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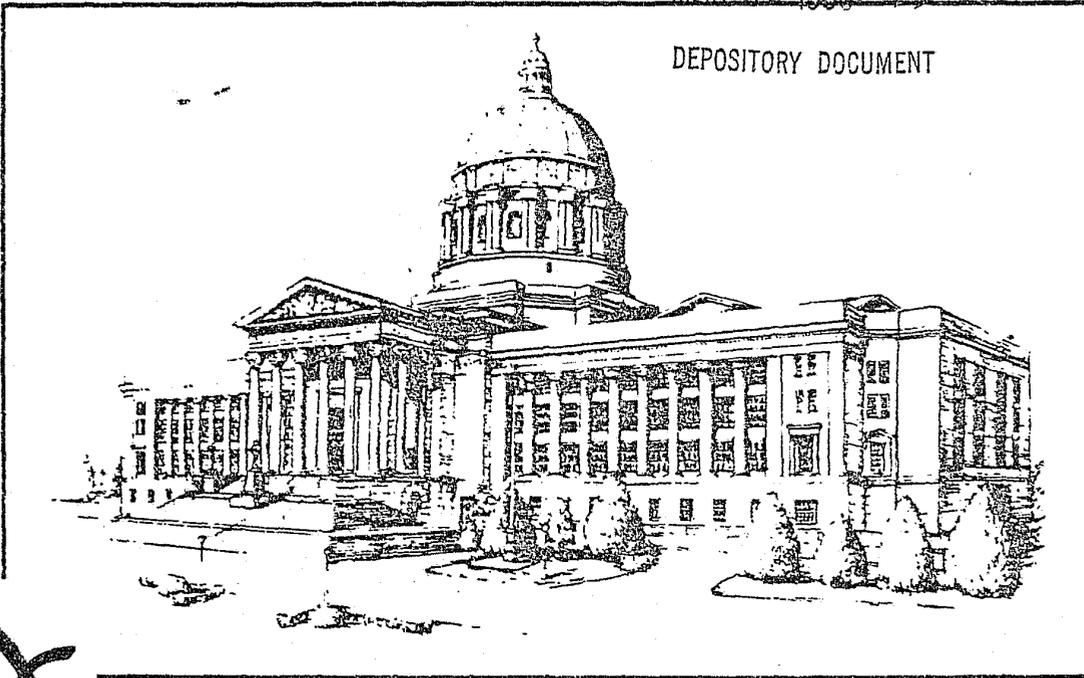
# FACILITIES AND PROGRAMS FOR JUVENILES IN MISSOURI

## A REPORT

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MISSOURI HOUSE OF REPRESENTATIVES

REPORT OF THE INTERIM SUBCOMMITTEE  
ON JUVENILE FACILITIES AND PROGRAMS

AND

THE HOUSE JUDICIARY SUBCOMMITTEE ON  
JUVENILE JUSTICE

MARCH, 1980

KENNETH J. ROTHMAN  
SPEAKER OF THE HOUSE

REPORT OF  
THE INTERIM SUBCOMMITTEE  
ON JUVENILE FACILITIES AND PROGRAMS  
AND  
THE HOUSE JUDICIARY SUBCOMMITTEE  
ON JUVENILE JUSTICE



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NOTES

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ACQUISITIONS



MISSOURI  
HOUSE OF REPRESENTATIVES  
JEFFERSON CITY 65101

March 5, 1980

The Honorable Kenneth J. Rothman  
Speaker of the House of Representatives  
Missouri General Assembly

Dear Mr. Speaker:

We respectfully submit to you the report of the Interim Subcommittee on Juvenile Facilities and Programs and the House Judiciary Subcommittee on Juvenile Justice. The report discusses the treatment and educational programs used by the Division of Youth Services, as well as some of the other aspects of services available through the division. The committee has included recommendations which address the problems discussed in the report.

Two public hearings were held; the first at the W. E. Sears Youth Center in Poplar Bluff on November 15 and the second in Jefferson City on December 3, 1979. The report is based on information received at these hearings. Supplemental data was collected by committee staff through interviews, facility visits and examination of program statements.

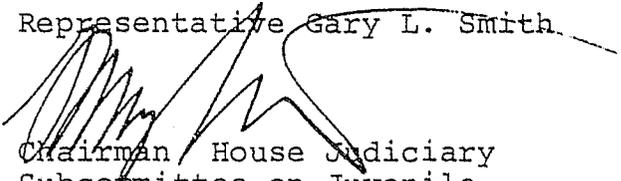
We hope this report will be useful to members of the General Assembly in future consideration of the needs of Missouri's youth. We invite your continued interest in this area.

Sincerely,

Representative S. Sue Shear

  
Chairman, House Interim  
Subcommittee on Juvenile  
Facilities and Programs

Representative Gary L. Smith

  
Chairman, House Judiciary  
Subcommittee on Juvenile  
Justice

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## SUMMARY OF REPORT AND FINDINGS

Missouri has not always had a separate state agency for juvenile corrections. Youthful offenders were the responsibility of the Department of Corrections up to 1945, when a new state constitution was adopted which created the State Board of Training Schools. Under the Omnibus State Reorganization Act of 1974, the Board of Training Schools was renamed the Division of Youth Services. The new agency was given an expanded mandate to administer a "comprehensive program of youth services," including institutions, group homes, foster care and aftercare. The agency now has more than 700 employees and a budget of about 13 million dollars.

The division provides services to children between the ages of twelve and eighteen who have been adjudicated as delinquent or as status offenders. All commitments to the agency are made by juvenile courts for an indeterminate period of time. The average length of stay is approximately six months.

Juveniles are assigned to the division's programs on the basis of an evaluation prepared by a classification specialist. Whenever possible, a program is selected which will permit the child to stay close to his own community in the least restrictive environment consistent with his treatment needs. The division operates two large institutions, two regional youth centers, fifteen group homes, and four park camps.

All the division's facilities now use some form of group treatment, and the most common is Positive Peer Culture. Children are assigned to a group which usually consists of nine members and an adult leader. A teacher may serve as the leader during the daytime, and a youth specialist at night. The process of intense group interaction which extends to all phases of daily life and includes evaluation of a participant by his peers, is designed to foster self-respect, respect for others, a caring attitude, and the taking of responsibility for one's behavior.

Although all of the facilities use group treatment techniques, there are some variations in the programs used by the different facilities. The institutions, for example, are more structured than are the group homes and park camps. However, an individualized type of treatment outside of a group setting is only available on a purchase of services basis.

Some witnesses at hearings held by the committee criticized aspects of Positive Peer Culture. The practice of releasing most youths after six months, they said, should be changed to fit the varying circumstances of each case. Some youths are able to "front" their way through group treatment without actually benefiting from it. Children who are sent to the Division of Youth Services often have poor social interaction skills and may need individualized rather than group attention. The division in one of its own communiques has recognized the possibility that other treatment resources may be needed for those youths not being effectively served by Positive Peer Culture.

Division of Youth Services' officials generally seemed to view treatment as their primary objective. However, they also stressed the importance of education and took the position that the group treatment did not necessarily conflict with educational objectives. The division's institutions and park camps operate their own educational programs, which include academic education as well as vocational training. Many of the students prepare for and take the General Equivalency Degree test.

Positive Peer Culture had been criticized as inimical to educational goals because under the group therapy technique teachers are expected to function as treatment staff in addition to their roles as teachers. Testimony at the hearing indicated that some time is taken during school hours for group discussion and for dealing with students who may be having behavioral problems. In some instances this has involved group restraint of a particular student. But administrators at the institutions argued that time spent addressing such problems was time well spent, and that a student whose underlying behavioral and emotional problems are ignored won't learn much anyway.

In addition to its residential programs, the division operates a parole-like service referred to as aftercare. During fiscal year 1978, approximately 54 aftercare workers supervised 1388 youths, with an average caseload of 25.7 youths for each aftercare counselor. The counselor must make at least one contact per month with each client. On the average a youth spends seven months in aftercare supervision, unless he reaches his eighteenth birthday before the expiration of that time.

Some of the major problems associated with the aftercare program are excessive travel time for the counselors and a

lack of community resources for the counselor to use in assisting youths seeking employment and reintegrating them into the community. Some questions were raised about the transition from a group treatment environment to the absence of a group structure during aftercare. It was suggested that the group training may not prepare the juvenile for normal living situations.

## COMMITTEE RECOMMENDATIONS

- (1) THE PROGRAMS OF THE DIVISION OF YOUTH SERVICES ON THE WHOLE ARE OF PROFESSIONAL QUALITY AND ARE WORTHY OF LEGISLATIVE SUPPORT

Several witnesses at the public hearings commented on the division's improved child care services and programs, as well as its improved communications and relationships with other child serving agencies. The division's institutions appear to have improved during the last decade, and conditions are more humane and conducive to rehabilitation now than they were prior to the implementation of group treatment.

- (2) THE DIVISION OF YOUTH SERVICES SHOULD BE PERMITTED TO CONTINUE TO USE GROUP TREATMENT AT THE TRAINING SCHOOL FOR GIRLS

Group treatment was not implemented at the Training School for Girls until the spring of 1979, and a judgement as to the merits of the program at this point would be premature. Other division facilities which use Positive Peer Culture also experienced difficulties during the initial stages of implementation.

- (3) THE DIVISION OF YOUTH SERVICES SHOULD IMPLEMENT OTHER TREATMENT METHODS FOR THOSE CHILDREN WHO DO NOT BENEFIT FROM POSITIVE PEER CULTURE

The committee questions whether all children committed to the Division of Youth Services are amenable to group treatment such as Positive Peer Culture. The division should make more individualized and diversified treatment available, either on a purchase of services basis or in its own facilities.

- (4) THE DIVISION OF YOUTH SERVICES' PROGRAMS SHOULD INCLUDE BOTH TREATMENT AND EDUCATION

The committee supports balanced programs which give equal weight to treatment and education. The committee

does not believe that the goals and objectives of treatment and education are necessarily conflicting. Education is an integral part of effective rehabilitation and treatment should not interfere with education.

- (5) THE DIVISION OF YOUTH SERVICES SHOULD CONTINUE ITS INVESTIGATION OF THE SUDDEN INCREASE IN ESCAPES FROM THE TRAINING SCHOOL FOR BOYS

There was a sudden increase in escapes from the Training School for Boys beginning in July of 1979 after the rate had been declining for years. Staff laxity and inadequate supervision of youths by the staff, the introduction of two groups of girls to the institution this summer, and a breakdown in the group treatment process were offered as possible causes.

- (6) THE LENGTH OF STAY AT DIVISION OF YOUTH SERVICES' FACILITIES SHOULD BE DETERMINED ON THE BASIS OF ALL THE CIRCUMSTANCES OF EACH INDIVIDUAL CASE

Although there are exceptions, most youth who are committed to division facilities stay there for about six months. The committee believes some children should spend shorter terms and some longer ones, and that the decision should be made on the basis of all the circumstances in the case, including the youth's progress, amenability to treatment, the severity of the offense or offenses, and the possible threat to public safety by the youth's release.

- (7) THE COMMITTEE ENCOURAGES THE DIVISION OF YOUTH SERVICES TO OBTAIN MORE FOSTER HOMES AS ALTERNATIVES TO INSTITUTIONALIZATION FOR YOUTH COMMITTED TO ITS CUSTODY

The division's aftercare youth counselors cited the lack of foster homes as their major problem in providing aftercare services. Juvenile courts feel that alternatives to commitment to the Division of Youth Services such as foster homes and short-term shelter care should be available.

- (8) AFTERCARE SUPERVISION IS A VITAL PART OF THE TREATMENT PROCESS AND THE AFTERCARE PROGRAM SHOULD BE IMPROVED

The object of juvenile corrections is to return the youth to society and reintegrate him into his community. One witness at the Jefferson City hearing suggested that perhaps Positive Peer Culture was successful in the institutions but not during aftercare supervision.

- (9) THE COMMITTEE RECOMMENDS THAT ASSIGNMENT OF CASES TO AFTERCARE YOUTH COUNSELORS SHOULD CONTINUE TO BE MODIFIED TO ELIMINATE EXCESSIVE TRAVEL TIME

The committee appreciates the difficulty of efficiently assigning caseloads to aftercare youth counselors, and encourages the division to make assignments within its five regions so as to make the most effective use of its staff.

- (10) THE VOCATIONAL PROGRAM AT THE TRAINING SCHOOL FOR GIRLS SHOULD BE EXPANDED TO INCLUDE A WIDER VARIETY OF POSSIBLE CAREERS

The current vocational program at the Training School for Girls includes cooking, typing, cosmetology, nurses' aid and waitress training and child care and development. All of the above are traditionally female vocations which pay limited salaries in society. The committee recommends expanding the Training School for Girls' vocational program to include programs requiring greater skills with greater opportunities for females upon leaving the institution.

REPORT ON THE TREATMENT PROCEDURES USED BY THE  
DIVISION OF YOUTH SERVICES AND THE ROLE OF  
EDUCATION IN THE TREATMENT PROCESS

History, Responsibility and Oversight  
of the Division of Youth Services

The Missouri Department of Corrections was responsible for juvenile corrections until 1945. This responsibility was transferred to the State Board of Training Schools, a six member administrative board established by the 1945 Constitution. The board was given "broad administrative discretion for the correction and training of juvenile offenders"<sup>1</sup> even though, technically, it remained within the Department of Corrections. The board was authorized to hire a director to manage the agency under the board's supervision.

The adoption of an amendment to Article IV of the Missouri Constitution in 1972 abolished the State Board of Training Schools effective July 1, 1974. The Omnibus State Reorganization Act of 1974 restructured the previously administrative State Board of Training Schools into an advisory board and changed the agency's name to the Division of Youth Services. The division was placed within the newly created Department of Social Services under the supervision of a director appointed by the department director.<sup>2</sup>

Chapter 219 of the Missouri Statutes on Youth Services was significantly modified in 1975 by the passage of Senate Bill 170, which widened the range of the division's responsibilities and increased the advisory board's membership to fifteen. Since that time the division has moved from providing mainly institutional care to offering a variety of residential and nonresidential services.

The Division of Youth Services' primary statutory requirement is to provide "for the reception, classification, care, activities, education,<sup>3</sup> and rehabilitation of all children committed to the division."<sup>3</sup> In addition, the division is responsible for developing and administering "an effective statewide comprehensive program of youth services,"<sup>4</sup> which includes the administration of the interstate compact on juveniles, the collection of statistics and information, the evaluation of the effectiveness of delinquency prevention and rehabilitation programs and the preparation of a master plan for delinquency prevention and control as well as rehabilitation services.

In order to fulfill its legislative mandate, the division employs approximately 700 employees who are engaged in direct treatment, support services and general administration.

Most of the division's approximately 13 million dollar budget comes from Missouri's general revenue fund. However, the agency's receipt of federal monies is increasing and it currently obtains funding from Title XX, Title I, Vocational and Special Education programs as well as the Law Enforcement Assistance Administration, the United States Department of Agriculture and the Office of Juvenile Justice and Delinquency Prevention.

Oversight of the agency's statutory requirements and general operation is conducted by the Division of Youth Services' State Advisory Board. The board, by statute, is authorized to advise the division director, legislature and general public on all subjects relating to the functioning of the division. The board's fifteen members are appointed by the director of the Department of Social Services and serve staggered four year terms.

The board is required to meet with the director of the division at least four times a year "for the purpose of reviewing the activities of the division."<sup>5</sup> Each of the division's facilities are to be visited by the board as often as it feels necessary. A written report, "regarding conditions they observed relating to the care and treatment of children assigned to the facility and any other matters pertinent in their judgment"<sup>6</sup> must be submitted to the governor, division and department directors and the legislative library.

#### Commitment to the Division of Youth Services

The division's clients come from the state's juvenile courts. The agency provides services to status offenders and delinquents, over twelve years of age, after the juvenile court determines that "a suitable community based treatment service does not exist, or has proven ineffective."<sup>7</sup> Status offenders are children who have engaged in conduct which would not be prohibited if committed by an adult. Usually they are charged with such acts as running away from home, being truant from school, refusing to obey their parents or in the language of the statute it is found that "the behavior, environment or associations of the child are injurious to his welfare or the welfare of others."<sup>8</sup> Delinquents are children who have violated a state law or municipal ordinance.

Children aged twelve to seventeen may be committed to the agency, and all commitments are for an indeterminate period of time. The agency can only maintain custody or supervision

of a child until he reaches eighteen years of age, at which time the agency must discharge the child. Children diagnosed as having a mental or communicable disease may not be committed to the division unless the division has proper facilities available, authorizes commitment to a specific facility and notifies the court accordingly.

Juveniles committed to the division undergo classification for assignment to residential programs or nonresidential services. A classification specialist prepares a physical, psychological and sociological profile on each child in order to assess the child's service needs and to select an appropriate placement. If the classification specialist does not feel that a determination of an appropriate placement can be made based on the above information, the child will be sent to a reception center at the Training School for Boys or the Training School for Girls for further testing and evaluation. These reception centers are also used to house youths awaiting placement in programs where bedspace is currently not available.

The division has four objectives in mind when children are classified for assignment to a particular facility or program: first, treatment of the child in the least restrictive environment; second, treatment of the child near his home and within his region of commitment; third, placement of the child in accordance with his treatment needs as determined by his classification; and finally, placement of the child consistent with the need for the protection of the public.

Within its five statewide regions, the division operates two large institutions, two regional youth centers, fifteen group homes and four park camps with a total capacity of housing between 550 and 600 juveniles. The average length of stay for all facilities and programs varies between five and one half and six and one half months and is currently running a little less than six months.

By statute the Division of Youth Services is mandated to "make periodic reexaminations of all children committed to its custody for the purpose of determining whether existing dispositions should be modified or continued. Reexamination shall include a study of all current circumstances of such child's personal and family situation and an evaluation of the progress made by such child since the previous study. Reexamination shall be conducted . . . at intervals not to exceed six months. Reports of the results . . . shall be sent to the child's committing court and to his parents or guardian."<sup>11</sup>

The division may transfer the physical custody of any child in its custody to any other child serving agency. However, the child need only be accepted by the other agency if it has the services in question available. The division occasionally refers youth to the Department of Mental Health.

Treatment Provided  
by the Division of Youth Services

All the division's programs and facilities use a group treatment approach. The primary treatment modality is Positive Peer Culture, which is modeled after Florida's Guided Group Interaction Program. The director of the division believes that group treatment represents a nonpunitive approach to treatment and rehabilitation of juvenile offenders.<sup>12</sup> The superintendent of the Training School for Boys testified that Positive Peer Culture eliminates the need for the use of lockup except in extreme situations.<sup>13</sup>

According to its developer, Positive Peer Culture's basic philosophy is that "delinquent behavior can be contained and modified by giving the individual a positive role in a group process and subculture specifically designed to help young people help themselves."<sup>14</sup> The program attempts to make the youths responsible for their own behavior and to<sup>15</sup> change their behavior by changing their system of values. The purpose of the program is to help juveniles solve their problems so they can return to society and remain there as law-abiding citizens.

The cornerstone of Positive Peer Culture is the idea that the best treatment resource available in a facility is its youth because peers relate to each other more effectively than to adult authority figures. Consequently, a peer group approach, which partially substitutes peer relationships for adult/youth relationships, is used.

The youths are divided into small groups with nine or ten members. The groups function as a unit which lives, works, plays, meets and attends school together. An adult group leader is assigned to each group for teaching, facilitating and role modeling purposes. Peer influence, however, is the mechanism for behavior and value change. Through group interaction as well as group pressure helping rather than hurting, caring for one's self and others, respecting human life and solving problems in positive ways are emphasized.

Each facility through its unique make-up shapes and forms the treatment environment. Juveniles who are classified

as needing a more structured environment are sent to the division's institutions. The division's group homes and park camps provide treatment for youth requiring a less structured community setting. Consequently, variations in the group treatment approach from facility to facility are to be expected.

In response to a question from the committee about whether the division used treatment methods that were not group oriented, the division's director stated that more individualized types of treatment were available on a purchase of services basis. If a youth stays in group treatment for a period of time longer than is usual and still fails to make progress, individualized methods of treatment are considered.<sup>16</sup>

The chairman of the division's advisory board stressed the importance of having other treatment modalities available, but testified that it had been necessary to select a treatment program that would benefit the largest number of youth. He believes that 'Positive Peer Culture is the best program for Missouri at this time.<sup>17</sup>

The supervisor of the Monroe Group Home for Boys in Columbia testified that exclusive reliance on group interaction was not desirable because most delinquent boys interact very poorly with their peers. Not all children are amenable to group treatment and individualized alternatives should be available.<sup>18</sup>

A Department of Mental Health official made these recommendations. Treatment should be diversified and individualized so the treatment fits the youth rather than the youth fitting the treatment. Discharge planning to help the youth reintegrate into the community should begin at the point of entry into the treatment program. Coordination of services and a multi-disciplinary approach are needed to insure continuity of service and make certain that the youth has access to all available resources.<sup>19</sup>

Two witnesses were concerned that the youth who are committed to the division don't spend enough time in treatment programs.<sup>20</sup> A period of time longer than a few months is needed to change lifelong behavior patterns.<sup>21</sup> The assistant superintendent of the W. E. Sears Youth Center maintains that periods of treatment longer than six months do not produce better results than a six month stay.<sup>22</sup>

A juvenile officer testified that many of the children are experienced in treatment techniques and are easily able to "front" their way through a program such as Positive Peer Culture.<sup>23</sup> A basic

education teacher at the W. E. Sears Youth Center told the committee that he couldn't see any child not benefiting from learning to care about himself and others. However, he did testify that a child, through manipulation, could leave the center without solving his problems.<sup>24</sup>

The Division of Youth Services, despite its commitment to Positive Peer Culture, has acknowledged the need for a more diversified treatment approach as evidenced by this quote from one of its communiques: "Though the division has found Positive Peer Culture to be a satisfactory program for the majority of youngsters committed to the division, the division has recognized, as diagnostic and classification needs and capabilities have been further assessed, that there is a likelihood that more differential treatment resources are probably<sup>25</sup> needed for youth not presently being effectively served."

The division purchases services from qualified individuals or groups for juveniles with service needs which cannot be met by the division. This arrangement allows the division to meet the special needs of youth without significantly altering its current programs. If appropriate services cannot be purchased, the division attempts to provide those services itself.

#### Education Provided by the Division of Youth Services

The division views its primary objective for youth committed to its custody as that of treatment; education is secondary to the goals of treatment.<sup>26</sup> However, the superintendent of the W. E. Sears Youth Center testified that education was considered an integral part of the treatment process.<sup>27</sup> One advisory board member advocated a well-balanced approach which combined both treatment and education.<sup>28</sup> Another advisory board member stressed the interrelationship between education and treatment; one can and should have both.<sup>29</sup> It does not appear that the goals of education and treatment are in conflict with one another; rather, they seem to be interwoven.

Youths who are assigned to division group homes usually attend public schools, but the division's four institutions and park camps operate their own educational programs, which are taught by fulltime teachers on the institutional staff. The curriculum includes academic, vocational and physical education programs. None of these facilities can issue high school diplomas, but their programs are accredited by the

Department of Education and course work taken there is usually transferable to other schools in the state. Students are encouraged to prepare for the General Equivalency Degree test and much of the instruction is designed to enable students to successfully take the test. The assistant superintendent of the W. E. Sears Youth Center told the committee that the implementation of the group treatment process had improved the quality of education at the center and during the last six years, 62% of those who took the General Equivalency Degree test were successful.<sup>30</sup>

The basic education or academic programs are supplemented by remedial tutoring in mathematics and reading. These remedial programs are funded under the federal Title I program and federal guidelines as to class size and use of separate classrooms apply. The purpose of the federal rules is to insure that the tutoring efforts are truly supplementary and remedial, rather than taking the place of existing state programs. The vocational education programs at the boys' institutions, the Training School for Boys, W. E. Sears Youth Center and Hogan Street Regional Youth Center, include automotive maintenance, sheet metal work, welding, carpentry, masonry, electronics and food preparation. These programs are pre-vocational in nature and are designed to introduce the students to a variety of potential careers. The vocational programs at the Training School for Girls conform rather strictly to traditional female role models and are limited to typing, cosmetology, nurses' aid and waitress training, cooking and child care and development. The careers the girls are exposed to traditionally pay lower wages than the careers to which the boys are exposed.

All the teachers receive the same training in group therapy techniques as do the youth specialists. The youth specialists act as group leaders during the evening hours; the teachers are expected to perform the same role during school hours, usually from eight a.m. to four p.m. In some of the institutions the basic group of nine or ten apparently remains intact during both day and evening shifts, while in other institutions, the evening group may be broken up and regrouped for classwork on the basis of achievement tests. However, a minimum group of at least three students is maintained at all times, even for remedial tutoring.

One of the major complaints associated with the introduction of Positive Peer Culture at the Training School for Girls was that requiring teachers to act as treatment staff undermined their effectiveness as educators. It is clear that the teachers are expected to devote part of their time to group therapy techniques. If one student engages in bad

behavior, the group turns its attention to the discussion and solution of that student's problem. In some instances, a physically "acting out" student may be restrained by the group. This practice of restraint by the group of a group member remains controversial.

In response to a question from the committee, a group leader at the W. E. Sears Youth Center testified that it was all right to use group restraint when it was necessary.<sup>31</sup> Another group leader at the center told the committee that group restraint was merely containment by holding and that there was a grievance procedure available to the children.<sup>32</sup> A youth specialist testified that he used to have to hurt to control children and that now he didn't because of Positive Peer Culture.<sup>33</sup> It appears that group restraint has been substituted for the excessive use of lockup as a control mechanism under Positive Peer Culture.

Despite its merits or lack of them, this practice unquestionably takes up time which could be devoted to more traditional pursuits such as long division or reading. However, superintendents at the institutions, several of whom are trained in education, vigorously defended the use of Positive Peer Culture techniques in the classroom. A student whose underlying behavioral and emotional problems are ignored, they argue, will probably not learn much. The time spent addressing these problems is time well spent. Classtime missed due to personal problem solving is made up at some of the institutions. Positive Peer Culture is a technique which has proved helpful in providing an atmosphere conducive to learning among students committed to our institutions. Many, if not most of these students, they pointed out, had failed in traditional classroom settings.<sup>34</sup>

#### Aftercare Services Provided by the Division of Youth Services

Aftercare counseling furnished by division staff through statewide offices is one of the nonresidential services the agency provides to youth committed to its custody. Statutorily, aftercare supervision is defined as the "treatment and control of children in the community under the jurisdiction of the division. . . "<sup>35</sup> The division's aftercare youth counselors have this responsibility which places a youth under their scrutiny from the time he is committed to the division's custody until he is discharged from aftercare supervision.

Of the division's 700 employees, approximately 54, or 8%, work in the aftercare program. In fiscal year 1978, 1388 youth were served by the aftercare program. Approximately 14.4% of the division's budget in fiscal year 1978 was devoted to the aftercare program. As of June 30<sup>36</sup>, 1978, the average aftercare caseload was 25.7 youth.

A small number of youth who are committed to the division are assigned directly to aftercare supervision. Usually, however, they are assigned to a residential facility. At this point, aftercare youth counselors are "to provide joint counseling and coordination of treatment between the facility and the aftercare youth counselor to develop a relationship between the aftercare youth counselor and the youth and to prepare for the youth's<sup>37</sup> re-entry into the community by means of a placement plan."

The counselor must have a minimum of one contact per month with each youth on his caseload. This contact may be in the form of a personal visit, telephone conversation or letter. However, at least once every sixty days, the aftercare youth counselor must visit each child on his caseload. The counselor is also responsible for preparing the youth's family and community for his return. The counselor functions as a referral service in order to insure that the youth's health, educational, vocational and employment needs, as well as his family's, are met through the use of community resources.

After an average of six months in a division facility or program, the youth is transferred to aftercare supervision. This is considered a conditional release. Prior to the transfer, the youth agrees to obey a set of rules and conditions governing aftercare supervision. The violation of these rules or conditions can result in the revocation of aftercare supervision and the return of the youth to a division facility.<sup>38</sup> This system is similar to that of parole in adult corrections.

The youth spends an average of seven months on aftercare supervision. After it has been determined that the youth is no longer in need of supervision, the youth shall be discharged. This is known as a direct discharge from aftercare supervision. No youth upon reaching his eighteenth birthday is permitted by law to be under the division's jurisdiction, which includes aftercare supervision. The division is required to notify the child, his parent or guardian and the committing<sup>39</sup> court of the termination of its supervision of the child.

The Division of Youth Services' Advisory Board's Nonresidential Services Subcommittee recently completed a review of the division's aftercare program. In a questionnaire distributed in two out of five regions by this subcommittee, the aftercare youth counselors were asked to list the three main problem areas in their provision of aftercare services. The results are as follows: "By far, the most frequently mentioned was the lack of foster homes. The second most frequently mentioned was the lack of resources, especially employment for youth and job training. Third was the geographic spread of caseloads and the exorbitant amount of travel time required."<sup>40</sup>

At the Jefferson City hearing, the committee asked for solutions to the problems presented by excessive travel time. An advisory board member suggested assigning aftercare youth counselors to a specific geographical area. She testified that this would reduce the amount of time devoted to travel and allow the counselor to become familiar with the community resources in that particular area.<sup>41</sup>

The division's aftercare program was criticized by two witnesses. An advisory board member testified that a more effective aftercare program was needed to help the youth after he is back in the community.<sup>42</sup> Another witness took the above thought a step further. She described the aftercare program as "minimal" because of the counselors' large caseloads and the distances they must travel and suggested that possibly the division's treatment programs were successful, but that they failed in the area of aftercare supervision.<sup>43</sup>

Responses to the questionnaire distributed by the Non-residential Services Subcommittee raise questions as to the applicability of group treatment concepts once the youth leaves a division facility. The group support that is available to youths in division facilities is lacking in their home communities. In an attempt to address this problem, the counselors suggested that "it would be helpful if classes in 'individual stress management' were offered at the institutions in order to prepare the youth for trying situations when he returns home."<sup>44</sup> Perhaps this group treatment process inadvertently fosters a dependence among group members which can impede the youth's adjustment after he returns home.

The division has recognized the need for improvement in its aftercare program and has contracted for the development of a systematic classification system for youth on aftercare supervision. The purpose of the contract is to improve aftercare programs and make them more uniform throughout the state.

NOTES

- <sup>1</sup>Missouri Division of Youth Services, Five Year Plan, 1977. (January, 1977), p. 4.
- <sup>2</sup>Missouri Division of Youth Services, Five Year Plan, 1977. (January, 1977), p. 4.
- <sup>3</sup>Section 219.016, RSMo 1978.
- <sup>4</sup>Section 219.016, RSMo 1978.
- <sup>5</sup>Section 219.046, RSMo 1978.
- <sup>6</sup>Section 219.046, RSMo 1978.
- <sup>7</sup>Section 219.021, RSMo 1978.
- <sup>8</sup>Section 211.031, RSMo 1978.
- <sup>9</sup>Section 219.021, RSMo 1978.
- <sup>10</sup>Missouri Register, Rules of the Department of Social Services, Division 110, Chapter 1, 1977. (November, 1977), pp. 4 and 5.
- <sup>11</sup>Section 219.021, RSMo 1978.
- <sup>12</sup>Keith Schafer, Director, Division of Youth Services, interview at Jefferson City, September 25, 1979.
- <sup>13</sup>Jack Bell, Superintendent, Training School for Boys, Poplar Bluff hearing, November 15, 1979.
- <sup>14</sup>Harry H. Vorrath, Positive Peer Culture: Content, Structure, Process, (Revised edition, 1972), p. 2.
- <sup>15</sup>Loyd Matthews, Superintendent, W. E. Sears Youth Center, Poplar Bluff hearing, November 15, 1979.
- <sup>16</sup>Keith Schafer, Jefferson City hearing, December 3, 1979.
- <sup>17</sup>A. C. Sullivan, Chairman, Division of Youth Services' Advisory Board, Poplar Bluff hearing, November 15, 1979.
- <sup>18</sup>Alan Sirinek, Supervisor, Monroe Group Home for Boys, Jefferson City hearing, December 3, 1979.
- <sup>19</sup>DeVon Hardy, Coordinator, Children and Youth Services, Department of Mental Health, Jefferson City hearing, December 3, 1979.

- <sup>20</sup> Alan Sirinek and Jane Foley, Juvenile Officer, Boone and Callaway Counties, Jefferson City hearing, December 3, 1979.
- <sup>21</sup> Alan Sirinek, Jefferson City hearing, December 3, 1979.
- <sup>22</sup> Dr. Jim Brannon, Assistant Superintendent, W. E. Sears Youth Center, Poplar Bluff hearing, November 15, 1979.
- <sup>23</sup> Jane Foley, Jefferson City hearing, December 3, 1979.
- <sup>24</sup> DeWayne Brannon, Basic Education Teacher, W. E. Sears Youth Center, Poplar Bluff hearing, November 15, 1979.
- <sup>25</sup> Missouri Division of Youth Services, Communique, 1979, (July, 1979), p. 10.
- <sup>26</sup> Keith Schafer, interview at Jefferson City, September 25, 1979.
- <sup>27</sup> Loyd Matthews, Poplar Bluff hearing, November 15, 1979.
- <sup>28</sup> Charles Mann, Member, Division of Youth Services Advisory Board, Jefferson City hearing, December 3, 1979.
- <sup>29</sup> George Nickolaus, Vice-chairman, Division of Youth Services Advisory Board, Jefferson City hearing, December 3, 1979.
- <sup>30</sup> Dr. Jim Brannon, Poplar Bluff hearing, November 15, 1979.
- <sup>31</sup> Gloria Fahey, Group Leader, W. E. Sears Youth Center, Poplar Bluff hearing, November 15, 1979.
- <sup>32</sup> Earl Pennington, Group Leader, W. E. Sears Youth Center, Poplar Bluff hearing, November 15, 1979.
- <sup>33</sup> Melvin Stewart, Youth Specialist III, W. E. Sears Youth Center, Poplar Bluff hearing, November 15, 1979.
- <sup>34</sup> Jack Bell, Loyd Matthews and Jerry Wilmath, Superintendent, Training School for Girls, telephone interviews, December 21, 1979.
- <sup>35</sup> Section 219.011, RSMo 1978.
- <sup>36</sup> Missouri Division of Youth Services, Annual Report, 1979. (November 9, 1979), p. 6.
- <sup>37</sup> Missouri Division of Youth Services, Annual Report, 1979. (November 9, 1979), p. 5.

<sup>38</sup> Missouri Register, Rules of the Department of Social Services, Division 110, Chapter 2, 1977. (November, 1977), p. 11.

<sup>39</sup> Missouri Register, Rules of the Department of Social Services, Division 110, Chapter 2, 1977. (November, 1977), p. 11.

<sup>40</sup> Missouri Division of Youth Services, Annual Report, 1979. (November 9, 1979), p. 6.

<sup>41</sup> Mary Ann Medler, Member, Division of Youth Services' Advisory Board, Jefferson City hearing, December 3, 1979.

<sup>42</sup> George Nickolaus, Jefferson City hearing, December 3, 1979.

<sup>43</sup> Jane Foley, Jefferson City hearing, December 3, 1979.

<sup>44</sup> Missouri Division of Youth Services, Annual Report, 1979. (November 9, 1979), p. 8.

APPENDIX A. STATISTICS ON THE ESCAPE RATE  
FROM THE TRAINING SCHOOL FOR BOYS

ESCAPES

1-1-73 through 12-31-79

<u>YEAR</u>	<u>PPC</u>	<u>GIRLS</u>	<u>NON-PPC</u>	<u>RECEPTION</u>	<u>TOTAL</u>
1973	342	-	33	111	486
1974	286	-	0	36	322
1975	149	-	0	9	158
1976	142	-	0	10	152
1977	84	-	0	17	101
1978	93	-	0	6	99
1979	158	12	0	32	202

The number of runs from the Training School for Boys in the first six months of 1979 as compared with those of the second half of 1979 based on the above data are as follows:

January 1, 1979 - June 30, 1979

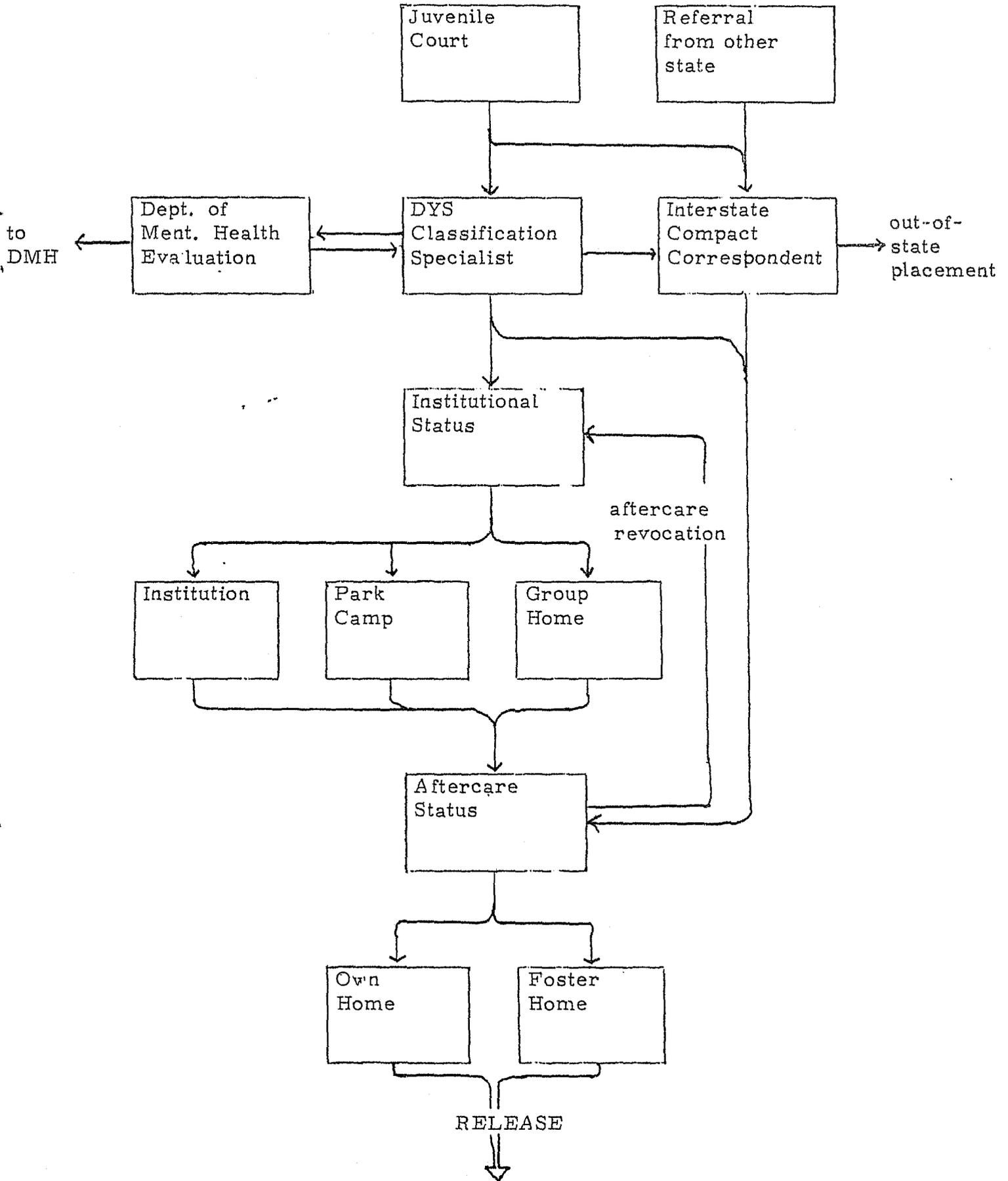
49 runs from treatment cottages  
2 runs from reception cottage  
 51 Total

July 1, 1979 - December 31, 1979

109 runs from male treatment cottages  
 12 runs from female treatment cottage  
30 runs from reception cottage  
 151 Total

APPENDIX B. DIVISION OF YOUTH SERVICES

FLOW CHART



**END**