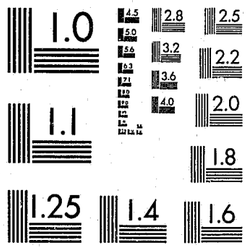

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camps for delinquent boys

FOREWORD

In recent years, the Children's Bureau has received many requests for advice on how to plan, construct and administer camps for the care and treatment of delinquent youth.

More than a fifth of our States are already operating such camps as part of a diversified program for the treatment of young male offenders. To many, these camps, usually created in nature's own setting, loom as a promising development in a broad attack on delinquency. No more, however, than any of the other tools and facilities to counter delinquency, should these camps be regarded as a cure-all for a vast and complex problem.

This pamphlet brings together much of the experience-tested information now available on the subject of camps for delinquent boys. Primarily it is intended as a guide for officials who are surveying the possibilities of establishing such camps or seeking to improve their operation. It should have collateral interest also for citizen leaders who are exploring the values and limitations to be anticipated in such facilities. The reader will discover some of the problems which others have encountered in their development. He will find factual answers and tested points of view on the setting up and running of a camp, staffing, selection of boys and the vital elements of program—group living, work, recreation, education, counseling, spiritual life, and so on.

These camps may show considerable variation in their programs but all have certain basic, common elements: an informal, unregimented atmosphere, minimum security measures and a relatively small group of resident boys. Most of them put great emphasis on outdoor work, usually conservation. They are likely to be located deep in the forests or along the banks of lakes and streams. These combined factors, the intimate day-by-day contact with nature, and the simplicity, informality and relative freedom of camp life, are beneficial for certain kinds of boys. Here, in unspoiled and uninfected surroundings, they can make a fresh start in learning to work, play and live with others.

When such a camp is well-planned, well-staffed and well-directed, it can provide a firm but kindly pathway to early manhood for many a disordered boy who has habitually responded to life with distrust and anger. Other delinquent boys will need assistance in many other different ways. Yet for those who can profit from them, such camps should in time be available.

Katherine B. Oettinger

KATHERINE B. OETTINGER,
Chief, Children's Bureau.

contents

chapter 1

INTRODUCTION

Historical Background

IN RECENT YEARS camps have become increasingly prominent as a way of helping delinquent boys who must be removed from the community. There are now approximately 50 county, State, and Federal camps providing some measure of training and treatment to a considerable number of boys, and several States are planning to begin a camp program or increase the number they already have. But a clear statement of the principles and techniques necessary for the effective operation of a camp has not yet been developed. Further, the place of a camp in a network of services for delinquents is far from clear. There are even differences of opinion as to the need for such camps and as to their character, if they are to be developed.

This publication is concerned with the planning and operating of camps, and suggests the lines along which camp programs might be developed and administered. It does not attempt to measure the effectiveness of current programs, nor offer a critique of their past and present operations. Such evaluations are currently being made in several States. These will deal with such topics as the extent to which camp programs have helped the boys who have participated in them. Although this material touches on such questions, it is not primarily concerned with them.

Camps for delinquent youth have generally been patterned on the camps of the Civilian Conservation Corps that were established and operated between 1933 and 1943 [1] as part of a program to conserve natural resources while providing employment and vocational training. Prior to this, camps had been developed by Los Angeles County, Calif., in 1931 and 1932, to take care of transient youth until arrange-

[1] For reports of this program see: Holland, Kenneth and Hill, Frank E.: *Youth in the Civilian Conservation Corps*, Washington: American Council on Education, 1942, 263 pp.; Lorwin, Lewis L.: *Youth Work Programs*, Washington: American Council on Education, 1941, 195 pp.; and Wirth, Conrad: *Civilian Conservation Corps Program of the United States Department of the Interior, March 1933 to June 30, 1943*, A Report to Harold L. Ickes, January 1944.

ments could be made to send them to their legal residences.[2] In 1935 the State of California passed legislation establishing forestry camps to care for delinquent boys.[3] To some extent, the entire movement has been influenced by the European work camps for adolescents.[4]

But organized camping for young people is much older than this. A camp functioning as part of a school program was established in 1861.[5] This, like other camps in that period, emphasized an orderly program of "character building" activities under the supervision of model adults. Today, there are countless summer camps that offer children enjoyable and healthful surroundings.[6] In addition there are many specialized camps. Some of these emphasize therapeutic camping to help the children improve their emotional health.[7] Others stress an educational program to help children with their learning.[8] Still other camps offer summer employment to boys.[9] Even some training schools for delinquent youth operate a summer camp program to give the boys an outing and constructive employment.[10]

[2] Close, O. H.: "California Camps for Delinquents" in *Social Correctives for Delinquency*, National Probation and Parole Association Yearbook for 1945, New York: National Probation and Parole Association, 328 pp. (pp. 136–147). For other forerunners of the Civilian Conservation Corps, see: *The Civilian Conservation Corps*, Washington: American Council on Education, 1940, 23 pp. (pp. 3–4).

[3] See Close, O. H.: op. cit., p. 136.

[4] Several European nations had had experience with labor camps for youth prior to the establishment of the Civilian Conservation Corps. Kenneth Holland studied their programs and reported on this in his *Youth in European Labor Camps*, Washington: American Council on Education, 1939, 303 pp.

[5] Ward, Carlos Edgar: *Organized Camping and Progressive Education*, Copyrighted 1935 by C. E. Ward, Galax, Va., 180 pp. (p. 4).

[6] For the philosophy and description of these programs, see: Joy, Barbara E.: *Annotated Bibliography on Camping*, Martinsville, Ind.: The American Camping Association, 1955, 34 pp.

[7] For a review of the therapeutic camping movement as well as specialized articles in this field, see: McNeil, Elton E. (issue editor): "Therapeutic Camping for Disturbed Youth," *Journal of Social Issues*, vol. 13, No. 1, 1957, 63 pp.

[8] For illustrations of these programs, see: "Camping and Outdoor Education in California" in *Bulletin of the California State Department of Education*, California State Department of Education, vol. XXI, No. 3, March 1952, 49 pp.; Clarke, James M.: *Public School Camping*, Stanford: Stanford University Press, 1951, 184 pp.; and Thurston, Lee M.: *Community School Camps*, Lansing, Mich. Department of Public Instruction, 39 pp.

[9] For discussions of some of these programs see a number of articles in *The American Child*, vol. 41, No. 3, May 1959, 24 pp.; for example: Clark, Kenneth: "Some Questions Concerning Youth Work Camps," pp. 5–7; Fried, Antoinette: "Day Camp," pp. 8–12; Gatlin, Curtis: "Youth Work Camps—Opportunities for Young Workers," pp. 1–4; and Harris, Virginia B.: "Youth for Service," pp. 17–21.

[10] The Utah State Industrial School and the Idaho Industrial Training School have such programs.

Types of Camps

Current programs

Against this diverse background, two general categories of camps for delinquents can be seen—those that are primarily oriented toward work and those that have an educational emphasis.[11] Many camps have programs that are mixed in character and all strive to provide a helpful experience for the delinquent children in their care.

The work programs are largely designed to help the older adolescent boys learn how to meet the demands of full-time employment. In addition, there is usually some off-duty program in education and some counseling, and an attempt is made to provide the boys with a positive living experience that includes recreation and religious activities. These programs view the adolescents as sufficiently stable and advanced in their development to face the demands of the world of work and society generally. Consequently, the work program is gauged to the normal pressures and conflicts of life in the world of work. The heavy emphasis on work is based to some extent on the belief that these boys would gain little from further education, at least at this particular point in their life. Generally, such camps aim to teach the boys good work habits and attitudes. Emphasis is placed on being able to accept and use supervision and to relate satisfactorily to one's peers.

The camps with an educational orientation usually have broader programs that include, in addition to education, some conservation work and some counseling and, like the work camps, they provide the boys with activities and personal contacts that are supportive and helpful to them. The extent of the educational program is largely determined by the boy's educational level and the mandatory school attendance laws.

Limitations in current programs

The camps emphasizing work enlist the interests and energies of the boys in the conservation of natural resources. This has the

[11] The statement of Harold Butterfield, *Institutions for Rehabilitation and Treatment of Juvenile Delinquency*, Hearing before the Subcommittee to Investigate Juvenile Delinquency of the Committee on the Judiciary, United States Senate, 85th Congress, 2d session, Pursuant to S. Res. 237, Washington, Government Printing Office, 1958, 78 pp. (p. 11), gives a brief description of both types of programs. New York City Youth Board: "Report and Recommendations of Ad Hoc Committee on Work Camps," 21 pp. (mimeo. c. 1957), reviews a considerable number of the current State programs. Sherman, B. F. (editor): "Guide for Juvenile Camps, Ranches, or Homes," Sacramento, Calif.: Department of Youth Authority, 52 pp. (mimeo. c. 1954); and "State of California Forestry Honor Camp Program," Sacramento: State of California, 1956, 26 pp. (mimeo.) describes the principles upon which the California camp programs are based.

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advantage of cooperating in a long-range conservation program. But the training which conservation work gives the boys is not extensive nor particularly varied, and the occupational outlook in the field is not wide. Moreover, the fact that the camp often separates the boys from urban associations and opportunities may be detrimental in preparing them for private employment in an urban setting.

These camps hope to help the boys develop good work habits through participation in conservation work. But developing positive work attitudes and habits is a complex undertaking and depends upon the total camp program as much as on the work done. The positive relationships between the work supervisors and the boys, and the extent to which negative attitudes about work are modified through counseling, are as important as the work itself.

The camps which have a full educational program and combine this with a positive work experience, recreational and religious activities, and some counseling, usually have boys of mandatory school age in their population. These camps, like the camps that emphasize a work program, use a planned approach in working with the delinquent. They appeal to his sense of wanting to do well. At the same time, the camp staff let the boys know that misbehavior in the camp will not be tolerated. These firm requirements are coupled with friendly support and encouragement. The numerous educational and vocational activities generally contribute to a full program and it is believed that constructive camp experience provides the boy with the necessary corrective for his delinquency.

This essentially environmental approach of the two types of camps is limited, because the counseling techniques and other personal contacts that accompany it frequently fail to meet the basic problems at the root of the delinquency and are usually restricted to surface problems that arise in a boy's adjustment to the camp. This is true not only of the counseling that is done informally about the camp but also in many cases of much of the counseling that is given when the boy comes to a counselor to discuss a problem.

In practice, the camps are often characterized by diverse aims and methods. On the one hand, they emphasize conservation work and education; on the other hand, they try to be an institution of treatment. In some instances counseling is stressed. However, its practice is often limited to a type of positive supervision in which the boys are guided in their daily program and given some help in planning for the future. Although there have been some notable efforts to resolve this conflict by making work and education an integral part of a total treatment program, there is a great difference between these two orientations. Efforts have also been made to use a more thorough counseling approach. However, the gap between a deliberate, common sense approach and an approach that attempts

to deal with the underlying factors of a delinquent's problems has not been bridged. As a result, camp programs have tended to be uneven, with certain aspects being over-emphasized while others are de-emphasized or neglected. This is one of the reasons why camps have appeared to some persons alternately as a panacea for accomplishing conservation work and as a facility struggling to assume a treatment function.

This does not mean that work, education, and treatment are incompatible. The difficulty is due to a variety of things: failure to spell out the various objectives of the camps and develop the relationships among the several goals; failure to specify the appropriate means to achieve these objectives; inadequate funds to actually develop programs as they have been planned; and poor administrative direction, coordination and control of the programs.

Future Policy

In considering the lines along which camps may be developed, it is necessary to reconcile the various points of view about the purpose of the program. Should the program be considered a temporary arrangement to cope with the overcrowding in training schools? Or should full programs be developed to treat delinquent children? Should the program emphasize conservation work or vocational education? Or should it emphasize the treatment of boys who are in need of help? It would be unrealistic to deny the emergencies created by overcrowded training schools or to belittle the attempts being made to provide improved care for some of these boys in a camp. It is also impossible to ignore the obstacles that stand in the way of developing a fuller program in some camps, because of the camp's commitment for conservation work. Still other obstacles stand in the way of needed improvement, such as difficulties in gaining adequate appropriations to increase the size and quality of the camp staff, or the need for a larger and more technically effective parent agency or administrative organization which would give planning and general direction to the individual camps.

These problems notwithstanding, camps for delinquent boys have undoubtedly captured the interest and enthusiasm of the people who administer them or are closely associated with them. Today, a discussion of camps for delinquent boys will usually be a consideration of which needs of delinquent children can be served best by which type of camp or, to put it more broadly, what types of delinquents can be served best by what kind of camps.[12]

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[12] *Institutions Serving Delinquent Children—Guides and Goals.* Children's Bureau Publication No. 360. Washington, D.C.: U.S. Government Printing Office, 1957, 119 pp. (p. 10), indicates that the stimulus for a specialized program in

A Conception of a Camp

Considerable diversity is possible among camps. However, they usually have a number of characteristic features: location in a conservation area such as a forest or wildlife reserve; a physical plant with minimal security measures; a small number of boys, preferably no more than 50 to 60; an informal and relaxed relationship among the staff and boys; and a variety of conservation work projects that are an integral part of a broader treatment program.

The camp program aims to return the delinquent youth to the community sufficiently improved in his social and personal adjustment to function in a socially constructive way. Consequently, the program must be broad enough to include the services necessary for the treatment of delinquent children. For this the camp must have:

1. **The help of a diagnostic service which screens the boys and sends those to camp whose particular needs can best be served in such a facility.**
2. **An administrative person or unit to organize, direct, and coordinate the camp's activities and to create a generally positive camp routine and atmosphere.**
3. **Health services that include preventive measures, health maintenance, and medical care.**
4. **A counseling program designed to meet the individual needs of the boys, and arrangements for specialized psychiatric or psychological consultation on special problems that the boys present.**
5. **A recreational program that is geared to meet the delinquents' need for group participation and personal expression, and that provides a choice of activities that have some carry-over value for the boys after they leave the camp.**
6. **A work program that interests and challenges the boys but does not exploit them, that gives them a fair remuneration for their work, and that has some carry-over value for employment in private life.**
7. **Religious activities to serve the spiritual needs of the boys.**
8. **An educational program that is appropriate to the age, interests, and future needs of the boys and which meets the State educational requirements.**
9. **Access to an adequate aftercare program for the boys.[12]**
10. **Casework, clinical, and related services available to the boys' families. This service will help the parents with their problems so that they can provide the boy with a healthier setting in which to live upon his return. Generally, these services will not be provided under camp auspices.**
11. **An evaluation program to clearly delineate the treatment processes and assess their effectiveness.**

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camping must be supplied by the unique contribution that such a program offers for the treatment of delinquents. The importance of adequate diagnostic evaluation of a youth's difficulties prior to placement in a particular institution is discussed by Gula, Martin: *Child-Caring Institutions*, Children's Bureau Publication No. 368. Washington, D.C.: U.S. Government Printing Office, 1958, 27 pp. (pp. 5–7).

[12] For the various arrangements whereby aftercare can be provided, see: *Guides and Goals*, op. cit. (pp. 115–116).

Such a program is designed to help the boy develop socially constructive interests and abilities, to relate himself to others more sincerely and responsibly, to view his life situations more openly and less defensively, and to gain a greater measure of self-direction and self-discipline.

The objectives of a camp set the general character of its program. The specific characteristics of the program, however, must vary with the needs of the particular boys concerned. The first question then, in considering what a program should be, is: Who shall participate in the program, how many and what type of boys?

In order to develop and maintain a relaxed setting, with comfortable relations among the staff and the boys, the camp must be kept small. Coordinating the program and focusing it on the boys are simplified when the group is small. For this reason camps should be limited to 50 or 60 youths. Actual practice generally follows this pattern. Even where this is not the case, administrators and people having firsthand experience with camps have recommended that a camp accommodate no more than 60 boys. Camps smaller than 50 boys may be desirable, but they have greater difficulty maintaining the various specialized services that are needed for their operation.

Deciding what kinds of boys can profit most from a camp placement and what methods are best suited for selecting such boys is difficult. No organized research has yet been done on how different kinds of boys respond to various types of camps. The information that has been accumulated, however, may yield some guides and provide material that can be tested through research. But until more research has been done on who benefits significantly from a camp assignment, any criteria must be used tentatively and with care.

What Group to Serve?

Camps can serve delinquent boys in various phases of adolescence and on various levels of adjustment. However, the boys in a given camp should be in about the same phase of development and the same level of adjustment or it will be difficult to work out a program that will be helpful to all of them, or a pattern of leadership and counseling to which they will all respond. In a State's diversified program several kinds of camps are conceivable; for example, camps for relatively well adjusted boys in early, middle, or late adolescence, or camps for any one or two of these groups, such as middle and late adolescence, etc.

The ideas of "developmental phase" and "adjustment" are difficult subjects and will not be discussed at length. It is important to note, however, that "developmental phase" includes not only the age of the boys, but also their physical and mental maturity as well

as their level of emotional and social development, and that "adjustment" includes their degree of disturbance or stability and their adaptability. The boys in early adolescence, as a rule, will be considerably less well developed than the more mature boys and will have different needs. Similarly the boys who are relatively well adjusted will have different needs than those who are seriously maladjusted.

Program needs

Education.—Since the younger children as well as those in middle adolescence will require schoolwork, for this age group a bona fide education program must be established and boys must be selected who are sufficiently intelligent (dull normal and above) to participate in it. Academic work may not be required for the older adolescents who are beyond the mandatory school age, particularly if they are not interested in formal study and have very little aptitude for it. But the older adolescents' needs must not be overlooked; they should have some kind of vocational or prevocational training.

Boys who will attend school and those who will not should be placed in separate programs. There is a strong tendency for the nonschool program to detract from the school program and lower the boys' interest in it, and under some circumstances the school program may have a similar effect on the nonschool activities.

Recreation.—Boys in their early adolescence, because of their smallness, more childlike interests, and tendencies to become frustrated easily, should have special recreation outlets. The recreation programs should provide the activities required for that age group and also have sufficient flexibility to take care of fluctuations in the boys' behavior. Boys in later adolescence will occasionally slip back to early interests and behavior and a recreation program for older adolescents should be prepared to meet this. Given this adaptable type of program, a few boys who are less mature than most of the group can still be considered for placement. However, mixing boys of different levels of maturity must be considered carefully because the boys themselves place a high value on what they consider their sophistication and may refuse to accept activities that they feel are beneath them.

The boys need activities that have carry-over value to the community—activities that will help integrate them into various desirable groups. Also, the boys need assistance in developing simple hobbies—things they can do by themselves. Since some of them will be living independently after they leave camp, they need to be interested in activities that will not make them delinquency prone.

Work.—Work also must be gauged to the boys' level of maturity. The more mature boys can work the greater part of the day,

the younger boys can not. In either case, the work group is especially important to all adolescents, though perhaps more so to the older adolescents than to those who are just beginning to develop. In selecting boys for camp, it is important to know whether a boy is interested in affiliating with a group and able to draw some of his feelings of security from the group, or whether his primary source of security comes from dependence on an affectionate adult. In the latter case, a boy 16 to 18 years of age might have a difficult time in a camp for boys of his age because the group would probably expect him to strive for independence. A younger boy with the same characteristics might have little difficulty in a camp for younger boys because the younger group would be more apt to accept strivings for a dependency relationship.

It is important that the work in camp be organized in a manner to prepare the boys for work outside the camp. Consequently, stress should be placed on helping the boys develop constructive work attitudes and habits. Emphasis should be placed on helping them develop a positive relationship with people on the job, with the "boss" and the peer group.

Attention must also be given to helping the boy seek employment: how to read a want ad; how to make and sustain contact with an employment office; how to fill out an application form; how to prepare for an interview. Once on the job, the boy has to be prepared to get to work on time. Perhaps certain camp practices, like rotating who gets the boys up in the morning, might prepare them for future responsibilities. The boys also need help in budgeting money, and in how to use their future salaries to meet their various obligations and interests.

Relationship needs

The younger children, because they are still close to their early childhood, are usually able to accept boys who are even less mature. But boys in middle and later adolescence, who are striving to put their dependency needs behind them and be independent, may not respond well to requests for support and help from more immature boys. The younger boys will also need adult relationships that offer personal attention, time, concern, support and encouragement, to an extent that is not true of the older boys.

Physical condition

The boys in camp will have health needs, some of which may require the attention of a physician or a dentist or possibly even of a hospital. Camps located in a conservation area may be a considerable distance from a community having these services and the time required

to travel this distance may be dangerous to the health of the boys. For this reason boys should not be accepted in such camps unless they are in good health and able to participate in the camp's recreation and work activities.

Intelligence level

If the camp operates a school, the boys admitted should have at least the minimum intelligence necessary to participate in the program. This usually means that boys who are dull normal in intelligence or above can be considered for a camp assignment. If the camp does not have a school, boys whose intelligence is borderline may also be considered.

Preference for camp

Boys being considered for a camp placement should have a preference for a camp assignment. If the boys have this interest, they will involve themselves in the program and gain the greatest value from it. If the number who need this care is greater than the number of camp billets available, it may be possible to use the boys' desires to go to a camp as a basis for deciding whether this or some other type of placement should be made.

Level of adjustment

It is conceivable that the particular program needs of various types of delinquent boys on various levels of adjustment could be delineated, and a number of special camps created to treat their particular problems. This publication deals primarily with the overall problems of camps for delinquent youth, but the sections on counseling and staff refer specifically to camps for delinquents who are adaptive [14] and relatively normal, but whose behavior requires that they be removed from the community and given some help in working out their problems. Such boys need short-term supportive treatment that will help them to develop a greater mastery of themselves and to establish a more normal pattern of behavior. This group of delinquents also needs assistance in meeting the young adult responsibilities the community expects of youth who are interested in employment. Their relationships to others, especially to people in positions of authority, need improvement as does their ability to persevere and see their efforts through to a point of accomplishment.

[14] For a fuller discussion of this concept, see: Jenkins, Richard L.: "Adaptive and Maladaptive Delinquents," *The Nervous Child*, vol. 11, No. 1, October 1955 (pp. 9–12); and Brancale, Ralph: "Problems of Classification," *National Probation and Parole Association Journal*, vol. 1, No. 2, October 1955 (pp. 118–125).

They also need opportunities to identify themselves with responsible adults and "learn by doing."

Typically, the adaptive delinquents' efforts at adjustment appear reasonable and plausible in terms of their particular situation and the expectations of the community. These efforts are often carried out in a manner which shows that the boys are not highly vindictive or emotionally disturbed—though their behavior may be aggressive, bold, and assertive. However, the boys' reliance on antisocial ways of handling whatever problems are facing them and the associated agitating events indicate their need for help. Also, the degree of anxiety present, the emotional lability, and the difficulty these boys have in controlling and modifying their ideas and actions are disruptive to their attempts to conform.

Consequently, the boys' level of adjustment, as well as their developmental level, makes particular program demands. Educational placement, recreational activities, work assignments, and relationship needs should be considered from the standpoint of the boys' adjustment. Negative attitudes, stemming from a disappointing school experience, may be expressed by the boys in the camp's educational program.

Though some may have been participants in organized recreational activities, most of the boys will need help in adjusting themselves to group recreation. Others will need help in developing skills in activities that only involve themselves. Work may be a new experience to many. A low regard for work as well as negative attitudes toward it should be anticipated. Many boys will have significant problems that are of concern to themselves—problems they will need to discuss and work through with someone skilled in such work. Since attitudes, feelings, and impulsive modes of adaptation arise in the treatment of delinquents in a camp, the various program people should be sensitive, observant, versatile, and consistent. The boys may be venturesome and press the limits of these activities and so need effective guidance, counseling, group direction, and control. Yet, they will generally be socially responsive and receptive.

Boys with severely incapacitating tendencies that make it impossible for them to participate in the camp's program should not be mixed with adaptive delinquent boys. This includes strongly hostile or sadistic boys, boys who are unusually passive and dependent, boys who are pleasure-oriented in the extreme and lacking in controls over their impulses, and those who are very withdrawn or highly anxious and fearful. It also includes boys who characteristically run from situations that make them tense, boys who have tendencies to set fires, are active homosexuals, or who have strong latent homosexual tendencies.

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The boy being considered for a camp of this type should have some ability to get along in a relatively well structured group, and a desire to achieve some socially approved goals. He should have at least a fair capacity to form and sustain interpersonal relationships and to identify himself with constructive group and adult leadership.

The Selection Process

The selection of boys for the camp should be guided by the information contained in the social study, psychological tests, and psychiatric interviews if such service is available. These tools should be examined to determine how they can make their greatest contribution to the selection process; for example, what psychological test findings reflect the extent of a boy's hostility and what findings indicate something about his controls. Such a study should also aim to provide the camp with information that will be helpful in grouping the boys into different living and activity units. Thought must also be given to the preparation of reports. These must be written in a manner that makes their content most useful to the people in camp.

Lastly, such studies should be tied into the evaluation program of the camp. They can provide data about the youth's background and personality prior to a camp placement. Some of these measures applied after a camp experience may show changes that have taken place as a result of the camp program.

chapter 2

THE CAMP PROGRAM

A CAMP, as a specialized institution, has several resources in its program. The first is the general environment, sometimes called the milieu. This includes the setting (physical plant, grounds, and the general geographical location of the camp), the routines of camp life and the prevailing emotional atmosphere. The second resource covers the activities of the camp, such as recreation, work, and education. The third, which is intertwined with the camp's general environment, is the relationship of the staff members to the boys, individually and in groups. These phases of the camp program must function between selective intake at the beginning of the process and an aftercare program at the end, and should be tied in with an evaluation process to measure the effectiveness of the total program.

The General Environment

The setting of the camp

Camps located in wooded and hilly areas near a lake or stream can use the natural setting for many kinds of recreation. Such a setting gives a camp a rustic and informal atmosphere which contributes to the unregimented character of its program.

The architecture of the camp buildings should be in keeping with the character of a camp. The buildings should be spread out over the grounds to avoid the appearance of a traditional institution.

The routines of camp life

Every camp has certain routines that are essential parts of its program. Most camps have definite regulations and procedures for meals, rest, cabin life, health, and safety, as well as schedules for work, cleanup, playtime, and church. These routines are necessary parts of a camp program. They should give definiteness and regularity to camp life and contribute to the boys' sense of security, in addition to whatever other functions they have for the program. Further, these routines should have value for the boys when they return to the community.

The emotional atmosphere

The out-of-door setting of a camp contributes to an emotional feeling of "at homeness" with nature and to the development of the knowledge and skills of outdoor life. The relative simplicity of camp life produces an environment that is informal but stimulating, and one that can be democratic. This kind of atmosphere encourages the socialization of the boys and fosters cooperation among them.

The relationships among the staff should be cooperative, harmonious, and unified, if they are to create a positive atmosphere in which the boys can develop. This type of teamwork gives the boys definiteness of purpose and a consistent set of expectations, and is generally supporting. Unified and harmonious staff relationships also form a structure in which the boys find it difficult to play off one person against another.

Lastly, the relationships among the boys and their attitudes toward the staff are important in the general environmental picture. If the relationships and attitudes are generally positive, one can expect the boys to be interested and involved in the camp program. Unless the boys feel that the staff are genuinely interested in them, staff members may be unable to make any significant contact with them and, consequently, be unable to help them change. If this happens, the boys will tend to over-emphasize their own organizations, cliques or groups, reaffirm their antisocial orientation, and sabotage the camp program.

Activities of the Camp Program[15]

Every activity or routine, whether necessary or optional, must be planned and carried out in such a way as to involve the boys in socially constructive experiences, whether in work, education, recreation, or any other activity. These experiences should be ones that create a "real," not an artificial, environment. In this environment, activities should be what they are represented to be, occur as scheduled, and people should do as they say they will. The environment should tend to reduce hate, fear, anxiety, and other intense feelings of discomfort, and should help the boys to mobilize their energies on their problems and to develop their potentials for becoming productive, happy citizens. It should have adults in it who will help the boys to participate in the program and aid them in their interpersonal relationships.

[15] The necessary diagnostic service to select boys for camp and aftercare arrangements to help them after leaving will not be discussed in detail in this publication. Neither will the services that are required to assist the families of the boys while they are in camp. The administration of a camp, along with an evaluation program for a camp, is covered in Chapter 3.

The staff conference

The staff should meet at regularly scheduled times to develop the programs for newly admitted boys, review the progress of those in camp and plan for their future. Also, the staff should consider any special problems of adjustment that some boys may be having.[16] This group should study the diagnostic findings forwarded to the camp from previous institutions or agencies that had contact with the boy. They should also review their own observations and experiences—counseling, work, recreational, etc.—with the boy in making decisions about him.

The staff conference means a "team approach." These conferences should be headed by the program director and attended by the people having the closest contact with the boy.

Recreation

Recreation allows hostility and other negative feelings, fears and anxieties, to be expressed in socially acceptable ways. It can also give the boys opportunities to join with others in a group action. If there is team competition, the boys can enjoy the joint effort and team spirit of the game. Appreciation of the rules of the game, of fair play and good sportsmanship can be another benefit of organized recreation. Individual recreational activity should also be provided as a means of helping the boys develop and express some of their particular and perhaps unique interests. This type of recreational activity gives the boys opportunities to maintain some individuality in a group living situation.

The natural resources of a camp can be utilized for recreation and present a new field of experience for the boys. Without outlining an exhaustive list, boating, canoeing, swimming, fishing, hiking, campfire programs and, in the northern regions of the United States, winter sports, can supplement the camp's usual competitive games and activities. For some boys, learning how to live in the out-of-doors is a recreational activity. The contact with nature and the adjustments necessary to live under many conditions of weather and climate are adventurous to some youths.

As has been indicated, the use of the outdoors and the groups in camp provide a great potential for recreation. However, along with learning to use natural resources and groups for recreation, it is also important that opportunities be given the boy to develop skills he can use to entertain himself in the city or as an isolated individual. The use of hobbies, arts or crafts, and an interest and ability to read are important, as well as the abilities to reach out and make friends, become a member of a group, etc.

[16] *Guides and Goals*, op. cit. (pp. 92–93).

Work

The necessity of work is a reality that the boys must meet and accept. Work gives people self-respect and position in the community. The organization of work and the setting in which it occurs usually provide people with groups to which they can belong. Along with its economic and social necessity, work can be an activity through which people sublimate their hostile tendencies and from which they gain feelings of satisfaction, security, and personal worth.

Work programs in camps should be planned with these contributions in mind. As with recreation, it is well if the boys can participate in the planning of their work projects. The boys should be given an opportunity to express their preference for whatever choice in work there may be. If this is not possible within the scope of the work projects, the boys must be helped to understand and appreciate the importance of what they are doing. The boys should be paid an adequate, rather than a token, wage for their work. Every effort should be made to develop a positive attitude toward work, but since this attitude is closely related to the boys' total adjustment it may take considerable time to develop.

Along with developing proper work attitudes, the camp may be able to teach some of the boys trade skills that have application beyond the camp. Machinery maintenance and auto repair, and truck driving for older adolescents, represent skills that are directly convertible to jobs the boys may find in their communities. Opportunities to work both in groups and alone should be provided.

The work in camp should include whatever physical labor is necessary for the benefit of the group, such as working in the kitchen, maintaining the camp grounds and buildings, working in the laundry, etc. The other work activities are frequently tied to improving the natural environment. These include forestry operations, land surveys, soil conservation activities, game and fish management, building projects, and many others. Improvements of the land and work in other conservation activities may give the boys a sense of contributing to a worthwhile effort and a sense of civic pride.

Education

Formal educational programs will vary from camp to camp. Camps for the younger boys should have a program that meets the standards of the State department of education. Boys beyond mandatory school age, of course, are not required to attend and may not be interested in pursuing their formal education, but they usually are interested in vocational training. Some vocational training should be offered, although the amount that can be given is limited by the comparatively short period of time they stay in the camp. Shop courses

in auto mechanics, electrical repair, woodworking, can be set up in the camp without any elaborate equipment or shops.

Experience has shown that many of the older boys in camp are apt to be seriously retarded in spelling, arithmetic, and reading, and need remedial teaching. The boys are aware of these handicaps but are likely to be defensive about them. However, remedial work organized around such practical matters as letter writing or preparing a simple estimate of the number of seedlings needed to plant a certain acreage can accomplish a great deal.

Schools in camps have many opportunities for relating subject matter to the environment. Some of these must be specifically planned, while others occur in connection with work projects and other camp activities. For example, science study could be related to understanding the forests, soils, and water, and include visits to points of special interest. Field experiences can also contribute to the boys' work in science: development of nature trails, observing weather station activities, and testing water in surrounding lakes. Social science could tie land use problems and reasons for shifting populations in the area of the camp into broader problems by means of charts, maps, and visits in the area. The problems of stream pollution and care of public property can also be used in teaching social science. Similar use of the setting can be made for mathematics, shop instruction, and language and communication.

The essentials of health and safety should be stressed throughout a youth's stay in camp, whether this is handled as a matter of instruction in the various camp activities or is formalized into a class as well. The necessity for proper rest, clothing, protection from sunburn and fatigue, and safety precautions with respect to fires, the use of axes and other tools, swimming, etc., must be emphasized. Personal hygiene should also be encouraged.

A library can make a contribution to the education of the boys as well as help them develop a constructive and pleasurable leisure time activity. A collection of well chosen books and periodicals can be circulated from a central point in camp. Also, a portion of the collection can be divided into different sets and rotated as a group from cabin to cabin. It is important that the camp have a wide variety of materials which do not require high reading skills. Many States have library personnel available for consultation to local communities. Such personnel can be of help to a camp in its library program.

Cabin life

Among the various program groups in a camp, such as the work groups and school groups, the cabin group is the most important, if for no other reason than that it is the group in which the

campers are most intimately associated with one another. The cabin group carries on the activities that are ordinarily carried on in the family. Eating, sleeping, dressing and undressing, personal hygiene, and housekeeping duties are a part of the life of every cabin. In addition, much of the recreation takes place in cabin groups: they all go together, or in pairs or threes, to the lake to swim; they compete against another cabin group in some activities; or they hike together. It is true that activity organized around the cabins must be kept in balance with activity that involves the total camp, but nevertheless one will observe that many of the relationships in the total camp are heavily influenced by the cabin organization.

The group supervisors should use the group experience for its unusual education and socialization value. The boys will change in their ability to get along with others as they interact with each other. By association with persons of a different racial or cultural background, the boys may come to like groups of people that they formerly disliked. Tolerance will develop. The boys will also learn something about why other campers like or dislike them. Skill in creating friendly feelings can be acquired. The group supervisors should be able to guide the group process for the best social development of each member of the group.

When there are some individual rooms in the cabins the boys have opportunities to be alone and enjoy the privacy needed to offset the constant stimulation of the group. Furthermore, the privacy provides an opportunity to learn how to use time by themselves constructively. Along with the cabins' physical arrangements, some of the camp's program should be directed toward meeting this need.

Moral and spiritual values

An awareness of moral and spiritual values can help in the rehabilitation of the boys. The camp should provide the opportunity for each boy's religious education, and for voluntary participation in religious services of his or his parents' choice. Along with the usual church services and religious instruction that can help the boys acquire these values, the camp setting offers other opportunities that can be utilized for religious purposes. For example, some camps have found it advantageous to hold some of their services in an outdoor place where the beauty of the spot helps inspire a reverent attitude in those participating. Camps can take advantage of community resources and have part-time chaplains come into the camp, as well as have the boys attend church in the community.

Boys' participation in community affairs

Opportunities for the boys to participate in community activities should be sought. When these activities are carefully planned,

with both the boys and the people in the local community, the boys receive much benefit and the camp's relations with the community are improved and strengthened.[17]

Health and medical services[18]

In order that the health of all boys be promoted as well as protected during their stay in camp, a health program which includes preventive measures, health maintenance, and medical care for campers and staff should be developed. Preferably, this should be planned jointly by representatives of (1) the camp (this should include the camp nurse if the camp employs one), (2) the local or State health department, (3) the physician (or physicians) responsible for medical care of the campers, (4) the local hospital where the boys will be sent in the event of illness or accident.

Elements of a health program which should be included are:

1. **The requirement of preadmission physical and dental examination and appropriate immunizations**
   a. **Each boy should have a preadmission medical examination and each new staff member a preemployment examination. A record of each boy's health status should be available to the camp physician and to other staff members concerned.**
   b. **Immunizations against diphtheria, tetanus, whooping cough, smallpox, and poliomyelitis (and against typhoid fever, if recommended by health authorities) should be given prior to the admission of the campers.**
2. **Continuous health supervision**
   There should be a plan for regular health supervision of the boys with medical examinations annually and booster immunizations at appropriate intervals. It is desirable to have a physician and a registered nurse on the camp staff, even if they are not in residence. In any case there should be an arrangement whereby medical and nursing service is provided when needed. Besides providing direct clinical services, the physician and nurse will assist in planning and carrying out the health programs.
3. **First aid**
   Provision of first aid will be necessary. Usually one or several of the counselors should be trained to give first aid. If there is a camp nurse, first aid may be chiefly her responsibility.
4. **Safety**
   Safety is basic to a camp program. Hazards of various kinds must be identified and eliminated or controlled. This will include regulation of activities in relation to natural hazards such as cliffs, swamps, and rivers, and regulation of programs of swimming and boating. Proper instruction and supervision should be given in the use of tools and work should be restricted to the level of each boy's development and competence. The

[17] For further discussion of this, see: *Guides and Goals*, op. cit. (pp. 77–78).
[18] See also *Guides and Goals*, op. cit. (pp. 59–61); and American Camping Association: *Resident Camp Standards*. Martinsville, Ind.: American Camping Association, 1956, 11 pp. (pp. 6–9).

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camp itself and surrounding areas need an adequate fire prevention and protection program. The camp should be constructed in accordance with principles and codes that foster safety.

5. The Infirmary

The camp should have an infirmary with a well qualified person responsible for care, even though hospital care will be arranged for in a nearby community except for minor illnesses or accidents. Transportation and telephones must be available for emergency use in case of sudden illness or accident.

6. Sanitation

The sanitation of the camp should meet the standards of the health department. Water should be safe and adequate in quantity. Water dispensers, such as fountains, should be of an approved type and should be maintained properly. The water used for swimming should be tested regularly to determine its fitness for bathing. Only properly pasteurized milk should be used. Proper refrigeration and storage of foods is important. The method of waste disposal should be approved by the health department. There should be an effective plan for controlling insects, rodents and weeds and for keeping the camp clean.

The Staff's Relationship with the Boys

The kind of relationship that should exist between the staff and the boys has been discussed earlier in this section under Emotional Atmosphere of the Camp, but its value cannot be overemphasized. This section will attempt to deal with the process of developing good staff relationships.

Each staff member will have his own or individual way of establishing friendly relations with the boys. Generally, showing a sincere interest in the boy, in his activities and interests, his future and his problems, will help achieve this. The interest of the staff member should be genuine, friendly, without stinging criticism or heart-rending sympathy. If the staff member is a good listener, uses questions to stimulate the boys to think, and offers encouragement and praise, he will go far in establishing a lasting and genuinely friendly relationship with the boys.

Friendliness at Intake

The effort to establish friendly relationships with the boys should begin as soon as they are brought to camp. In order to avoid confusion and to set the desired emotional atmosphere for the camp, the greeting of new boys should be well organized.

Upon arrival, the person receiving the boy should attempt to make him feel welcome and at ease. It is important to remember that, many times, a boy's admission to the camp is the culmination of many painful incidents that were involved in his becoming delinquent. Sometimes admission represents a less critical situation for the boy but even if he acts confident, aggressive, or nonchalant, the person receiving him should act on the theory that he is a somewhat anxious, bewildered, and perhaps discouraged person.

The boys in camp might be asked to help in creating a friendly camp spirit by showing the new boy around and introducing him to others. Such a procedure will tend to make the new boy accepted and weaken the cliques among boys who have been in camp longer.

Staff Judgment in cabin assignments

The staff must also help the boys establish good relations with each other. The grouping of boys, particularly in their living units, is especially important in achieving this. Similarity in maturity, personality needs, and program interest should determine the placement of boys in a cabin. A good placement will facilitate the boy's participation in group activities and conversation. Some preknowledge of a boy's group relationships is necessary to facilitate this type of placement. Further, such advance information reduces the transfers that may have to be made to place a boy in his most appropriate group.

There are several things which must always be taken into consideration in making a cabin assignment. The boy's ability to stand some aggressive "razzing" or mild hazing, and the pressure the group is likely to put on new members to learn whether or not they can stand their ground, must be evaluated. It is important to know whether the boy has a tendency to provoke this kind of behavior toward himself. The boy's predominant ways of seeking security should be observed and any problems in this area must be kept in mind in making an assignment. For example, will the boy require considerable adult attention and support? Is he apt to lean heavily on an aggressive, antisocial leader? Does the group currently have such leadership, or have a potential for it that would be reinforced by the support of the new member? Might the new boy be so highly dependent on the group's approval that he would be easily manipulated and become a pawn for the group's antisocial activities, a butt of their jokes and aggressive behavior? Or, on the other hand, is the boy so aggressive and antisocial that he might tip the socially constructive orientation of a cabin into antisocial activities? The latter possibility can pose a special problem if several aggressive and antisocial boys are admitted into camp at one time and are assigned to a unit that is not able to absorb them.

The initial assignment of a boy to a group should be made on the basis of information contained in the social history and other study data that precede him to camp, and the observations of the staff during the time he is being admitted and shown the program. After a boy has been in camp for a while, he may be changed to another group because of his own preference, or because his degree of social maturity requires a different placement.

The contribution of planning

Planning with the boys about their individual programs soon after they come to camp gives the staff members an opportunity to build good relationships with the boys and to involve them in camp activities. The boys should also be included in planning some aspects of the general camp program. The broad aspects of the program, of course, are planned by the staff; the planning done by the boys takes place within this structure. When a number of individuals from varying backgrounds share a common goal and talk and plan together, they become sensitive to each other's needs and differences, and learn to cooperate even though they have some differences. In this process each member has a voice, assumes his share of the responsibility in making decisions about socially constructive activities, and has opportunities both to lead and to follow.

As the boys find themselves in an accepting and consistent environment, they will begin to mature and to pattern themselves upon the staff of the camp. They will also begin to show the impulses and tendencies that played an important part in their delinquency. Occasionally, the boys will become aware of these impulses and tendencies by themselves and sometimes they will learn about them from their peers. However, they will usually need help from the staff in seeing any need to change. A boy may have to make some mistakes in camp in order to recognize this need. By giving the boys some responsibility for planning the general program and their own schedule and for carrying out their own decisions, the staff is placing themselves in a strategic position to intervene when significant problems arise. That is, after the boys have participated in the planning, have been given opportunity for determining their own course, and have received staff help in achieving their goals, a process has been put in motion which permits the staff to confront the boys when trouble is encountered. A staff member can then ask, "How did this come about?" Such a question must be asked carefully, in a way to get the boy to reflect; an aggressive manner might arouse the boy's defensiveness and so lose the opportunity to work the problem through with him.

Handling efforts of the boys to change

During their stay in camp most boys make some efforts to change. At first these may be tentative and require encouragement, support and reward. They are likely to be characterized by trial and error, and the sympathy, guidance, and correction of the staff is especially needed in time of failure. The camp program, with its various activities, should provide the boys with opportunities to work on their problems of change. They should be given suitable outlets

for the feelings expressed in the trial behavior as well as a guideline for the appropriate handling of these feelings.

A combination of friendliness, acceptance, and matter-of-factness on the part of the staff will predispose the boys to a positive relationship with each other and the staff, and minimize rivalry and feelings of animosity. However, the staff cannot expect amiability to prevail steadily, and a certain amount of hostility will be expressed by the boys toward each other and, very likely, toward the staff as well. Recognizing this, the staff can prepare themselves to meet problems charged with emotion without being overwhelmed by them or reacting to them in kind. Instead, they can attempt to talk them through with the boys. This does not mean that staff members will encourage or permit expressions of hostility that would be harmful to anyone. Nor does it mean that the boys are given unlimited freedom of individual expression or license. If it is not possible to work out a serious problem in the group in which it occurs, the boy or boys will have to be removed from the group. The problem often can be dealt with more simply when the pressure to continue the conflict, which is provided by the rest of the group, is reduced. It is important for staff members to recognize that these disturbances are opportunities for work on problems that are often significantly related to the boys' delinquencies.

Thus far attention has been focused on the aggressive or hostile relationships among the boys. Boys who have difficulty in establishing relationships with others or who tend to remain socially isolated and appear lacking in energy and absorbed in their own thoughts also need help. Usually these boys want to be included in the group activities and will participate if given sufficient encouragement. Others antagonize the group by obnoxious behavior; but in many cases this is a clumsy attempt at group participation. Recognizing such conduct for what it is, the staff member can work with the individual to help him make a more appropriate and effective contribution and to become an accepted member of the group.

Counseling

The term counseling is used to describe a variety of treatment approaches involving various techniques. It is often used to refer to the work of the activity people who provide the leadership in recreation and leisure time programs. Or it may refer to the supervision of the youngsters. At other times the word is used to describe a casework or group work process or even psychotherapy.

In this document, counseling means a guidance process in which the counselor aims to help the boy in a rational way to focus on the immediate aspects of a problem or situation that must be worked out. Day-to-day problems and plans for the future should be its concern. Past experiences, particularly those occurring during the boy's forma-

tive years, should be considered as important, as should unconscious conflicts. They must be appreciated; but counseling does not attend to them, at least not directly. Rather, counseling should deal with the here and now, the immediate past and the future. Consequently, counseling is oriented to "reality" and the techniques are relatively direct.[19]

To be sure, a supportive attitude toward the boys is helpful, whether it is shown in the general camp setting or in a closer interpersonal relationship such as casework or counseling. The amount of specialized services required in a camp depends upon the degree of maladjustment in the boys. Intensive casework or psychotherapy are certainly needed with emotionally disturbed delinquents and those with serious personality problems, and camps that plan to serve such boys must be staffed accordingly. So long as camps limit their services to the less disturbed delinquent boys, elementary supportive help without highly specialized casework and psychotherapy may be sufficient. But such camps should only deal with boys who are amenable to and can profit from this type of experience.

In any event, the leaders of the camp, especially the superintendent and program director, must be people who are familiar with the procedures and techniques of treatment. Such leadership can insure the incorporation of a treatment philosophy into the total program and guide members of the staff who have not had extensive training in this.

Factors influencing counseling

Apropos of the camp's aim to help the delinquent identify and clarify the difficulties he is having, as well as explore the advisability of pursuing various courses of action, it seems worthwhile to indicate that the extent to which these aims can be achieved are limited by the nature of the boy's problem, the skill of the counselor, and the boy's preparation for counseling. Also, the environmental situation has an effect on counseling and a reasonable degree of privacy is necessary. It is a very difficult task to do an effective job of counseling in a situation where some immediate behavior problem must be managed. Yet even in such conflict situations, counseling can take place when the boy's emotional discomfort and concern are used as footholds in working with him.[20] Such a situation may actually be an asset with

[19] For further discussion of this concept of counseling, see: Hamilton, Gordon: *Theory and Practice of Social Case Work.* 2d revised edition, New York: Columbia University Press, 1951, 328 pp. (pp. 250–252).

[20] This has been recognized and practiced intuitively by training school personnel for years. More recently, its potential has received broader recognition and efforts have been made to make this technique more explicit. See *American Journal of Orthopsychiatry*, vol. XXIX, No. 1, 1959: Redl, Fritz: "Strategy and Techniques of the Life Space Interview," pp. 1–18; Dittmann, Allen T., and

those boys who characteristically deny that they have any problems and yet are loaded with them. The counselor must be aware of the objectives of counseling in such complex situations and have the necessary skills to work toward them.

Essential counselor attitudes

The attitude of the counselor toward the boys is very important, whether he is working with the boy in a private situation or in one of stress in one of the camp's activities. He must respect the boys and appreciate their problems. The counselor must be sufficiently secure to give them a feeling of confidence, and to listen and help them with their troubles without becoming overly involved himself. He should be able to restrain himself from giving "ready" advice. Though the counselor must be accepting of the boys and have a high degree of tolerance for unacceptable behavior, he cannot condone all of their actions, such as flagrant aggressive behavior or complete uncooperativeness. His function, however, is not to censure. Rather, it is to help the boy take a responsible look at his behavior, with a minimum of "guilty or innocent" shadowboxing. If the counselor believes he should express his disapproval of what happened, he should do so in a matter-of-fact or firm manner and be careful not to condemn or chastise. It is well for the counselor to remember that in almost every instance the boy will already know that his antisocial behavior, whether in camp or prior to coming to camp, is unacceptable. So further censure is neither necessary nor desirable. Such behavior, however, is apt to be related to the boy's problems. Consequently, the counselor must work with it as he attempts to help the boy.

The counselor must be versatile in his use of attitudes. Interest, acceptance and empathy will generally facilitate the counselor's work. If the boy's conversation is anxious the counselor should affirm his strengths and potentials. Feelings of guilt indicate the need for support. However, since the boy may feel worthless and unacceptable, the counselor must not shower him with attention as this may make him feel increasingly unworthy.

A point of departure for counseling

What has been said indicates that anyone aspiring to do counseling should have some knowledge of deviant as well as normal behavior. He should also have a unified set of concepts that will provide him

Kitchener, Howard L.: "Life Space Interviewing and Individual Play Therapy: A Comparison of Techniques," pp. 19–26; and Morse, William C., and Small, Edna R.: "Group Life Space Interviewing in a Therapeutic Camp," pp. 27–44. Also, see: County of Los Angeles Probation Office: *Camps Case Work Functional Manual* (mimeograph), 1960, 132 pp., which describes casework and group work philosophy and techniques as used in the Los Angeles County camps.

with an understanding of the boy's behavior and suggest approaches to be used in working with such behavior. Some experience in interpreting what the boys do and say in terms of these concepts is also desirable. The counselor must have sufficient sensitivity to grasp what a boy means or feels beyond what he says or does. He must also be aware of himself as a person—his needs, feelings, and relationships with people—and of how these may influence his work with the boys.[21] It is important that the counselor be able to deal with a boy who is expressing some overt behavior disturbance in some camp activity as well as with problems in a more private situation.

No attempt will be made here to present the body of knowledge and theory upon which counseling is based,[22] but some general counseling techniques will be discussed.

Making the practical arrangements

As with the other aspects of the program, counseling should be described to the newly admitted boys during orientation. The description must be adapted to each boy, especially since many will know about counseling from their probation experience or from some other service. The available background and psychological information about the boy will provide clues as to the intensity of counseling that the individual will require. It is important that the counselor help the boy to bring out and talk about some of his problems during orientation. Material obtained at this time can contribute to an understanding of the boy and serve as a frame of reference for future counseling.

Decisions about counseling, like decisions about other aspects of a boy's program, should be made at the staff conference. Various alternatives are possible. Plans may be developed for a boy to see a counselor on a regularly scheduled basis, or the counseling may be left on the basis that the boy is welcome to come to the counselor whenever he feels the need for help. In any event, the counselor should always be on call to assist in periods of stress as well as to help the boy to plan for his future.

The boys will be aware that the staff conference has discussed their programs. They will anticipate talking with the counselor about some of the things that took place at the meeting. The counselor must be skilled in interpreting the staff's decisions to them. In speaking of counseling to a particular boy, he may want to refer to some of the problems the boy brought up during orientation, and indicate the staff's belief that he might gain some help through counseling. He can then proceed to discuss when they should get together and related matters.

Some counseling techniques

Skill as a counselor is highly dependent on the ability to establish the kind of relationship with the boys that will be helpful to them.[23] Along with assuming a friendly, interested, and objective attitude, certain specific measures may be employed to increase the counselor's skill. Several of these will be discussed, although an exhaustive treatment of the subject is beyond the scope of this pamphlet.

Observing.[24]—Careful and sensitive observation of a boy's behavior and general manner can tell the counselor a great deal about the boy as an individual as well as about how he relates to others. Although a counselor should observe the boys, he must make his observations and evaluations casually, so as not to give them the impression of being "watched." Since the boys reflect many aspects of themselves in their behavior, whether in an interview situation or in some other camp activity, the counselor can gain important clues about their problems and assets by observing them. How the boys walk, their posture and their facial expressions, gestures, and general manner as well as how they approach others and get along with them

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[21] The counselor must be a thoughtful and well trained person to understand his own feelings and the complexities of his relationship with the boys. This insight, of course, is relative. A high degree of it is a goal that counselors should set for themselves. An article by Lippman, Hyman S.: "Understanding the Offender Through Understanding Ourselves," *Federal Probation*, vol. IV, No. 3, August–October 1940 (pp. 14–17), makes this point along with several others related to it.

[22] Several bibliographies list much of the significant literature in the field:

A *Selected Bibliography on Juvenile Delinquency* (mimeograph). Washington, D.C.: Children's Bureau, 1958. 44 pp.

Joy, Barbara E.: *Annotated Bibliography on Camping.* op. cit.

Menninger, Karl A. (editor): *A Guide to Psychiatric Books.* New York: Grune & Stratton, 1956, 157 pp.

Several basic works representing several different disciplines may be helpful in gaining a point of view about personality dynamics:

Bloch, Herbert A., and Flynn, Frank T.: *Delinquency: The Juvenile Offender in America Today.* New York: Random House, 1956, 612 pp.

Friedlander, Kate: *The Psycho-Analytical Approach to Juvenile Delinquency.* New York: International University Press, 1947, 296 pp.

Kluckhohn, Clyde; Murray, Henry A.; Schneider, David M. (editors): *Personality in Nature, Society and Culture.* 2d edition. New York: Knopf, 1953, 701 pp.

Stein, Herman D., and Cloward, Richard A. (editors): *Social Perspectives on Behavior: A Reader in Social Science for Social Work and Related Professions.* Glencoe: Free Press, 1958, 666 pp.

[23] For further discussion of this point, see Lippman, op. cit. (p. 16).

[24] For detailed descriptions of observing people, see: Garrett, Annette: *Counseling Methods for Personnel Workers.* New York: Family Service Association of America, 1945, 187 pp. (pp. 50–52); and Menninger, Karl A.: *A Manual for Psychiatric Case Study.* New York: Grune & Stratton, 1952, 355 pp. (pp. 71–77).

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are important. Is his walk overly casual and aimless, or goal directed, or cautious? Is his posture stooped or "drawn over"? Are his facial expressions, gestures, and general manner tense? Does he defend himself in his relations with people? Does he put on a front—if so, what kind? It will be helpful if the counselor can determine whether what he is observing is a boy's characteristic way of reacting to a situation or people or whether it reflects some unique response to something specific, and if so, whether that situation or person may have particular meaning to the boy because of his past experience—and what type of past experience.

The counselor should also observe the boy's interests and abilities, and the non-sensitive and conflict-free areas of his personality, so that he can encourage the boy to develop them. He should note these points also in order to have some areas around which to develop his relationship with the boy.

Listening.[25]—In most instances the counselor should encourage the boy to talk about his interests and problems or whatever seems to be important or of concern to him. In so doing, he will give the boy an opportunity to express himself, explore his problems, and seek ways to solve them. The counselor will understand the boy more clearly when all of this information has been laid out before him and consequently will be in a better position to help him. The counselor will need tolerance and restraint in order to avoid interrupting the boy or directing his talk along a particular line before the boy has had a full opportunity to communicate what he has in mind.

Waiting for a boy to talk.—In order to give a boy full opportunity to express himself the counselor many times must wait for the boy to talk. This applies to the beginning of a contact as well as during a conversation. Letting the boy bring up and talk about whatever he has in mind insures that the ideas and feelings expressed by the boy will have a minimum of influence and coloring from the counselor. The counselor should also wait after the boy's initial presentation of a problem or idea. The ideas and feelings that will undoubtedly follow will contribute substantially to what he has already said. An unhurried approach and waiting gives the boy's problems, which may be underlying ones, an opportunity to come to the surface and possibly be expressed. The pause gives him an opportunity to reflect critically on what he has been saying and generally suggests to the boy his responsibility for himself and his part in the counseling. Furthermore, this delay may save the counselor from giving a too ready solution to a boy's problems.

Asking direct questions.—The counselor will often simply wait for the boy to continue his discussion. He may restate something the

[25] Garrett, Annette: *Counseling Methods for Personnel Workers*, op. cit., and Perlman, Helen Harris: *Social Casework: A Problem Solving Process.* Chicago: University of Chicago Press, 1957, 268 pp. (pp. 141–142).

boy has said in essentially the same words the boy used, or he may comment on something he has said. However, there are occasions when direct questions are needed: when boys are inarticulate, mentally blocked, restive, or recalcitrant. The counselor may direct carefully timed and couched questions to important and perhaps neglected aspects of a problem. If feelings seem to be interfering with the boy's talking, the counselor may ask about them.

Giving information.—In the course of the counseling, the counselor will also be giving information to the boy; some of this information will be routine, and some will have a bearing on some individual disturbance. The information should be correct and should be given in a clear, simple, and assured manner. Thus, the counselor may frequently have to answer oft-occurring questions about the camp rules, policies, and routines along with questions about release and aftercare procedures. In the counseling process, the delinquents will not ask the counselor direct questions about themselves and their problems as frequently as they ask about rules and procedures. Questions about others that are really asked because of their bearing on the boy himself may precede more specific questions about himself. Tentative feelers or vague inquiries may be asked about problems in their homes and with their parents. Discussions about their girl friends, along with their problems and interest in sex will also come up, if given an opportunity. The counselor's degree of comfort in discussing such material will be sensed by the boys and, consequently, will influence the boy's readiness to work on problems in these areas. Particularly in the areas where the boy is highly sensitive, the counselor must assess the situation and his own capabilities. A safe rule of thumb is to give information that seems helpful in a matter-of-fact manner and avoid dwelling on this kind of material. If the boy has serious sexual or other deep emotional problems, he should be referred to a facility more adequately staffed to help him.

Giving reassurance and support.[26]—Reassurance and support given to anxious, restless, or discouraged boys may alleviate these feelings, particularly if the disturbances are fairly mild and have not been associated with intense problems.

In using this technique, the counselor must feel with the individual and give realistic encouragement. As the boy feels the sustaining influence of the counselor, he will feel stronger and also strive to pattern himself after the counselor.

Releasing emotions.—As the boy talks, he has the opportunity to release pent-up feelings. Venting his fears, angers, and frustrations, and also his hopes, gives the boy relief, particularly when what

[26] See Hollis, Florence: "The Techniques of Casework" in Kasius, Cora: *Principles and Techniques in Social Casework.* New York: Family Service Association of America, 1950, 433 pp. (pp. 415–418).

he has to say is received by the counselor in an uncritical and sympathetic way. Perhaps, up to this point, the boy has kept his problems and feelings to himself, believing he could not express them to anyone, or sometimes not even admitting them to himself. Releasing these ideas and feelings lessens the terrifying hold they have on him, gives him a chance to "look at them" and, in discussion with the counselor, to correct some of the mistaken ideas that he may be harboring. Moreover, the boy may become less sensitive to problems that have disturbed him when he has had an opportunity to express his feelings about them.

As techniques, simply listening to, or encouraging the expression of, feelings should be used with an awareness of their limitations and possible dangers. They may be merely a source of information to the counselor and a temporary relief for the boy, whose emotional disturbances are really related to earlier, more damaging, experiences and not to the present situational problem. If the boy becomes frightened and stimulated by the eruption of his feelings, the counselor may find it difficult to manage the accompanying feelings of terror, panic and hostility. For these reasons the release of feelings should be encouraged with discretion and in combination with other techniques.

To avoid precipitating a panic reaction the counselor should be sensitive to changes in the boy's mood in a given counseling situation as well as over a period of time. Anything in the boy's mood suggesting a progressive and marked increase in anxiety, fear, tension, or general uneasiness, calls for caution. Sometimes these reactions will be in response to a particular problem. At other times they may be manifest in relation to the counselor himself, and have their meaning largely in the boy's personality make-up. Having recognized this in the boy, the counselor should consult with the program director. They, together with the staff committee and, if available, after psychological consultation, should determine how the counselor should modify his approach to the boy. Or it might be decided that the boy's problems are more appropriate for another type of treatment, perhaps psychotherapy in another setting.

Giving suggestions and advice.—Positive suggestions and advice, given discriminately, may be used to assist delinquents to modify their behavior or achieve certain recreation or work aims. These techniques work best if the counselor has a friendly relationship with the delinquent, if the suggestion or advice is directed at areas of the delinquent's personality that are relatively free of conflict, and if the delinquent believes the suggestion or advice is in accordance with his general welfare. The frequency of the suggestions or advice, their timing, tone, and inclusiveness, are additional factors the counselor must consider in the use of these techniques.

Confrontation.[27]—As the boy's confidence in the counselor develops and he ceases to feel challenged or threatened by the counselor's ideas, the counselor may confront him with questions about his behavior and the realities of his situation. The counselor might say, "You say this, but I recall earlier that you mentioned this." "This isn't quite clear to me . . . let's go over it again." "Where did you say you were when this was going on?" "Tell me again about how it was at home." Implicit in this type of questioning is the idea that what the boy has reported may be more complex, or in some instances simpler, than he has indicated.

The manner in which the boy is confronted is very important. Well directed, simple, casual inquiries or considerate, direct questions coupled with some comparisons indicating incongruities in the boy's behavior or his description of it are helpful. But the confrontations must be made in a nonaggressive and nonaccusing manner.

Planning.—As the boy starts to think in terms of leaving camp, he will begin making inquiries and discussing his plans for return to the community. Often, this may be the point where the problems associated with home or community reemerge. He may speak of his home or community in glowing terms because he has over-idealized them during his camp stay. A positive concept of the future is commendable; however, it should be realistic. Consequently, the counselor should encourage the boy to explore his picture of the future more thoroughly, so that more adequate planning can be done with respect to it. For instance, has the situation really changed? If not, is it the place to go? If so, how can the situation be managed? What about school, work, etc.? The parole officer's role in the boy's future must also be understood.

Guiding the interview or exchange.[28]—Observing, listening, questioning, and so on, are used by the counselor to learn the nature of a boy's problem, to give the boy a chance to tell his own story and to express his feelings about it. These techniques also let the counselor learn what it is that the boy thinks and feels. Thus, the counselor asks for clarification at points, raises questions at others, waits for the boy to continue talking, urges him to consider the possible consequences of his behavior, or to explore the various courses of action open to him. The counselor must be aware of the implications of the camp's structure, in terms of *do's* and *do not's*, for the boy, as well as the restrictions imposed by the community. However, the counselor knows that the boy makes the final decision to act, and, consequently, his communications with the boy must revolve around the boy's problems and the boy's search for a way out of them. The counselor allows rambling and

[27] See Gardner, George E.: "The Institution as Therapist," *The Child*, vol. 16, No. 5, January 1952 (pp. 70–72).

[28] Garrett, Annette: *Counseling Methods for Personnel*, op. cit. (pp. 57–59).

"incoherence" because he knows it has special meaning. Often it is the boy's only way of telling his story and getting to the sources of his trouble. If the rambling appears to be a defense rather than a route to a problem or its solution, the counselor should bring the boy back to relevant material. He may do this by a carefully chosen question or by repeating and calling attention to important material that the boy has already introduced.

Consultation and referral.—Even though boys are carefully selected before being sent to camp, problems may emerge that were not anticipated. For example, one boy may begin behaving aggressively without apparent provocation, another may refuse to work, or a rash of runaways may occur. To be prepared for problems of this kind, and others, the counselor must have his work carefully supervised by the program director. Also, in the staff conference committee, the boy's progress in counseling should be evaluated periodically, as well as other aspects of his program. To strengthen their approach to these problems, the camp personnel should have psychiatric, or psychological, consultation available to them. Through this help the sources of the boy's trouble may be determined more clearly and the necessary modification made in his program so that he can continue in camp. Or, occasionally, as the result of their review of the situation, it may be necessary to transfer a boy to a service better able to help him with his problems.

In using consultation, it is important for the camp staff to organize their material about the boy carefully and to be prepared to discuss the case openly so that the consultant can be of optimum help in the matter.

If a referral is made and a boy is transferred to another facility, the counselor should help him accept the move as something that is being done for his benefit. The boy may not see it this way, at least initially, so the counselor must be prepared to help him express his negative feelings. If the transfer is prepared for in this manner, the boy may become more receptive and better able to accept and profit from the move.

Termination.—A boy is apt to develop some deep attachments to the camp. This may be the case even with boys who complain about the camp, accuse it of unfairness, etc. The program and, particularly, the personnel have contributed to his well-being and he may have become dependent on them, most likely without his being fully aware of it. This, associated with the prospect of returning to some of his previous problems and to freedom and greater responsibility, may be frightening to him. If these feelings are apparent or are suggested by the boy's discussion or behavior, the counselor should give him a chance to express his thoughts and attitudes. If these

hesitancies are brought out in the open and talked over, the boy is less apt to be crippled by them when he leaves the camp.

Group counseling

Counseling carried on with groups is a treatment method that can contribute to a camp program. This approach will not be discussed here in detail.[29] However, it can be said that group counseling usually takes the form of a small discussion group, made up of boys with similar problems, and skillfully guided by an adult leader. Daily problems in the camp are discussed as are personal problems of adjustment. The effectiveness of the procedure rests heavily on skilled adult leadership and a generally positive camp milieu.

[29] For details about the techniques of group psychotherapy, see: Peck, Harris B., and Bellsmith, Virginia: *Treatment of the Delinquent Adolescent.* New York: Family Service Association of America, 147 pp. (pp. 63–89); Slavson, S. R.: *An Introduction to Group Therapy.* New York: Commonwealth Fund, 1943, 352 pp.; and Slavson, S. R. (editor): *The Practice of Group Therapy.* New York: The International University Press, 1947, 271 pp.

chapter 3

THE ORGANIZATION AND ADMINISTRATION OF A CAMP

The Organization of a Camp

THE ADMINISTRATIVE ORGANIZATION of a camp should be such as to make possible the direction, coordination, and integration of all the parts of the program. The parent agency, whether it be a State welfare department or another agency, must fit the camp into its program for delinquent children, set the camp's purposes and the general methods to be used in meeting these ends. In addition to policy setting and planning, the parent agency can also provide certain administrative services for the camp more efficiently and economically than can the individual camp.[30]

Citizens' advisory committee

A citizens' committee should be appointed by the head of the parent agency, in collaboration with the superintendent, to facilitate the acceptance of the camp by the community in which it is located.[31] The superintendent should give such assistance to the chairman of the committee as he, the chairman, may desire in organizing the committee and in helping them with their continuing activities.

The committee should meet at regularly stated times, preferably at the camp, to learn about the camp's program and problems. With this knowledge, the committee members can inform the community about the camp and its functions more accurately than they otherwise could and, if necessary, can correct misconceptions that may have developed.

At these meetings, the committee should advise the superintendent of the community's attitudes toward the camp and, if some of these are negative, offer suggestions on how the superintendent can bring about more favorable community feeling. The committee can also correct misconceptions that the camp superintendent or staff may have about the community.

[30] For a fuller description and illustration of the functions of a parent agency, see *Guides and Goals*, op. cit. (pp. 11–12).

[31] *Guides and Goals*, op. cit. (pp. 14–15), also gives some description of the functions of an advisory committee.

Along with this public relations function, the committee can help the camp arrange some community activities for the boys and perhaps act in an advisory-consulting capacity in regard to certain aspects of the camp program. Citizens engaged in education, library, church, county welfare, business, or construction work could be especially helpful in this respect. The superintendent should invite the members of the committee to the camp, make them feel they belong and have something to contribute to the group, give them an opportunity to observe and discuss the camp program, and make use of their ideas and suggestions wherever possible.

The camp

Usually the parent agency, together with the superintendent, determines the general organization of the camp and its relation to other agencies with which it has dealings. The more specific aspects of the camp's organization are usually determined by the superintendent and his staff. Although a camp may be small and its operation quite informal, a definite philosophy with definite policies and rules must be developed, the work of the camp must be divided, "departmentalized," and assigned to individuals, and plans made for the coordination of these different tasks. A means of systematic communication and supervision must be provided and a system of graduated authority must be established, linking the superintendent to the supervisors and the supervisors to the workers. This organization structure must also encompass the activities of the boys and include any groups that have been developed for them, such as a camp counsel, defined cabin groups, work or recreational groups.

Formal organization

The camp's organization must provide for an administrative unit responsible for the overall direction, coordination, control, and evaluation of the camp. This is not an elaborate administrative organization, but it is the localization of administrative responsibility. Since most of the staff members have duties other than administration, it is important that administrative responsibilities be clearly distinguished. These include fiscal and business management, food services, maintenance and repair, and clerical help. The superintendent, program director, and account clerk have the key positions in the administrative unit, which is the "top" of the camp's organizational structure. If the camp has a school, the principal should also be included. Also, the camp's physician has an important part in the camp's health and safety program.

This structure is linked to functional areas, such as work, recreation, counseling, cabin life, and education, by lines of authority and responsibility. Perhaps these areas could be called departments,

but the concept of departments must be used carefully so that artificial boundaries will not be set up among the various closely related fields. These assigned areas of responsibility, such as counseling and recreation, give the vertical dimensions to the formal staff design, as they come under the supervision and authority of the superintendent and program director. They also give a horizontal dimension because the various areas are alined on the same plane. However, this vertical and horizontal spread is small because these camps are not large and the number of staff members is small.

The boys, too, can contribute to the formal structure of the camp. All too often programs for delinquents do not utilize the boys' interest in organization. As a result, strong informal organizations are developed by the boys themselves and are often directed against the program. In an effort to bring some of this activity into the treatment process and directly under staff influence, a council of boys should be set up. Such a council should be made up of members elected by and representing all the boys in the various cabins in the camp. It should give the boys an opportunity to work through some vital problems with the staff, and should serve as a forum or clearing-house for all. This council should not be permitted to operate as a "self-government" device for the boys, nor as a tool by means of which the boys put pressure on the staff. Nor should it be a mechanism which the administration exploits to accomplish some of its chores.

Informal organization

Along with the formal organization, set up by the administration of the camp, the staff and the boys will spontaneously develop organizations of their own in the form of groups and cliques based upon similarity of interests and attitudes. These groups do not have the thought-out character of the formal organization. Rather, they are the "human side" of the camp that comes into being as the staff and boys live in constant contact with each other. This informal structure serves to keep the staff and the boys better informed about the happenings in the camp and allows them to discuss some of their daily problems and gain each other's support. The superintendent should be aware of the informal groups in his camp. He should know something about their doings and take account of them in making his decisions and, to some extent, work with them through the regular channels. Work with the informal organizations requires skill if it is not to circumvent and weaken the regular organization.[32]

[32] The phenomenon of formal and informal organizations is not unique to forestry camps. The same thing has been identified and described in other institutions, including offices, industrial plants, and prisons. For a theoretical discussion of these points, see Bernard, Chester I.: *The Functions of the Executive.* Cambridge: Harvard University Press, 1948, 334 pp.

The informal arrangement of the staff will most likely be determined by the similarity of work, such as counseling, work supervision, night security, and the like; by outside influences such as memberships in civic organizations, location of residence; by age and particular interests such as sports, business, education. The camp staff may be organized into several informal groups which will be related to each other and to the formal organization in a vague way.

These staff groups frequently have subtle relationships not perceptible to the outsider. The longer the members associate together, the more complete their understanding becomes and, perhaps, the more pronounced their likes and dislikes. These relationships may become so strong that communication takes place even when no word is spoken. In this manner, tacit agreements are reached. This loyalty factor, this sense of identity, this feeling of camaraderie, is of great importance to the real organization of a camp.

The informal organization of the boys provides still another element in the organization of a camp. This, like the informal organization of the staff, is unofficial and is worked out by the boys themselves and facilitates their relationships with the staff and each other. Common interests and attitudes form the basis of many of the cliques in this organization. These groups will be particularly active in the cabin life, and in recreational and work activities. Precautions must be taken by the administrator to keep these organizations generally friendly in their point of view. Otherwise, they are likely to build up an antiadministration system of attitudes, values, and behavior, all of which hamper the treatment process.

The Administration of a Camp

The formal and informal organizations of the camp are the means which the superintendent uses to facilitate the treatment process. The formal organization is the approved medium, the appropriate structure, through which he can work out plans and policies with his staff and boys, marshal the necessary resources, and put them into practice. It is also through the formal organization that the superintendent checks and controls the various aspects of the program and modifies them as indicated. Work through the informal organization of the camp is less definite than work through the formal organization. But the superintendent should know what the informal organization of his camp is and utilize it as far as possible.

Administration by means of the formal organization

The superintendent occupies the central position in the organization of the camp. More than anyone else he is responsible for the operation of the entire undertaking. In carrying out the responsibili-

ties of his position, he employs a number of administrative methods; decision making, planning and organizing, communicating, directing and coordinating, and evaluating.

Decision making.—Decision making is the very heart of the administrative process and covers all aspects of camp life, including questions about the camp's purposes, program, and personnel—decisions that the superintendent shares with the parent agency—and questions about the camp's daily operations—decisions that the superintendent should share with his staff. Where possible, the superintendent should involve his staff in his deliberations before making his decisions; on matters of less importance he should delegate the decision-making responsibility.

Planning and organizing.—Long-range planning is the basis of effective administration and is the administrative responsibility of the superintendent in conjunction with the parent agency. The general program of a camp will usually be planned for a particular budget period, annual or biennial. The plan for such a period calls for a detailed statement of the aims of the camp and specific information on the needs of the program and the cost of the necessary services. Such a plan should be embodied in a longer-term plan, which sets various program and building developments into perspective. Planning for the daily activities should be specific and should be made with the long-term goals in mind.

Communicating.—Communication must be clear and unimpeded to and from the superintendent's office and throughout the camp in order to implement the program and facilitate its operation. Information must be transmitted at the appropriate time and place. Blockages, distortions, and misunderstandings must be recognized and worked out. How and when the superintendent talks and writes to his people, the opportunities he gives them for being heard, what he talks about and permits them to talk about, and the means that he chooses to accomplish this are all important.

A written communication is most valuable in setting forth an instruction, policy, or duty and making it a matter of record. An instruction reduced to writing is probably more difficult to circumvent than an oral communication. Written materials should be kept to a minimum and employed only in those areas where they are the most appropriate means for securing a desired result. Even in these instances, almost every written communication must be reinforced and implemented by an oral communication, which should precede, accompany, or follow it.

Face-to-face communication is most desirable when there is a complicated problem requiring a give-and-take discussion, when it is desirable to bring out the attitudes and difficulties involved, or the

superintendent needs to check directly on what has occurred in order to handle the problem most effectively.

The superintendent must make the best possible use of all available communication devices, combining them in a manner that will secure the information he needs and wield the most effective influence with the least expenditure of time and energy. To accomplish this, he will need to evaluate carefully the kind of information he wants to communicate, the individuals to whom he wishes to communicate it, and how he wants it to be received.

It is necessary that each employee be fully informed regarding his duties and responsibilities, the regulations under which he shall work, and the policies and practices of the camp. This information should be given in a simple, direct manner and by a uniform, authoritative, yet relatively inexpensive means. It should convey the information quickly and accurately. One of the best means for getting this kind of information to the worker is an employees' manual.

The manual should provide historical information about the camp; state camp policies and overall aims; inform the workers of established methods, procedures, standards; prescribe ways of performing work; and give concise information on benefits, privileges, and operating rules. Such a manual is a source of information which is essential to the best performance of the job, a device to orient new workers and help them throughout their employment.

A boy, when he first comes into camp, needs help in coping with his feelings about coming to camp and in orienting himself to the new setting. Coupled with other intake procedures, a handbook can help to meet this need. A handbook for boys should be optimistic, "welcoming," and concrete. It should tell the boys about the camp, its physical facilities, its staff and its program. The boys should be encouraged to use the handbook and to consider it an object of value.

The memorandum is a type of informal letter. It can be used in a variety of ways and in relation to many subjects. For example, the superintendent may take notes on a staff conference. Later, he may issue a memorandum stating the decisions reached at this conference and outlining the responsibilities of the various staff members in connection with it. Or, he may issue a memorandum giving the result of a meeting or contact with the parent agency, or with the conservation unit, on a particular issue.

The superintendent should also have reports coming to him from the staff in the form of memorandums on general camp problems, special incidents, or special projects.

Much of the official communication in a camp is purely verbal. The superintendent should schedule regular staff meetings, as distinguished from case conferences. He should use these to give the staff a sense of unity and of the interrelatedness of their work. The

meetings should consider the problems that the staff and the superintendent meet in operating the camp program and which involve the whole camp. Acting on such problems usually means clarifying and interpreting camp policy, applying this policy to specific situations, modifying present policy or developing a new one. If the camp policies are fairly well developed, attention may be focused on the techniques to be used in getting these accomplished.

The superintendent will see supervisory personnel and other members of the staff individually on matters that pertain to their work. At times a staff member may come to him and discuss work or personal matters. While conveying ideas to the worker and listening to what he has to say, the superintendent should also be alert to what the worker is probably feeling and not saying.

Directing and coordinating.—In directing, coordinating, and controlling the work of the camp, the superintendent must lead, persuade, and educate the staff. He must encourage them to contribute to the development of the policies and plans of the camp and to solving its operational problems, especially those that impinge on the worker's areas of responsibility. The superintendent must help the workers to make their best contribution to the work of the organization, and must combine these into a unified and coherent pattern.

It is the task of the superintendent to see that the various functions of the organization contribute to the treatment of the delinquent boys. He must conciliate differences before and after they become issues, must anticipate and avoid situations that would result in friction; and must try to sensitize his personnel to the importance of working out problems and individual differences, so that congenial working groups can be maintained in each type of service. He must build morale in the entire staff of the camp. He must recognize, and help his staff to recognize, the importance of common understanding and a common purpose, and a willingness to serve cooperatively in a joint enterprise.

Evaluating.—For the most part evaluations will be self-appraisals on the part of the camp.[33] The superintendent and his staff will concern themselves mainly with appraising the camp to insure that it is making the best use of information available on camps for delinquent boys. The superintendent is responsible for the effectiveness of the program to the parent agency and the State legislature. These appraisals, particularly the self-appraisals, are difficult. This is due partly to the elusive nature of the changes that take place in the boys' adjustment and other aspects of the camp program relevant to an assessment, and partly to the "blind spots" of the "self-appraisers." Any evaluation should be related directly to the purposes

[33] The parent agency should be of particular assistance to the camp in its evaluation efforts as well as in its research generally.

or ends of the camp program. It is important to know to what extent the goals are being achieved. It is also important to assess the contribution, or lack of contribution, that the various resources are making. The specific aspects of the camp to be evaluated must be clearly defined. The criteria by which the people making the appraisal decide whether a goal has been achieved or a resource properly employed must be set forth.[34]

By means of the informal organization

The superintendent should administer the camp through the formal organization. But the presence of informal groups among the staff can provide him with an additional resource. Through these he can learn what people are thinking and feeling and incorporate this information in his planning as well as in the operational aspects of the program. For example, he should devise ways of transferring some of the loyalty that the staff members have to their informal groups to the program itself, and he can use the informal organization's channels of communication.

Loyalties.—The superintendent must work to attach the personal loyalties of his staff to the camp. If he is to help the staff accept and work toward the goals of the camp and adopt its methods for achieving these goals, the superintendent must be sure the staff clearly understands them. The staff should have ample opportunity to express any negative feelings they may have about camp practices and to work them through with the superintendent to a clearer level of understanding and acceptance. The staff also needs opportunities to contribute to the camp planning and to participate in the solution of daily problems. Such activity will help them to identify themselves with the camp and become more thoroughly involved in its efforts.

In working on such problems the superintendent must be sure that salaries and other personnel policies are fair and that working conditions are good. His dealings with the staff must always be sincere, and he must give everyone an opportunity to know about anything that is of importance to his work.

Communication.—The informal communication is a swift one, and most employees are reached by it. The messages move up, down, and sidewise in the organization with incredible speed. These channels gain considerable importance from the fact that many people hesitate to commit their ideas to the formal channels because of the time required, or because they are afraid, or for some other reason.

[34] For a technical discussion of evaluation, see: Herzog, Elizabeth: *Some Guide Lines For Evaluative Research: Assessing Psycho-Social Change in Individuals*, Children's Bureau Publication No. 375, Washington, D.C.: U.S. Government Printing Office, 1959. 117 pp.

The superintendent can gain information from this source by simply being about. However, he would be ill advised to depend upon the informal channels of communication for dissemination of information. Rather, he should use it in testing out or "planting" ideas. In so doing, the superintendent must be careful to present the same ideas in the appropriate places in the formal structure or he may confuse his administrative assistants, as well as total staff.

The superintendent should be on friendly terms with the personnel of the camp. On the basis of personal friendship, mutual confidence, and off-the-job associations, he will have many opportunities to talk with the staff about the camp, their work problems, how they feel about things that bother them, how previous administrative actions affected them or the boys. He can meet and answer queries on this level and forestall rumors which might create suspicion or worry.

The casual remark can have great significance for the superintendent. A light comment may reflect the underlying, true feelings of the staff about an issue in the camp. Or the superintendent himself may use the casual remark, at the proper time, to convey an idea or raise a question. The staff may not respond to this immediately but they may be stimulated in their later thinking and subsequent action.

By being able and willing to be of help to his staff, by being accessible and interested, the superintendent can create an image of himself that will facilitate his dealings with his staff. But he should not carry the spirit of helpfulness to the point where he is doing the work of the staff, or the spirit of comradeship to the point where his status and authority is undermined.

chapter 4

PLANNING FOR A CAMP

Estimating the Need for a Camp

Camps have sometimes come into existence and been allowed to grow without much deliberate planning. But with the need to provide for large numbers of delinquents and to meet the requirements of health and fire protection and the objectives of a treatment program, camp personnel and building problems have become more complex and their satisfactory solution calls for considerable thought.

All permanent camps should have thorough planning before any construction or extensive revision is undertaken. Such planning would begin with a review of the total delinquency problem, its incidence, the services available to cope with it, and the probable future developments. If the State decides that it needs a camp, it should survey its entire system of institutions and establish an overall plan for future camp and institutional development, including arrangements for some type of reorganization, where appropriate.

Considerable uncertainty is inevitable in any estimate of future commitments, since no one can foresee the many factors which will affect the number of children who may become delinquent. Even in a community of relatively stable economy and population, there are the effects of such unpredictable factors as depressions, wars, industrial growth and decline, changes in the birth rates, changes in the laws regarding age of commitments, and the growth or decline of community resources to cope with the problems of delinquency. These, in turn, are dependent upon many forces which cannot be fully anticipated.

However, careful studies can produce useful forecasts, and, in most cases, considerable accuracy can be achieved for the years immediately ahead. Even with all the possibilities of error, the use of a carefully developed forecast, based upon the best available data and techniques, is superior to an alternative such as unsupported or rule-of-thumb estimating or guessing, the assumption of a static commitment rate, or the belief that recent trends will continue indefinitely.

It would seem advisable in most States for the authorities to keep an up-to-date file of basic information and to make annual

estimates of their own covering the next 5 or 10 years. The information obtained would be useful in anticipating problems early enough to allow for adequate camp and other planning.

No one method of estimating is equally appropriate in all surveys.[35] Each statistical technique involves different assumptions regarding trends and some of these assumptions will not be defensible in certain communities. The planners must be fully aware of the assumptions underlying the techniques they use and must constantly check their appropriateness for the situation under study. The techniques should be chosen on the basis of the degree of refinement required for the particular survey in question, but unfortunately the methods used must often be selected on the basis of the data available to the planners.

A prediction of the number of delinquent boys who would be committed to institutions (the number to be sent to camp might be determined once this figure was established by using the criteria denoted by the category of adaptive delinquents set forth in the first chapter) must be based on three sets of factors: (1) changes in the population under the maximum commitment age of the boys and the proportion expected to become delinquent; (2) changes in commitment policy and the availability and use of probation and parole services; and (3) prevention program changes in the community.

The first factor to be considered is the future population of juveniles at risk; i.e., the number of juveniles in the population who will be in the age range when delinquency most frequently occurs. To adequately consider this factor, appropriate data must be available on birth rates (past and present), mortality rates, and in-and-out migration. For example, the high birth rates that occurred during and after World War II and that have continued for the past decade are now creating heavy burdens for all child and youth caring institutions. There are many technical difficulties involved in obtaining the appropriate birth rate, mortality and migration data, and in using them when they are available. Perhaps the assistance of agencies that already have such data or that can help provide the projections of future populations might be enlisted.

Having estimated the future child population of the State, the proportion of it that will become delinquent must also be determined. Here, the planners must review recent delinquency trends. What constitutes "recent" is a matter of arbitrary definition—5 or 10 years

[35] For a discussion of the principles underlying this point, as well as various methods used in computing estimates, see, for example, Rosander, Arlyn C.: *Elementary Principles of Statistics*, (New York: Van Nostrand, 1951, 693 pp.), particularly Chapter VIII, "Basic Principles of Probability," Chapter XV, "The Characteristics of Estimates," and Chapter XX "The Principle of Least Squares."

seems reasonable. To a certain extent, the greater the number of years from which data are drawn, the more stable the predictions become, because extremes are tempered by wider experience. But if too many years are included, some of the data may reflect a time when administrative practices and other conditions were quite different. For this reason, data from the past must be carefully evaluated. The use of data on arrests and court referrals as well as data on commitments to juvenile institutions for boys will give more reliable predictions than the use of data on commitments alone.

Estimating the State's future child population of the camp age and the proportion becoming delinquent is not simple. But it is still more difficult to anticipate the various administrative changes in the courts, such as changes in policies governing the commitment of boys and the granting of probation, the development of preventive community services and their probable effects on the incidence of delinquency. However, some estimate has to be made of these matters. This should be made explicit and not remain a set of hidden assumptions. Perhaps certain community services will be seen as becoming available and developing an effectiveness over a period of years. If so, this anticipated effectiveness has to be taken into account at the appropriate future time. Once the number of boys to be committed for institutional care has been estimated, the parent agency will have to determine what number will be placed in camps and what number in training schools or other facilities.

If a camp is decided upon, a good plan will not only provide for present needs but will also take into consideration the foreseeable future. The plan will guide developments so that growth will be orderly and all structures and facilities will be placed in their proper relation to one another. Such a long-term plan is generally known as a "master plan" and its development calls for a great variety of skills.

Exploratory Planning

A good program, with its many activities, requires the services of a number of technical experts and the synthesizing of their special knowledge and skills into a well integrated whole. Skillful directing of the work is needed to be sure that all specialized functions are given adequate consideration and to blend them into an overall plan. Many steps are necessary, and sometimes the same steps must be retraced as additional information is brought to light. Some of the steps that should be followed in planning a camp are suggested here.

The parent agency staff must provide leadership and assume responsibility for planning the camp as a treatment facility. They must gather the necessary facts, consult the appropriate people, and

visit camps similar to the type under consideration. The parent agency staff should devote special effort to analyzing the activities to be housed in each building, the way these activities are related to one another, the approximate amount of space required for each, and the ways in which the building can be designed to meet the requirements most effectively. The question of the most desirable location for a camp must also be worked out and perhaps reformulated as various prospective camp sites are visited.

Specialists can help in planning those aspects of the camp that deal with their particular field of work and in relating these parts to the whole. They can also be helpful in reacting to the total camp plans—location, design, equipment, and furnishings—stimulating the thinking of the planners and questioning their various ideas.

The parent agency might well consult persons outside the agency who are experienced in camps for delinquent boys about the physical plant as well as about the general program. Such a person, along with caseworkers and a business manager, would be helpful in planning the administrative and counseling space of the camp. Medical and nursing personnel should advise on the overall health and safety requirements of a camp as well as help plan for the infirmary and its equipment. A dietitian and someone experienced in food service should be asked to help with the food service department and the selection and placement of its equipment. Social group workers and recreational and occupational therapy people should provide information regarding the necessary space and equipment for the cabins and activities building. They should also give attention to the outdoor play areas. Educators should be asked for help on the camp's school facilities. An engineer and a maintenance man with institutional experience are essential sources of information about the location of the camp and the operation and maintenance of the plant, and should be able to advise on space, equipment, and utilities.

The function of the architect during the exploratory and survey period is that of an adviser and consultant. In this capacity, he can give advice about the pros and cons of various kinds of camp design, alternate building materials, different sites, various equipment, and the like. He can be especially helpful in estimating costs and protecting the planners from serious oversights. After a decision to build a camp has been reached and the camp's program specifications have been completed, the architect takes primary responsibility until the completion of the project.[36]

[36] For details on the various methods of selecting the architect for a particular project, see: Parker, William S. (editor): *Handbook of Architectural Practice.* 7th ed. Washington, D.C.: American Institute of Architects, 1953, 225 pp.

Actual Planning

Statement of the program

During the early exploratory work, the parent agency, the advisers on special aspects of the program, and the architect will examine the requirements for the camp. When the number of boys is determined and the services to be offered have been agreed upon, a written program should be developed. This statement should show with reasonable completeness the requirements of the different functions, for example, living units, food service, education, recreation, etc.; the approximate area that each function will have; the relation of each to the other and to the total camp and its probable physical surroundings; and the major equipment necessary for each area.

Great care should be given to this phase of the work because it is the basis for what is to follow. A good job at this point will show in a well planned camp with a minimum loss of time and energy.

Selection of a site

Many things must be considered in selecting a site, such as—

(1) the probability of attracting and holding competent personnel
(2) proximity to—
  (a) the boys' homes
  (b) related delinquency institutions such as diagnostic center or training school
  (c) specialized services such as medical, dental, and hospital services
  (d) food and other supplies
  (e) lines of electric power
  (f) telephone and other forms of communication
  (g) natural recreational areas for the boys, such as lakes and streams
  (h) a local community to provide some staff housing and keep the boys in touch with community life
  (i) parent agency supervision
(3) work and training potentials of the conservation area
  (a) proximity of the work areas to camp
  (b) variety of work to be done
  (c) its real training potential
  (d) its value for conservation
  (e) its size and the period of time it can gainfully employ the working force of the camp

Since it is highly probable that the camp will be located on conservation property, e.g., State forest or game reserve, the parent agency of the camp should make arrangements for the use of the grounds before proceeding in the planning. Either the property

should be transferred to the camp's parent agency or a written agreement should be developed between the two agencies for the use of the property in accordance with the appropriate State laws and procedures.

Small-scale schematic drawing of the camp[37]

When a program statement has been completed and a site selected, the architect will undoubtedly proceed with the next step of planning, which is developing a small-scale schematic drawing of the camp. This drawing translates the program of the camp into buildings and layout and allows the planners to study the relationship of the various areas and buildings and the flow of traffic between them. Experimentation with various overall camp designs and the functional relationships between the areas of operation are easier at this point because "the layout is on paper." The final schematic drawing is a fairly accurate representation of what the camp will actually be. The plan should be studied by all concerned and any changes to be made should be incorporated at this time.

After the schematic drawings have been agreed upon, the architect should be able to make a fairly accurate estimate of the funds required, including the cost of the construction of the buildings, the fixed and movable equipment, the architects' fees (including inspection and supervision), grading walks, roads and landscaping, and contingencies.

Preliminary drawing

After the schematic drawings and cost estimates have been approved, the architect will develop the plan on a large scale showing the major items of equipment. During this time, the architect will consult structural, mechanical, and electrical engineers to determine the most economical and practical system of foundations, structural framing, plumbing, heating, electrical wiring, ventilation, and other engineering matters. They will determine what fuel is most economical in the particular area, what construction materials are most functional and economical initially and for long-range maintenance. These questions must be decided before the working drawings are made.

Some changes may have to be made as a result of the more detailed study. If so, the architect will make reestimates of costs and advise the parent agency.

[37] The material for the sections on the schematic, preliminary, and working drawings, the awarding of the contract, and the camp under construction was adapted from Division of Hospital Facilities, U.S. Public Health Service: "Programing, Planning, Construction of a Hospital," *Modern Hospital*, vol. 70, No. 3, March 1948 (pp. 61–63).

During this phase of the planning, the architect should give those concerned ample time to study the drawings and suggest necessary changes. After the preliminary drawings have been approved, no major changes should be asked for. Following agency approval, the architect should be able to proceed confidently with the working drawings and specifications.

Working drawing complete the plans

These drawings must be developed to the point where they can be used by the contractor and his workmen in considering all the details pertinent to the construction of the camp. They are drawn to scale and include all information that can be comprehensively presented by drawings rather than by the specifications. A complete set of working drawings will be divided into architectural, structural, mechanical, and electrical sections. Specifications supplement the drawings and prescribe qualities of materials and workmanship to be furnished by the contractor. The specifications furnish all the information not shown in the working drawings and define the work required under the contract. Anything omitted from the drawings and specifications cannot be required of the contractor.

In addition to covering the requirements for building materials, workmanship, and scope of contract, the specifications should include or describe the legal forms which are to become part of the contract. The contract should stipulate the method of its administration, the responsibilities of the agency and the contractor regarding such items as time of payments to contractor, bonds to be furnished by the contractor, insurance to be carried and by whom, protection of owner against liens if contractor fails to pay his bills, and similar provisions.

The working drawings, specifications, and legal forms prepared for the camp project represent the final decisions regarding the design of the project and the methods of administering the contract. They are prepared by the architect to provide a detailed statement of all the work to be done, methods to be used, equipment to be furnished, and responsibilities to be assumed in order to complete the project. It is from these documents that the contractor prepares his proposal for erecting the camp.

Awarding of the contract to a builder

Although the procedures for awarding a contract will be governed by the laws and policies of the individual State, requests for bids on the buildings are usually advertised and sets of the plans and specifications are distributed or made available to all contractors who are interested in bidding. It is customary for competitive bids to be sealed when submitted and opened publicly at a stated place, date, and hour. All bidders are usually invited to be present, and the con-

tract is generally awarded to the lowest responsible bidder. The contract is awarded upon the contractor's bid price for doing the work included in the contract documents within a stipulated time.

The camp under construction

After the contract has been awarded, the builder begins work on the project. He usually subcontracts some of this, but the overall responsibility rests with the original contractor. The architect should supervise the construction work for the parent agency to see that all work is done according to the contract, that the specified materials are used, and that the work is done in a proper manner. Since he has prepared the plans and specifications, he is thoroughly familiar with the work to be done and in the most advantageous position to supervise the construction.

Should unforeseen and unpredictable circumstances arise during the construction of the project, changes and contract modifications will be necessary. If any major changes from the original plan are needed, care must be taken to work out the most expeditious and appropriate alternative through the various people involved. When all work required by the contract is completed to the satisfaction of the architect, he certifies to the parent agency that final payment is due to the contractor.

Equipment

It is customary for all items of equipment that are attached to the building to be included in the contract and installed by the contractor. Movable and special equipment are not usually included in the contract. Since these items must be supplied by the parent agency, adequate funds should be appropriated for this purpose.

Pitfalls

A suggestion designed to keep costs down and provide training opportunities for the boys, that the planners will undoubtedly have to consider, is that the agency itself should build the camp with the boys' labor. It must be recognized that a camp is not a hastily constructed, improvised shelter which boys can build; rather, it is a plant that requires competence to construct. The planners must give this matter careful thought: How much will be saved in a build-it-yourself project? How much training opportunity will there be for the boys? How much of the construction can the boys do? What will their contribution be? How much technical help will be needed to supervise the boys and do the skilled work? Can the project be completed by the time it is needed for service, on a build-it-yourself basis? Is the agency set up administratively to carry out such a project? What

type of housing and program will be provided for the boys while they are helping with the construction? If it is decided to build the camp in this way, the labor unions must be contacted and the labor that is planned for the boys must be worked out with them, especially if the boys are to work at the same time that union men are working. Unless an agency has considerable time in which to complete a camp, and considerable staff and other resources, it may experience serious difficulty in carrying out a building project that utilizes boys' labor.

The possibility of developing a mobile camp—a camp composed of trailers or collapsible buildings that can be moved from one conservation area to another—may come to the attention of the planners. This type of program for boys is unsound for a number of reasons. As a "physical plant and camp location," this type of operation provides an indefinite and shifting setting for boys who, in most cases, have experienced a tremendous amount of uncertainty and instability. It cannot provide a satisfactory environment or program for the boys. Under such circumstances, it is usually difficult to recruit and retain desirable personnel, because few capable people are interested in pursuing such a schedule.

The Physical Plant

The total size of a camp should be limited to a maximum of 60 boys, and fewer are desirable. The placement of the buildings on the grounds should be functional, but a straight-line placement should be avoided. The buildings should be placed on the site so as to take full advantage of the terrain to enhance the camp's esthetic quality.

Most camps are planned for year-round use. Consequently, in most States, they will have to be built and equipped for inclement weather. Decentralization is highly desirable in a camp because it facilitates a relaxed atmosphere and in this way helps the treatment program, though several additional supervisors will be needed to cover the separated areas. Various buildings serving the same general functions should be located in the same area of the camp. For example, the cabins, the administrative services, and the service and storage buildings should each be located in their respective areas. The buildings that provide basic services for the whole camp, such as the dining room, educational building, and activity building, should be located near the cabins.

The administrative area should be easily reached by vehicles from the camp entrance. The road should end at a parking lot. A service drive should extend from this point to the rear of the kitchen and the service building. Roads to the cabins, play area, and other buildings should be trails and not open to the public.

The administration building

The administration building must be designed to carry on the administrative work of the camp and to receive the public. This means that individual offices that insure privacy must be planned for the superintendent, the program director, the account clerk, and the counselors. Areas should be allotted for waiting space, secretary and receptionist office, conference room, general storage and filing space, a maintenance closet, and toilets for both men and women. To accommodate visiting when guests come to the camp, the waiting space and conference room might be designed in such a manner that they can be combined for this special purpose.

The cabins

The cabins should be built to accommodate a maximum of 20 boys; 12 to 15 is more desirable.[38] Keeping the cabins small increases the probability that the boys will be placed in groups of the same age, physical ability, interests and experience, and that they will be given a high degree of personal attention. Such cabins are also less exhausting for the supervisors. The sleeping space of the cabin should be divided between small dormitories and individual sleeping rooms. This allows greater flexibility in accommodating the boys on the basis of their needs, interests, and problems. The space should be designed for single bunks. Two-tier bunks are not desirable. They tend to give a room a military appearance, pose supervisory problems, and do not give the individual boy enough space to call his own. Space must be arranged to provide the boys individual storage units for the care of personal items, such as extra clothing, photos, books, radios, and there must be some device for hanging jackets, coats, and so on.[39]

Dayroom space should be allowed for each cabin. This room should be sufficiently large to accommodate quiet games, reading, letter writing, visiting, and crafts, without interference between the groups.[40]

Toilet and shower rooms should be provided for each cabin. A central toilet, shower and washhouses, though economical, are undesirable because they are almost impossible to supervise and are generally inconvenient. The toilet and shower rooms should have an appropriate boy-fixture ratio. The State health department should be consulted concerning this matter. A number of publications discuss this problem. In general, it is felt that there should be one washbasin to every 7 to 10 boys; one toilet, each in a partial enclosure, for every 10 boys, together with a 2-place urinal trough for each cabin; 1 shower head for every 7 to 10 boys. It would seem reasonable that no living unit, even with as few as 12 boys in it, should have less than 2 of any of the above fixtures.[41]

A small toweling space should be provided next to the shower room. Several mirrors should be appropriately placed in the toilet room. The toilet and shower rooms should be easily accessible from the sleeping quarters. Some visual control should be possible from a central activity point—the point around which the supervisor will spend much of his time.

The staff need a room in which they can keep schedules and appropriate cabin records, keep incidental equipment, and rest during the night hours they are on duty. However, the staff should have quarters elsewhere than in a cabin, either in camp or preferably in the community.

The infirmary and dispensary

Boys who are seriously ill should be taken to a community facility for treatment and, if necessary, confinement. As a result, the

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[38] Camp populations range anywhere from 15 to 100 boys. For a description of the rationale underlying small living units, see: *Guides and Goals*, op. cit. (pp. 33–35 and 43).

[39] The space requirements will be influenced by the design of the living unit. No specific standards are available for camps. However, in planning this space, it may be well to consult:

Public Health Service Regulations—Part 53, Pertaining to the Hospital Survey and Construction Act, as amended, Revised August 13, 1958, Public Health Service, Department of Health, Education, and Welfare, Washington, D.C. (Sec. 53.137, p. 2, states that for psychiatric patients, 80 square feet per bed in alcoves and four-bed rooms, and 100 square feet in single rooms, are required.)

Standards and Guides for the Detention of Children and Youth, National Probation and Parole Association, New York, 1958, 142 pp. (Indicates, p. 115, that rooms for detention purposes must be individual and provide approximately 80 square feet when equipped with toilet and washbasin, and 63 when not so equipped.)

[40] In planning this space, it may be important to note that—

Public Health Service Regulations—Part 53, op. cit. (p. 2), indicates that a minimum of 40–50 square feet per patient is required for dayroom space; and

Standards and Guides for the Detention of Children and Youth, op. cit. (p. 115), states that a minimum of 100 square feet per child is needed for the recreational and living area in a detention facility if the children are out of their units for school and other activities; and that if they are not, additional space must be allowed.

[41] The number of toilet fixtures to be provided in relation to the number of boys in a camp, as in institutions generally, is not a settled issue. Any ratio of fixtures to boys may be somewhat of a compromise. The following sources may be helpful to planners:

Boy Scouts of America: *Camp Sites and Facilities*. New York, 1950, 96 pp. (p. 29); National Council on Schoolhouse Construction: *Guide for Planning School Plants*. Nashville: Peabody College, 1958, 254 pp. (pp. 182–186);

Public Health Service Regulations—Part 53, op. cit., sec. 53.146 (p. 2); Engelhardt, N. L., Engelhardt, N. L., Jr., and Leggett, Stanton: *Planning Secondary School Buildings*. New York: Reinhold, 1949, 252 pp. (pp. 197–199).

camp will not need an extensive infirmary. Instead, the infirmary should be a small ward and perhaps include an isolation room. A toilet containing a stool, washbasin, and shower should be provided for the ward and isolation room. This space should fill the need of the camp for a facility in which to care for campers who become mildly ill or who are injured or who may need isolation and rest. The size of the infirmary depends greatly on the availability of community health services. Space to accommodate three to five beds in an infirmary and isolation room unit should be adequate in most circumstances.

The infirmary should also have a room that can be used as a dispensary where first-aid supplies are kept and minor injuries cared for. It should contain a sink for use in the first-aid work.

Since this space is small, it hardly warrants a separate building, though this might be desirable from the standpoint of quietness and isolation. Such a unit might be joined to one of the living units. Such a combined unit should be so designed as to provide the infirmary privacy from the regular unit. Yet it should be so arranged that the same supervisor can cover both the regular cabin and the infirmary. Such an arrangement would ease the problems of supervision and care, at least during the night.

Food service

During adolescence, because of the rapid growth and increased activity in these years, nutritional needs are higher than at any other period of life. The purpose of the food service department is to select, prepare, and serve foods to meet these nutritional needs of active adolescent boys.

The amount of space allotted this department will be influenced by such factors as: the number of children and staff to be fed, the type of menu, the type of service, methods of purchasing, and the budget.

The layout, selection, and arrangement of equipment for this department has a great influence on the efficiency and economy of its operation. The sequence of tasks and activities must be considered in the layout—from receiving the groceries to serving the meal, from cleaning the tables to the disposal of wastes.[42]

[42] For food service information, the planners may want to consult: Engelhardt, N. L., Englehardt, N. L., Jr., and Leggett, Stanton, op cit. (pp. 135–142);

Robinson, Wilma D.: "Dietary Consultation—A Service for Small Institutions. VI. Planning Layout and Equipment," *Journal of the American Dietetic Association*, vol. 27, 1951 (pp. 16–24);

Department of Agriculture: *Food Storage Guide for Schools and Institutions.* Washington, D.C.: Government Printing Office, 1959, 42 pp;

Walsh, Margaret M.: *Food and Nutrition Manual for Institutions.* Cleveland: The Welfare Federation of Cleveland, 1001 Huron Road, 1950, 190 pp. (pp. 165–181).

Dining space and serving facilities

The atmosphere of the dining room should be conducive to leisurely eating without excessive noise or distraction. The seating capacity must be adequate for the planned number of boys, plus a certain number of staff and guests. The amount of space required for dining room purposes will, of course, depend on the number of people eating at one time and the size of the dining tables. The smaller tables require the greatest amount of room. Tables seating four, six, or eight boys have been found to be practical. Chairs and detached tables are preferable to tables with benches attached. The detached equipment is more comfortable, makes a better appearance, and is easier to move and store. Furthermore, the detached chairs can also be used to seat boys for various activities, whereas the combination table and bench is generally unsuitable outside the dining room. The normal space allotment is usually 10 to 12 square feet per person.

There is no agreement as to whether meals should be served cafeteria or family style. However, there is much to recommend the cafeteria style of feeding: the food is more apt to be hot when the boy receives it; food is less apt to be wasted; the mechanics of serving are simpler; and it is easier to make sure each boy is getting his fair share.

Kitchen

The kitchen must provide areas for preparing the food, serving it, and washing dishes. The dish-washing area should be isolated from the other two areas and be especially well lighted and ventilated. Space must be allowed for the kitchen equipment and serving counter. A toilet and hand-washing bowl should be provided for the kitchen staff. Precautions must be taken against rodents, flies, etc., and against fire and accidents. For this purpose, the type of construction material, the garbage disposal, the water supply, the lighting and ventilation must be given careful consideration.

Storage and refrigeration

There must be a rodent-proof, well lighted, well ventilated, and cool storeroom for the staples and foodstuffs. This room should be protected by locked doors and located adjacent to the kitchen.

Refrigeration for the perishables—fruits, vegetables, meat and dairy products—is necessary. The size and number of refrigerators and units for frozen-food storage will depend on the number to be fed, the type of menu, the type of service, the methods of purchasing and frequency of deliveries.

The activities building

Different climatic conditions in various parts of the country will determine the type of central activities building that is needed.[43] In those sections of the country that have severe winters and considerable inclement weather, a small gymnasium that can also serve as an auditorium and chapel is necessary. There should be space for table tennis and similar games, as well as a room for quiet activities. A craftshop should also be incorporated in this unit. In milder climates, a central recreational lodge will suffice because of the boys' greater opportunity to play outdoors. The recreational lodge, like the gymnasium, could serve as a central recreational and rallying point for the camp. It should contain writing tables and an alcove or separate room for reading, as well as space for crafts and table games.

Canteen or camp store

This small facility may provide ice cream and sundries for sale to the boys. Providing fruits, fruit juices, and milk encourages the use of foods which contribute to good nutrition. Refrigeration space to accommodate the above items is necessary. The canteen should also have a counter. Provisions should be made to lock the canteen securely when it is not in use. It would seem logical to incorporate the canteen in the activities building or recreational lodge. The camp barbershop might also be located in this building.

Shops

Shops adequately planned, equipped, staffed, and scheduled can contribute to the maintenance of the camp as well as to the education of the boys. The areas allotted to the shop should be planned in accordance with the standards established for secondary schools [44] and should meet the needs of maintenance and education. Consequently, a camp might include a shop to repair small tools as well as automotive, electrical, plumbing, and woodworking shops. It is conceivable that

[43] In planning the recreational unit, see:

Herrick, John H., McLeary, Ralph D., Clapp, Wilfred F., and Bogner, Walter F.: *From School Program to School Plant.* New York: Holt, 1956, 482 pp. (pp. 357–365);

National Council on School House Construction: *Guide for Planning School Plants*, op. cit. (pp. 136–140);

Office of Education, U.S. Department of Health, Education, and Welfare: *Planning and Designing the Multipurpose Room in Elementary Schools.* Special Publication No. 3, with bibliography. Washington, D.C.: Government Printing Office, 1954, 48 pp.;

Taylor, James L.: "Planning the High School Gymnasium," *School Board Journal*, vol. 137, (October) 1958 (pp. 44–51).

[44] See, for example, Engelhardt, N. L., Engelhardt, N. L., Jr., and Leggett, Stanton, op. cit. (pp. 80–83, 86, 93, and 160–161).

the automotive shop could be designed to provide shelter for several vehicles. These shops offer training opportunities, irrespective of the formal educational program.

Automotive equipment

The camp's location, the type and conditions of the roads, as well as the equipment of the conservation unit, will influence the type and number of vehicles required in the camp. Under most conditions a carryall and a staff car are necessary. Other trucks and, perhaps, a bus will be required.

Service facilities

Service facilities such as heating, ventilation, electric service, plumbing and sanitation, fire alarm and communication, and parking, will need thorough consideration, planning, and development, in accordance with the standards and codes of the locale in which the camp is located.

Storage building

Space requirements for storage will have to be determined by the type and amount of equipment that the camp has. The climate of the area will also play a part in this.

Laundry and clothing storage

A laundry building should provide space for an institutional type of washer, tumbler-dryer, electric mangle, and ironers. There should be space for a table on which to fold clothes as well as space for storing portable hampers. A small closet for storage of laundry supplies and cleaning equipment is required, as is space for hot water tanks, water softener, if necessary, and other equipment.

The laundry should be located close to the sleeping units, though not under the same roof. The building should contain a clothing storage and repair room. This room should serve as the storage and issue point for all items of camp clothes. Adequate shelving and racks must be provided. Separate locked storage space for out-of-season clothing and stock not in immediate use should also be included.

If the laundry is cared for at some other institution or at a commercial laundry, space for soiled linen and clothing, and a sewing room must be provided.

Educational facilities

If the camp plans an educational program, its building should be developed in consultation with the State department of education.[45]

[45] The following sources will be helpful in studying the building requirements of an educational facility even though the material was not developed specifically for camps:

Staff housing

If the camp is located within commuting distance of a community, only those employees who must absolutely be on call 24 hours a day should be housed in the camp. This would mean housing for the superintendent and perhaps the program director. The other employees should live off the grounds and be regular members of the community. This arrangement presupposes that the camp is adequately staffed for the various activities of a good program. If the camp is isolated, considerable staff housing will be required. This should be located some distance from the camp so that the work and home life of the staff can be kept separate, and should contain comfortable and attractive quarters for both married and unmarried staff members.

The Staff

A camp must have a staff adequate to carry out its responsibilities. A standard table of organization showing the appropriate type and number of staff members has not yet been developed. Consequently, each camp will have to develop its own pattern of personnel in light of the services to be provided and the number of boys to be served.

The responsibility of providing general administrative, program, and housekeeping services makes it necessary that a camp have a superintendent, a program director, an account clerk, secretarial help, cooks, a general utility man, and personnel to provide night supervision. But the number and kind of workers needed for counseling, the general supervision of the boys, and recreational activity is less clear. There is some difference of opinion among camp people as to how important highly specialized skills of this kind are in a camp. Two general positions about program personnel can be identified. One calls for a group of "generalists" to carry the program responsibilities for the camp. These staff members are called counselors, but their duties involve much more than counseling the boys. In fact, the people filling these jobs have to have all-round ability, because they work as

(1) Office of Education, U.S. Department of Health, Education, and Welfare, publications available from the U.S. Government Printing Office, Washington, D.C.: *Designing Elementary Classrooms.* Special Publication No. 1, with bibliography, 1953, 55 pp.; *School Sites—Selection, Development, and Utilization.* Special Publication No. 7, 1958, 91 pp.; *The Secondary School Plant—An Approach for Planning Functional Facilities.* Special Publication No. 5, 1956, 60 pp.; *Good and Bad School Plants.* Special Publication No. 2, 1954, 77 pp.; and

(2) National Council on School House Construction, *Guide for Planning School Plants*, op. cit.; Engelhardt, N. L., Engelhardt, N. L., Jr., and Leggett, Stanton, op. cit.

recreation leaders, cabin and grounds supervisors, counselors and, in some instances, work supervisors. According to another point of view, the counselors working as "generalists" should have their duties limited and only provide recreational and general program leadership and cabin supervision. In this setup they give the boys encouragement and support on day-to-day problems, but the more intensive counseling that deals with personal problems is handled by social workers.

A camp, organized to give encouragement, emotional support, and a fair measure of control to a group of delinquents who are not seriously maladjusted, may be able to function without specialized social workers on the counseling staff. However, these "all-round" counselors should be men who have graduated from an accredited college, with a sequence in the social sciences. Furthermore, they should work under the supervision of a program director who is trained in treatment procedures and in a position to supervise their work. The ratio of counselors to boys needed in this type of program depends to a great extent on the manner in which the work is distributed among the counselors. If a counselor spends approximately one-half to two-thirds of his time on recreational leadership, supervision of cabin life, and related matters, he should not be responsible for counseling more than 10 boys on an interpersonal basis—that is, talking over their personal problems, planning with them for the future, corresponding with their families, and the like.[46] If, on the other hand, a camp is designed to reach a more thorough understanding of the boy's personality make-up and living situation, and, on the basis of this knowledge, help him to resolve some of his problems and gain some insight into himself, social workers are necessary for the required counseling. Not more than 30 boys should be assigned to one social worker. This more intensive approach will usually be aimed at boys who are more seriously maladjusted.

As has been indicated, a detailed job analysis of the various positions in a camp is necessary to determine the personnel pattern of the camp. Ordinarily, the job analysis includes a statement of the position; the name of the position to which that position or group of positions is responsible; the specific responsibilities of the position; and the qualifications looked for in the worker, such as personality, education, experience and skill.

A superintendent is required to head the camp, take care of interdepartmental relations, relate the camp to the community, and work with the parent agency on planning and administrative problems. He should have excellent administrative skills and be familiar with institutional or camp treatment of delinquent children. He should

[46] This arrangement would provide approximately the same amount of time for working with boys' personal problems as outlined in *Guides and Goals*, op. cit. (p. 52).

have completed graduate training in social work, psychology, education, or some related field in child development. He should also have a record of successful work with children, some of which should have occurred in an institutional or camp setting.[47]

A program director is needed to assist the superintendent in administrative matters and to act on his behalf when the superintendent is not in camp. This person should also provide leadership in planning and carrying out the camp program. In accomplishing this, he must develop and schedule activities and assign leadership for them. He must coordinate and evaluate various aspects of the program. Much of his time should be spent with the counselors, helping them do more effective work. Assuming the program director is chosen on the basis of potentialities which might eventually qualify him for a superintendency, the basic requirements for this position should be the same as for the superintendent, with the exception of the years of experience.

An account clerk qualified in business administration is needed to develop budget requests, work out spending plans, handle the details of purchasing, keep the accounts, and be in charge of camp maintenance. In some instances, these fiscal functions are carried mainly by the parent agency. This may be more economical, but to remove this function from the camp gives the camp administrators less responsibility and perhaps less understanding of program resources that are based on finances. Moreover, without such a person, the superintendent will probably have to devote a considerable amount of his time to this type of work.

One secretary, perhaps with the help of a clerk typist, is needed to take care of the clerical work. The number of clerical workers that are needed depends on the extent to which records, particularly on the boys, are maintained. If the counselors make progress reports on the boys, summarize the course of a boy's stay, carry on correspondence with his family and the aftercare workers, it is very likely that two workers will be needed to take care of this as well as the other clerical work of the camp.

The recreation and leisure time program of the camp must be carried out in a well planned manner.[48] It may be developed by having different counselors responsible for various activities. Another approach is to have the program carried mainly by one trained recreation person, with a few activities delegated to the counselors on the basis of their particular skills. Recreational personnel are often trained in first aid and could, depending on the camp's total staff pattern, also cover that duty in camp.

[47] See *Guides and Goals*, op. cit. (pp. 17–18) for further description of a superintendent's qualifications.

[48] *Guides and Goals*, op. cit. (p. 77).

In regard to conservation work supervisors, the number of boys assigned to each supervisor should be governed by what he is expected to accomplish. If he is expected to provide the boys with the individual attention that they need for training, supervision, and a close working relationship with an adult, the number of boys assigned to one supervisor must be small. Although the size of the group will vary, because different work activities require different types of supervision, most work groups should not have more than 8 to 15 boys per supervisor. It is preferable to have the work supervisors under the camp's administration. Technical direction and consultation can be arranged with the appropriate conservation personnel. This arrangement facilitates the coordination and direction of the total program and the maintenance of a treatment emphasis. When there is a division of responsibility for the "camp program" and the "work program," different points of view about the purposes of the camp and how they are to be achieved are apt to occur. Many negative consequences will follow, not the least of which is damage to the program for the boys.

A general utility and maintenance man is necessary for general camp repair. He can also be expected to do some of the driving and perhaps to operate the laundry. All of these jobs provide a service to the camp, but are not apt to be full time in themselves.

Each meal's preparation and service should be under the direction of a cook. During meal periods when the regular cook is off duty, a relief cook should be scheduled. These people may need consultation from a nutritionist on menu planning, the nutritional value of food, and related matters.

The camp should make arrangements with a physician, perhaps a nurse, and a hospital in a nearby community to provide the necessary medical care for the boys. Health considerations involved in the food service and garbage disposal may be inspected by the physician as well as by sanitary inspectors from the State department of health. First aid may be provided by one or several of the counselors. The county health officer should be consulted about all health and medical care arrangements.

If the camp has an educational program, its teachers should be certified by the State and qualified to teach the particular subject they are teaching in the camp.[49]

Psychiatric or psychological consultation should be arranged to help the camp on special problems.

[49] *Guides and Goals*, op. cit. (pp. 63–73).

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