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St. Louis Juvenile Rehabilitation Facilities: Current State and Future Needs

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St. Louis Juvenile Rehabilitation Facilities:
Current State and Future Needs

Phillip Eugene Hyslop BA



An Abstract Presented to the Faculty of the Graduate School
School of Lindenwood University in Partial
Fulfillment of the Requirements
Degree of Master of Science

1998

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Juvenile crime has steadily risen in the United States over the past ten years. There appears to be no decrease in the juvenile crime rate in sight. New facilities to hold juvenile offenders are being built, but the juvenile crime rate continues to rise. Most states are passing tougher laws against juvenile offenders. Many states are certifying juveniles who commit violent crimes as adults.

Both California and Florida spend more on corrections than they spend on higher education. Other states are not far behind. The average cost of incarcerating a juvenile for one year is between \$35,000 to \$64,000. In contrast, the current cost of Head Start's intervention program is \$4,300 per child a year, and the annual tuition cost of attending Harvard is under \$30,000 per student, "5-14-96 -- ACLU Fact Sheet on Juvenile Crime", (<http://www-tenet.cc.utexas.edu/minigrants/roberts/CX-ACLU.htm>. 1.)

It is important to emphasize rehabilitating juvenile offenders rather than just incarcerating them. Incarcerating juvenile offenders without teaching offenders skills such as education or job training that will help transition the offenders back into society is useless. Without rehabilitation the offenders will be returned to society without the skills to live a crime-free life.

Juvenile Rehabilitation Facilities need to look at each juvenile offender as an individual and set up individualized

treatment programs to best serve the needs of each juvenile offender. This program should look into the social needs of the offender, job and educational training, and drug and alcohol rehabilitation when needed.

The purpose of the paper is to develop plans for a facility that will rehabilitate a higher percentage of juvenile offenders than facilities currently being used in the area. The proposed residential facility is a high security, lockdown, juvenile rehabilitation facility. The facility will house up to 48 severe juvenile offenders aged thirteen to eighteen, who have been adjudicated by the Missouri juvenile courts. These offenders will all be convicted of major felonies, or "A" & "B" felonies. Murder, rape, arson, and assault are included in this category.

The program uses the Balanced Approach as a treatment model. The basic components of the model are community protection, competency development, and accountability to victims and the community (<http://www.cyberhighway.net/~jmhutch/prog.htm> 1).

The facility will utilize Plato 2000, a computerized educational curriculum which will allow offenders to develop academic skills in a variety of areas. Through the program, offenders will be able to receive credit toward a regular high school diploma or pursue a GED.

Each juvenile will develop a plan to compensate victims for their losses. Any money received as a result of work at the facility will go to repay victims. Empathy for the victim will be emphasized throughout the juvenile's placement at the facility. Such activities as letters of apology and role playing will facilitate a better understanding of the victim's feelings.

The facility will use a Criminon 21 lesson correspondence course through the mail. The courses will teach the offender how to communicate, how to learn, and a moral code based on common sense. The offender will not progress to the next lesson until the previous lesson is mastered.

The facility will have a drug rehabilitation program based on the Narconon Detoxification Program. The drug rehabilitation program will include a process to rid the body of drug residuals that many other programs do not contain. Facility staff will use L. Ron Hubbard's book Clear Body Clear Mind as a guide for the drug rehabilitation program.

The facility will be evaluated annually to develop annual goals and to determine if facility is also meeting long-term goals to determine the effectiveness of the facility's programs. The facility will set up a committee to evaluate the effectiveness of the facility which will consist of the board, executive director, and various department heads. This committee will determine what programs are effective and what changes can be made to improve other programs. The committee will also determine and set up annual goals and five year goals.

COMMITTEE IN CHARGE OF CANDIDACY:

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St. Louis Juvenile Rehabilitation Facilities:
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School of Lindenwood University in Partial
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Chapter I

INTRODUCTION

Violent juvenile crime is increasing faster than other juvenile crime. This paper will investigate how different states are dealing with this problem. If serious juvenile crime continues to increase, some researchers predict that the number of juvenile arrests will more than double by the year 2010 (<http://www.ncsl.org/programs/cyf/jjdesc.htm> 1).

Juvenile crime is increasing, even though the government is spending more money to fight it. The combined local, state and federal budgets to maintain the prison population was \$24.9 billion in 1990 and reportedly reached \$31.2 billion in 1992. The entire budget for the Office of Juvenile Justice and Delinquency Prevention (OJJDP), which coordinates the Federal response to juvenile crime, is \$144 million (<http://www-tenet.cc.utexas.edu/minigrants/roberts/CX-ACLU.htm>. 1-2).

One of the reasons for the increase in juvenile crime is insufficient early intervention. Too little effort is being given to reach juveniles early enough. Rather, the problems of juveniles are being ignored until it is too late. Without a proactive effort to reach troubled juveniles, the system will miss opportunities to reach those juveniles who can be rehabilitated (<http://www.indyice.com/goldsmith/summary/poljcrm.html> 1).

This paper shows crime statistics for the entire United States with an emphasis on Missouri and St. Louis area crime. Over the past five years, every state has enacted new legislation and half a dozen states have held special sessions on juvenile crime.

Oregon Senator Wyden is proposing a juvenile justice system of "graduated sanctions" which would be a system of increasingly severe sanctions, such that if the juvenile commits repeated offenses or breaks probation, he or she faces increased penalties. Such dispositions should ensure, at a minimum, that the juvenile delinquent compensates victims for losses and compensates the juvenile justice authorities for supervision costs ("A Proposal to Reform the Juvenile Justice System".www.senate.gov/~wyden/leg/jjust.htm 1).

In Virginia circuit judges will have the new option to sentence a juvenile as an adult, but suspend the adult sentence pending the successful completion of a sentence in a juvenile program --but, if he continues violent and unacceptable behavior while in that program or facility, the adult sentence could then be imposed (<http://www.state.va.us/governor/juven.html> 1).

In Florida, which has sent thousands of teens to trial as adults in recent years, criminologists conclude in a new study that youths tried as adults commit even more crimes after release than do those who remain in the juvenile system. Sending a youth for an adult trial may "stigmatize him as a lost cause and convince him he is no good," resulting in a return to crime, says Charles Frazier of the University of Florida. "We think we are hitting them hard but have the opposite effect."

(<http://www.usnews/issue/crime.htm> 5).

In the late 1970's Missouri implemented the juvenile court diversion program which is designed to encourage development of services to youths at a local level while diverting them from being committed to The Division of Youth Services (DYS). The

initial diversion program was directed at the rural areas of the state where limited resources did not allow the development of programs for youth. In recent years, however, urban areas have been involved in the diversion programs as well.

Missouri's Division of Youth Services case management system is set up so that case managers complete a risk assessment on each offender to determine the most appropriate services for a youth. The assessment takes into account all pertinent factors involving the youth's history of delinquency while identifying their general treatment needs.

All kids come through the juvenile court system. One facility, Lakeside Center, is a step between putting an individual on juvenile probation and committing a juvenile to a Division of Youth Services (DYS) state correctional facility.

Lakeside Center is a St. Louis County residential facility for delinquent emotionally disturbed, neglected and abused children residing in St. Louis County, Lakeside provides treatment in a therapeutic setting to troubled youngsters who cannot be treated effectively in their own environment. Lakeside Center, which houses 64 residents, 48 boys and 16 girls, is a division of the St. Louis County Government Department of Human Services explained Lakeside Center Treatment Services Manager Bill Wolff.

The St. Louis area has five, moderate security facilities in the Bellefontaine area. The facilities occupy about 300 acres along the Missouri River. These facilities currently house 108 juvenile offenders, 84 male offenders and 24 female offenders, explained Facility Manager Don Pokorny.

Another center called Hogan Center is a St. Louis facility that houses the most serious offenders. It is the only lock-down facility for juvenile offenders in St. Louis. Hogan Center currently houses 36 juvenile offenders. Freida Theus, Facility Manager IV told the author that juvenile offenders from all over the state are committed to Hogan.

The proposed facility will be a high security lockdown facility that will provide counseling, drug rehabilitation, education and job training to rehabilitate juvenile offenders. The facility will house 48 severe juvenile offenders aged thirteen to eighteen adjudicated by the Missouri juvenile courts. All of these offenders will have been convicted of major felonies such as murder, rape, arson, and assault.

The St. Louis Juvenile Rehabilitation facility will be located near the downtown area. The facility will be a lockdown facility with a barbed wire fence around the perimeter. Two armed guards will patrol the perimeter of the facility at all times. Vehicles will be secure and an alarm system will immediately notify staff if a juvenile tries to leave the facility.

Upon admission to the St. Louis Juvenile Rehabilitation Facility, each individual will be given a series of tests to determine the individual's educational level. The tests will also show the individual's psychological level. Each individual will also be given a complete physical to determine any physical illnesses or chemical imbalances.

After the results of the tests are determined, a treatment team will meet to develop a preliminary individualized treatment plan for the individual. The treatment team will consist of an administrator, psychologist, psychiatrist, medical doctor,

teacher, recreational instructor, and vocational instructor. After the team comes up with a preliminary treatment plan, the team will meet with the individual and his or her parents or guardian (when applicable) to receive their input and to go over the plan. The team along with the individual will agree on an individualized treatment program.

The treatment program will consist of educational programming, individualized counseling, job exploration or training, and recreational programming. The treatment program will be put into place as soon as possible.

When appropriate juvenile offenders will be placed in a drug detoxification program based on Narconon's Detoxification program. Facility staff will use L. Ron Hubbard's book Clear Body Clear Mind as a guide to set up the program.

The program will include a daily program that consists of exercise and time in a sauna to sweat out the drug toxins in the body. The offender will also take vitamin and mineral supplements to replenish the vitamins and minerals that are lost in the sauna.

The paper will examine not only the cost of the proposed facility and the benefits of its program and, also do a comparison to the existing facilities in the area.

Chapter II

LITERATURE REVIEW

The juvenile crime rate has steadily risen in the United States. In 1986 1,557,897 people under the age of 18 were arrested. In 1994 the number of arrests for juveniles rose to 1,999,442 (Crime in the United States 1994 Uniform Crime Reports 221.)

Existing deterrence programs or punishments seem ineffective as the number of juvenile crimes increases every year-twice as fast as adult crime (Finkenauer 95).

Violent crime committed by juveniles has increased by 75% from 1985 to 1994 in the United States. There were 66,976 violent crimes committed by juveniles in 1985 compared to 117,200 violent crimes committed by juveniles in 1994 (1994 Uniform Crime Reports 221).

In 1976, teenagers nationwide committed murders at a rate of 7.9 killings per year for every 100,000 boys, said James Alan Fox, a criminologist at Northeastern University in Boston, in a news conference at the annual meeting of the American Association for the Advancement of Sciences. By 1993 that rate had soared to 18.6 per 100,000. Currently youths under 18 account for about 20 percent of the nation's violent crime. Demographic experts predict that juvenile crime will get considerably worse as a large new group of youngsters reach their teenage years (Gest 30).

Homicide by youths under 17 tripled between 1984 and 1994 and a coming surge in the population could boost the juvenile total 25 percent by 2005. Youth violence with guns has been increasing at

roughly the same pace, and teen drug use is rising after years of decline (29).

According to a nationwide study by the U.S. Department of Justice, between the years of 1987 and 1991: The violent crime index for youth increased 50 percent while it increased for adults 25 percent. Murder increased 85 percent for youths, 21 percent for adults. Rape rose 16 percent for youths compared to seven percent for adults. Robbery rose 52 percent compared to 20 percent for adults. Aggravated assault rose 52 percent compared to 29 percent for adults (<http://www.senate.gov/~wyden/leg/jjust.htm> 1).

The number of juvenile murders tripled between 1984 and 1994, according to a recent report by the Department of Justice. At the same time, the number of juvenile murderers using guns quadrupled while juveniles using other weapons to kill stayed about the same (<http://www-tenet.ccutexas.edu/minigrants/roberts/CX-Updat.htm> 1).

The report shows that the nationwide rate at which juveniles were arrested for violent crimes increased 50 percent from 1988 to 1994. There were more than 150,000 juvenile arrests in 1994 for a Violent Crime Index offense (murder, forcible rape, robbery or aggravated assault). Juveniles accounted for 19 percent of all violent crime arrests in 1994 (1).

An increase in serious juvenile crime put juvenile justice on the front burner in many state legislatures. Over the past five years every state has enacted new legislation and half a dozen states have held special sessions on juvenile crime. If serious juvenile crime continues to increase, some researchers predict that the number of juvenile arrests will more than double by the year 2010. At the same time however, research indicates that

most youngsters are arrested only once and that most juvenile crime is committed by a small number of juvenile offenders (www.ncsl.org/programs/cyf/jjdesc.htm page 1).

According to the United States Department of Justice, Office of Juvenile Justice and Delinquency Prevention, three to five percent of the juvenile offender population is responsible for 60 percent of all juvenile crime. This same source reports that 94 percent of juvenile offenders will stop offending after their first police contact, four percent will require several contacts, and two percent of the juvenile offender population will never stop committing crime and will become career offenders (<http://www.police.ci.santa-barbara.ca.us/divisions/sho.htm> 1).

California Youth Authority incarcerations for murder and violent assaults rose sharply in the past decade, according to the latest statistics. Those statistics figured to be Exhibit A for CYA officials as they make their case for passage of a \$185 million construction program before the Senate Criminal Procedures Committee. Overcrowding is a nagging health and safety problem at the CYA's 11 institutions and four rural camps, which now house 9,780 inmates—or almost half again as many as they have space for, CYA officials say (Brazil 1).

Statewide, the decade of 1985-94 showed a big increase in two categories of violent crimes: homicide and assault. In 1986 more than seven and a half percent of the CYA's population had been committed for murder. In 1994 it was 13.9 percent. The 1986 percentage committed for assault was 15.3, but by 1994 that number had risen to 24.6 percent (1).

The ethnicity of the CYA inmate population has undergone a big change during the decade. Whereas it was 28.8 percent white

in 1985, it was 15.4 percent white in 1994. The percentage of Hispanics rose from 31.1 to 43.7 in the same period; the African American percentage dropped from 37.2 to 32.1; the Asian offender population .09 percent in 1985--stood at nearly six percent in 1984 (1).

CYA officials attributed much of that change to the dramatic increase in gang activity, particularly in the Los Angeles area, and the wide availability and use of advanced weapons. Some officials in San Francisco, however, claimed that the City's experience with violent youth crime is not as dramatic as the latest statistics put forward by the CYA. Others said the statistical increase was not surprising, given California's emphasis on incarceration and de-emphasis on spending for public education (1).

San Francisco is atypical of California counties in that it sends few of its youthful offenders to CYA institutions--just 91 in 1993-1994. By contrast, San Diego County had 414; Fresno 385; Orange 355; Kern 347; Alameda 339, and Sacramento 262. The bulk of the state's commitments are from Los Angeles County which sent 2,874 to CYA (1-2).

San Francisco's criminal defense lawyers and youth advocacy organizations have effectively made the CYA a last resort for its juvenile justice system. "In our version, we try for the least restrictive environment, which is the mandate of the state of California anyway," said Georgia Creel, who chairs San Francisco's Juvenile Justice Commission (2).

"We try to work with as many alternatives to incarceration as possible, including group homes and in-home programs with supervision," she said. "We're always looking for better programs

to see if you can work with youth as close to their homes as you can, because when they get out, that's where they're going to go." Judy Griffin, director of San Francisco's juvenile hall, said that while "there is a lot more violence than when I started," in 1965, she does not see a "dramatic increase" in the number of violent offenders reported by the CYA. Maybe, she said, that's because "San Francisco is such a small area, and our delinquent population is remaining relatively stable" (2).

There were 179 referrals for assault with a deadly weapon in 1986, compared to 230 in 1994, Griffin said. Robberies rose from 238 in 1986 to 425 in 1991 but have since remained at about the same level (2).

San Francisco's statistics may be less alarming than the CYA's in part because unlike the state's, they do not include "youthful offenders" over age 18, who are sentenced by the courts, Griffin said (2).

Vincent Schiraldi, director of the Center on Juvenile and Criminal Justice, said the CYA's statistical report reflects the state's growing youth population and misplaced emphasis on incarceration. "We've got 400,000 more kids in school now than we had ten years ago, with the second worst class size in the country and the highest juvenile incarceration rate--the violent crimes are going up," Schiraldi said. (2).

Governor Wilson's apparent response to the increase in violence is more incarceration, said Schiraldi, who asked, "What's he base that on? We're incarcerating kids at twice the national average because we have the second highest class size in the country," he said. "We've gone from sixth to 41st (ranking class size in order of desirability) since 1965." Increasing the rate

of incarceration "clearly has not made us any safer," said Schiraldi (2).

In 1993, the latest year that statistics are available, 2,014,472 juvenile arrests were made by law enforcement agencies (1993 Uniform Crime Reports 227).

In 1993, the total number of juvenile arrests for all violent crimes was 119,678. The violent crime breakdown is as follows: (1993 Uniform Crime Reports 227):

Homicide and non-negligent manslaughter: 3,284

Forcible Rape 5,303

Robbery 43,340

Aggravated Assault 67,751

In 1993 the total number of juvenile arrests for all property crime was 591,238. The property crime breakdown is as follows: burglary 116,024, larceny-theft 391,950, auto theft 75,315, arson 7,949 (1993 Uniform Crime Reports 227).

In 1992, the latest year that data are available, there were 1,471,200 cases referred to juvenile court (U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention Butts "Offenders in Juvenile Court, 1992" 2).

In 1991 1,338,100 cases were referred to juvenile court (Butts "Offenders in Juvenile Court, 1991" 3).

In 1992 there were 301,000 juvenile court cases involved in crimes committed against persons. 842,200 juvenile court cases involved crimes against property. 72,100 involved drug law violation (Butts "Offenders in Juvenile Court, 1992" 2).

In 1992, the latest year that statistics are available, 11,700 delinquency cases were judicially waived to the adult

criminal court. This represented 1.6 percent of all formally processed delinquency cases (Sickmund 1).

In 1991 there were 57,542 juveniles held in custody in public facilities (includes detention, correctional or shelter facilities). Of these, 51,214 were males and 6,328 were females. (These figures do not include juveniles housed in adult jails, prisons, or adult lockups) (1991 Uniform Crime Statistics 573).

In recent years there has been a growing concern nationally and in Minnesota about the rise in juvenile crime. More than 45,000 Minnesota juveniles were arrested for all types of offenses in 1993, and there were more than eight arrests per 100 Minnesota juveniles aged ten to 17. Juvenile arrest rates for violent crimes increased significantly over the past decade, both nationally and in Minnesota (Minnesota Office of the Legislative Auditor Program, Evaluation Division 1).

Further evidence shows juvenile crime is increasing throughout the United States. Arizona's Yavapai County juvenile crime is up. According to Gordon Glau, juvenile services director, the bad news is crime by youngsters has increased 50 percent in the last two years. "The good news is, most of these kids are good kids. We work with them and most won't do anything else wrong" (Uhler "Juvenile Crime Rate Doubles" 1). Out of the 1,644 youngsters referred to the juvenile system last year, only 27 required some drastic action. "We get about ten percent of the kids who live in the county and only about two percent of that ten percent needed long-term incarceration," (1).

He added that the zero tolerance for any type of misconduct is contributing to the increase in juvenile crime. "I think it is all driven by fear. People are afraid to approach the juvenile or

their parents. Many times, although not in every case, it would be better if the problem was taken care of without our intervention. In the past, when a window was broken by the neighbor kid, it was dealt with between the parents and the neighbor. Now authorities are called" (1).

"The juvenile system is designed to rehabilitate not to punish. Punishment does not fit into the juvenile system very well," said Yavapai County Deputy Attorney Victoria Witt. "The system formed because people were looking for an alternative to the punitive adult justice system. Most people agree, juveniles should not be treated like adults." In Witt's opinion everything should be done to help kids who get into trouble. "Most of them are good kids. A lot of adults give up on these kids too early. We need to work with these young people as long as we can" (1).

Yavapai County is seeing an increase in property damage, but shoplifting remains the crime most often committed by juveniles. "Almost all of our kids start with shoplifting and then move to more serious crimes. That is why early intervention is so important. If we can get them in the beginning, we have a much better chance," Witt said.

According to statistics provided by the juvenile services department, the county system handles children ages eight through 17. In 1970 678 children were referred to the Yavapai County Juvenile Court compared to 1,442 twenty years later and 2,487 in 1995 (2).

Over the course of the past four years Arizona has seen a dramatic increase in juvenile violent crime. Clearly there is a demonstrated need for meaningful reform of the current Juvenile Justice System. The Maricopa County Attorney's Office has been

vigorously pursuing the passage of Senate Bill 1363 which will fundamentally change Arizona's current juvenile justice system. (www.maricopa.gov/attorney/juvjust.html 1).

The current juvenile system, designed at a time when the most serious juvenile offenses were truancy and shoplifting, is just not equipped to deal with the type of violent crime we are experiencing today. In 1994 there were 1,298 violent juvenile offenders arrested in Maricopa County. It should be kept in mind that the adult and juvenile systems are dramatically different. The adult criminal system is based on accountability and punishment while the juvenile system centers on the rehabilitation of the offender(1).

The juvenile justice reform proposal will allow a more appropriate community response in handling violent or chronic juvenile offenders by allowing adult prosecution in especially violent juvenile offenses. The passage of the juvenile justice reform bill will allow the County Attorney's Office to bypass the current juvenile justice system and bring adult prosecution to only the most violent of the juvenile offenders. This reform package will eliminate the need for juvenile transfer hearings and significantly speed up the criminal justice process(1).

Juvenile justice reform combines elements from both the juvenile and criminal justice systems in an effort to hold the minor accountable. Once the juvenile stands trial in adult court, the judge has the option of returning the minors convicted of class four, five and six felonies to juvenile status for sentencing. (1).

If the juvenile is not a public safety risk, the current juvenile will remain intact and will continue to serve to

rehabilitate truant and delinquent minors. Juveniles who cross the line between minor juvenile offenses and violent crime will be held to answer in the adult court with a jury trial.

Everyday on the news we hear of youths committing horrendous crimes. It appears that our current juvenile system is no longer adequate for today's hardened juvenile criminals. In Pima County, Arizona, juveniles accounted for half of all burglary arrests and 20 percent of all rape arrests. Out of 11,485 juvenile charges filed there in a recent year, only 160 resulted in orders of confinement, mostly for short periods of a month or less. (www.crimefree.org/juvenile.html 1).

In 1994, 25 percent of those arrested for violent crimes in Indiana were under the age of 18. Part of the problem is the overcrowding within the juvenile justice system. Overcrowding is forcing the Department of Corrections (DOC) to release even hard-core offenders too quickly. Arrests and sentencing of juveniles for violent crimes has climbed steadily since 1987. Yet the number of juveniles in DOC custody has remained virtually constant. Thus the Indiana DOC is keeping its juvenile population under control by releasing convicted violent offenders before their sentences are completed (www.indyiccom/goldsmith/summary/poljcrm.html 1).

"The juvenile system established 30 years ago is irrelevant to the serious juvenile offender of today. We have a responsibility to protect society from violent offenders, even if they happen to be under the age of 18. Today's disaffected juvenile offenders are not deterred by a system that fails to treat them like the serious threats to society that they are," stated Indiana Republican Governor Candidate Steve Goldsmith (1).

In the author's opinion, one of the reasons for the increase in juvenile crime is insufficient early intervention. Too little effort is being given to reach juveniles early enough. Rather, the problems of juveniles are being ignored until it is too late. Without a proactive effort to reach troubled juveniles, the system will miss opportunities to reach those juveniles who can be rehabilitated.

Many states are advocating detaining hard-core juvenile offenders for a longer period of time, however states must build more juvenile detention centers to accommodate the increased number of violent juvenile offenders. As many states are recommending imposing mandatory sentences for juveniles convicted of violent crimes and serious drug offenses. Juveniles must recognize that there will be serious consequences for their criminal acts.

The Cost of Rehabilitation

Both California and Florida spend more on corrections than they spend on higher education. Other states are not far behind. Average cost of incarcerating a juvenile for one year is between \$35,000 to \$64,000. In contrast, the current cost of Head Start's intervention program is \$4,300 per child a year, and the annual tuition cost of attending Harvard is under \$30,000 per student. (www-tenet.cc.utexas.edu/minigrants/roberts/CX-ACLU.htm 1).

The combined local, state, and federal budgets to maintain the prison population was \$24.9 billion in 1990 and reportedly reached \$31.2 billion in 1992. The entire budget for the Office of Juvenile Justice and Delinquency Prevention (OJJDP), which

coordinates the Federal response to juvenile crime, is \$144 million (1-2).

Missouri's Division of Youth Services case management system

Over the past several years, Missouri's Division of Youth Services (DYS) has developed a statewide case management system. Case management provides assessment and treatment planning along with the utilization and coordination of services. Supervision of youth on aftercare is also provided for each youth and family through case management. Service coordinators are responsible for providing case management to all youth in the custody of DYS (Family Court of St. Louis County Annual Report 1995 10).

A risk assessment tool assists the case managers in determining the most appropriate services for a youth. The assessment takes into account all pertinent factors involving the youth's history of delinquency while identifying their general treatment needs.

Following the initial assessment, service coordinators write individual treatment plans indicating specific needs of each youth. Throughout a youth's stay in the division, the service coordinator acts as a counselor to help the youth access needed services as determined in the treatment plan, and as the primary advocate for the youth and his or her family (10).

Crime in Missouri

The Division of Youth Services continues to face new challenges. Commitments to DYS continue to grow, with fiscal 1995 representing a high-water mark of over 1,300 youth committed from

the 45 Missouri judicial circuits. Also, through its prevention efforts, DYS is providing day treatment services to a number of youths referred by other agencies and juvenile courts. In addition, fiscal year 1995 witnessed the implementation of a plan to increase the division's residential care resources by adding an additional 180 beds as authorized by the Fourth State Building Bond Issue (vii).

A total of 1301 Missouri youths were committed to DYS during fiscal year (FY) 1995. This number marks a nine percent increase in commitments from FY 1994 and a 42 percent increase since FY 1991. (1).

Both new commitments and recommitments increased between FY 1994 and FY 1995. The overall recommitment rate has remained relatively steady, ranging only from seven to nine percent over the past five years. The percentage of youths committed for the most serious felonies increased 52 percent over 1994. The number of youths committed for status offenses decreased by five percent. (1).

Eighty-seven percent or 1,129 youths committed to DYS in FY 95 were boys. Females totaled 172, or 13 percent of the commitment population. The average age of all youths committed was 15 years. The average DYS youth has completed almost nine years of schooling (2).

Eight percent of the youth committed to Missouri DYS in fiscal year 1995 were aged 12 or 13. Youths aged 14 made up another 18 percent; 15 year olds 32 percent; and 16 year olds 37 percent. The number of males committed to DYS increases from ages 12 to 16, and drops for age 17. Females show a slightly different pattern with commitments peaking at age 15 (4).

Forty-five youths, or about four percent of all commitments, had only completed the sixth grade or less upon entering the DYS system. Seventy-eight percent of the FY 1995 commitments had completed the eighth, ninth, or tenth grade. One student was committed having completed the twelfth grade and three had completed GED. Most youths (69 percent) were committed at age 15 or 16, the age at which they are generally expected to be in their freshman or sophomore year of high school. About 60 percent of the youth committed in FY 1995 had completed the ninth or tenth grade(4).

Over half (55 percent) of the commitments to DYS in FY 1995 were white males. Minority males made up the next largest group of commitments with 32 percent. Females made up 13 percent of total commitments, white females were nine percent of total commitments; minority females, four percent. While minorities constitute only 15 percent of the Missouri youth population aged 12 to 17, they accounted for 36 percent of DYS commitments. When broken down into gender categories within race, minority males make up eight percent of DYS commitments. White male youths, 44 percent of the youth population, made up 55 percent of commitments (5).

Commitments of white youths increased 13 percent, from 734 in FY 1994 to 833 in FY 1995. Commitment of minority youths remained almost unchanged with only a one percent increase (463 to 468) over the same period. Over the past five years commitments of white youths have been increasing at a faster rate than that of minority youths (5).

Youths were most likely to be committed to DYS for committing "Other Felony", that is a C,D, or unspecified type of felony

offense. These types of felonies often include property offenses, theft and drug crimes. Forty four percent of commitments were for this category. The next largest group, 34 percent, was "Misdemeanor and other Non-Felony", which includes all misdemeanors and minor offenses, such as, probation violations, and custody escapes (6).

Major felonies, or "A and B Felony" made up 11 percent of commitments. Murder, rape, arson, and assault are included in this category. All other commitments, ten percent, are included in the "status offense" category, which includes truancy and curfew violations. Males were committed to DYS for more serious crimes than females. "Other felony" had the highest number of male offenders while "misdemeanor and other Non-Felony", has the largest number of female offenders (6).

While overall numbers of commitments did increase between FY 1994 and FY 1995, percent changes within offense type category were mixed. The "other felony" and "status offense" categories each saw a five percent drop in commitments from the previous year. These decreases are more than offset by the increases in the other offense categories. Commitments for "misdemeanors and other non-felony" went up by nine percent while "A and B felony" surged 52 percent (6).

Overall commitments to DYS increased by nine percent, while the percentage of A and B felony commitments increased by 52 percent. The FY 1995 data shows a shift in the type of offenses for which Missouri's youth were committed. While the reasons for the marked increase in serious felony commitments are arguable, it can be said that Missouri's youth are being committed for more serious, violent crimes (6).

Fifty-four percent of all commitments were from a single parent home, while only 20 percent of all commitments came from intact households where both biological parents were present. Thirteen and a half percent minority youth commitments are youth from intact households compared to 23 percent of the white youth commitments come from intact families. Nearly 61 percent minority commitments come from single parent families compared to 50 percent of white commitments. Twenty one percent of white commitments came from youths living in a stepparent family compared to 13.7 percent for minorities (7).

The St. Louis region committed 368 youths or 29 percent. The Northeast region committed 16 percent or 205 youths. The Southeast region committed 220 youths or 17 percent. The Northwest committed 239 youths or 18 percent. The Southwest region committed 20 percent or 269 youths. Metropolitan areas accounted for 796 youth commitments or 61 percent. Rural residents accounted for 505 commitments or 39 percent (8).

Eighteen percent (230) of the FY 1995 DYS-committed youths who received community care services were placed into community care at the time of commitment. The other 82 percent (1,071) were initial residential care placements. The St. Louis and Southwest regions each served 21 percent of their clients as initial placement community care clients. Twenty percent of the Northwest Region's clients were community care placements. In the Northeast region, 14 percent of clients were community care placements while only nine percent of clients were initially community care placements in the Southeast region (8).

When committed to DYS custody, a youth is placed either into a community care or residential care program status. In FY 1993,

DYS had 1,001 commitments. Fourteen percent (144) of these commitments were offered community care services with no other placement during their stay with DYS; 82 percent (821) were placed into residential care. The remaining four percent (36) represent those youths placed into both community and residential care at the time of commitment (9).

Missouri Juvenile Court Diversion Program

Implemented in the late 1970's, the juvenile court diversion program is designed to encourage development of services to youths at a local level while diverting them from being committed to DYS. The initial diversion program was directed at the rural areas of the state where limited resources did not allow the development of programs for youth. In recent years, however, urban areas have been involved in the diversion programs as well (10).

Juvenile court diversion is a grant-in-aid program in which an annual announcement encourages juvenile courts to submit project proposals. The division's administrative staff rank project requests based on a guideline compliance, need feasibility, previous experience of the project, and other factors (10).

In FY 1995, 71 percent (32) of the juvenile courts received funding from the juvenile court diversion program. Projects funded in FY 1995 included intensive supervision, community group counseling, individual and family counseling, educational tutoring, sexual offender treatment, and day treatment services (10).

The juvenile court diversion projects are intended to divert the less serious offenders from DYS and allow the courts to work

with these youths and their families in their home communities.

In FY 1995 it was reported by the juvenile courts that 691 youths were diverted from the division at an annual cost of \$777 per youth. In addition, diversion projects provided services to over 1,978 youths referred to participating juvenile courts (10).

Missouri DYS Expenditures

Missouri DYS expenditures were \$26.1 million in FY 1995. The largest part of the total DYS budget was devoted to treatment services, with much smaller amounts for prevention and administration. In 1995, only seven percent of total expenditures went toward administration, that is, the Central and Regional offices. Two percent was awarded to various Juvenile Court Diversion Projects for prevention services and activities. The remaining 91 percent of the budget was used for treatment services (11).

The Missouri Residential program costs are as follows:
Community based programs \$75.33 per diem or \$27,495 annual cost per bed. Intermediate care programs \$92.76 per diem or \$33,858 annual cost per bed. Special needs program \$105.87 per diem or \$38,642 annual cost per bed. Secure care programs \$96.72 per diem or \$35,303 annual cost per bed (11).

Missouri Juvenile Facilities

Missouri is beginning to pay the price for its crackdown on juvenile crime with the construction of eight new youth facilities across the state. "There's not enough juvenile facilities for kids who have committed offenses," said Mark Steward, director of Missouri Youth Services (Goodin 1).

According to DYS, six of those facilities are the result of a \$20 million bond issue passed in August 1995. These centers are being built to combat the rising number of youths placed in the custody of Youth Services. Eight years ago the division had about 700 youths in their custody. Last year they had over 13,000. That is a ten per cent increase per year through the eight years. The average age is 15 and they are 90 percent male, 10 percent female (1).

The other two centers, which will house 60 youths at an approximate cost of \$7.7 million, are provided for in the social services budget for fiscal year 1997. These two centers are a result of the juvenile crime bill signed by Missouri Governor Mel Carnahan last year.

According to the law, a child charged with a serious felony, such as murder, would be tried as an adult. It also requires any child from age 12 and up to be tried as an adult for committing any felony. The previous age was 14. Another provision in the law allows judges to establish the length of time the Youth will be in DYS custody, where before DYS determined the length of stay (1).

We're working with the courts because they know we have a limited number of beds," Steward said. "But the division still has flexibility. "For example, if a judge sentenced a youth to the custody of DYS for a year, the division has the flexibility to move the youth from program to program. The Youth can start out in a group home and then move to day treatment, as the division sees fit (1).

The law also allows dual sentencing. Dual sentencing deals with youths that a judge determines will be tried as an adult. A

convicted youth can be sentenced to Division of Youth Services until age 18 and then be sent to the Corrections Department. Dual sentencing won't be going into effect until the dual sentencing center is built, which will be in a couple of years, Steward said (1-2).

According to DYS, the two centers under the state budget provisions are being built in southeastern Missouri. Eighteen cities have submitted applications. "We're looking for community incentives and property available, good access, where the kids are coming from, and the labor pool," Steward said. The building process will take 18 months to two years (2).

The other six facilities, in response to the growing number of youths committing crimes, will provide 200 new bed spaces in centers located in: St. Louis, Hillsboro, Fulton, Montgomery City, which will be the dual sentencing center Mt. Vernon, and Rich Hill, will be non-secure facilities.

Steward said the division got a jump start on the Fulton special treatment center and it will be the prototype for the other centers. The center under construction in Fulton will expand their capacity from 19 beds to 30 beds. The facility opened in March 1997 (2).

"Kids bubble through the system and we're pretty much the top bubble," said Larry Strecker, manager of the special treatment unit. Special treatment centers work by putting residents through a strict schedule of schooling, counseling, and social interaction. "It's very structured," Strecker said. "The first rule is everyone stays safe. Many kids have never been safe in their life." The center develops an individual treatment program for each resident. The goals are specific to that person, such as

family conflict, behavioral adjustment, anger management, conflict management, or communication (2).

The average stay is eight months. The Fulton Center has a 55-60 percent success rate compared to overall division success rate of 85 percent. "In six months it's difficult to break a pattern that has developed over the years," Strecker said. "We're encouraged by the opportunity to extend our length of stay as a result of the new beds entering our system" (2).

After youths leave the program they return to school or the center helps them receive their GED. There is also a tracker program to follow-up with the youths regarding schooling and counseling.

Currently there are 25 youth centers across Missouri, ranging from group homes to secure care. They provide 500 bed spaces. Division of youth services plans to increase that by over 50 percent to more than 250 new beds. The average stay is seven months in a residential program and four months in after care.

"We'd like to increase it to nine to 12 months if needed in residential care and nine to 12 months in after care," Steward said (3).

The St. Louis County Delinquency Services Department

The Delinquency Services Department represents the core social services of the Family Court. The department is divided into eight units of Deputy Juvenile Officers (DJOs) servicing St. Louis County. These units are located at the court building in Clayton and in Satellite offices in North, West, and South County (St. Louis County, Family Court, Twenty-First Judicial Circuit Court 1994 Annual Report page 10).

With the institution of the satellite offices in North, West, and South County, DJOs are easily accessible to police departments, school officials and families needing the court's help (10).

A delinquency Services Volunteer Unit, also based at the court, is comprised of volunteers and practicum students who handle minor referrals either by letter of warning, telephone contact or office interview (10).

Finally, reflective of the increasing seriousness of the referrals sent to the court and escalating level of violence in these referrals, staff of the department have initiated a Safety Committee whose purpose is to propose guidelines and procedures aimed at ensuring staff safety (10).

The St. Louis County Delinquency Services Department provides core investigative, counseling and case management services for juveniles who are referred to the Family Court for law violations (Family Court of St. Louis County, 1995 Annual Report 16).

The Delinquency Services Department has two important missions:

1. To protect the community from further delinquent acts. Sanctions imposed on juveniles include informal handling regular probation, pilot probation, special probation, placement in residential care, commitment to Division of Youth Services (DYS) and certification.
2. To strengthen the family unit by mobilizing court and community services. Helping to build strong, healthy families is the most important service we can provide to the community (St.

Louis County. (Family Court, Twenty-First Judicial Circuit Court 1994 Annual Report 10).

Special probation is a program, funded in part through a state grant, from the Division of Youth Services, provides intensive supervision and monitoring services for a select number of juvenile offenders who are deemed to be at high risk for residential placement or commitment to the Division of Youth Services. They receive both intensive caseload supervision by DJOs as well as daily surveillance by police officers who closely monitor their activities in the community. (Family Court of St. Louis County, 1995 Annual Report 17).

Pilot probation, which brings together representatives of the Court, police departments and school districts, emphasizes interagency information sharing and cooperation. This multi-dimensional team focuses its efforts on the early identification and treatment of potentially chronic juvenile offenders (17).

The goals of the Delinquency Service Department are to protect the community and assist the juveniles in accepting responsibility and changing their behavior. This is done via counseling sessions with the DJO, community service, restitution, participation in specific rehabilitative programs and/or placement in a foster home, group home or institution (St. Louis County, Family Court, Twenty-First Judicial Circuit Court 1994 Annual Report 10).

All law violations referred to the court are directed to the Delinquency Services Department once it is determined that there are sufficient legal grounds to proceed with the case. An investigation may then be conducted in order to determine what level of services is appropriate. Status offenses (including

runaway, truancy, and curfew referrals) and less serious law violations may be handled through a process called "informal adjustment." This involves a voluntary agreement, sometimes in the form of a written contract, between the court and the juvenile and his/her parent(s) to handle the referral without a court hearing. (Family Court of St. Louis County, 1995 Annual Report 16).

When a referral to the court involves a more serious law violation, the DJO will conduct a complete investigation in preparation for a court hearing. This investigation will include a review of the juvenile's pending referral and prior court history, as well as an assessment of the juvenile's functioning in the home, school and community. If the charges against the juvenile are found true at the court hearing, information gathered by the DJO may be considered by the court in determining the most appropriate disposition (outcome) for the case. If the court finds that the juvenile needs increased guidance and control, the court may place the juvenile "under supervision." This process is intended to prevent the juvenile from engaging in further illegal activity (16).

As part of the supervision process, the DJO, in conjunction with the juvenile and family, develops rules of supervision which set out in writing specific expectations of the court. Such rules may include regularly attending school, abiding by curfew, participating in counseling or attending a specialized program. The juvenile may also be required to perform community service or make restitution to the victim for expenses resulting from the juvenile's crime (16-17).

If the supervision process is unsuccessful, the court may impose more serious consequences such as placement in a

residential care facility or commitment to the State Division of Youth Services. In the most serious cases, the juvenile may be "Certified" to stand trial as an adult. This requires that the court make a finding that the juvenile is not a proper subject to be dealt with by the juvenile justice system. Once certified, the juvenile will be subject to prosecution as an adult for crimes committed while he or she was a juvenile (17).

The Detention Center

Paragraph 2 of Section 211.331 of the Missouri Juvenile Code governs Detention facilities and reads as follows: "The place of detention shall be so located and arranged that the child being detained does not come in contact, at any time or in any manner, with adults convicted or under arrest, and the care of the children in detention shall approximate as closely as possible the care of children in good homes." (St. Louis County. Family Court, Twenty-First Judicial Circuit Court 1994 Annual Report 9).

The purpose of the detention center is to provide safe, secure custody in an environment of care, guidance and control. Juveniles who are alleged to have committed a law violation are detained if it is believed that they present a threat to themselves or the community. They remain in detention until the court hears their case or until appropriate alternative arrangements can be made (Family Court of St. Louis County, 1995 Annual Report 18).

By law, most status offenders (runaways, truants, curfew violators and juveniles who are beyond their parents' control) cannot be detained in a secure facility. When these juveniles need temporary placement outside of the home, they are detained in

St. Louis County's Lakeside Shelter Care facility or other non-secure facilities located in the community (18).

Detained residents are involved in a comprehensive program of educational, recreational, spiritual, and social activities that require close staff/resident interaction. It is through this personal contact that the climate conducive to behavioral change develops. Detention staff utilize both counseling and correctional skills as a part of a behavioral management program that focuses on building positive behaviors (18).

Teachers from the Special School District, volunteers, medical staff and the chaplain, along with the detention staff all play an important part in trying to develop a positive environment where children learn and grow.

Because of the hard work of the staff of the St. Louis County Department of Health, the detention center was certified by the National Commission on Correctional Health Care on June 17, 1994. The St. Louis County Detention Center is the first juvenile detention center to receive such accreditation in the state of Missouri. (St. Louis County. Family Court, Twenty-First Judicial Circuit Court 1994 Annual Report 9).

Chart 1

1995 St. Louis County Detention Statistics:

Total New Admissions	1,628
Boys Admissions	1,293
Girls Admissions	335
Average Number of Children in detention per day	70.4
Average Number of Boys in detention per day	60.3
Average Number of Girls in detention per day	10.2
Average Length of Stay in detention in days	15.8
Average Length of Stay in Days - Boys	17.0
Average Length of Stay in Days - Girls	11.1

Source: Family Court of St. Louis County, 1995 Annual Report 18.

Chart 2

1994 St. Louis County Detention Statistics:

Total New Admissions	2,035
Boys Admissions	1,610
Girls Admissions	425
Total Days in Detention	27,114
Days Detained - Boys	23,644
Days Detained - Girls	3,470
Average Number of Children in detention per day	74.3
Average Number of Boys in detention per day	64.8
Average Number of Girls in detention per day	9.5
Average Length of Stay in detention in days	13.3
Average Length of Stay in days - Boys	14.7
Average Length of Stay in days - Girls	8.2

Source: St. Louis County Family Court of St. Louis County Twenty-
First Judicial Circuit 1994 Annual Report 9.

Despite a slight downturn in 1995, the past five years have reflected a gradual increase in the number of law violation referrals and in the number of juveniles placed under court supervision. The number of certifications has increased substantially (Family Court of St. Louis County, 1995 Annual Report 17).

Of the 235,000 children under 17 years of age residing in St. Louis County, 10,744 of them or about four and a half percent were referred to the court during 1995. These juveniles accounted for 16,535 total referrals involving matters of delinquency, child neglect, traffic violations, and adoptions. Although total referrals were down in 1995 as compared to the previous year, certain types of referrals continued to increase at an alarming rate. Of particular concern are referrals for assault (up 38 percent over the past five years) and drug violations (up 35 percent from one year ago). The court is responding to this phenomenon with intensified programs aimed at curbing such unlawful behavior (24).

St. Louis County Delinquency Services Dept. general programs

The Delinquency Services Department also runs general programs for the benefit of juvenile offenders and their families (St. Louis County. Family Court, Twenty-First Judicial Circuit Court 1994 Annual Report 11). These programs are as follows:

Project Aware

This is a chemical dependency workshop offering counseling to both juveniles and parents to help resolve conflict, problem behavior, and to improve communication.

Shoplifting Program

The shoplifting program is an education program for juveniles who are referred to the court for minor stealing offenses.

Arson Program

The Arson program was created in cooperation with local fire departments to help the juvenile offender with a history of fire-setting behavior.

Youth Awareness Group (YAG)

Youth awareness groups are groups of select offenders that are often taken to Missouri prisons for programs on prison life aimed at deterring criminal behavior.

Teen Traffic Program

The teen traffic program is an education program for juvenile who are referred to the court for traffic related offenses.

Law Changes Targeting Juvenile Violence

Current research and information on juvenile justice have resulted in legislation that includes: (1) Strategies to prevent delinquency by providing services to youngsters before they commit a crime; (2) A system of graduated sanctions to hold youth accountable when they first commit a crime by progressively tougher sanctions if the youth continue to offend; (3) "get tough" measures that deal with chronic, serious, and violent offenders. The first categories encompasses a multitude of areas including broad system reform and factors that place children at risk of delinquency such as academic failure and child abuse and neglect. (www.ncsl.org/programs/cyf/jjdesc.htm 12/02/96 1).

The National Council of Juvenile and Family Court Judges' research division, the National Center for Juvenile Justice (NCJJ), recently completed an eight-month study documenting changes in state laws targeting juvenile violence. Some of the results of the study include:

All but ten states since 1992 have adopted or modified laws making it easier to prosecute juveniles in criminal court. Changes represent a significant shift in sentencing from the traditional goal of rehabilitation to one of punishment, accountability, and incarceration.

(ncjfcj.unr.edu/homepage/news3.html 12/02/96 1).

Legislatures have added significantly to the list of offenses now considered serious and/or lowered the age of which certain juveniles could be tried in criminal court.

Adult correctional systems are increasingly challenged to develop programming for younger and more vulnerable inmates while juvenile correctional systems are being burdened with older, more violent juveniles.

States have increasingly called for a resumption of open proceedings, the release of offenders' names and sharing of information. Some states allow the victim of juvenile crime to express their opinions about the sentence the offender should receive (1).

Many states are passing laws that enable juveniles, who commit violent crimes to be tried as adults. The Massachusetts House of Representatives has voted to require that accused murderers as young as fourteen be tried as adults. Tennessee has eliminated any minimum age for trying some youths as adults.

Oregon lowered its minimum age from 14 to 12 and Wisconsin put its at ten. Seeking middle ground, Virginia legislators last week agreed on a new policy that combines get-tough and preventative approaches (Gest 30).

California Law Changes

The State Senate has approved a bill that would increase state funding for juvenile camps over stiff objections from officials of Kern and other San Joaquin Valley counties who complain it is a bad bargain for nearly everyone but Los Angeles County. (www.kern.com/tbc/art/BAK/10923@.html 1).

Kern County would get nearly \$1 million from the bill, which would increase state spending by \$33 million a year for local camps like Kern's Camp Erwin Owen. However, officials say it is part of a budget proposal by Governor Pete Wilson that also would increase the fees the county pays to send juveniles to the California Youth Authority by 3.3 million (1).

Unlike Kern and most other valley counties, some officials estimate that Los Angeles would come out ahead by millions under the bill, even with the increased CYA fees (1).

Nine valley counties are rallying behind a compromise proposal that would sharply reduce the increases in CYA commitment fees, allowing Kern a net gain of some \$300,000. They also want to make the fees contingent on voter approval of a \$150 million bond issue proposed by Wilson for construction of local juvenile facilities as well as a resumption of special federal funding that helped fund juvenile correction programs but which has been cut off by federal officials (1).

Oregon Senator's Proposal

Oregon Senator Wyden is advocating a proposal to reform the juvenile justice system. He states often policy makers spend a great amount of time debating reforms to the justice system, but just as often forget one of the biggest problems looming on our horizon -- the juvenile justice system. We sometimes pour federal dollars into fighting adult crime while the thing we ought to be concerned about is juvenile crime.

(www.senate.gov/~wyden/leg/jjust.htm 1).

The growth rate of violent crime committed by juveniles now well exceeds that of adults. For example, "The Oregonian" has reported that "adult crime statistics have flattened out, but the number of violent juvenile crimes increased by 80 percent between 1988 and 1992" (1).

Oregon Senator Wyden is advocating the passage of new legislation that sends a straight-forward message: young people who commit a crime will face real consequences for each criminal act and those consequences will increase each time they commit an additional offense. Youthful offenders will be held accountable.

Senator Wyden believes that we need legislation that would both open resources for the states to use in dealing with juvenile offenders and would encourage states to adopt a new strategy against juvenile crime. This bill is intended to give states incentives to adopt a new philosophy of juvenile justice based on the idea of "graduated sanctions" that promote community safety, work and restitution, and accountability(1).

The characteristics of a system of "graduated sanctions" may include but are not limited to:

A system of increasingly severe sanctions, such that if the juvenile commits repeated offenses or breaks probation, he or she faces increased penalties. Such dispositions should ensure, at a minimum, that the juvenile delinquent compensates victims for losses and compensates the juvenile justice authorities for supervision costs (1).

Another characteristic of a system of "graduated sanctions" is a system for the state's courts to approve juveniles being sent to diversionary programs in lieu of court proceedings. Such programs might include Youth Academies -- residential facilities that provide basic education, rehabilitation, job skills training and apprenticeship programs for young offenders; Restitution Centers/Work Camps -- residential facilities for programs that provide intensive military - type training and discipline for juvenile offenders (1).

He also advocates an effective system for the prosecution of violent juveniles, 15 years of age or older, as adults. Requirements for parental participation in meeting the sentences imposed on a juvenile. There needs to be a method for evaluating the effectiveness of state juvenile systems in protecting the community, reducing recidivism, and ensuring compliance with dispositions (1).

The concept of graduated sanctions has been endorsed by the National District Attorney's Association, the National Association of Police Organizations, the International Brotherhood of Police Officers, and other police, judges, juvenile service directors, and prosecutors around the country (1).

Missouri Law Changes

During the 1995 legislative session, House Bill 174 was passed by the General Assembly and was later signed into law by Governor Mel Carnahan. This bill, commonly known as the "juvenile crime bill", creates many system changes. Children younger than 12 can now be committed to the division's custody; youths older than 18 can now be held in DYS custody until their twenty-first birthday; and youths certified to stand trial as adults can now be committed to both the Department of Corrections and the Division of Youth Services under a "dual jurisdiction" provision. Also, a young person of any age who has been charged with committing one of seven serious felony offenses can now be certified to stand trial under the adult criminal code. (Annual Report Fiscal Year 1995 Missouri Department of Social Services vii.)

Virginia Governor's Juvenile Justice legislative reform package

Virginia Governor George Allen, joined by Attorney General Jim Gilmore, Chairman of the Governor's Commission on Juvenile Justice Reform and Delegate Jerrauld Jones, Chairman of the General Assembly's Commission on Youth, announced a major bipartisan juvenile justice legislative reform package in Jan. 1996 (www.state.va.us/governor/juven.html 1).

"I am pleased to announce that we have reached a broad-based agreement on a package of workable juvenile justice reforms," said Governor Allen. "We all agreed that in addition to criminal justice reforms, we needed to address the underlying causes of the juvenile crime problem -- families to be strengthened and

educational and job opportunities for our youth are important."
(1).

The key elements of the juvenile justice reform package include: Juveniles 14 and older charged with very serious crimes such as murder and rape will be automatically tried as an adult in circuit court. Juveniles 14 and older who commit other serious violent crimes such as malicious wounding, robbery, and carjacking will be tried as adults in circuit court if the commonwealth's Attorney -- in his or her judgment based on the facts and circumstances of the case -- believes the juvenile should be tried as an adult and makes such a motion (1).

Circuit judges will have the new option to sentence a juvenile as an adult, but suspend the adult sentence pending the successful completion of a sentence in a juvenile program -- but, if he continues violent and unacceptable behavior while in that program or facility, the adult sentence could then be imposed. Juvenile judges will also have new sentencing options between incarceration and release on probation, including boot camps. Courtroom proceedings in juvenile court will be opened up to the public for felony crimes. This means the veil of secrecy will be lifted, and victims and family members of victims will no longer be excluded from juvenile proceedings. Criminal history records will be open to the public in cases of felony convictions (1).

Michigan Governor Engler's thoughts on juvenile crime

Michigan Governor John Engler spoke about juvenile crime on July 27, 1995 before the Prosecuting Attorney's Association of Michigan. "We must be prepared to protect the public from predatory punks who kill without remorse, take without regret and

lie without regard for anyone but themselves," said Engler. "Our system of juvenile justice is broken, and it's time we made responsibility, deterrence, accountability and punishment basic components of Michigan's juvenile justice system," explained Engler (www.migov.state.mi.us/prs/9507/juvenilepr.html 1).

Governor Engler also noted that this plan is only part of the response to the juvenile crime problem. He emphasized that job creation, welfare reform, charter schools and other efforts to improve Michigan's quality of life were also critical factors that help to prevent juvenile delinquency and teen violence.

In addition, Engler recognized the important link between single parent families and youth crime, explaining that of all the juveniles confined for violent offenses today, fewer than 30 percent grew up with both parents. "There is no better tool to stop juvenile crime than the two-parent family," Engler said (1).

"These young men who know the mean city streets only too well reach their teen years without knowing the difference between right and wrong, without understanding the importance of hard work, without accepting responsibility for their actions and without cherishing the value of human life," Engler added (1).

Governor Engler said that while serious, violent crimes committed by adults continue to fall, juvenile violence has exploded. Over the last decade, the murder rate for juveniles has soared by more than 150 percent, and the juvenile arrest rate for serious, violent crimes has jumped by more than one third (1).

In Michigan, the average teen murderer in the juvenile system is incarcerated for only three years. In Wayne County, nearly 90 percent of the most dangerous and violent young offenders are sentenced as juveniles -- not as adults (1).

Engler emphasized that holding violent young felons accountable for their crimes is the key to reducing teen violence. The Governor's plan includes: "Adult crime, adult time." Juveniles who are automatically waived into the adult system should face mandatory sentencing as an adult (1).

Engler recommends streamlining the juvenile waiver process to adult waiver process to adult court for dangerous and violent offenders. These reforms include lowering the age for automatic waivers from 15 to 14 and expanding the list of automatic waiveable offenses. With regard to capital offenses, the sentencing judge should have the option of letting the offender become eligible for parole after 25 years (1).

He also believes in expansion of sentencing options for judges. Implementation of this proposal includes opening a youth prison with a minimum of 400 beds to be operated by the Department of Corrections. Other options are boot camps, home detention with electronic surveillance and restoring the authority to detain status offenders such as truants, curfew violators and runaways (1-2).

Another recommendation is to make a series of reforms to create a seamless web between the juvenile and adult systems. A juvenile's bad record must follow him into adulthood. Like adults, teen felons should not be able to possess firearms (2).

Engler favors removing the procedural obstacles that often block effective investigation of juvenile crime. This means allowing police to question and fingerprint juvenile suspects at the police station, DNA profiling of teen rapists, extending fingerprinting, requirement for all "reportable offenses" and ending the automatic expungement of fingerprint records where

there has been no formal adjudication. In addition, probate judges ought to be required in juvenile court and the authority to hold juvenile line-ups ought to be written into law (2).

Making Michigan public schools safe havens. The core of this proposal is the creation of a violence-free school zone model certification program that includes the automatic reporting of all incidents of school violence and tough no trespassing rules (2).

Reforms to reinforce the responsibility of parents. Engler proposed the following sanctions: creating a civil infraction for the parents of curfew violators, establishing specific contempt proceedings against parents who do not accompany their children to court to require parents of juvenile offenders to participate in the program plan for their child (2).

"Government cannot and should not be a parent. Parents must take control of their children," said Engler. "It is often said that a parent is a child's first teacher. The lessons parents teach are critical -- tell the truth, obey the law, follow the rules, go to school" (2).

Governor Engler also called on county prosecutors and city attorneys to aggressively enforce truancy and curfew laws that are already on the books.

"Early intervention is the key to success," Engler said. "We can't create a family where none exists. We can, however, provide a wake-up call to a parent that serious trouble lies ahead. If they can't, or won't respond, we must. The consequences of irresponsibility will be significant as we stand four square by those who follow the rules and live by the law" (2).

Alaska Juvenile Crime Bill

"Juvenile crime is becoming a serious problem in many Alaska cities and the bills I signed today will give us some of the tools we need to combat it," Alaska Governor Tony Knowles said. I told the Legislature in January that Alaska has laws from the "Leave it to Beaver" for thugs from the "Terminator age." With these new laws, Alaskans can feel safer in their homes, on their streets, and in their schools.

(www.gov.state.ak.us/local/gov/press/pr051995b.html 1).

The bills signed by the governor include: Bills HB28, which requires schools to expel students who bring deadly weapons to school. That provision was proposed as part of the governor's crime package. The bill also makes it a crime for a person other than a student to possess deadly or defensive weapons on school grounds. The measure also complies with federal law, permitting the state to receive federal funding (1).

Bill HB9 increases from \$2,000 to \$10,000 the amount that can be recovered from a minor's parents or guardian for damage caused by the minor. The bill also requires the courts to apportion damages between parents who share custody of children (1).

Bill HB125, which allows state or municipal agencies to disclose juvenile crime records to school principals so that schools are aware of crime records of their students. The measure was sponsored by Rep. Joe Green, R-Anchorage, and is supported by both teacher and school administrator groups (1).

Koch Crime Commission Survey

A survey conducted in the late fall of 1995 by the Koch Crime Commission revealed 79 percent of Kansas citizens agree it is more important for the state's juvenile justice to emphasize treatment programs and rehabilitation than punishment (www.kanzafoundation.org/ctznsrvy.html 4).

The survey also showed that 70 percent of those surveyed think it is more important to emphasize rehabilitation for juvenile offenders than for adult offenders, that 68.7 percent agree more money should be spent on measures to prevent juvenile crime and less on confining juvenile offenders, and that a majority of Kansans, 73.9 percent, think the focus should be more on programs and treatment than on the confinement for juvenile offenders (4).

"Recently, our staff presented the Legislature's Special Committee on Judiciary with a summary of 16 months of research and analysis and suggestions for reform to the Kansas juvenile justice system. Our work was based upon a comprehensive review of other juvenile intervention, prevention, and rehabilitation programs across the country," said Steven J. Davies, P.h.D., Executive Director of the Koch Crime Commission (3).

Most (91.3 percent) of the respondents think that juveniles should be held responsible for their actions. Among those participants who believe juveniles should be held accountable, more than half (54.1 percent) suggest that the age of accountability should lie between 12 and 15 years of age. Only one in six of the survey participants (16.3 percent) would hold juveniles under the age of 12 accountable for their behavior (2).

Nearly eight out of ten of the survey respondents (79.5 percent) think that the juvenile crime rate has been rising over the last three years. Only 19 percent of the respondents indicate they have been directly threatened by violence from juveniles. Several (19.5 percent) of the respondents who state they have been threatened indicate they have felt threatened more than once within the last year (2).

Nearly half of survey participants (42.3 percent) indicate that a parent's ability to raise his/her children is the most significant cause of juvenile delinquency and juvenile crime. Several (16.2 percent) other respondents think that society's social and moral values are the most influential cause of juvenile crime and delinquency (2).

A substantial majority (73.9 percent) of survey participants either agree or strongly agree that Kansas should focus more on programs and treatments and less on long terms of confinement for juvenile offenders. More than two thirds of the respondents (68.7 percent) either agree or strongly agree that Kansas should spend more money on measures to prevent crime and less money on confining juvenile offenders. Nearly eight of ten respondents (79 percent) believe it is more important for the Kansas juvenile system to emphasize treatment programs and rehabilitation rather than punishment. Less than fourteen percent (13.7 percent) of the participants think juvenile offenders in Kansas should be confined, for as long as allowed by law, without any attempt at rehabilitation. Respondents think tax dollars are better spent on programs which prevent juvenile crime rather than programs designed to prevent adult crime (4).

This release is the first in a series to highlight the results of a telephone survey of 1000 Kansans, age 18 or older, who have been residents of the state for at least one year. The survey was conducted in August of 1995 (1).

Other thoughts on crime

An article "Crime Time Bomb" in the March 25, 1996 U.S. News & World Report addresses the problem of crime in the United States. Putting young offenders in adult prisons increases, not lessens, their propensity for committing crime. While in prison, the juvenile offender will learn from older, more hardened criminals. When he is released back into the community in his twenties -- undereducated, unsocialized, unemployable, and at the peak physical power -- he will be the very model of the very person we wished most to avoid (<http://www.usnews/usnews/issue/crime.htm> 5).

Juveniles sentenced to adult prisons revert to a life of crime more quickly after released -- and commit more crimes and more serious crimes -- than those in juvenile institutions (Gest 36).

Youths sentenced as juveniles are significantly less likely to be re-arrested than those sentenced as adults. (New York Times -- citing another study conducted at the Columbia University School of Public Health comparing teenagers in New Jersey who were treated as juveniles and teenagers in New York who were treated as adults.)

In Florida, which has sent thousands of teens to trial as adults in recent years, criminologists conclude in a new study that youths tried as adults commit even more crimes after release



than do those who remain in the juvenile system. Sending a youth for an adult trial may "stigmatize him as a lost cause and convince him he is no good," resulting in a return to crime, says Charles Frazier of the University of Florida. "We think we are hitting them hard but have the opposite effect" (Gest 36).

More aggressive law enforcement has helped cut violent crime in many big cities, but homicide by youths under 17 tripled between 1984 and 1994 and a coming surge in the teen population could boost the juvenile murder total 25 percent by 2005. Youth violence with guns has been increasing at roughly the same pace, and teen drug use is rising after years of decline (29).

The most pressing need is dealing with young criminals after prison. Juvenile detention centers are overcrowded and the odds that suspects will get competent attorneys are worsening, says a new American Bar Association report. Even if more youths are put behind bars, the projected violator totals are so high that we can't build enough prisons to keep all of them locked up," says crime consultant Donna Hamparian of Columbus, Ohio (36).

Theories on Why Juveniles Become Delinquent

No factor correlates with delinquency as closely as does lack of success in school. One can go back almost a half-century to the Gluecks' classic study of five hundred white delinquent boys brought before the juvenile court. Two-thirds were two or more years behind in grade level, and 85 percent had school behavioral problems. Nothing has changed. Today a boy with poor grades in high school is more than six times as likely to be in trouble with the law as is the youth earning above-average grades (Baker 61).

School performance is by far the most significant single predictor of delinquency and future criminality--more accurate than race or economic level or social class, more accurate than any of the sociological variables commonly considered to have an effect on the rate of delinquency (62).

Consider social class. It is generally conceded that lower-class youths tend to be considerably more delinquent than middle- or upper-class juveniles. But when one delves deeper into the characteristics of delinquents one discovers that what appears to be obvious is not really so clear-cut. The higher rate of delinquency among lower-class youths may merely reflect the fact that they are, on the average, far less successful in school (62).

In a midwestern town of fifty thousand the rate of delinquency among schoolboys from white-collar and blue-collar homes was compared. Among high-achieving students, those with a grade average of A or B, crime was virtually nonexistent for both white-collar boys and blue-collar boys. Average students in both categories had considerably higher juvenile court records--11 percent of the more affluent and 12 percent of the less affluent. At the D and F levels delinquency increased rapidly for both groups--20 percent of the white-collar boys and 27 percent of the blue-collar boys. Clearly, delinquency was a correlate of school achievement--not social class (62).

The same relationship exists between academic achievement and race. Blacks have a higher delinquency rate than whites, but there is virtually no difference between the illegal activity of blacks and whites who are making the same grades in school (62).

With findings such as these, it is easy to jump to the conclusion that delinquents just are not as bright as

nondelinquents, but not necessarily. Delinquency seems to be a product of underachievement rather than a lack of innate intelligence (62).

This correlation between delinquency and academic failure continues through adulthood. According to the Bureau of Justice Statistics, a recent survey of state prison inmates found 72 percent of the males had not finished high school, whereas in the general population of males aged 20 to 29 15 percent have not done so. Stated differently, the dropout was five times as likely to be in prison as was the high school graduate (62).

The Sociological Perspective of Juvenile Delinquency

Clifford Shaw and Henry McKay made one of the earliest attempts to explain juvenile delinquency from the sociological perspective. They looked at environmental influences that affects the way people behave.

Shaw and McKay looked at a map of the city for Chicago and noted which areas of town had high rates of delinquency and which had low rates. After an examination of the juvenile court records of nearly 25,000 juveniles, Shaw and McKay concluded that there were differences in social values between the high and low delinquency areas. They noticed that distinct ecological areas had developed in the city that could be grouped into concentric zones. They concluded that in the high-crime areas delinquency had become, "more or less traditional aspects of social life," and that those traditions are transmitted through personal or group contacts" (Albanese 26).

Shaw and McKay found the high delinquency areas to possess conflicting moral values, social disorganization, and decaying

transitional neighborhoods, whereas the low delinquency areas were characterized by universal conventional values and child-rearing practices (26).

According to Shaw and McKay, the factors that distinguish high and low delinquency areas are the "standards and values" of the people in those areas. In this environment, teenage gangs develop as a means of survival, friendship, and financial gain. When these groups recruit new members, the values and traditions are passed to the next generation. This process is called cultural transmission. Shaw and McKay felt this was the reason why the high delinquency areas remained the same over the years (26).

Two drawbacks to Shaw and McKay's notion of cultural transmission are: (1) they rely on police and court records to measure delinquency, and (2) they do not attempt to account for relatively high rates of delinquency in some suburban areas. As self reports have shown, delinquency is far more common than official statistics indicate, and it is not confined to the socially or culturally deprived (27).

In 1938, a second important contribution to the understanding of delinquency was made by Robert Merton. Merton based his explanation of the concept of anomie. The notion of anomie was conceived by Emile Durkheim in the late 1800's. Durkheim, however, did not use anomie to explain delinquency in any systematic way. Rather, he used it to explain "pathological" forms of the division of labor in a society that has broken down. What Merton did was to separate out the components of anomie implied by Durkheim (27).

Merton identified three elements of modern society that sometimes interact to cause anomie: cultural goals, norms, and institutionalized means. Culture goals are the goals of society that are internalized by its members and become their goals also. Being able to earn a living wage and having a family are examples of cultural goals. Norms are the legitimate means by which people can pursue these culture goals. That is, a good education and a steady job are legitimate ways to achieve a living wage. Finally, the institutionalized means are the actual distribution of opportunities achieve culture goals in a manner compatible with the means. Unequal employment opportunities, or the inability to afford a college education would be examples of the inequality in the institutionalized means to achieve culture goals (27-28).

According to Merton, deviance does not depend on any one of these three elements but, rather, on the relationship among them. Changes in the goals (upward) or a reduction in the legitimate means to obtain them, or a change in the distribution of opportunities, may all upset the balance among them. According to Merton the strain (or frustration) produced by an imbalance will weaken an institutionalized means, resulting in a state of anomie (28).

Merton went on to develop a scheme of logically possible ways by which a person might adapt to this strain caused by the social structure. That is a person may either accept or reject the institutionalized means. Either choice was seen as ultimately affecting a person's behavior. In Merton's view, a conformist is one who accepts both the culture goals and the institutionalized means. A innovator would be one who accepts the culture goals but rejects the institutionalized means. A ritualist rejects the

culture goals but accepts the institutionalized means, and rebellion occurs when someone rejects both the goals and means, but substitutes new ones in their place (28).

The most important contribution of Merton's theory of anomie is that he does not confine deviance to one particular social class or to a personality conflict. On the other hand, its most significant limitation is that the theory provides no clue as to what causes a person to choose one adaptation over another in response to social strain (28).

In 1939, Edwin Sutherland formulated perhaps the most influential theory of delinquency yet devised. Sutherland felt that delinquent behavior is learned, much the same way a person learns anything else. This process is called differential association and refers to the process by which a person becomes criminal or delinquent when definitions favorable to law violation exceed definitions unfavorable to law violation. According to Sutherland, these definitions are learned from intimate personal groups such as family, friends, or peers. Although everybody is exposed to pro-criminal definitions, the proportion one receives of one or the other is central to differential association (29).

Therefore, Sutherland does not speak of associations with criminals or non-criminals but, rather, with definitions favorable to crime. Although a juvenile may not associate with many delinquents, his associations may still expose him to pro-criminal definitions (29).

Sutherland's theory is a general theory in as much as it attempts to present a framework for understanding delinquency. Although a number of different factors such as poverty, criminal associates, family situation, or drug use may sometimes be

associated with crime, they do not provide a clue as to how or why they are related. What differential association attempts to do is provide the link between the various correlates of criminality. This is perhaps the greatest strength of differential association theory. Using the concept of learning, it shows the similarity of criminal behavior to other types of behavior (29).

Several researchers have investigated the link between juvenile associations and delinquency in order to determine how well differential association explains juvenile crime. Unfortunately, the results are mixed, finding it to be a better explanation of the spread of delinquency rather than its ultimate cause (i.e., where does the first person obtain definitions favorable to crime?). Also, it has been found to be difficult to adequately measure an "excess of favorable definition toward crime." This lack of clarity in explanatory terms has also contributed to the uneven support found by empirical investigations of the explanatory power of differential association [Reiss and Rhodes, 1961; Hirschi, 1969] (29).

After Sutherland, the next major sociological theory of delinquency was developed by Albert Cohen in 1955. In his book, *Delinquent Boys*, Cohen attempted to explain senseless, purely negative acts that have no apparent purpose. Pointless acts are probably not learned (such as wanton vandalism), so a mechanism other than differential association must explain these apparently irrational acts (29).

Cohen felt that a person's self-image depends upon how you are judged by others. If people around you have a low opinion of you, you are likely to have a low opinion of yourself. In addition, the majority of people who judge you are from the middle

class (e.g., teachers, employers, the media), who set middle-class standards or "measuring rods" for juveniles to live up to. Therefore, young people of different social classes, races, and ethnicity are competing with one another for status and approval (29-30).

The problem with this situation is that all juveniles are not equally equipped to be successful in attaining the same middle-class goals. As a result, lower-class juveniles are more likely to experience failure and frustration in attaining these goals than are middle- and upper-class juveniles. Cohen called this situation "status-frustration" (30).

Cohen claims that juveniles resolve this status-frustration by reaction-formation through which middle-class values and norms are replaced by their own subcultural values. Therefore, lower-class juveniles gain status through behavior they can achieve by turning existing values upside down and engaging in negative behavior for their own, short-run gratification. Thus, the delinquent subculture provides a group solution for all those suffering from status-frustration (30).

In 1958 an anthropologist, Walter Miller, took a somewhat different approach in explaining delinquency. He studied delinquent gangs in a major eastern city and found that slum areas have distinct cultural values that remain stable over time. Miller felt these areas are on the fringe of the economic system and that these people have little chance for success in the social and economic mainstream. As a result they have their own goals and culture (30).

Miller saw delinquency as a product consistent with the values and attitudes of lower-class culture, unlike Shaw and McKay who felt that delinquent traditions arose from unsupervised play

groups. According to Miller, lower class boys are often brought up in female-dominated households, so the street corner gang provides the first real opportunity to learn essential aspects of the male role in the context of peers facing similar problems of sex-role identification (31).

Furthermore, Miller saw the peer group as "the most stable and solidarity primary group he [the juvenile] has ever belonged to" (30). By reinforcing lower-class cultural values and norms (which are different from conventional society and include, for example, toughness, excitement, freedom from authority, cleverness, and belonging to groups), Miller sees the influence of the peer group as the mechanism by which adolescents become delinquent (31).

The most important contribution of Miller's theory is its suggestion that delinquency does not necessarily arise from conflict with conventional society, but it may simply be an accepted behavior in a stable lower-class culture. However, some empirical investigations have shown that many lower-class delinquents actually share many of the values of non-delinquents [Siegel, Rathus, and Ruppert, 1973] (31).

In 1960, Richard Cloward and Lloyd Ohlin published a book titled Delinquency and Opportunity. As students of Robert Merton, they agreed with his claim that delinquency results from lack of access to legitimate means for achieving social goals. However, Cloward and Ohlin felt that even illegitimate means are unevenly distributed in society. As a result, some lower-class neighborhoods provide greater opportunity for illegal gain than do others. Cloward and Ohlin also claimed that there is greater opportunity to get ahead through illegitimate means in middle-or

upper-class areas. In low income areas however, legitimate means are harder to come by and juveniles often seek illegitimate avenues of success (31).

The approach of Cloward and Ohlin is different from that of Cohen because Cohen maintains that the lower-class youths can not meet and, therefore, reject middle-class values and substitute their own. According to Cloward and Ohlin, however, youths do not substitute new values, but they merely use illegitimate means to obtain accepted societal goals. Furthermore, Cloward and Ohlin believe that not all delinquents can achieve success through illegitimate means, just as not all delinquents can obtain these goals by legitimate means (31-32).

Cloward and Ohlin describe three types of criminal subcultures that develop when youths withdraw legitimacy from middle-class standards. Youths may become part of the adult "criminal" subculture, they may participate in the "conflict" subculture by forming fighting gangs that emphasize violence and status by coercion, or they may become part of the "retreatist" subculture when either no opportunities exist in the criminal subculture or status cannot be obtained in the conflict group (32).

Therefore Cloward and Ohlin maintain that not only legitimate opportunities for success are blocked for lower-class juveniles, but illegitimate opportunities can also be blocked, resulting in one of those types of delinquent subcultures (32).

Sociologist Howard Becker popularized labelling theory in his 1963 book, The Outsiders. Originally put forth in 1951 by Edwin Lemert, labelling theory holds that "when society acts negatively to a particular individual (through adjudication), by means of the

'label' (delinquent) -- we actually encourage future delinquency" (32). So for Lemert and Becker, the labelling process depends less on the behavior of the delinquent than it does on the way others view their acts. It is society's labelling of the individual (through adjudication as a delinquent) that promotes deviant behavior, rather than any action or thought process by the juvenile (32).

The labelling perspective is enhanced by two facts: (1) total delinquency does not exist, and (2) definitions of deviance change over time and from place to place. According to Becker, delinquents and non-delinquents are really quite similar, and the juvenile who is not caught and adjudicated will probably not continue in his deviant behavior. However, juveniles adjudicated as delinquents, either through a negative public identity or through a changed self-image, are actually encouraged to commit future acts of delinquency. So the more frequent and prolonged the contacts are with the juvenile justice system, the more likely it is that an offender will ultimately accept the delinquent label as a personal identity and perhaps enter into a life of crime (32-33).

Labelling theory has had a significant impact in its recognition that the effect of the adjudication process may make behavior worse, rather than prevent it in the future. Comparisons of self-reports and official statistics have shown that the more frequent and serious offenders are often those who have been caught before. On the other hand empirical evidence is mixed regarding the effect of adjudication on a juvenile's self-image. [Davis, 1972] (33).

David Matza published a book in 1964 titled, Delinquency and Drift, where he states that there exists a lower-class delinquency subculture. He claimed that delinquents hold attitudes similar to those of law-abiding citizens (33).

Matza established three propositions to support his assumptions. First, most delinquents realize that what they do is wrong and feel guilty about it. They learn "techniques of neutralization" to rationalize it, claiming the behavior was necessary in self-defense or that the victim deserved it. Second, a full-fledged delinquent subculture that causes juveniles to commit crime is unrealistic. Juveniles are not committed to full-time conflict with society. Matza believes that delinquency is episodic and that juveniles "drift" away from the rules of society (through neutralization techniques), but that they also drift back. Finally, delinquency is easily given up. As statistics indicate, most juveniles commit crimes, but they generally do not become adult criminals. Proponents of a delinquent subculture have difficulty explaining this (33).

Matza argues that delinquency occurs because adolescents are in a state of suspension between childhood and adulthood. They spend a lot of time with their peers and are anxious for their acceptance. He describes peer-group pressure to commit crime as a "comedy of errors," where each group member believes everyone else is committed to delinquency, so he supports it. But, in fact, the rest of the group is not committed to delinquency either. They are all victims of "shared misunderstandings" (33).

Travis Hirschi in his 1969 book Causes of Delinquency linked delinquent behavior to the bond an individual has to society.

When the bond is weak, or weakened or broken, you are more likely to break the law (34).

Hirschi assumes that everyone is a potential delinquent, and that social controls are needed to maintain order. According to Hirschi, a person's social bond to society has three elements: attachment to others, commitment to conventional activities, and belief in widely shared moral values (34).

We have reached a point at which certain conclusions have become sufficiently clear, as follows: (MacIver 36-37).

First, in the high-delinquency areas there are present, to a greater extent than in other areas, environmental conditions and responsive modes and habits of living that in conjunction evoke in youth a sense of frustration, a balking of energies and ambitions, with consequent tendencies to resort to legally forbidden activities by way of substitution or compensation.

Second, while a majority of the young in these areas are sufficiently resistant or adaptable to carry on or to find a way to surmount these obstacles, others are more sensitive, more prone to rebelliousness, or more seriously maladjusted to the conditions imposed on them, conditions that even in high-delinquency areas vary considerably in their character and the severity of their impact. It is among the latter group that the habit of delinquency is most frequently developed.

Third, the focus of the clash between youthful wants and aspirations and the resistant conditions is normally the family circle, though influences from the larger environment may stimulate or accentuate it.

Fourth, in lower delinquency areas strains and tensions, again usually focusing in family relations, are for some youth

powerful enough to evoke a similar rebelliousness, with a consequent tendency to delinquent behavior.

Fifth, the over-all increase in juvenile delinquency must be attributed to pervasive influences rising from broad changes in the condition of our inclusive civilization. The deep disturbances created by war and the aftermaths of wars have brought about changes in attitudes, weakening the sense of security and making inroads into our value systems. Directly or indirectly through the effect on parents and elders and through the media of communication, acculturation of the young has been affected. The manner and degree in which this educational change has taken place for different groups and in different countries is a difficult subject for exploration, but we may assume that it has weakened the acceptance of authority, induced more of a skeptical attitude, and made the susceptible more familiar with violence and more inclined to resort to it under stress.

Child abuse television and movies, pop youth culture (the Ice T album that features the controversial "Cop Killer" song also includes the tune "Momma's Gotta Die Tonight") and the prevalence of handguns have made violence staples in the diet of many young Americans (Murphy 61).

"I have a real grim outlook on this," said Charles Patrick Ewing, a clinical and forensic psychologist in New York who has studied the subject extensively. "I don't see it getting any better. Kids learn to kill. They learn to be violent. And they learn, he said, from their adult abusers" (Murphy 61).

Several recent studies of adolescent killers point to family influences among the possible causes of the violence. By and large, the studies dismiss the widespread popular belief the

juvenile murders are usually psychotic or kill because of bizarre mental health problems, concluding instead that many young murderers have been victims themselves (Murphy 62).

A psychiatric study published in 1988 of 14 juveniles condemned to death found that 12 had been "brutally, physically abused in their homes and five had been sodomized by older male relatives. The physical abuse ranged from being hit on the head with a hammer to being placed on a hot stove top (62).

The study, based on psychiatric tests and interviews with the youths, also showed that all but one of the condemned killers had grown up in a household rife with violence; one father beat his pregnant wife, and a stepfather "preferred hunting men to animals." The parents also had histories of alcoholism, drug abuse and psychiatric treatment. The study was prepared for the American Academy of Child and Adolescent Psychiatry (62).

A separate study of 72 youths charged with murder in Michigan found that only five were psychotic when they committed the crime, but more than one-third had alcohol and drug abuse problems, and most of them had parents who were divorced (62).

Elissa P. Benedek, the center's director of research, said the 1987 study revealed that youngsters who kill are not all alike. For some, murder was the culmination of years of criminal acts, while for others, killing came as an uncontrolled impulse during a heated family argument (62).

"Fifteen or 20 years ago, juveniles fought with their fists, or sometimes with a stick," said prosecutor Robert F. Horan Jr. "But the notion of tracking someone down and going after them with a gun, that was a very seldom thing. Nowadays, it is perceived as macho in a lot of circles to be armed" (63).

A survey of high school students nationwide by the Centers for Disease Control found that one in 25 students had carried a gun in 1990, while a study published in The Journal of the American Medical Association in June 1992 found that 34 percent of urban high school students perceived handguns to be easily accessible (64).

There is a broad consensus in the scientific community that exposure to television and movie violence increases the physical aggressiveness of children, but there has been less agreement about whether that aggressiveness translates into increased violence, let alone a greater likelihood to commit murder (64).

Ewing, who has written two books on adolescent killers, said television violence alone will not turn a child into a murderer. While the vast majority of children watch television regularly, he said, only a fraction commit homicide. Family influences--perhaps reinforced by a steady dose of violence on television--are the real culprit, he said (64).

The most important source of violence by and among children is family breakdown. More than 60 percent of all children born today will spend at least some time in a single-parent household before reaching age eighteen. That kind of collapse of family structure is historically unprecedented in the United States and possibly in the world. For many black teenagers, according to a report by one child-welfare organization, marriage is "now an almost forgotten institution" (Zinsmeister 68).

The Bureau of Justice Statistics reported not long ago that 70 percent of juveniles in state reform institutions grew up in single-parent or no-parent families. One recent study of seventy-two adolescent murderers found that three quarters came from

single-parent homes. Most street-gang members, it has been shown, come from broken homes (69).

Much of the research on juveniles who kill, also indicates that many have parents who are alcoholic or mentally ill. The single most consistent finding regarding juvenile homicide, however, is that kids who kill, especially those who kill family members, generally have witnessed or have been directly victimized by domestic violence. The most common form of domestic violence witnessed by juveniles who kill is spouse abuse (one parent assaulting the other), but being directly victimized by child abuse is even more common (Ewing 79).

Homicide, like most behavior, is learned. It is a function of both person and circumstance. We are all capable of killing under some circumstances. Killings occur only when certain people with certain learning experiences find themselves in certain situations (79).

Juvenile homicide is no exception. Juvenile killers are not born but made. Although there are as many specific recipes for creating juvenile killers as there are juvenile killings, there is also a general recipe for turning kids into killers. Not every case has every ingredient. In fact, we do not know all the ingredients or their precise proportions, but we do know the major ones. Whatever else may go into the making of a kid who kills, virtually all juvenile killers have been significantly influenced in their homicidal behavior by one or more of just a handful of known factors: child abuse, poverty, substance abuse, and access to guns (80).

Freud's Theories to explain Delinquency

Psychologist Sigmund Freud stated that there are three components to the personality: id, ego, and superego. The id is said to be the primitive instinctive drives that everyone is born with, such as aggression and sexual drives. The superego is the conscience, reflecting values developed through interaction with parents and significant others. The ego is said to mediate between the desires of the id and the values of the superego (Albanese 22-23).

Explanations of delinquency that are based on these three components of the personality focus on their interaction in affecting human conduct. Most of these theories explain delinquency in terms of faulty ego or superego structures which do not control the id, resulting in personality imbalances that affect behavior (23).

Some psychological theories explain delinquency in terms of a weak or defective ego. That is to say, a person may be unable to manage the demands of the conscience while facing real life problems. This can result in guilt or in failure to resist temptation. An individual also may not be able to defer gratification or to stick to a single course of action. Defects in the superego are much more commonly associated with deviant behavior (23).

In 1947, Richard Jenkins attempted to explain delinquency using Freud's notion of the structure of personality. Jenkins claimed that defects in the superego cause deviant behavior, and he identified three ways this might occur (23).

Overinhibited individuals are those with an excessive development of the superego which can result in neurotic behavior and anxiety attacks (24).

Unsocialized aggressives are according to Jenkins, individuals with inadequate development of the superego. This type of person would exhibit insufficient control of his or her impulses and may be aggressive showing little conscience (23).

Socialized delinquents are individuals displaying normal superego inhibitions toward an accepted group or gang, but would not show superego controls toward an out-group. Individuals demonstrating violent or aggressive behavior toward certain people, but not others, would be an example of this phenomenon (23).

In addition to Sheldon's explanation of delinquency, there exist other explanations also based on the work of Freud. The psychopathic personality is said to be the failure of the superego to develop at all, leaving the juvenile devoid of a moral responsibility. Most psychologists and psychiatrists who are proponents of these theories agree that failure of the ego and superego to develop at all normally is the result of inadequate role models for children during early childhood. The ego and superego are said to develop during the years from birth to age six or seven, and it is believed by some psychologists that any damage is very difficult, if not impossible, to correct when appropriate parental relationships are not established during this period [McCord and McCord, 1956] (23-24).

Defense Mechanisms and Juvenile Delinquency

A second type of psychological theory of delinquency is based on defense mechanisms. Rather than a deviant impulse (id) breaking through the controls (ego or superego), theories based on defense mechanisms look at another type of internal process. Defense mechanisms take effect when an impulse (deviant or not) runs counter to the conscience, producing anxiety or guilt. By altering one's behavior it becomes possible to neutralize the anxiety or guilt (24).

There are three different types of defense mechanisms: displacement, unconsciously intended side effects, and reaction-formation. Displacement (or substitution) neutralizes anxiety that would normally result by substituting another target that, unconsciously, means the same thing to the person and the intended target. An example might be the unhappy employee who goes home each night and hits his spouse (who unconsciously substitutes for the employer) (24).

Unconsciously intended side effects occur when a person cannot admit a motive to himself, so an act is committed in a way that makes it look as if he had another motive to himself, so an act is the motive. A juvenile might commit an overt delinquent act, for example, in order to invite punishment. Such an act may relieve guilt about an undetected act or desire. Finally, reaction-formation involves the denial of unacceptable parts of one's personality through behavior that appears to indicate the opposite. An example might be the display of "macho" type behavior as a reaction-formation against homosexual tendencies [Cohen, 1966] (24).

Sociological explanations of delinquency are more common than any other type. They arose largely from the inability of biological and psychological explanations to account for many types of delinquency. This is to say, many cases of delinquency appear to be normal reactions of people placed in bad situations (25-26).

Unlike biological or psychological explanations, which look at some problem within the individual (whether physiological abnormalities or personality conflicts), the sociologist looks at environmental influences that affect the way people behave (26).

Case Studies

Lakeside Center

Lakeside Center is a St. Louis County residential treatment facility for delinquent emotionally disturbed, neglected and abused children residing in St. Louis County. Lakeside Center provides treatment in a therapeutic setting to troubled youngsters who cannot be treated effectively in their own environment. Lakeside Center is a division of the St. Louis County Government Department of Human Services. Lakeside's annual budget is \$2,852,950 explained Treatment Services Manager Bill Wolff.

The facility is located on a twenty-five acre campus adjacent to Creve Coeur Park. Lakeside Center has four cottages that each have sixteen residents for a capacity of 64. There are 48 boys and 16 girls in the facility. Of the 48 slots available for boys eight slots are allocated for short term or shelter care placement. All sixteen girls are long term placements. Lakeside Center operates a satellite facility six miles east, called Warson

House, that has 12 slots available for female short term or shelter care.

Lakeside Center has one boys cottage that contains only double rooms. The girls cottage contains only single rooms with each pair of girls sharing a bathroom. The other two male cottages are set up into two wings for eight kids four single rooms and two double rooms in each wing.

Criteria for Admission

All kids come through the juvenile court system. Lakeside Center is a step between putting an individual on juvenile probation and committing a juvenile to a Division of Youth Services (DYS) state correctional facility.

Lakeside Center accepts adolescent boys and girls between the ages of 13 yrs. and 17 yrs. who are experiencing serious problems in social and/or emotional adjustment such that removal from home and normal community life is deemed necessary. Lakeside will consider youth with delinquent backgrounds, youth who have suffered from abuse or neglect, and youth who are experiencing serious family and/or school problems. The youth's problems must not be so severe that he/she cannot respond to treatment in an open setting continued Wolff.

A youth who has exhibited chronic and/or serious aggressive/assaultive behavior will be carefully studied relative to the agency's capacity to contain and treat the individual. The youth must be in reasonably good health and physically able to engage in normal program activities.

Individuals admitted for contractual short term must show potential for significant problem resolution within a short time

period, as the maximum length of stay in this program is 120 days. It is also critical that both child and his/her parents be willing to actively involve themselves in treatment, explained Wolff.

Shelter Care is intended to serve primarily those children who are status offenders and/or those with relatively minor offense histories who are in need of a safe, secure environment, but who do not need secure detention.

With the exception of the Contractual Short Term Program which has a zero base rejection policy, interpretation of the above criteria as applied to particular referrals and the decision to admit or not admit is the responsibility of the Admissions Department, stated Wolff.

Treatment Services Manager Bill Wolff's Thoughts

Lakeside Center is an open center with no lockdown facilities. There is no quiet room in which to lock a person who is out of control. "The method of control is not done by fear. There is no physical discipline used," stated Bob Wolff, Treatment Services Manager. "The structured program works," explained Wolff.

"We feel the first rule is to provide a safe and secure facility. That kid knows when he goes to sleep he won't get jumped on. We provide stability in relationships for kids. Knowing what is going to happen next in your life offers security," stated Wolff.

"The reason our program works is because we have well paid highly trained staff. Our staff stays a long time. The key revolves around the relationship between kid and staff person or persons. No one person is the treatment program. Every person is

a contributor. We need each person to contribute," explained Wolff.

Lakeside Center's mission is to provide a well-structured residential treatment program for delinquent, socially and emotionally disturbed St. Louis County children between the ages of 13 yrs. and 17 yrs. The goal of Lakeside Center programs is to help these children gain control of their interpersonal lives in order to handle family, school and community pressures in a socially acceptable manner.

Every Lakeside resident is placed in an education program. They also take part in recreation and leisure services. Each resident participates in group and individual counseling, explained Wolff.

Each cottage provides supportive residential treatment with a combined behavioral and psychodynamic approach. Under the direction of a professional Cottage Manager with a Master's Degree in Social Work or Psychology, a well-structured behavioral program is enriched through the availability of individual counseling and group work. Residents are helped to identify feelings and to clarify their effect on his/her behavior, stated Wolff.

Lakeside Center Cottage Staff

The cottage staff are a treatment team which cooperatively analyzes behavioral patterns. They gradually guide and reinforce a resident's increasing ability to control impulses and to accept responsibility for his/her behavior. Focus is on helping residents build interpersonal and decision-making skills. Parents are strongly encouraged to participate in their child's treatment, noted Wolff.

Each youth admitted to Lakeside Center is assigned by the Cottage Manager to one of five Adolescent Care Specialist II's in the cottage in a role known as the "Special". The "Special" provides a personalized one-to-one relationship which assures that each youth receives ongoing individual attention to his/her needs throughout the course of/his her placement explained Wolff.

Whenever possible the "Special" is matched with the youth with respect to interests, personality and temperament. The "Special" maintains ongoing communications with a youth's parents concerning his/her personal needs, home visit planning, and behavior while on pass. All Adolescent Care Specialist II's are graduates of a four year college or university with a Bachelor's Degree in the behavioral sciences or related fields.

Each resident is involved in individual and group sessions dealing with a wide variety of issues to assist in the process of skill building. Residents are taught to care for themselves and their environment and to respect the rights and property of others. Groups are run by Adolescent Care Specialists who have been trained in the dynamics of group work. Individual counseling is provided for each resident by his/her assigned "Special", stated Wolff.

Cottage staff help residents integrate and internalize behavioral change by providing positive role models and daily feedback. If more in-depth treatment is needed, the child may be referred to the Specialized Treatment Services Unit for therapy provided by an experienced psychotherapist.

The Cottage Manager has responsibilities which combine the roles of supervisor, treatment manager, and therapist. He/she develops and monitors the implementation of each resident's

treatment plan. As a youth progresses in the program, the Cottage Manager coordinates all service providers involved in a resident's treatment. Regularly scheduled staffings ensure adherence to or revision of specific treatment goals. The Cottage Manager monitors the operations, mood, and activities of the cottage and its staff, provides in-service training as needed, and meets regularly with Adolescent Care Specialist staff to monitor implementation of treatment plans, continued Wolff.

The Specialized Treatment Services Unit at Lakeside provides individual therapy, crisis counseling, substance abuse assessment, and specialized group treatment for such problems as drug abuse and anger management. Services are assessed by referral from a child's Cottage Manager. Staff in this unit are specifically licensed to provide clinical treatment services.

Lakeside strongly values and encourages parental involvement in the treatment program. Parents/families are engaged in a variety of ways to address their needs and promote a youth's successful return home. The Cottage Manager and designated "Special" maintain ongoing contact with a youth's parents throughout the course of placement concerning his/her progress in treatment and to process home visitation explained Wolff.

Parents may be referred to the Specialized Services Department for family therapy by a trained family therapist. There are periodic parent group meetings designed to address such key parental concerns as drug/alcohol abuse, discipline, communication skills, self esteem and conflict resolution. Parents are asked to work with Lakeside school personnel in developing a realistic educational plan for their children.

Finally, parents are encouraged to attend social functions over the course of the year designed to enhance normal parent/child relationships.

Lakeside employs the services of a child psychiatrist on a part-time basis for treatment consultation on selected cases, monitoring of residents receiving psychotropic medications, and for periodic in-service training. Psychological evaluations are secured via referral to a licensed clinical psychologist retained part-time by Lakeside as a consultant, or, to the Clinical Services Unit of the Family Court of St. Louis County stated Wolff.

Lakeside Center employs a staff of 72. The staffing breakdown is 40 cottage workers, a 12 member teaching staff, three maintenance people, two recreation workers, four administrators, three therapists, four office personnel, and four cooks noted Wolff.

Education Services

The educational program at Lakeside is staffed by teachers of the St. Louis County Special School District. The program is designed to meet the individual needs of students in both the academic and behavioral areas of development. Education is considered a vital part of the overall treatment program. "I don't know of one kid that did not have some school issue when they came here," stated Wolff.

Teachers are certified in Special Education as well as the content areas of instruction such as English, Math, Social

Studies, Science, Physical Education, and Home Economics. This certification enables students to earn course credits transferable to other districts continued Wolff.

Individual Educational Plans are developed for all students diagnosed as Behavior Disordered, Learning Disabled, or Speech/Language Impaired. Routine re-evaluations are completed by a Special District evaluation team in collaboration with classroom teachers. Remedial Reading and Math services are provided by a Chapter I grant to Special School District. Students who are suspected of having a handicapping condition can be referred to Special District for a complete evaluation. Staff development activities are provided to all teachers through the Instructional Resource Center as well as appropriate resources in the community. Teacher involvement in activities enhancing student instruction is a key ingredient to successful programming and teacher competency explained Wolff.

The educational curriculum at Lakeside Center provides for a variety of student needs and interests. The Basic Skill Curriculum, developed and field tested by Special School District staff and consultants over a four year period is utilized as a base to move students toward goals in academic areas as well as towards social growth. In addition to the emphasis on skill development in English, Math, and Social Studies, students receive instruction and direction in the area of career development.

Additional opportunities are afforded to students in the areas of: Physical Education and Health; Home Economics; Music; Social Skills; Science; Literature; Computer Literacy; Current Events; Journalism; Driver's Education; and G.E.D. studies. Educational field trips are planned to enhance skills learned in

the classroom and to promote social skill development in a community setting continued Wolff.

Individual tracking of behavioral growth, daily performance feedback to cottages, academic programming, individual and group reinforcement systems, student-teacher relationships, and creation of an organized, attractive physical environment contribute to development of self-discipline. Students may be recommended for out-of-agency schooling in the Parkway School District or vocational programs within the Special School District based on student performance at Lakeside Center stated Wolff.

Other Services Lakeside Center

Recreation is a vital component of Lakeside's overall treatment program. Under the direction of full-time recreation staff, Lakeside Center provides an agency-wide recreation program designed to support and enhance the individual treatment goals of each resident.

The program provides appropriate physical and mental outlets needed by children in the adolescent stage of development and helps residents develop the necessary mental, physical and social skills to appropriately utilize their leisure time said Wolff.

Youth are engaged both individually and in groups. The range of activities includes competitive and non-competitive athletics, arts and crafts, games, physical fitness, educational and cultural events, and trips. There are opportunities for off-grounds activities such as baseball/basketball/hockey games, theater events, museum visits, skating, bowling, and horseback riding. In addition, Lakeside Center supports and develops interest groups such as the Leo Club (a young persons' service club supported by

the Lion's Club) and choral/music instruction. An outdoor adventure education program called PEAK works to develop trust, confidence, self-esteem, perseverance, and teamwork in those selected to participate continued Wolff.

Health care needs of residents are provided by a nurse practitioner and a pediatrician on a regular part time basis. The pediatrician also provides on-call medical guidance. Wherever possible or desirable, parents are requested to use their own doctors, insurance or health plans for their child. Parents are also asked to transport their children for routine medical or dental care when they have the resources. Parents sign a medical release form at admissions time, which permits Lakeside Center to attend to emergency needs. All children placed at Lakeside Center are eligible for Medicaid. Application is made upon admission.

Area DYS Juvenile Rehabilitation Facilities

There are eight juvenile rehabilitation facilities under the jurisdiction of the division of youth services (DYS) in the St. Louis City and County. Two facilities, Babler Lodge and Lewis and Clark are short term facilities where juveniles are sent for lesser offenses and stay up to 90 days. There are five moderate security facilities in the Bellefontaine area. Four of the facilities are for boys and one facility for girls. The facilities for boys are Ft Bellefontaine, Spanish Lake, Bissell Hall, and Missouri Hills. Twin Rivers is a 24 bed facility that houses female juvenile offenders. The Hogan Street facility is a lockdown facility located in St. Louis City and houses severe juvenile offenders.

The Bellefontaine Facilities

The Bellefontaine facilities are moderate security facilities that are made up of five facilities. The facilities occupy about 300 acres along the Missouri River. These facilities currently house 108 juvenile offenders, 84 male offenders and 24 female offenders. The July 1, 1995 to June 30, 1996 operating budget for the Bellefontaine facilities was \$4,898,490.

The Bellefontaine facilities that house males are Spanish Lake, Bissell Hall, Fort Bellefontaine, and Lewis and Clark. Lewis and Clark is a short term facility that houses 11 males. Twin Rivers is a 24 bed female facility, stated Facility Manager Don Pokorny.

The Bellefontaine facilities spent \$2,726,458 for staff salaries for July 1, 1995 to June 30, 1996. Expense and equipment expenses for the period were \$679,532. Per diem cost was \$90.38, and cost per bed was \$32,988 for the year.

Individuals who are thirteen to seventeen years old, are sent to the Bellefontaine facilities from court referrals from juvenile court. Referrals for boys come from the St. Louis Region. Referrals for girls come from all over the state because there are not as many female facilities. "Most residents stay in the facility six to nine months," stated Missouri Hills group leader Roxanne.

"We have a contract with the neighborhood where we cannot take kids that have been convicted of crimes against other individuals such as murders, rapes, assaults," stated Pokorny. Some of the kids have committed these crimes, but they were convicted of lesser crimes. "Every month and a half we meet with

the neighborhood to go over concerns the neighborhood might have with the facility. The neighborhood has a 15 person board. Eight members are appointed by political figures and seven members by the DYS board. The board also has input from one county councilman, one state senator, and two house of representatives," explained Pokorny.

The Level System

The facilities operate under a level system that ranges from Level 1 to Level 5. Individuals move up or down levels depending on what is going on with the individual at the time. Each individual enters the facility on Level 1. Level 1 is an entry level where individuals are explained the facility rules. Level 2-residents know the surroundings and the facility rules and regulations.

Level 3-individuals start developing self awareness. They start understanding the issues that they are dealing with and explore the "innerfeelings" and what triggers these issues. Some individuals might be dealing with feeling of abandonment, drug and alcohol abuse, sexual abuse, or various other issues.

Level 4-individuals look into transitional placement. They look at role models. Residents look into where they will be going. Individuals internalize the program and try to understand how the program has worked for them. They display good decision making skills. They are outcome oriented and understand that there are consequences for their actions. The residents know that they are accountable and responsible for their actions. On Level 5 the individual is released from the facility, explained Pokorny.

Facility Setup

The Bellefontaine facilities have an on grounds school. The school consists of classrooms, a cafeteria, and a gymnasium. The facility has four residential cottages.

Each cottage, with the exception of Lewis and Clark, is divided in half into groups. Each group contains twelve residents, a group leader, one teacher, and youth specialists. Each cottage has a cottage manager. There are two staff members for every shift, except for the midnight shift where three staff members are employed.

"Each group pretty much operates independently," explained Roxanne. Even though we live in the same building, we do not interact with other groups much. Each group has their own issues to deal with. We don't have a lot of time to interact. Each group goes to school with their own group," explained Roxanne.

The Bellefontaine facilities employ 17 youth specialists. Youth specialists have bachelor degrees in social work, criminology, or psychology. All staff are trained to do group counseling. The facility has licensed professional counselors who are trained to do group things. The facility contracts with psychiatrists, and residents are transported to psychiatrists as needed, stated Roxanne.

Placement within the facility is decided by what building has an open bed. Upon admission each individual is tested and placed in a grade level. Each resident goes through an orientation. Part of the orientation teaches the residents how to do restraints.

Restraints are where an individual is held to prevent him or her from injuring him or herself or others or damaging property. Restraints are also used when an individual is attempting to run away from the facility.

"The facility has strict guidelines on when restraints can be used," stated Pokorny. Restraints can be used when residents are in danger of hurting themselves or others. Restraints can also be used when a resident is attempting to run away or a resident is attempting to destroy state property. "The clients do the restraints under the supervision of a staff member," explained Roxanne.

All residents go to school in the daytime. In the evening residents have group meetings, phone call time, and homework time. Residents go through a five week job readiness program. The program is scheduled two nights a week and upon completion the state hires them to do work around the facility.

"There is a problem with people and communities becoming desensitized to the crime and violence. People read about or see crime and violence on television and they are not willing to get involved and try to make a difference. Many people just want criminals locked up, with no emphasis placed on rehabilitation," stated Pokorny.

"Our facilities in Missouri receive awards for our treatment. We set up individual programs for each resident. We provide drug and alcohol counseling. We provide psychological training to deal with the kids manipulative and impulsive behavior," continued Pokorny.

"The facility uses a lot of positive peer pressure," explains Pokorny. "This pressure is effective because many peers are

dealing with similar issues and can relate to each other. The group does most things together so they develop a tight bond within the group. For many of these individuals this is the first time that they have been involved in a supportive group. This may be the first time that they have taken responsibility for their own actions or realize that their behavior affects the entire group," explained Pokorny.

Lewis and Clark Facility

Lewis and Clark is a short term program for males. The program has a group of eleven residents. It is a curriculum based program, each week has a different emphasis. Some of the core curriculum consist of: anger management, family roles, self-esteem, drug and alcohol abuse, and abandonment stated Pokorny.

Hogan Facility

Hogan Center is a St. Louis facility that houses the most serious juvenile offenders. Hogan Center is the only lock-down facility for juvenile offenders in St. Louis. Juvenile offenders from all over the state are committed to Hogan. "If a juvenile from another state commits a crime in Missouri he or she can be committed to Hogan," explained Facility Manager Four Freida Theus.

Hogan Center employs a staff of nearly fifty and paid \$1,003,551 in staff salaries from July 1, 1995 to June 30, 1996. Expense and equipment expenses for the period were \$350,690. Total operating expenses were \$1,354,241 for July 1, 1995 to June 30, 1995. The average facility population for the period was

33.19. The per diem cost was \$111.48, and the per bed cost was \$40,803 per year.

"Most of the residents have committed serious offenses such as murder, rape, and first and second degree assaults. Almost 80 percent of the people committed to Hogan are sexual offenders. Most of the juveniles committed were also sexually abused," stated Theus.

Hogan Center receives all determinate sentencing kids. A determinate sentence is a sentence to a fixed term of time; amount of time served is determined at sentencing with no release on parole. All offenders are sentenced under victim rights. Victim rights sentencing is where the victim has a say on what happens to the offender. If the offender is released or leaves the facility for any reason, the victim is notified, continued Theus.

"Most of the people committed to Hogan will stay about one and a half years depending on the severity of the crime. We must uphold the sentences that the judge imposes," stated Theus.

Upon admission to the facility each juvenile makes a collage that shows how they were on the street at the time of commitment. Prior to leaving Hogan Center the individual makes another collage showing how they see themselves just prior to leaving the facility explained Theus.

Hogan Center houses 36 juvenile offenders. The facility is broken into three groups. One group has 13 residents, one has 12 residents, and the last group has 11 residents. Each unit is set up like a dormitory with all of the beds in a large room in each unit. Each unit also has a large shower and bathroom area, continued Theus.

Every individual committed to Hogan Center attends school on grounds Monday through Friday 8 a.m. to 3 p.m. The juveniles are tested and grouped according to academic ability. Most teachers have come from the public school system.

The facility has a small library. There is a recreation officer who teaches gym on Mondays, Wednesdays, and Fridays. On Tuesdays and Thursdays the residents have health instead of gym. In the health class residents will study such topics as hygiene and sexual diseases explained Theus.

The facility has a computer lab that the residents can use. Normally each resident has vocational training for one and a half hours per day although at this time there is no vocational teacher. The facility is looking to fill the position, stated Theus.

"There is a need for vocational training such as a machine shop. We would like to work with the neighborhood and do jobs that would improve the neighborhood. We would also like to work with local contractors to get 16 and 17 year olds to build houses," said Theus.

Programming

"We don't focus on the crime. We focus more on what made them commit the crime. We have weekly team meetings to look at what individuals need. We look at medical and emotional needs. We determine whether kids are progressing. If not, why are they not progressing," explained Theus.

"It is important for Hogan to assimilate into a community. The residents need to get along with people that they don't like. After the offenders are released they will need to get along with

people in the community so they should prepare for that here," stated Theus.

New residents are put into whatever unit in which there is an opening. "We don't look at age, race, offense committed, or gang affiliation to group the units. We haven't had gang problems within the facility, even though we have opposing gang members in the same unit. Most of the time they end up liking each other," said Theus.

Counseling and Therapy

Hogan Center uses a lot of group and individual counseling. Many residents go through sexual abuse counseling. Hogan Center contracts with psychologists, and psychiatrists. They also contract with the psychology departments of both St. Louis University and Washington University depending on the needs of the kids.

"Most people are reluctant to respond in groups at first. After a while kids can help other kids because they have been through similar things. Kids can show patience and groups can show patience. A group can provide accountability for a resident. Residents can learn to help others in a group. Some kids have never had to help anybody," explained Theus.

The staff uses a lot of systems theory. Systems theory is where you look at the family system and see what impact it has on the kid. The staff tries to work with families. They try to get more family contact, but are unable to contact most families. The majority of residents do not receive visits from family members.

"Kids will share information about their past and about their families. Many times parents will close down and not disclose information. They do not want the information out," explained Theus.

Play Therapy is used. Play therapy is the utilization of play as a form of catharsis to enable the child to express feelings and emotions that, if allowed to build up, could cause maladjustment. Play therapy may also be a useful technique for diagnosing the source of a child's difficulty, stated Theus.

Gestalt therapy is also used. Gestalt therapy believes healthy personality functioning is seen as the patient's perception of experiences as meaningful wholes, with fluid relationships existing between focal or figural experiencing and background experiences. Emphasis is placed on attention, self-awareness, spontaneity of perception, involvement in experiences, overcoming gaps or distortions in experience believed to produce anxiety, and compulsive behavior, continued Theus.

Each resident studies the Rights of Passage developed by Dr. Kalinga. The Rights of Passage comes from an old African tribe. The theory states that kids go through seven stages or passages before they enter adulthood, stated Theus. The seven stages are:

1. faith
2. creativity
3. unity
4. self-determination
5. corporate economics
6. purpose
7. collective work and responsibility.

"Most of the kids who come back through the system are the 14 year olds that were not ready to listen to the message we provide," stated Theus.

"We try to teach accountability for self. Kids need to be

given choices. They can solve problems if given the skills to do it," explained Theus.

Theus believes in treating the kids the way you want to be treated, instead of dictating to the kids. "When you put a kid in a facility and lock them up without treatment, you get a bad kid," stated Theus.

Hogan Center staff receive extensive training. Each staff member goes through 160 hours of training each year. This training consists of on site classes and workshops plus some seminars and workshops at other facilities depending on staff needs, explained Theus.

Youth Specialists at Hogan Center have at least 60 college hours or a degree in psychology or criminal justice or three years experience working in a youth facility.

Hogan Center employs a staff of nearly fifty. The staff breakdown is: 27 youth specialists (nine per group), three group leaders (one per group), three teachers (one per group), one chapter one teacher, one special education teacher, one physical education teacher, two academic aides, four facility managers, two cooks, two clerical staff, and two security guards. The facility also contracts through a company that provides one guard for all three shifts stated Theus.

Facility Manager 4 Freida Theus has worked at Hogan Center for more than ten years. She worked three years as a youth specialist before spending three years as a group leader. She then spent six months as an after care counselor. She has been a facility manager for more than three years.

Theus sees the population at Hogan Center rising because of

tougher sentencing and longer sentences. We have had as many as 51 juveniles committed (seventeen in each unit).

"Missouri is moving to more lockdown facilities. Law makers are trying to pacify communities. People want to be protected; they don't want to help out," explained Theus.

"There is not enough help for individuals after they are released from a facility like Hogan. We need to teach skills to these kids," explained Theus. She stated she also would like to see more funding for after care housing and treatment.

Chapter III

Methods and Evaluation

Research for "St. Louis Rehabilitation Facilities: Current State and Future Needs" was conducted by sending out questionnaires to three individuals who are supervisors in the field of juvenile rehabilitation and reviewing the answers from the questionnaire.

This writer also toured three area juvenile rehabilitation facilities. The facilities toured were Hogan Center, the Bellefontaine facilities, and Lakeside Center.

The proposal for the St. Louis Juvenile Rehabilitation facility is based on ideas from reading books and articles on juvenile rehabilitation and from the writer's observations of area juvenile rehabilitation facilities. Area experts in the field of juvenile rehabilitation were consulted. The answers from the questionnaire were studied. After looking at this information the proposal for the St. Louis Juvenile Rehabilitation Facility was made.

Subjects

Three evaluators were asked to critique the proposal for the St. Louis Juvenile Rehabilitation Facility. These evaluators were chosen because of their vast experience in the field of juvenile rehabilitation.

The first evaluator was Don Pokorny. Pokorny is currently the Facility Manager at the Bellefontaine Facilities. He has worked over ten years with the Division of Youth Services,

which deals with juveniles committed to state custody. He has a Bachelor of Science Degree in general-experimental psychology. He also has an Associate of Art Degree in communication and an Associate of Science Degree in business.

The second evaluator was Bill Wolff. Wolff is currently Lakeside Center's Treatment Services Manager, a position that he has held since June of 1979. He also worked for the Family Court of St. Louis County for almost nine years. He worked a year at the Methodist's Children's Home. He has an MSW and is a L.C.S.W.

The third evaluator did not respond in time to be included in the paper.

Instrument

The instrument used was a questionnaire developed by the author (see Appendix B) that was mailed along with a cover letter describing the role the evaluators had in this process. The questionnaire consisted of 38 questions and was designed so that critical feedback, both positive and negative, could be collected from three experts in the field of juvenile rehabilitation.

The questionnaire also had two additional purposes. The first purpose was to determine whether the proposal was well planned and understandable. Secondly feedback on the effectiveness and overall merit of the proposal as well as suggestions for improvement was sought.

Procedure

This writer phoned three experts in the field of juvenile rehabilitation and asked them if they would be willing to examine

a proposal for a juvenile rehabilitation facility and give their feedback. Two of the subjects who were initially contacted agreed. The third subject gave this writer the name of another individual which she felt would be more qualified to help out with the project. A call was placed to this individual and he agreed to look at the proposal and give his feedback.

The questionnaire (Appendix B) was mailed along with the proposal for a juvenile rehabilitation facility (Appendix C) and a cover letter (Appendix A) to the evaluators. The evaluators were asked to complete the questionnaire as thoroughly and completely as possible and to return the questionnaire in the stamped self addressed envelope within two weeks.

Chapter IV

Results

The questionnaire developed to evaluate the proposal was based on nine aspects of the proposal: The size and staffing of the facility, individualized programming, educational and competency development, accountability, the use of Criminon, the drug rehabilitation program, cost of facility, benefits of the proposed facility in comparison to other facilities, and evaluating the program. The following chapter reports the results for each aspect of the proposal. The evaluators were also asked to make any additional comments about the proposal not covered in the questionnaire that they feel would be helpful or necessary.

The Size and Staffing of the Facility

The evaluators were asked to respond to the question, "Is a facility to hold up to 48 juvenile offenders manageable? Is it too large or too small?" Evaluator Don Pokorny answered "Yes, it would be manageable. It would need the appropriate structure and four separate dorm facilities to house 12 in each group. I also would recommend having the options to lock off sections of the building when you needed to." Evaluator Bill Wolff responded "48 is a good number to start with. I would not alter the proposed size."

The evaluators were asked to respond to the statement, "The facility buildings and land area is large enough to effectively house 48 juvenile offenders." On a scale of one-to-five

(one=strongly disagree, five=strongly agree, and three=agree), evaluator Pokorny rated this statement as a "four," finding this statement between agree and strongly agree. Pokorny stated four cottages are good; it allows 12 clients in each building.

"Recreation is good with the large gym and weight room. Isolation rooms are good to have also". Evaluator Wolff rated this statement as a "four," finding this statement between agree and strongly agree. Wolff stated it provides sufficient open space for recreation. Urban location vs. rural.

The evaluators were asked to respond to the statement, "The Organizational Structure is effective for this size and type of facility." On a scale of one-to-five (one=strongly disagree, five=strongly agree, and three=agree), evaluator Pokorny rated this statement as a "four," adding that you may need additional maintenance workers. Evaluator Wolff rated this statement as a "three," adding that an organizational chart needs to be inserted in the proposal. Wolff states that there needs to be an assistant director or program director.

The evaluators were asked to respond to the question of "Are two armed guards at all times adequate to patrol the perimeter of the facility?" Evaluator Pokorny responded, "If the facility is staff secured I don't think you would need armed guards. I would recommend security guards for controlling the entrance and keeping track of what is going in and out of the facility. Also would suggest a roving security guard that would patrol the facility grounds." Wolff believes that the facility needs one more armed guard.

Individualized Programming

The evaluators were asked to respond to the statement, "Setting up individualized programs for the juvenile offender is important." Evaluator Pokorny rated this statement as a "five", strongly agreeing with the statement. Pokorny explained that you would like the program to identify the individual needs of each client so the treatment could focus on these issues which would allow the staff team and client to work together in resolving these needs. This allows the client to become more invested into the program as he will see that his treatment plan is built around his issues and he will need to take a look at how he has responded to his issues in the past and how he will need to better himself and respond to them in the future.

Wolff also rated the statement as a "five", strongly agreeing with the statement. Wolff explained the need for individualized programming because offenders have radically different skill levels. He also noted that what motivates one person may have little effect on another.

Educational and Competency Development

The evaluators were asked to respond to the statement, "In general, the information in the section, Competency Development, is thorough." Pokorny rated this statement as a "four", stating that he would add a mentoring program, and group building activities. He also stated that he would add a community service/restitution program. Pokorny explained that under the same section he would not delete anything. "This information is all

good to have," stated Pokorny. Pokorny wrote that he would not change any of the information in this section.

Wolff rated the information on competency development as a "three". Wolff believes that detailed information on social skills development should be included in competency development.

The evaluators were asked to respond to the statement, "The education program is extensive." Pokorny rated this statement as a "four", stating that he would add tutors, intern/practicum students to work with juvenile offenders, and teacher aides. Pokorny stated that he would delete nothing from this section. Pokorny continued, "Nothing, this education program looks strong and is in compliance with department of education guidelines." He also stated that he would not change any information in this section.

Wolff rated the statement the education program is extensive as a "two". Wolff responded, "I would not necessarily add anything. As presented, the education program is a solid basic academic skills based program and that's what is most needed. However, it is not "extensive."

Accountability

The evaluators were asked to respond to the statement, "Juveniles will learn to be accountable for their actions." Pokorny rated this statement as a "five". Pokorny explains, "Accountability makes individuals own up to their behaviors and makes them learn responsibility. Individuals learn to stop making excuses for their actions and own behaviors. They learn there are consequences for decisions they make." Wolff rated the statement

as a "three". Wolff noted that some individuals will learn accountability and some won't regardless of the intervention.

Criminon

The evaluators were asked to respond to the statement, "Juvenile offenders can benefit from working with Criminon." Pokorny rated this statement as a "three". He explained that juveniles need to learn how to communicate effectively. "They also need to establish a sense of morality and establish a sense of "personal pride," added Pokorny. Wolff rated the statement a "three". "I have no familiarity with Criminon and so can't venture an informed opinion," explained Wolff.

Drug Rehabilitation

The evaluators were asked to respond to the statement, "A drug rehabilitation program based on the Narconon Detoxification Program would be effective for the proposed facility. On a scale of one-to-five (one=strongly disagree, five=strongly agree, three=agree), evaluator Don Pokorny rated this statement as a "two", finding the statement between strongly disagree and agree. Pokorny feels the program is too costly. He also sees the program as a public relations issue of seeing juvenile offenders being allowed to sit in saunas for five hours. "Sauna issue is expensive and requires a lot of staff hours," explains Pokorny.

Wolff rated this statement as a "three". He sees the program targeting the whole person and it places emphasis on a healthy lifestyle.

Cost of Facility

The evaluators were asked to respond to the statement, "The facility start up costs are realistic". Pokorny rated this statement as a "three". Pokorny noted that the cottages need to be furnished with basic necessities (beds, couches, desks, chairs, etc.). The costs seem appropriate. Wolff rated the statement as a "three". Wolff felt most start up costs are underestimated.

The evaluators were asked to respond to the statement, "The building costs are realistic". Pokorny rated this statement as a "three". Pokorny's response was that it costs to build a new facility and these costs seem about right. Wolff rated the statement as a "three". Wolff explains that it depends on the quality of materials utilized.

The evaluators were asked to respond to the statement, "The annual operating expenses are realistic". Pokorny rated this statement as a "three". Pokorny feels that the way the program is proposed to be set up these costs are realistic. Wolff rated the statement as a "three". Wolff believes that staff costs could increase due to turnover, sick leave, etc.

Proposed facility benefits in comparison to other facilities

The evaluators were asked to respond to the statement, "The proposed facility offers benefits in comparison to existing facilities". Pokorny rated this statement as a "three". Pokorny sees the proposed facility as a more modern facility. "It is nice to have a psychologist and a psychiatrist and registered nurse at the facility. This helps with administering medications. It is also nice to have isolation rooms to separate acting out

individuals," stated Pokorny. Wolff rated the statement as a "three". Wolff noted the definite security and the formal programming of the proposed facility.

Evaluating the Program

The evaluators were asked to respond to the statement, the program will be evaluated effectively. Pokorny rated this statement as a "Three". Pokorny said that he would add Woodcock Johnson test scores and pre and post testing to measure educational progress. The number of GED'S attained needs to be looked at. Pokorny stated that he would not delete any of the information in the evaluation section. "The evaluation procedures seem adequate," explained Pokorny. Pokorny continued, "I would just add some educational measures to evaluate educational progress." Wolff rated the statement as a "three". Wolff did not add any comments about the statement.

Additional Comments

Each evaluator was asked to add any additional comments that they had about the proposal. Pokorny commented, "I think the proposal sounds interesting. Any program that holds kids accountable and has individual treatment geared to specific issues (abuse, neglect, drugs and alcohol, and self-esteem) is a good program." Wolff felt that the proposal may lean too heavily on Narconon/Criminon orientation.

Chapter V

DISCUSSION

Summary

The following chapter is a discussion of the results reported in the previous chapter by the evaluators. The discussion is divided into nine sections, corresponding to the sections in both the questionnaire and the proposal for a juvenile rehabilitation facility.

The Size and Staffing of Facility

The evaluators agreed that a facility to hold 48 juvenile offenders is manageable. Wolff stated that 48 is a good number with which to start and that he would not alter the proposed size. Pokorny thought that the facility would be manageable. He stated that it would need the appropriate structure and four separate dorm facilities to house 12 in each group. He also recommended having the options to lock off sections of the building when you needed to.

The evaluators agreed that the facility buildings and land areas were large enough to effectively house 48 severe juvenile offenders. Pokorny stated four cottages are good; it allows 12 clients in each building. Recreation is good with the large gym and weightroom. Wolff stated that the facility provided sufficient open space for recreation. No changes will be made to the facility buildings and land area.

The evaluators had a slight difference about whether the organizational structure is effective for this size and type of facility. Pokorny rated this statement between strongly agree and agree. Pokorny stated that you may need additional maintenance workers. Wolff agreed that the organizational structure is effective for this size and type of facility. Wolff believes that an organizational chart needs to be inserted in the proposal. He also sees a need for an assistant director or program director.

Based upon the evaluators suggestions, the new proposal will contain an organizational chart. There will be an assistant director added on a salary of \$32,000 per year. This assistant director will be in charge if the director is unavailable and will help run the facility. The proposal will also contain two more full-time maintenance workers and three part-time maintenance workers. There will also be three juvenile offenders who will receive job training as maintenance workers at the facility. This will allow two maintenance workers along with one juvenile offender in job training to be scheduled to be scheduled from 7 a.m. to 11 p.m. seven days a week. Another security guard will be added to staff a guard station to monitor everything that comes in and out of the facility. Three full-time security guards and two part-time security guards will be added to provide the added security.

The evaluators had a difference of opinion concerning facility security. Wolff believes the facility needs one more guard. Pokorny questions the need for armed guards. He feels that if the facility is staff secured you would not need armed guards. He recommends security guards for controlling the entrance and keeping track of what is going in and out of the

facility. He also suggested a roving security guard that would patrol the facility grounds.

The author would like to incorporate both Wolff's and Pokorny's ideas. He agrees with Pokorny's suggestion to build a guard station and have a guard at guard station to control the entrance and keep track of what is going in and coming out of the facility. This writer would like to keep two armed guards patrolling the grounds of the facility. Two guards would enable each guard to receive help if a problem surfaced.

Although the author favors the use of armed guards, he can see both sides of the issue. On the one hand, there is a need for armed guards because the facility will deal with the most serious juvenile offenders. However, there is the public relations issue with armed guards, because the public will wonder how juvenile offenders can be rehabilitated if they are locked up. It appears that the public wants the facility to be able to rehabilitate juvenile offenders without the need for armed guards.

Individualized Programming

The evaluators agreed that setting up individualized programs for the juvenile offender is important. Wolff explained the need for individualized programming because individuals have radically different skill levels. He noted that what motivates one person may have little effect on another. Pokorny explained that you would like the program to identify the individual needs of each client so the treatment could focus on these issues which would allow the staff team and client to work together in resolving these needs. This allows the client to take a more active role in the program as he will see that his treatment plan is built

around his issues that he will work on to better himself in the future. Based upon the feedback from evaluators, the proposal for individualized programming will remain the same.

Educational and Competency Development

The evaluators had a different view on educational and competency development. Pokorny stated that the education program looked strong and is in compliance with the department of education guidelines. Wolff responded that the education program was a solid basic academic skills based program and that was what was most needed. However, it was not "extensive".

Pokorny stated that he would add a mentoring program and group building activities. He stated that he would add tutors, intern/practicum students to work with juvenile offenders, and teacher aides. He also stated that he would add a community service/restitution program. Wolff believes that detailed information on social skills development should be included in competency development.

This writer agrees with much of the evaluators suggestions. A mentoring program will be added. It will consist of members of community organizations spending an hour a week meeting one-on-one with a juvenile offender. Tutors will also be added, and will come from volunteers. The facility will work with area colleges to set up internships and practicums. These internships and practicums will entail many different programs in the facility. Possible internship and practicums will be available in the education program, drug rehabilitation program, and job training. Adding teacher aides will be too costly for the facility. The

author feels it will be more cost effective to use volunteers and practicum students and interns. The psychologist and psychiatrists will develop group building activities and develop a program to develop social skills. The accountability/restitution program will be added to the section on accountability.

Accountability

The evaluators had a difference of opinion on the importance of the juvenile offender learning accountability for their actions. Pokorny rated the statement as a "five", strongly agreeing that juvenile offenders need to learn accountability for their actions. Pokorny explains, "Accountability makes individuals own up to their behaviors and makes them learn responsibility. Individuals learn to stop making excuses for their actions and own behaviors. They learn there are consequences for decisions they make." Wolff rated the importance of juveniles learning responsibility as a "three" agreeing with the statement. Pokorny believes that a accountability/restitution program should be added to the proposal. Wolff noted that some individuals will learn accountability and some won't, regardless of the intervention.

The author agrees with both evaluators. An accountability/restitution program will be added to the proposal. This writer believes that juvenile offenders need to learn accountability for their actions, but also knows that not all individuals will learn accountability, no matter what intervention is used.

Criminon

The evaluators agreed that juvenile offenders can benefit from working with Criminon. Pokorny explained that juveniles need to learn how to communicate effectively. "They also need to establish a sense of morality and establish a sense of "personal pride," added Pokorny. Wolff responded, "I have no familiarity with Criminon and so can't venture an informed opinion." This writer will keep working with Criminon on the proposal. The Criminon program will be evaluated after six months to determine if juvenile offenders are benefitting from the program. If Criminon is not beneficial for juvenile offenders, then the psychologist and psychiatrist be asked to submit a program to teach juvenile offenders to communicate and be responsible members of a community.

Drug Rehabilitation

The evaluators had a difference of opinion on the drug rehabilitation program. Wolff agreed that a drug rehabilitation program based on the Narconon Detoxification Program would be effective for the facility. He sees the program targeting the whole person, and placing emphasis on a healthy lifestyle.

Pokorny scored the drug rehabilitation between strongly disagree and agree. He feels that the cost of the program is too much. He also sees the program as a public relations issue of seeing juvenile offenders being allowed to sit in saunas for five hours. "Sauna issue is expensive, requiring a lot of staff hours," explains Pokorny.

This writer feels that it is important to look at every aspect of the juvenile offender's life. The juvenile offender cannot be successfully rehabilitated if their drug problems are not addressed. However, the cost of the program can be cut by the use of volunteers to help administer the program. Additionally, although the original cost to install the sauna is expensive, once the sauna is installed the cost to operate it is not that high. There is a public relations problem, but this can be overcome by showing that the program does get and keep juvenile offenders off of drugs.

Cost of Facility

The evaluators agreed that the facility start up costs were realistic. Pokorny noted that the cottages need to be furnished with basic necessities (beds, couches, desks, chairs, etc.). The costs seem appropriate. However, Wolff felt most start up costs are underestimated.

Both evaluators agreed that the building costs are realistic. Pokorny's response was that it costs to build a new facility and these costs seem about right. Wolff explained that it depended on the quality of materials utilized.

The evaluators agreed that the annual operating expenses were realistic. Pokorny feels that the way the program is proposed these costs are realistic. However, Wolff believed that staff costs could increase due to turnover, sick leave, etc.

This author will attempt to keep the costs of the facility nearly the same although there will be a slight increase in the building cost, because a guard station will need to be added that was not in the original proposal. In addition there will be an

increase in the annual operating costs because an assistant director and added security guards and maintenance workers were added to the original proposal. Staff costs are always going to increase due to raises, turnover, etc., however these costs appear realistic for the first year and will be adjusted as necessary for succeeding years.

Proposed facility benefits in comparison to other facilities

Both evaluators agreed that the proposed facility offered benefits in comparison to existing facilities. Pokorny sees the facility as a more modern facility. "It is nice to have a psychologist and a psychiatrist and registered nurse at the facility. This helps with administering medications. It is also nice to have isolation rooms to separate acting out individuals," stated Pokorny. Wolff noted the definite security and the formal programming of the proposed facility.

The author feels that the proposed facility does offer benefits in comparison to other facilities. The proposed facility deals with all aspects of the juvenile offender's life. It educates, provides job training, offers counseling, drug rehabilitation, provides social training, etc., to the juvenile offender.

Evaluating the Program

The evaluators agreed that the program will be evaluated effectively. Pokorny said that he would add Woodcock Johnson test scores and pre and post testing to measure educational progress. He also added that the number of GED'S attained needs to be

addressed. Wolff did not add any comments about evaluating the program.

This writer agrees with Pokorny and will add Woodcock Johnson test scores and pre and post testing to measure educational progress. The number of GED'S attained will also be addressed.

Limitations

Although it was difficult to get evaluators to fill out the questionnaire and once they were filled out the evaluators gave very few in depth answers. The author feels that two evaluators are not enough to effectively evaluate a proposal.

Suggestions for Further Research

It would have been useful to develop a friendship or comfort level with the evaluator. This could be done by spending more time with them. This would enable the evaluator to be more candid with the researcher. As it was research consisted of a tour of the facility followed by a phone call and the mailing of the questionnaire.

More than two number of evaluators are needed to adequately analyze a proposal. Indeed, after the questionnaire is completed the researcher needs to have a personal interview with the evaluator in order to go over the answers on the questionnaire and make sure the information is clear and to have the evaluator expand his answers as appropriate.

Appendix A

COVER LETTER

Phillip Hyslop
9551 Guthrie, St. Louis, Mo. 63134

(314) 890-2082

Aug. 8, 1997

Missouri Hills Administration
Attn: Don Pokorny
13300 Bellefontaine Rd.
St. Louis, Mo. 63138

Dear Mr. Pokorny,

Thank you for agreeing to look at my culminating project, "St. Louis Rehabilitation Facilities: Current State and Future Needs". Your input on this important project is greatly needed and appreciated.

As per our telephone conversation last week, enclosed is the proposal for a juvenile rehabilitation facility and the accompanying questionnaire. After reading the proposal, please complete the Questionnaire as soon as possible and return the proposal and the Questionnaire to me in the enclosed self-addressed, stamped envelope by Aug. 27. When completing the questionnaire, please address each question or statement as thoroughly and critically as possible. The validity and usefulness of this project depends on your valuable feedback. Thank you again for your time and consideration. Please feel free to contact me should you have any questions during this process. My home phone is (314)890-2082.

Respectfully,

Phillip Hyslop

Appendix B

Questionnaire

Evaluator _____

Date _____

Project: Proposal for Juvenile Rehabilitation Facility

Instructions: Please complete the questionnaire by answering each question/statement as directed. Use the back of the paper when necessary and not the question number.

The following questions are based on the 27 page proposal for a Juvenile Rehabilitation Facility.

1. Is a facility to hold up to 48 severe juvenile offenders manageable? Is it too large or too small?

2. Are two armed guards at all times adequate to patrol the perimeter of the facility?

3. Setting up individualized programs for the juvenile offender is important.

1 2 3 4 5
strongly disagree agree strongly agree

4. Please give at least two reasons for your response in question 3.

a.

b.

5. In general, the information in the section, Competency Development, is thorough.

1 2 3 4 5
strongly disagree agree strongly agree

6. Under the same section, what information would you add?

a.

b.

c.

7. Under the same section, what information would you delete?

a.

b.

c.

8. Under the same section, what information would you change?

a.

b.

c.

9. The education program is extensive.

1 2 3 4 5
strongly disagree agree strongly agree

10. Under the same section, what information would you add?

a.

b.

c.

11. Under the same section, what information would you delete?

a.

b.

c.

12. Under the same section, what information would you change?

a.

b.

c.

13. Juveniles will learn to be accountable for their actions.

1	2	3	4	5
strongly disagree		agree		strongly agree

14. Please give at least two reasons for your response in question 13.

a.

b.

c.

15. Juvenile offenders can benefit from working with Criminon.

1	2	3	4	5
strongly disagree		agree		strongly agree

16. Please give at least two reasons for your response in question 15.

a.

b.

17. A drug rehabilitation program based on the Narconon Detoxification Program would be effective for the proposed facility.

1 2 3 4 5
strongly disagree agree strongly agree

18. Please give at least two reasons for your response in question 17.

a.

b.

19. The Organizational Structure is effective for this size and type of facility.

1 2 3 4 5
strongly disagree agree strongly agree

20. Under the same section, what information would you add?

a.

b.

c.

21. Under the same section, what information would you delete?

a.

b.

c.

22. Under the same section, what information would you change?

a.

b.

c.

23. The facility buildings and land areas are large enough to effectively house 48 juvenile offenders.

1 2 3 4 5
strongly disagree agree strongly agree

24. Please give at least two reasons for your response in question 23.

a.

b.

25. The facility start up costs are realistic.

1 2 3 4 5
strongly disagree agree strongly agree

26. Please give at least two reasons for your response in question 25.

a.

b.

27. The building costs are realistic.

1 2 3 4 5
strongly disagree agree strongly agree

28. Please give at least two reasons for your response in question 27.

a.

b.

29. The annual operating expenses are realistic.

1 2 3 4 5
strongly disagree agree strongly agree

30. Please give at least two reasons for your response in question 29.

a.

b.

31. The proposed facility offers benefits in comparison to existing facilities.

1 2 3 4 5
strongly disagree agree strongly agree

32. Please give at least two reasons for your response in question 31.

a.

b.

33. The program will be evaluated effectively.

1 2 3 4 5
strongly disagree agree strongly agree

34. Under the same section, what information would you add?

a.

b.

c.

35. Under the same section, what information would you delete?

a.

b.

c.

36. Under the same section, what information would you change?

a.

b.

c.

37. Please add any additional comments that you have about the proposal.

38. List your educational background and your experience working in the field of juvenile rehabilitation.

Appendix C

Proposed Juvenile Rehabilitation Facility

The proposed residential facility is a high security lockdown juvenile rehabilitation facility. The facility will house up to 48 severe juvenile offenders aged thirteen to eighteen, adjudicated by the Missouri juvenile courts. These offenders will have been convicted of major felonies, or "A & B felonies. Murder, rape, arson, and assault are included in this category.

The program uses the Balanced Approach as a treatment model. The basic components of the model are community protection, competency development and accountability to victims and the community.

The St. Louis Juvenile Rehabilitation facility will be located near downtown. The facility will be a lockdown facility with a barbed wire fence around the perimeter. Two armed guards will patrol the perimeter of the facility at all times. Vehicles will be secure and an alarm system will immediately notify staff if a juvenile tries to leave the facility.

The most important aspect of a rehabilitation facility is the ability to rehabilitate the juvenile offenders. This can be accomplished by setting up individualized programs for the juvenile offender. All of the available community resources should be used.

Upon admission to the St. Louis Juvenile Rehabilitation Facility, each individual will be given a series of tests to determine the individual's educational level. The tests would also show the individual's psychological level. Each individual

will also be given a complete physical to determine any physical illnesses emotional problems or chemical imbalances.

After the results of the tests are determined, a treatment team will meet to develop a preliminary individualized treatment plan for the individual. The treatment team will consist of an administrator, psychologist, psychiatrist, medical doctor, teacher, recreational instructor, and vocational instructor. After the team comes up with a preliminary treatment program, the team meets with the individual and his parents or guardian (when applicable) to receive their input and to go over the plan. The team along with the individual would agree on an individualized treatment program.

Each juvenile will be required to follow an individualized treatment program. Each juvenile will have specific goals and objectives in the areas of education, work, personal development and physical development in their stay at the facility.

Competency Development

The treatment program will consist of educational programming, individualized counseling, job exploration or training, and recreational programming. The treatment program will be put into place as soon as possible.

The individualized counseling will attempt to deal with the issues that contributed to the individual committing a crime. These issues could be low self-esteem, previous sexual or physical abuse, excessive compulsive behavior, manic depressive disorders, plus other issues. Inmates will receive drug and alcohol counseling as needed. If needed, inmates will be placed in a detoxification program. After completing the detoxification

program the inmate will be placed in the rehabilitation program and begin his individualized programming.

Residents who have a history of sex offenses will receive individual sex offenders weekly counseling by contracted services. A facility staff member will take the resident to the counselor's office, the counseling is not time limited. The success of the counseling is dependent on the resident's progress through the program, and a development of a relapse prevention plan for the resident. Juveniles will learn about sexuality, overcoming denial, accepting responsibility, and developing empathy for the victim. Residents will also participate in group sexual counseling.

Each resident will be involved in group counseling at least one evening per week. The entire unit will meet and discuss an issue. Anger Control Training is an issue that will be emphasized in group counseling. Juveniles will learn social skills that will help them resolve conflicts in a constructive manner.

The residents will see that they are not the only ones dealing with a particular issue. Many residents will be able to empathize with other residents because they are dealing with similar issues. Residents will be able to support each other in a group. Dealing with issues in a group setting will develop a bond among the residents in the group.

Family therapy will be used for residents who will leave the facility and live with their family or a family member. This counseling will be provided by contract with a family therapist. Its purpose will be to help transition the resident back into the family.

A juvenile's personal development will begin by accepting responsibility for his behavior and then developing social skills to solve problems instead of exhibiting delinquent behaviors.

Many individuals have a sense of hopelessness, because they do not see themselves getting out of prison and getting a job to support themselves. The facility needs to work with the community to convince businesses to hire these individuals when they are released from the St. Louis Juvenile Rehabilitation Facility.

Education

The St. Louis Juvenile Rehabilitation Facility will have a school on grounds. The school will consist of an administration building which will have two offices, one for the education supervisor, and one for a secretary. There will be seven classrooms, broken down as follows: one for reading and English, a computer laboratory, mathematics room, science and health room, history and geography room, job training and vocational education room, and a small library. There will also be a gymnasium, cafeteria, teacher's lounge, and two restrooms.

Each resident will attend an education program from 8 a.m. to 3 p.m. Monday through Friday except on holidays. Each resident will participate in an educational program to work towards a high school diploma or equivalent. The education program will be closed three weeks in the summer and two weeks in the winter each year. Each resident will attend educational programming 222 days per year. The school will be closed for thirteen holidays. These holidays are New Year's and New Year's eve, President's Day, Martin Luther King Day, Easter, Memorial Day, Independence Day, Labor Day, two days for Thanksgiving, and three days for

Christmas. Additionally this allows instructors a break which will keep them fresher to provide more effective teaching.

The residents will study English, reading, math, science, health, history, and geography. All residents will also participate in a physical education program. Self esteem and physical conditioning go hand in hand and juveniles will participate in an extensive physical fitness program. Each juvenile will set specific physical fitness goals for themselves. The goals will include weight management, push ups, sit ups and distance running. Each juvenile will run the facility obstacle course and set goals to continually improve his or her time to complete the course. Each resident will also learn the basics of nutrition. Residents will also be able to participate in team sports like basketball, volleyball and softball.

Each resident will receive computer training, learning to operate many of the most commonly used computer software programs. Resident's will have access to Plato 2000's computerized curriculum which will allow them to develop academic skills in a variety of areas.

Plato 2000 is a computerized educational curriculum that will allow for an individualized education program for those juveniles who wish to receive credit toward a regular high school diploma as well as those juveniles who would rather pursue a GED. The computer lab on the site will be networked and have 12 workstations.

Each resident will take part in job training and vocational exploration. The juveniles will develop specific prevocational skills that are necessary before taking on any type of employment.

They include such things as appearance, completes work assignments according to instructions, arrives at work on time, initiates work without being told, cleans up work area and asks for assistance if not sure of job duties.

Once the juvenile has developed the prevocational skills, he will be given work experience such as food preparation, janitorial ground maintenance, and construction skills. This program will teach them skills so the resident will be prepared for a job upon release from the St. Louis Juvenile Rehabilitation Facility.

The St. Louis Juvenile Rehabilitation Facility will work with local contractors to repair and build houses to improve the community. The city will work with offenders to complete community service projects. All offenders will be required to participate in random drug testing. This will help to insure that the facility can provide drug free workers to area businesses. The offenders will be supervised by facility staff while completing these duties. The offenders will not pose a safety threat to the community as they will be well supervised.

All teachers employed by the St. Louis Juvenile Rehabilitation Facility will be certified teachers. A special education teacher will periodically review the Individual Education Plan of each juvenile with learning disabilities. Each classroom will have at least one teacher's aide. These aides will either be volunteers from the community or they will be education students volunteering to help for college credit.

Accountability

Each juvenile will develop a plan to compensate victims for their losses. Any money received as a result of work at the

facility will go to repay victims. Empathy for the victim will be emphasized throughout the juvenile's placement at the facility. Such activities as letters of apology and role playing will facilitate a better understanding of the victim's feelings.

Criminon

Criminon is a cost effective program that could be brought into the facility to help rehabilitate juvenile offenders. Criminon which means "no crime" is a non-profit international organization dedicated to helping prison inmates and juvenile delinquents become productive and honest members of society. Criminon uses volunteers and a common sense moral code called "The Way to Happiness" written by author and humanitarian L. Ron Hubbard.

An inmate can take a 21 lesson correspondence course through the mail for \$170. The program takes about five months to complete. The inmate completes a lesson and mails it to Criminon. A Criminon staff member grades the lesson and sends it back. If the inmate passes the lesson he receives another lesson to study. If the inmate does not pass the lesson the inmate studies and takes another test. The inmate does not progress until he has mastered the previous lesson.

Criminon's success is due to the fact that in order to devise workable rehabilitation methods, Mr. Hubbard extensively researched criminality until he found the actual source of what makes a criminal. And from this point of truth, he was able to develop workable methods. (Rehabilitating a Sense of Responsibility" <http://www.scientology.org/wis/wiseng/25/25-crim.html>).

"Do you know that there is not a criminal anywhere in any prison who is not a criminal because he was degraded and lost his personal pride?" Mr. Hubbard asked in one of his lectures. He further stated, "I have done a very thorough cross-check of this what they call 'bad women,' 'criminal men.' Their badness and criminality is immediately traceable to a loss of their powers and personal pride, and after that they were 'bad'; they were 'dangerous.'

"If you want to rehabilitate a criminal, just go back and find out when he did lose his personal pride. Rehabilitate that one point and you don't have a criminal anymore." By addressing this point of rehabilitation, Scientologists through their support of Criminon are taking effective action to end this repeating cycle of criminology and reform the prison system. (1).

The keys to Criminon success lies in practical application. Nothing is taught that is not immediately applied explained Joan Lonstein, the president of Criminon for the Western United States. Every inmate must utilize "The Way to Happiness" precepts in their daily lives, one at a time, until such practice makes it clear why moral behavior is the only route to personal redemption, and to a rejuvenation of personal decency. (<http://inmate.com/noncrime.htm> 1).

Criminon uses three primary courses to try to rehabilitate juveniles. The first course is the Communication Course, which teaches the youths to learn how to communicate, so they can comfortably carry on a conversation. It helps them to understand others and be understood, the lack of understanding has been at the heart of their problems from the beginning. These

communication exercises increase the inmate's ability to face life and not withdraw from it.

The second course is "Learning How to Learn", which gives them the ability to study anything they want to study. It teaches them the basics of how to learn, so that they can--on their own--spot the barriers which block effective learning and take specific steps to correct the problem and move on with their studies.

The third and final course in the juvenile program is "The Way to Happiness", which teaches a moral code based on common sense. The 21-precept moral code is done with thorough drills for each precept. This enables the inmates to realize why their past conduct led to harm, and why moral conduct will lead to success and happiness in the future. It allows them to slough off the criminal mentality on their own, which is in fact why the course is so effective; the offender adopts the code as his own.

The three courses combine to bring the young offenders from a state of mind where ignorance and violence are the cornerstones of survival, to a state of being where decency and understanding are the principles which guide their lives. According to Joan Roswell, head of the juvenile program: "the first course built a strong bond of communication with the students, while the second made it possible for them to truly assimilate new data for the first time, and compare it to the ideas they've been thinking with and operating on their whole lives. The final course dealt with those ideas directly.

Criminon also offers two other courses. The Ups and Downs in Life Course and the Personal Values and Integrity Course. The Ups and Downs in Life Course is usually presented just before the

inmate is due to return to his previous environment. This course helps the offender learn the social and antisocial characteristics of his friends and associates so that they can be less susceptible to bad influences. The Personal Values and Integrity Course helps the inmate take responsibility for, and rid himself of, his past misdeeds.

"Mostly second-generation gang members, these youths have been indoctrinated in the ways of crime and violence since birth, but with "The Way to Happiness," they started to look at what they've been taught in a different light. They could see the effects of their actions, and the harm it caused." The indifference and cavalier irresponsibility vanished. One guard was astonished to find that they "now feel remorse."

(<http://www.criminon.org/html/juvenile.htm> 2).

Criminon program results have been astoundingly successful. A Butler County, Alabama study among juvenile offenders who were exposed to a part of the program, for instance, showed that only two percent of the pilot group were recidivist; of a comparable control group not on the program, the usual 80 percent were residivist. "Criminon: Criminal Reform."

<http://www.scientology.org/wis/wiseng/25/25-crim.htm> 1).

To date, Criminon has brought this course to nearly 600 jails and prisons across the world, and is delivered to over 1500 every week. The Criminon program has restored self-respect and respect for others in the toughest of incarcerated inmates, and it has accomplished this with the most troubled gang members of inner cities. ("What Can You Do To Help Fight Crime?" "Help Inmates Restore Their Self-Respect With A Common Sense Moral Code!"

<http://inmate.com/nocrime.htm> 1).

Drug Detoxification Program

The facility can set up a drug rehabilitation program based on the Narconon Detoxification Program. The facility can set up a drug rehabilitation program for twelve inmates at a cost of about \$2,500 per inmate. Facility staff can use L. Ron Hubbard's book Clear Body Clear Mind to use as a guide to set up the program.

Narconon is a drug rehabilitation program that was started in 1966 by William Benitez, based on the rehabilitation program of philosopher and humanitarian L. Ron Hubbard. Hubbard found in the mid-1970s that not just toxic pesticides but also street drugs and pharmaceuticals are stored in body tissue and can have long-term pernicious effects on physical and mental health (Hubbard 23).

Hubbard was the first person who understood that there was something biochemically and nutritionally wrong with people who were drug dependent. He understood that drugs are stored inside the body, and came up with the idea of getting them out of the body through a sauna sweat out program.

Recently, Dr. Forest Tennant, Chairman of the Science Advisory Board, and Shelley Beckmann completed the first phase of a study of the detoxification of drugs. The common understanding that still exists in the drug rehab and medical world is that, for most drugs, the body is clean after a week to ten days following cessation of drug use. The role of toxins that might lodge in the various fatty tissues of the body has been overlooked or ignored.

L. Ron Hubbard was the first person who understood that there was something biochemically and nutritioally wrong with people who were drug dependent. He understood that drugs store inside the body, and came up with a way of getting them out of the body

through a sauna sweat out program (<http://www.narconon.org/html/30thanni/html> 3).

Narconon is currently undertaking a study to document what the precise drug problems are when an addict or alcoholic enters treatment. "I point out these studies since I know of no other hospital or residential program in the U.S. that is willing to undertake such accountability and scientific studies of their residents," explained Forest Tennant, M.D., Dr. P.H. (<http://www.narconon.org/html/30thanni/html/value.htm> 3).

The inmate that is physically addicted to drugs starts the program by receiving a physical examination; after the examination he is given the withdrawal program under 24 hour supervision. This approach is drug-free, assisted by vitamins and minerals, with assistance and counseling by a trained withdrawal specialist.

From the many cases interviewed and from data from those who have supervised the program, five hours exercise and sauna daily has been found to be ideal for the majority of people doing the Purification program. A good ratio has been found to be approximately 20 to 30 minutes of running to get the circulation up, followed by the remainder of the time spent in the sauna, for a total of five hours.

The program must be followed exactly for the best possible results. Because of the technical nature of the program and because it is a strenuous program, it must only be undertaken after a physical examination and written approval from a medical doctor.

Anyone with a weak heart or who suffers from certain kidney conditions should not do this program but could undergo a similar program of a milder nature.

While doing the program people have reported re-experiencing various effects of past drugs, medicine, alcohol or other stimulants or sedatives-including full-blown drug "trips." For this reason, and for its success on any individual, it is best done under the close supervision of persons trained and experienced in its administration. It is important, even with close supervision, that people doing the program always work with a partner.

This will not be a problem at the St. Louis Juvenile Rehabilitation Facility because twelve inmates will be participating in the program at the same time while three staff members will be actively administering the program.

The program includes the Narconon New Life Detoxification Purification Program to remove drug residues and other toxic substances that remain locked in fatty tissues of the body and can be released into the bloodstream years after the person has stopped taking drugs. The residues can cause cravings for more drugs and thus need to be eliminated from the body. This is accomplished through an exact regimen of exercise, sauna and nutritional supplements, ridding the fatty tissues in the body of drug residues. This program really addresses the physical cravings and gets rid of them.

Orienting the Participant

To prepare an individual to participate in the Purification program the following steps are taken:

1. Inform the person that he must have medical approval to participate in the program, following a medical exam by an informed and licensed medical practitioner.

2. Brief the person on the basic theory and main elements of the program.

3. Ensure he understands the procedures to be followed, the need for keeping to a routine schedule, getting enough sleep and following the correct vitamin regimen.

4. Ensure he understands that the program does not include medication, and that the vitamins, oils and minerals taken during the program are nutrition, i.e., that they are food, not medicine or drugs.

5. Educate the person on:

a. the need for taking plenty of liquids to replenish liquids lost during sweating in the sauna and

b. how to prevent heat exhaustion and how to handle it should it occur.

6. Brief the person on what niacin is, what it does, and what reactions he might experience during the program and why, without making promises as to results.

7. Ensure he understands the importance of continuing the program to its completion, once started on it.

8. Get his promise to follow instructions and complete the program and not abandon it because it becomes uncomfortable or out of laziness or because he/she has other appointments or concerns.

9. Have the person sign a release which covers the above and which clearly states he is undertaking the program on his own volition after having been duly informed as to the purpose and procedure of the program and after having received medical approval to do the program (Clear Body Clear Mind 152-153).

Handling any misunderstanding the person may have before he gets started on the program and emphasizing, at the outset that the standardness with which the program must be followed is an important factor in getting a person through it smoothly (152-153).

Elements of the Purification Program

The Purification program is a precisely designed regimen. It includes the following elements:

Exercise, in the form of running, to stimulate the circulation. Running is done to get the blood circulating deeper into the tissues where toxic residuals are lodged and thus act to loosen and release the accumulated harmful deposits and get them moving.

Very important, then, is that the running is immediately followed by sweating in the sauna to flush out the accumulations which have now been dislodged.

Regular nutrition which is supplemented with plenty of fresh vegetables which are not overcooked. Supplemental nutrition in the form of megavitamin and mineral dosages and extra quantities of oil are a vital factor in helping the body to flush out toxins and to repair and rebuild the areas that have been affected by drugs and other toxic residuals.

A proper schedule with enough rest is mandatory, as the body will be undergoing change and repair throughout the program.

These actions, carried out on a very stringently monitored basis are apparently accomplishing a detoxification of the entire system, to the renewed health and vigor of the individual (35-36).

The purpose of the extra oil intake is the theory that many toxins are locked in the fat tissues of the body, but the body will hold onto a lot of fat and won't let go of it. The effort is to get the body to take good oil or fat in exchange for the bad, toxin-ridden fat it is holding onto. If one wants somebody to clean up the fat tissue in the body, he had better give the body some fat in order to make up for the fat tissues the body is now, on the Purification program, releasing or changing (75).

Although both calcium and magnesium are included in the multi-mineral tablet used on the program, additional dosages of these are an integral part of the program because of their particular effectiveness in helping to handle the effects of drugs.

Calcium is a must where any healing or exchange process is involved, as it is a basic building block. Calcium affects the nervous system. Calcium in deficiency sets a person up for spasms. Nerve spasms occur in the absence of calcium; muscular spasms are caused by lack of calcium.

Calcium would be administered in company with magnesium. Nervous reactions are diminished with magnesium; magnesium itself has proven necessary to keep the nerves smoothed out. Both calcium and magnesium are helpful in preventing sore muscles, but they are best administered together in a specific ratio (88).

Niacin is important in the Purification program because taken in sufficient quantities niacin appears to break up and unleash LSD, marijuana and other drugs and poisons from the tissues and cells. It can rapidly release LSD crystals into the system and send a person who has taken LSD on a "trip" (102).

Chart 3

Recommended Dosages of Vitamins and Minerals

Niacin:	100 mg. (or less, depending upon individual tolerance at the start) daily.
Vitamin B complex:	approximately 2 tablets daily, each tablet containing the same amounts of B2 and B6.
Vitamin B1:	250-500 mg. daily, in addition to the B1 contained in the B complex tablet.
Vitamin A:	approximately 5000 IU daily.
Vitamin D:	approximately 400 IU daily. (This is usually taken in a capsule that is a combination of 400 IU of vitamin D and 5000 IU of vitamin A listed above.)
Vitamin C:	approximately 250-1000 mg. daily, depending upon individual tolerance.
Vitamin E:	approximately 800 IU daily.
Multi-Minerals:	1 to two tablets daily, each containing a balanced combination of minerals.
"Cal-Mag" Formula	at least one glass, or more as advised, daily. The "Cal-Mag" Formula provides extra quantities of the minerals calcium and magnesium, and this is taken daily in addition to the daily multi-mineral tablets.

Source: Clear Body Clear Mind 118.

Chart 4

Vitamin B Complex

The vitamin B complex tablet that was used in the initial research for the Purification program was one which contained:

B1:	50 mg.	Folic Acid:	100 mcg.
B2:	50 mg.	Biotin:	50 mcg.
B6:	50 mg.	Choline:	50 mg.
B12:	50 mcg.	Niacinamide:	50 mg.
Pantothenic Acid:	50 mg.	Inositol:	50 mg.
PABA:		50 mg.	

all in a base of lecithin, parsley, rice bran, watercress and alfalfa.

Source: Clear Body Clear Mind 118-119.

With each of the points of the program kept in and the regimen followed exactly, the program can be completed by many at five hours a day in two or three weeks time. Some persons may take a bit more time than that; a few might complete the program in less time.

After the inmate completes the program, he will go through short courses, with the first course on how to study followed by a co-counseling course where individuals doing the program are learning how to help each other improve communication and gain control of their lives once and for all.

This is followed by the Ups and Downs in Life Course which gives him or her the ability to locate and handle those influences in his environment that would cause him to start using drugs again.

After that is the Personal Values and Integrity Course which teaches the importance of surviving not only for himself but also for his family, his group, and other aspects of life. The course gives him invaluable knowledge about personal ethics, honesty and integrity and shows him how to correct harmful behavior by confronting and taking responsibility for past harmful deeds.

Next is the Narconon Changing Conditions of Life Course. This course gives the exact step-by-step technology he needs to improve his life. It also teaches how to restore previous bad conditions and how he can apply this technology and keep winning.

Finally he studies "The Way To Happiness Course." This course teaches a non-sectarian moral code which is a guide to living a happy life. It is based on the book The Way To Happiness (Duff 3).

Scientific Studies

An independent Spanish study of 50 Narconon graduates was conducted in Mar/Apr 1987 by "Técnicos Asociados de Investigación y Marketing" (TAIM). The study was conducted for the Ministry of Health and Social Services and showed that 70 percent of the graduates were drug-free two years later. It was headed by Dr. Esquerdo (Hannemyr 3).

Narconon Sweden has also had independent studies done of Narconon's success rate. A Swedish evaluation conducted in 1981 found that 76.9 percent were drug-free two years after completion of the program. Another finding in the study was that 87 percent of the participants reported criminal histories prior to program entrance, but two years after completing the Narconon program this had diminished to only 22 percent reporting any criminal activity (3).

Professional Endorsements

"Narconon has emerged during the past decade as one of the premier residential treatment centers for persons who have severe drug dependence. I have referred patients to Narconon centers in recent years and seen tremendous results," stated Forest Tennant, M.D. ("Narconon Professional Drug Treatment Endorsements" 1).

"In the course of my work I have had the opportunity to observe firsthand the results of the Narconon New Life Detoxification Program, and have found them to be nothing less than miraculous. The common theme expressed by people who have completed the program is that they are no longer encumbered by

chemicals which were shutting off their lives. They express increased mental clarity and new hope for the future. Their lives upon completion of the program are happier, healthier and more productive," said Megan Shields, M.D. (1).

"For many years I have dedicated myself with the difficult task of rehabilitating substance abusers. I have studied a variety of systems of rehabilitation and I have concluded that we have in our possession a totally workable program through Narconon," explained Dr. Juan I. Redondo (1).

Narconon is accredited by the Commission for Accreditation of Rehabilitation Facilities (CARF), widely recognized as the foremost authority on drug rehabilitation programs in the United States. CARF's standards are the highest in the nation and have been adopted by many state and federal agencies as the benchmark for all rehabilitation programs to measured against ("Scientology: Narconon: Expansion Because of One Reason: Results 1).

The governments of Sweden, Denmark, Italy, the Netherlands and Switzerland provide funding for Narconon's drug education efforts and support delivery of the drug rehabilitation program (1).

The St. Louis Juvenile Rehabilitation Facility deals with every aspect of an offender's life. The facility works with the offender's family. The offender receives counseling, educational, and job training while residing at the facility. The purpose of the facility is to rehabilitate the offender and help transition the offender back into society.

Mission Statement

It is the mission of St. Louis Juvenile Rehabilitation Facility to provide a structured education and treatment program

for juvenile offenders aged thirteen to twenty one. The offenders will learn communication and job skills.

Organizational Structure

The St. Louis Juvenile Rehabilitation Facility will have 87 employees. The facility will also contract services from seven different therapists. The staff breakdown is as followed: One executive director, one assistant director, one psychologist, one psychiatrist, eight teachers (each certified in a different area: work evaluation and job training, computer, English/reading, physical education, math/science, health/nutrition, geography/history, and one special education teacher, one registered nurse, four cottage managers, twenty full-time cottage workers, twenty three part-time cottage workers, two office workers, two cafeteria workers, four full-time maintenance workers, and three part-time maintenance workers, nine full-time security guards, and seven part-time security guards. The seven therapists that the facility will contract services from are three family therapists, two sex therapists, and two drug/alcohol therapists.

The executive director of the St. Louis Juvenile Rehabilitation Facility will have a master's degree in criminal justice. The director will oversee the entire facility. The director will be in charge of making a budget and making sure that the budget is followed. The director will hire all teachers, psychologists, psychiatrists, cottage managers, office staff, security, and cafeteria and maintenance staff.

The executive director will have authority over all treatment programs. The director will determine what each building and

office will be used for and all additions and renovations will be subject to the director's approval. The director will determine what training or conferences the staff will participate in.

The board will be a nine member board consisting of a chairman, treasurer, secretary, and six board members having expertise in the be experts in six different fields of law, education, recreation, security, business, and criminal justice.

The board has ultimate legal authority and responsibility for all activities and resources of the organization. It is the board's responsibility to supervise and approve decisions affecting goals, plans and programs. The board will have the authority to hire and fire the executive director.

The interests of different constituencies or member organizations need to be represented by board members. Members will be appointed every two years by a vote of the board members, executive director, psychologist and psychiatrist.

The board chairperson's role will be the keeper of the vision of the organization, to inspire and motivate its board and staff, and to oversee their functioning in keeping with the principles spelled out by the mission statement. The chairperson acts as the chief liaison between the executive and the board to represent the community and to represent the St. Louis Juvenile Rehabilitation facility.

The board treasurer will keep track of the organization's funds, making sure that the organization has the funds to run the programs as needed. The board secretary will take the minutes of membership, board, and executive board meetings and will be responsible for maintaining important corporate documents and records. The secretary will give each board member a copy of

previous minutes and a copy of the upcoming agenda in advance of the next meeting.

The assistant director will have a master's degree in criminal justice and will be in charge of the facility in the absence of the director. He will assist the director in the day to day running of the facility and he will act as liaison between the staff and the director.

The psychologist and psychiatrist will work on a treatment program for each juvenile offender. They will administer psychological and educational tests to determine the educational and psychological levels of the offender. They will work as a team with the executive director, cottage manager, teachers, parents (when applicable), and the offender to come up with an appropriate treatment program. They will provide the offender with individual and group counseling on issues with which the offender is having problems.

The cottage manager will have a bachelor's degree in social work, criminal justice, or education and will be in charge of the cottage. The cottage manager will be responsible for the offenders program being carried out. The cottage manager hires and trains all cottage staff.

The teachers will be certified to teach the courses that they are assigned. They will develop an individualized plan for each offender for that teacher's curriculum.

The special education teacher will be certified in Special Education and will test individuals suspected of learning disabilities. The special education teacher will set up educational plans for offenders with learning disabilities.

The nurse will be a registered nurse. The nurse will dispense medication when needed. The nurse will be in charge of keeping all medical records for the offenders. The offenders will go to the nurse if they need medical attention. The nurse will determine whether a doctor needs to be consulted or whether the offender needs hospitalization.

The cottage workers will have either a bachelor's degree in criminal justice, social work, or education, or a high school graduate with two years experience working with juveniles or offenders. The cottage workers will provide the direct care of the offenders and will lead group meetings where the offenders will discuss an issue.

The office workers will be high school graduates with the ability to type at least 30 wpm. The office workers will be required to keep the files and records of each offender. They will answer the phones and type all memos written by the director.

The cafeteria workers will be required to be high school graduates and will be in charge of preparing all meals for the offenders. Four offenders will work with the cafeteria staff to provide meals for the offenders. The offenders who work with the cafeteria workers will help cook and serve the meals, wash dishes and clean the dining room after the offenders are finished eating.

The maintenance workers will be required to be high school graduates and will be in charge of keeping the outside grounds clean. They will mow all of the grass areas at the facility and provide minor repairs on the facility buildings.

The security guards will be required to be high school graduates and will be responsible for patrolling the facility

grounds to prevent escapes. They will also make sure that they know what visitors enter the facility at all times.

The seven therapists that the facility will contract services from will all be licensed therapists. Three of the therapists will be family therapists who will counsel the offender and his or her family members to prepare the offender to return to the family home. The two sex therapists will set up a rehabilitation program for the sex offender. The two drug and alcohol therapists will work with the offender to try to keep the offender off of drugs and alcohol.

Facility Buildings

The facility will be on ten acres of donated land in St. Louis City. The facility will consist of 26,721 sq. ft. of buildings. The breakdown will be 16,756 sq. ft. or four 4253 sq. ft. cottages. Each cottage will consist of a 40'x40' or 1600 sq. ft. living area, 20'x30' or 600 sq. ft. recreation room, 28'x32' or 896 sq. ft. bathroom facility (consisting of four sinks, three toilets, three urinals, two bathtubs, and four shower stalls), 12'x12' or 144 sq. ft. laundry room, 14'x14' or 196 sq. ft. dining room, 15'x15' or 225 sq. ft. kitchen, 12'x12' or 144 sq. ft. office, 6'x10' or 60 sq. ft. staff bathroom (consisting of a toilet and sink), two 12'x12' or 144 sq. ft. study rooms, and a 10'x10' or 100 sq. ft. isolation room. There will also be a separate 15'x15' or 225 sq. ft. guard station.

The education facility will be 9,484 sq. ft. The facility will consist of five 20'x20' or 400 sq. ft. classrooms, a 20'x20' or 400 sq. ft. conference room, a 20'x20' director's office, a 10'x15' or 150 sq. ft. office, a 15'x15' or 225 sq. ft. special

education room, a 10'x10' or 100 sq. ft. psychologist office, a 10'x10' or 100 sq. ft. psychiatrist office, a 2000 sq. ft. cafeteria, a 2000 sq. ft. gymnasium, a 20'x30' weight room, a 12'x12' or 144 sq. ft. sauna, a 10'x10' or 100 sq. ft., isolation room, two 16'x20' or 320 sq. ft. bathrooms, a 10'x10' staff bathroom, a 15'x15' or 225 sq. ft. nurse station, a 20'x15' or 300 sq. ft. maintenance shed.

Cottage Supply Start Up Costs

The four cottages will have many start up costs. These start up costs are as follows: 48 beds @ \$100.00 each-total \$4,800; \$5,000 for sheets, pillow cases, blankets, towels, and wash clothes, 12 couches @ \$500.00 each (three for each cottage) total \$6,000; 20 desks @ \$200.00 each (five for each cottage) total \$4,000; 20 desk chairs @ \$50.00 each total \$1,000; 16 washers and 16 dryers @ \$400.00 (four for each cottage) total \$12,800; four dishwashers @ \$300.00 each total \$1,200; \$1,600 kitchen supplies pots, pans, plates, glasses, silverware (\$400.00 for each cottage), four stoves @ \$500.00 each total \$2,000; four microwaves @ \$100.00 total \$400; four refrigerators @ \$800.00 each total \$3,200; two vans @ \$25,000.00 each total \$50,000; two riding lawnmowers @ \$1,500.00 each total \$3,000; two push lawnmowers @ \$150.00 each total \$300; tools \$1,000; total cottage start up expenses \$96,300.

Educational Facility Start Up Costs

The educational facility will have a large start up cost. The educational start up costs are as follows: 14 desks @ \$200.00 each total \$2,800; 14 desk chairs @ \$50.00 each total \$700; 34

tables @ \$75.00 each total \$2,550; 135 chairs @ \$10.00 each total \$1,350; \$1,000 physical education equipment, \$10,000 for weightlifting equipment; four exercise bikes @ \$1,000.00 each total \$4,000; two treadmills @ \$2,600.00 each total \$5,200; two stairmasters @ \$1,400.00 each total \$2,800; two rowing machines @ \$1,200.00 each total \$2,400; total start up costs for the educational facilities is \$32,800.

Cafeteria Start Up Costs

The cafeteria will have major start up costs. The start up costs are as follows: one stove \$1,500; one oven \$1,500; one dishwasher \$2,000; two freezers @ \$1,000.00 total \$2,000; two refrigerators @ \$1,500.00 each-total \$3,000; two microwaves @ \$100.00 each-total \$200; \$1,000 kitchen supplies-pots, pans, plates, glasses, silverware for cafeteria, eight tables @ \$100.00 each total \$800; 64 chairs @ \$10.00 each-total \$640. Total cafeteria start up costs are \$12,640. Total supply start up costs for cottages, educational facility, and cafeteria are \$141,740. The computers and desks needed for the computer laboratory will be solicited from area businesses.

Building Costs

The land will be donated by St. Louis City. The building cost will be \$100.00 per sq. ft. The facility will be 26,721 sq. ft. Building construction cost will be \$2,672,100. Nine percent or \$240,489 needs to be added for grading and street construction. Six per cent or \$160,326 needs to be added to put in utilities. Total building cost including grading and street construction, putting in utilities and \$8,000.00 for a sauna is

\$3,080,915. Total start up costs building construction plus supply start up costs is \$3,222,655.

Commerce Bank will loan the agency \$2,557,424 after the agency puts 20% or \$639,356 down. The bank will make a fifteen year loan at 8.75% interest. The monthly payment will be \$25,985.70. The annual payment will be \$311,828.40. The bank also requires an appraisal of the site, environmental study, loan origination fee and construction escrow dispersement. The fee for the site appraisal is \$3,000. The cost of an environmental study is \$2,500. The loan origination fee is \$10,000. The construction escrow dispersement fee is \$7,500.

Chart 5

St. Louis Juvenile Rehabilitation Facility

Annual Operating Expenses

Budgeted expenses

Salaries

Executive Director	\$75,000	
Assistant Director	32,000	
Psychologist	45,000	
Psychiatrist	45,000	
Registered Nurse	28,000	
8 teachers	184,000	(\$23,000 each)
4 cottage managers	84,000	(\$21,000 each 8,320 total hours)
13 day cottage workers	216,320	(13 full-time @ \$8.00 per hr. 27,040 hrs.)
7 overnite cot. workers	94,640	(7 full-time @ \$6.50 per hr. 14,560 hrs.)
23 pt. cot. workers	160,576	(23 pt. @ \$6.50 per hr. 24,704 hrs.)
2 cafeteria workers	29,120	(2 full-time @ \$7.00 per hr.)
4 maintenance workers	66,560	(4 full-time @ \$8.00 per hr.)
3 pt. maintenance workers	24,960	(3 pt. @ \$7.50 per hr.)
9 ft. security guards	131,040	(9 ft. security guards @\$7.00 per hr.)

Chart 5 cont.

7 pt. security guards	61,000	(7 pt. security guards @ \$6.75 per hr.)
3 family therapists	11,520	(24 hrs. per month @ \$40.00 per hr.)
2 sex therapists	9,600	(20 hrs. per month @ \$40.00 per hr.)
2 alcohol/drug therapists	9,600	(20 hrs. per month @ \$40.00 per hr.)
Total Annual Salaries	\$1,212,416	
Fica	117,906	
State unemp. ins. tax	13,033	
Facility loan payment	311,828	
Em. Health in. (52)	84,240	
Drug Rehab.	60,000	(24 inmates @ \$2,500 each)
Criminon course	8,160	(48 inmates @ \$170.00 each)
Food	49,455	
Travel and conference	4,000	
supplies	180,000	
utilities		
ele. and heat	14,000	
telephone	4,800	
water	1,800	
Printing and stationary		
Letterhead 500@ \$30	120	
envelopes 500@ \$32	128	

Chart 5 cont.

postage 1000 x \$32	320
Vehicle expenses	15,000
Annual budget expenses	2,077,206
Total one time	
start cost	804,096
Total annual budget	2,881,302
depreciation	134,482

**Benefits of the Proposed Facility
in Comparison to Existing Facilities**

The proposed facility will offer a more effective drug rehabilitation program than current area facilities. The program will be able to get existing drugs out of the inmates bodies. It will also offer drug counseling. Currently area facilities only offer drug counseling. They currently have no real way to get drugs out of the inmates systems.

This facility will offer more individualized programming. Current area facilities offer more group programming. Educational programs currently are determined for an entire unit. This proposed facility sets up individualized educational programming and uses Plato 2000's computerized curriculum which will allow them to develop academic skills in a variety of areas.

The proposed facility will use a Criminon correspondence course to rehabilitate the inmates. Criminon, which means "no crime", is a non-profit international organization dedicated to helping prison inmates and juvenile delinquents become productive and honest members of society.

Criminon uses courses that are combined to bring the young offenders from a state of mind where ignorance and violence are the cornerstones of survival, to a state of being where decency and understanding are the principles which guide their lives.

The way the Criminon correspondence course is set up, the inmates work at their own pace. Each inmate does the course by himself and mails his lessons to a criminon volunteer where the lesson is graded and sent back to the inmate. The inmate does not progress to the next lesson until he understands the current material.

The proposed facility also requires each inmate to develop a plan to compensate victims for their losses. Empathy for the victim will be emphasized throughout the juvenile's placement at the facility. Such activities as letters of apology and role playing will facilitate a better understanding of the victim's feelings.

The proposed facility will cost a little more than Hogan Center; a similar program in St. Louis. The per diem charge per person at Hogan Center is \$111.48. The St. Louis Juvenile Rehabilitation Facility per diem per person cost will be \$114.12. This comes out to a per bed per year cost at Hogan Center of \$40,803. The St. Louis Juvenile Rehabilitation Facility cost per bed per year will be \$41,655. These figures do not take into account the one time start up cost of \$804,096.

The reason for the higher per diem cost and higher per bed cost of the St. Louis Juvenile Facility is the facility loan payment of \$311,828 per year. After subtracting the \$311,828 per year facility loan payment the per diem cost drops to \$96.32 per diem. The per year cost per bed drops to \$35,158.

The St. Louis Juvenile Facility will be a more modern facility than Hogan Center. Hogan Center has an average facility population of a little more than 33 inmates. The St. Louis Juvenile Facility will be able to serve 48 inmates.

Evaluating the Program

The program needs to be evaluated regularly to insure that the program is effective. Each offender upon admittance will be given a series of tests in order to compose a psychological profile for each offender. At the end of the year the offender

will be given the same series of tests to determine whether the offender's attitudes or beliefs have changed since admission to the facility.

Each offender upon admittance to the facility will be given the Woodcock Johnson test. Pre and post testing will be given to measure educational progress. The number of GED'S attained by the juvenile offenders will be noted.

It will be difficult to evaluate the program at first since it is a new program. There is no previous data from the facility to compare. There are many variables that can't be duplicated at other facilities, such as, family upbringing, genetic make-up, geographic location, educational background. With these different variables it is difficult to make an accurate comparison between programs.

The director of the facility will look at what other facilities are doing to see if there are effective programs that can be incorporated in the St. Louis Rehabilitation Facility to improve rehabilitation programming. Staff will participate in workshops and training to be up to date on training and knowledge to be more effective professionals.

The director will set up a committee consisting of board members and department heads to discuss the facility's programs. The committee will meet each year to evaluate the facility's programs. They will discuss aspects of the programming that were successful and they will make suggestions as to on what can be done to improve programming. The committee will evaluate the previous year's programming. They will also set up yearly and five year goals for the facility.

The goal of the St. Louis Rehabilitation Facility is long-term rehabilitation. Long-term rehabilitation is defined by an offender getting released from the facility and not committing more crimes. It is difficult to evaluate programming until at least two or three years after an offender is released.

The St. Louis Rehabilitation Facility can look at the recidivism rate of offenders released from the facility compared to offenders that were released from other facilities. If the recidivism rate is lower for offenders released from the St. Louis Rehabilitation Facility than offenders released from other facilities, then programming at St. Louis Rehabilitation Facility is effective. If recidivism rate is higher for offenders released from the St. Louis Rehabilitation than for offenders released from other facilities, then the St. Louis Rehabilitation Facility needs to take a closer look at its programming.

The other facilities need to be looked at more closely. The other facilities might house a different type of offender, such as the facility that houses offenders who do not commit as serious of offenses or they may come from different family backgrounds, such as fewer one-parent families or fewer drug offenders.

The effectiveness of a facility's programming may be because of the offenders that the facility houses, rather than the facility's programming. The St. Louis Rehabilitation Facility needs to constantly evaluate its programming and staff training and performances. The facility also needs to constantly monitor other facilities for programs that will most efficiently rehabilitate offenders.

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