknown number of serious and violent juvenile offenders.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 25 continued

31 NATIONAL NONGOVERNMENTAL ORGANIZATIONS INVOLVED WITH SERIOUS AND VIOLENT JUVENILE OFFENDERS

ORGANIZATION	LEVEL OF INVOLVEMENT	PROGRAM	FUNDING	POPULATION TARGETED	JJDP ACT SUPPORTER
American Optometric Association (AOA)	Local (Denver, Colorado)	Project New Pride, working with recidivist youth, contains an optometric care and remedial education component operated by the AOA.	Private, State, and Federal: the American Red Cross, 1971-72; municipal and State funds supported Denver's New Pride program from 1973-76; OJJDP has funded replication projects since 1977	Adjudicated youth	1977 1980
American Red Cross	Local (Denver, Colorado)	Project New Pride offers educational, employment, and cultural education and training in its Denver, Colorado location.	Private, State, and Federal: the American Red Cross, 1971-72; municipal and State funds supported Denver's New Pride program from 1973-76; OJJDP has funded replication projects since 1977	Serious juvenile offenders*	1974 1977 1980
American Society for Adolescent Psychiatry (ASAP)	National	"Treatment of the Seriously Disturbed Adolescent" seminar sponsored in 1981; "Treatment of the Troubled Adolescent" seminar sponsored in 1982.	Private: ASAP funded	General at-risk	--
Association of Junior Leagues (AJL)	Local (Dayton, Ohio)	George Foster Home in Dayton, Ohio sponsored by local AJL branch works with juvenile felons, sometimes including serious and violent juvenile offenders.	Private and public: private and public grants	Serious and violent juvenile offenders	1977 1980
Big Brothers/Big Sisters of America (BB/BSA)	Local	Local BB/BSA programs work on a one-on-one basis with troubled youth, some of whom are serious and violent juvenile offenders.	Private and public: BB/BSA local membership fees; private and public grants and contracts; foundation and corporate support	General at-risk	1977 1980

*Some organizations specifically target serious and/or violent juvenile offenders. For our purposes, we discuss them as one population group.

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 25 continued

31 NATIONAL NONGOVERNMENTAL ORGANIZATIONS INVOLVED WITH SERIOUS AND VIOLENT JUVENILE OFFENDERS

ORGANIZATION	LEVEL OF INVOLVEMENT	PROGRAM	FUNDING	POPULATION TARGETED	JJDP ACT SUPPORTER
Boys' Clubs of America (BCA)	Local	In 1975, the Roxbury Tracking Program in Massachusetts provides collaboration (local YMCA and community center) for youth involved in juvenile justice system. In 1975, Intensive Probation in Salem, New Hampshire worked with police, court, and school referrals, some of whom were serious and violent juvenile offenders. In 1975, Senior-Up in Arlington, Texas worked with first offenders and felons referred by courts and police.	State: Massachusetts Division of Youth Services Private: Local BCA volunteers State: Texas Criminal Justice Council	Adjudicated youth	1974 1977 1980
Boy Scouts of America (BSA)	Local	Over 244 Boy Scout programs operate in correctional facilities nationwide.	Private: BSA funded.	Adjudicated youth	1974, 1977, 1980
Camp Fire, Inc.	Local (Walla Walla, Washington; Detroit, Michigan)	Walla Walla Council of Camp Fire in Washington volunteers assist Department of Court Services staff in juvenile detention facilities for felons. North Central Montana Council offers counseling and support services for individuals referred through the juvenile court. Camp Fire of Metropolitan Detroit developed a small group resident program for incarcerated young women.	Private and public: joint funding Federal: Department of Labor Labor grant Private and public: joint funding	Serious juvenile offenders	1974, 1977, 1980

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 25 continued

31 NATIONAL NONGOVERNMENTAL ORGANIZATIONS INVOLVED WITH SERIOUS AND VIOLENT JUVENILE OFFENDERS

ORGANIZATION	LEVEL OF INVOLVEMENT	PROGRAM	FUNDING	POPULATION TARGETED	JJDP ACT SUPPORTER
Girls Clubs of America (GCA)	Local	Some local Girls Club programs work with adjudicated youth.	Private and public: joint funding and sometimes only GCA funding	General at-risk	1974 1977 1980
Girl Scouts of the U.S.A. (GSUSA)	Local	In 1981, many local GSA programs operated to serve at-risk youth and sometimes serious and violent juvenile offenders.	Private and public: joint funding and sometimes only GSUSA funded	General at-risk	1974 1977 1980
Junior Achievement, Inc. (JA)	Local (Orange County, California)	The JA's Los Amigos project at Orange County, California juvenile hall works with institutionalized serious and violent juvenile offenders.	Private: JA funded	Serious and violent juvenile offenders	--
National Association of Criminal Justice Planners (NACJP)	National and local	Juvenile justice administrators and law enforcement officers working with serious and violent juvenile offenders are trained by NACJP staff.	Federal: LEAA and OJJDP	Adjudicated youth	1980
National Center for Youth Law (NCYL)	National and local	One of NCYL's substantive areas for litigation deals with all young offenders, including serious and violent juvenile offenders.	Federal: Legal Services Corporation supported with Federal grants	Serious and violent juvenile offenders	1980
National Coalition of Hispanic Mental Health and Human Service Organizations (COSSMHO)	National and State	National Hispanic Youth Symposia held in 1982 addressed problems of Hispanic youth involved in serious and violent juvenile crime.	Federal: OJJDP	Serious and violent juvenile offenders	--

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 25 continued

31 NATIONAL NONGOVERNMENTAL ORGANIZATIONS INVOLVED WITH SERIOUS AND VIOLENT JUVENILE OFFENDERS

ORGANIZATION	LEVEL OF INVOLVEMENT	PROGRAM	FUNDING	POPULATION TARGETED	JJDP ACT SUPPORTER
National Congress of Parents and Teachers Associations (PTA)	National	"Violence and Vandalism" resolution adopted by National PTA in 1980.	Private: National PTA funded	General at-risk	1974
National Council of Juvenile and Family Court Judges (NCJFCJ)	National	1982-83 national training seminar focused on serious and violent juvenile crime issues. 1982 NCJFCJ conference included series of seminars on serious and violent juvenile offenders. Juvenile Information System and Records Access (JISRA) tracks serious and violent juvenile offenders.	Federal: OJJDP and HHS Private: NCJFCJ membership and conference participant fees Federal: OJJDP	Serious and violent juvenile offenders	1974 1977 1980
National Council on Crime and Delinquency (NCCD)	National and local	Federal Violent Juvenile Offender Program assigned NCCD as its national coordinator.	Federal: OJJDP	Serious and violent juvenile offenders	1974 1977 1980
Outward Bound	State (Florida)	The Short Term Elective Program (S.T.E.P.) is run by OB through a contract with Florida's Departments of Health and Corrections.	State: Florida's program Departments of Health and Corrections	Serious and violent juvenile offenders	--
7th Step Foundation	National and local	Local halfway houses oparate to serve young offenders.	Private and public: joint community funding	Adjudicated youth	--

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICK SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 25 continued

31 NATIONAL NONGOVERNMENTAL ORGANIZATIONS INVOLVED WITH SERIOUS AND VIOLENT JUVENILE OFFENDERS

ORGANIZATION	LEVEL OF INVOLVEMENT	PROGRAM	FUNDING	POPULATION TARGETED	JJDP ACT SUPPORTER
70001 Ltd.	National and local (Prince George County, Maryland)	Job Opportunities Brings Success in Prince George County, Maryland is operated in a detentional facility by 70001 Ltd. through a county government contract.	Private and public: joint funding	Adjudicated youth	--
Salvation Army	National and local	The national Prison Brigade Program encourages local branches to counsel all interested youths, including but not targeting serious and violent juvenile offenders.	Private: Salvation Army funded	Adjudicated youth	1977 1980
United Presbyterian Church	National and local	Ministry Program produces program models encouraging local church involvement with adjudicated youth, including serious and violent juvenile offenders.	Private: United Presbyterian Church funded	Adjudicated youth	1977 1980
Volunteers of America (VOA)	Local (Los Angeles, California)	The Youth-Re-Entry Program in Los Angeles provides a 17-bed home for juveniles released from the California Youth Authority, some of whom are serious and violent juvenile offenders.	Private and public: joint funding	Adjudicated youth	--
Young Life	Local (Denver, Colorado)	Dale House in Colorado Springs provides temporary and long-term residential care for troubled youth, including serious and violent juvenile offenders.	Private and Public: Young Life funds; State Department of Corrections; Federal funds	General at-risk	--

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

Table 25 continued

31 NATIONAL NONGOVERNMENTAL ORGANIZATIONS INVOLVED WITH SERIOUS AND VIOLENT JUVENILE OFFENDERS

ORGANIZATION	LEVEL OF INVOLVEMENT	PROGRAM	FUNDING	POPULATION TARGETED	JJDP ACT SUPPORTER
Young Men's Christian Association (YMCA)	National and local	YMCA's project NYPUM (National Youth Program Using Mini-bikes) uses mini-bikes to encourage cooperation between YMCA youth workers and youths referred by the courts and schools.	Federal and private: OJJDP and YMCA funded	General at-risk	1974 1977 1980
Young Women's Christian Association (YWCA)	Local	Many local YWCA's provide programs for at-risk youth that occasionally attract serious juvenile offenders.	Private and public: joint community funding	General at-risk	1974 1977 1980
Youth for Christ/ Youth Guidance (YG)	National and local	YG's Institutional Services programs help youths detained in correctional facilities, serious and violent juvenile offenders included.	Private: Youth Guidance funded	Adjudicated youth	--

Table constructed by the CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM (Sacramento, Calif.: American Justice Institute, 1982).

APPENDICES

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Appendix A

CENTER FOR THE ASSESSMENT OF THE JUVENILE JUSTICE SYSTEM STAFF

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Appendix B

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