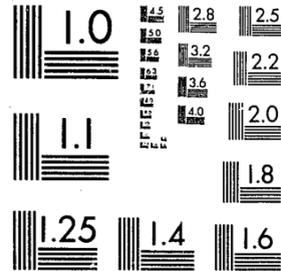


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The microfiche cover features a large, dark, triangular graphic on the right side. Inside the top-left corner of the triangle is a silhouette of a family (father, mother, and two children). At the bottom-right corner of the triangle is a silhouette of a young boy. A large, handwritten number '91610' is written vertically in a white box on the left side of the cover. The title 'Youths in Trouble' is written in a large, cursive font in the center, with 'Volume II' printed above it. Below the title is the subtitle '...a shared concern'. At the bottom of the cover, the text 'Oklahoma Council on Juvenile Delinquency 1979-1982' is printed. A small black circle is visible in the top right corner of the microfiche frame.

91610

Volume II

Youths in Trouble

...a shared concern

Oklahoma Council on Juvenile Delinquency
1979-1982

U.S. Department of Justice
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Volume II

Youth in Trouble

...a shared concern

Oklahoma Council on
Juvenile Delinquency



STATE OF OKLAHOMA
OKLAHOMA COMMISSION FOR HUMAN SERVICES

DEPARTMENT OF HUMAN SERVICES

(Department of Public Welfare)
Sequoyah Memorial Office Building

OKLAHOMA CITY, OKLAHOMA - 73125

L. E. RADER
Director of Human Services

Honorable George Nigh
Governor of the State of Oklahoma

Dear Governor Nigh:

As Director of the Department of Human Services, designated by the Oklahoma Legislature as the State Planning and Coordinating Agency for statewide juvenile justice and delinquency prevention services, it is my privilege to transmit to you, herewith, the second volume of *Youth in Trouble—A Shared Concern*.

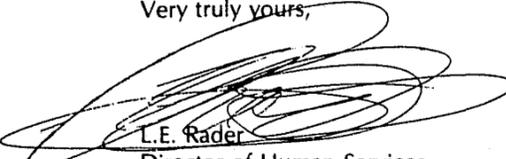
As you know, the release of Volume I in 1971 has resulted in positive impact for children's services, not only in Oklahoma, but nationwide. Oklahoma became the first state to publish a statewide plan for the prevention and control of juvenile delinquency, and this second volume of the plan will serve as a model for the 1980s as we continue to provide services to Oklahoma's children and their families. This report is particularly timely in view of proposed legislation concerning children's programs and the Department's participation in litigation.

This report is the result of much citizen participation and effort. Members of the Oklahoma Council on Juvenile Delinquency have worked for three years and devoted a total of nearly 33,000 person hours for meetings. Over 800 people have participated in statewide conferences involved in the process of developing this report. The planning process involved over 1,700 organizations with children's programs. To all these citizens and particularly to the 69 members of the Council under the leadership of its Executive Committee and the Chairman, Hayden H. Donahue, M.D., we owe a special debt of gratitude.

Special thanks also are due the Oklahoma State Court System, Department of Mental Health, Department of Education, Department of Health, Oklahoma Crime Commission, Oklahoma State Bureau of Investigation, Oklahoma Bar Association, Oklahoma Association of Children's Institutions and Agencies, Oklahoma Association of Youth Services, Department of Economic and Community Affairs, the University of Oklahoma, and others who have been most cooperative in the development of this report, demonstrating that cooperation and coordination among agencies can be a reality in Oklahoma.

As this report states, the best remedy for juvenile delinquency is prevention. The favorable climate for meaningful change exists in our state today. And with focus toward prevention, this report provides the basis for continuing efforts initiated with the publication of Volume I and speaks to the total continuum of services.

Very truly yours,



L. E. Rader
Director of Human Services

Oklahoma Council on Juvenile Delinquency

1979—80

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Foreward

The following pages contain a report from a three-year study of the problems and issues of juvenile delinquency in Oklahoma. The study involved wide citizen participation including a statewide needs assessment survey.

The report includes recommendations that are realistic and provide the framework for a continuing effort on the part of Oklahomans to decrease and prevent juvenile delinquency in our state. But all must share in the responsibility through commitment and leadership from state agencies, understanding from the media, support from the Oklahoma Legislature and citizen awareness.

On behalf of the Oklahoma Council on Juvenile Delinquency I want to take this opportunity to express appreciation to L.E. Rader, Director of Human Services, and his staff as well as the University of Oklahoma Juvenile Personnel Training Program for providing the support to develop this report. It will provide the incentive for generating concern and action from not only law enforcement, courts and other institutional agencies but the family, school and communities. A concerted effort among all is required to control and prevent delinquency and ensure the healthy development of the children of our state.



Hayden H. Donahue, M.D., Chairman
Oklahoma Council on Juvenile Delinquency

Oklahoma Commission for Human Services

Reginald D. Barnes, Tulsa, Chairman
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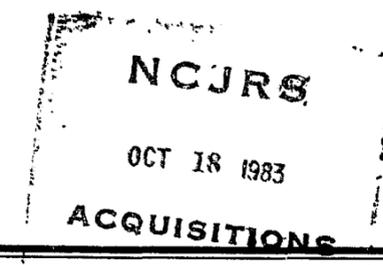
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Introduction



*Mankind owes to the
child the best it has to
give.*

U.N. Declaration

Introduction

The Oklahoma Council on Juvenile Delinquency Planning organized in the Fall of 1969. Formation of the Council grew out of a series of special events which prompted the action.

First, the United States Congress passed the Juvenile Delinquency Prevention and Control Act of 1968 and appropriated a modest amount of money for statewide planning in each state to address the problems of juvenile delinquency. Subsequently, application was made by the Department of Public Welfare, as the designated agency for juvenile delinquency planning in Oklahoma, for the fifty thousand dollars available to each state through the Office of Juvenile Delinquency, Washington, D.C. Shortly thereafter, the grant was awarded. By August 1, 1969, the Juvenile Delinquency Planning Project had been instigated and staff recruiting begun by the department.

One condition of the grant involved the use of an advisory group to be selected from a broad representation of the population: state agencies, public and private organizations, business, labor, the media and others concerned, directly or indirectly, with the welfare of children and youth specified in the grant application. Through a well-devised process, designed to convene a "working" group the condition of the grant was met and the "Advisory Group" was named the Oklahoma Council on Juvenile Delinquency Planning. Its purpose was to develop a comprehensive, statewide plan for the prevention and control of juvenile delinquency in Oklahoma.

While the above process progressed, other activities mushroomed. A companion bill to the Juvenile Delinquency Prevention and Control Act of 1968 was the Omnibus Crime and Safe Streets Act, to be administered by the Law Enforcement Assistance Administration, U.S. Department of Justice, Washington, D.C. and for which Congress had, for one reason or another, appropriated very liberal funds for both planning and program development. The Oklahoma Crime Commission was designated by Governor Dewey Bartlett to implement this legislation. The Commission's 1969 budget included nothing - no funds whatsoever - for juvenile delinquency programs. Since the commitments of the Crime Commission for the fiscal year 1970 were already made, almost in their entirety, and action on behalf of delinquency programs could hardly wait for the formal organization of the Council, selected members of the Council on Juvenile Delinquency Planning recommended the financing of delinquency programs amounting to \$230,000.00. From this start, approximately \$10 million dollars was expended by the Oklahoma Crime Commission Juvenile Delinquency Committee in the 1970s. Approximately \$45 million dollars was expended by the Department of Human Services for community based youth services, and court related programs during that same

period. These funds were directly related to the recommendations of the Council.

These recommendations included community programs in Norman, Ada, Ardmore, Lawton, Shawnee, Tulsa, etc. But the more unique programs were the Margaret Hudson Home for unwed, teenage mothers in Tulsa and "Project Pride", in Western Oklahoma, designed to address some of the (mostly Indian) problems in that area.

At the November meeting of the Council in Tulsa, in conjunction with the annual meeting of the Oklahoma Health and Welfare Association, Hayden H. Donahue was elected Chairman of the Council. Four task forces were formed (Public and Political Entities, Law Enforcement and Judicial Matters, Corrections and Aftercare, and Community Services and Prevention). Thus, every member was involved in a special area of concern. But, since the Council had agreed to meet on a monthly basis and since some decisions required more immediate attention, it was agreed that the three elected officers and the four task force chairmen would constitute an Executive Committee, authorized to act on behalf of the Council.

Meanwhile, some members of the Oklahoma Crime Commission were expressing concern over the "preventive" nature of the Juvenile Delinquency programs presented to them by the Council Project staff. Moreover, there was concern over whether the Council should assume planning responsibility for funds made available through the commission. The case was presented for prevention programs - and those proposed were approved, but not without some reluctance. Then, it was decided that those members of the Crime Commission who were also members of the Juvenile Delinquency Council would serve as the Juvenile Delinquency Committee of the Crime Commission; and a desk would be established for juvenile delinquency planning with appropriate staff assigned.

Areas of responsibility were established and roles defined. The Oklahoma Council on Juvenile Delinquency Planning, an arm of the Welfare Department, would develop a comprehensive, statewide plan for the prevention and control of juvenile delinquency in Oklahoma. The Juvenile Delinquency Committee, made available through the Oklahoma Crime Commission, would provide seed money for program development, monitoring and evaluation. Both groups would devote a fantastic amount of time and energy and funds toward the mutual goal of addressing the problems - societal and individual - of children and youth who tend to be delinquency prone. A high level of trust and respect was developed between the two groups.

The first months of 1970 were indeed busy ones. A survey plan was chosen; 400 students were selected from 23 colleges and universities and trained by project staff to conduct interviews; a statewide survey was conducted and yielded a phenomenal amount of data to be examined, programmed by computer and submitted to the various task forces for review; and a statewide conference was planned for August, 1970. Needless to say, many, many people, especially project staff and Council members, were heavily involved and extremely busy.

But it was the 1970 conference which brought all this activity into focus. Invitations had been sent to a wide range of people: police, judges,

prosecutors, ministers, teachers, parents, social workers, psychologists, psychiatrists, and numerous others concerned with the children and youth of Oklahoma. Some consumers of services also were invited. The conference was conducted at the Center for Continuing Education (Kellogg Center) in Norman and was well attended. The program was built around the four task forces of the Council previously named and provided information from the survey relating to each area of concern. But perhaps the most important aspect of the conference was the organization of eleven area councils - one for each designated planning area within three months following the conference, these were convened at least twice each with project staff present. So at least 22 meetings were held in the various planning districts, concerns and recommendations were heard and recorded, and these were molded with the survey data, the conference recommendations and other accepted knowledge from professional resources.

Meanwhile, the Oklahoma Crime Commission was developing its 1971 plan, and, with some reluctance, due to the nature of programs presented by the J. D. Committee, approved \$830,000.00 for juvenile delinquency program funds, an increase of \$600,000.00 over the previous year. There is little doubt that the influence of the Council, the statewide conference in August, 1970 and the area council participation were asserting their influence.

In February, 1971, a two-day workshop was scheduled by the Council at Kellogg Center. The task forces convened to examine data from the survey, consider recommendations made by Area Councils, review current literature relating to child care and troubling youth, and, finally, to make recommendations, in their area of responsibility, for the comprehensive, statewide plan called for in the initial application. Professional consultants were employed to work with each task force, along with project staff. Each task force chairman then presented his group's recommendations to the Council, meeting as a committee of the whole, for ratification. Out of this process emerged 90 recommendations, which formed the basis for Youth In Trouble - A Shared Concern, as the statewide plan for the prevention and control of juvenile delinquency in Oklahoma.

Youth In Trouble, presented formally to Governor David Hall in May, 1971, became the first plan presented by any state to the Office of Youth Development and Delinquency Prevention (formally Office of Juvenile Delinquency) and received significant acclaim across the nation.

But words and recommendations can have little meaning, unless they culminate in some kind of action or implementation. The words and recommendations in Youth In Trouble were read and were considered - considered nationally to the extent that a "Youth Services Project" was established within the Welfare Department to fund "delinquency prevention" programs and \$250,000.00 was awarded to accomplish some measure of that purpose. These funds, along with local contributions, Crime Commission monies, assignment of some staff through regular channels of the Welfare Department, and a variety of other means, resulted in "youth services" programs being provided in an increasing number of communities. While these were somewhat varied in their immediate concerns and in their approach to their problems, they were all directed toward the common goal of preventing and controlling juvenile delinquency, in accordance with recommendations previously made by the Council. The early involvement in planning escalated to another level. The Council was

requested by the Department to remain as an entity, not only to approve, monitor and evaluate youth development and delinquency prevention programs funded by their \$250,000.00 grant but to assess other programs, mostly community based, which bear on the delinquency problem. The Council chose to honor this request of the Director of Public Welfare.

The next three years saw numerous changes in the Council. Membership criteria were changed, and the purpose of the Council was broadened from a basic planning agenda to include program development and evaluation, along with dissemination of pertinent information.

Meanwhile, many of the 90 recommendations proposed in Youth In Trouble were being implemented. Foremost among these recommendations were those relating to community-based programs of services to children and youth. Over and over, gaps in services were identified in the areas of juvenile delinquency prevention and in the areas of court-related services (intake, probation and parole). From a fragmented, embryo system of community-based services in only a few counties, we have witnessed the development of preventive services in 40 of our 77 counties and court-related services in every county in Oklahoma. From a group of struggling, but dedicated and committed workers, scrounging for funds, existing for only a few months at a time and living from hand to mouth as it were, we have well-articulated, sound and adequately financed programs. These changes are impressive indeed.

The Council, through the planning effort and the subsequent updates of recommendations, has influenced some of these changes and generated some of the monies and energies necessary for implementation. The Council has been and will continue to be a positive force to benefit the children and youth of our state. To do so, we must continue to effect change - change, not just for the sake of change, because change will occur, with or without us, but change toward the betterment of our youth. To do so, we must continue to assess changing needs; we must ever be sensitive to improving services, we must be aware of new and better techniques, and we must be vigilant in the nurturing, shepherding and maintaining of existing quality services. Whether we will be successful will depend, to a great extent, on citizen involvement and participation. The Council has not operated in a vacuum, nor can we, if we are to progress. Citizens were heavily involved in the recommendations made in the 1970s. They were encouraged to express special concerns through area councils, by participation in statewide conferences subsequent to the initial conference in 1970, by expressing themselves to legislators and, in many cases, by volunteering time and donating money to support worthwhile services to children and youth.

We have come a long way since 1969, and we have the citizenry to thank for it. But, while many of the original and subsequent recommendations have been implemented, there still are problems to be addressed. Needs change and must be reassessed constantly. New and different problems grow out of social, political and economic change. There are ever new challenges to be met. And we need your help. We need your participation. We need your involvement, your commitment, your dedication.

We begin the 1980's with a different set of needs, but we can see no need to change the formula of our previous success. We came to this point through the process of citizen involvement. And many were a part of that. The

Council has been charged with re-assessing needs in the areas of juvenile delinquency prevention and control and with rewriting Youth In Trouble - A Shared Concern.

Let us continue with renewed vision, an avowed dedication and an ever increasing hope for a better tomorrow. But let us begin today.



Summary of Report

....the test of a first rate intelligence is the ability to hold two opposed ideas in the mind at the same time, and still retain the ability to function. One should, for example, be able to see that things are hopeless and yet be determined to make them otherwise.

F. Scott Fitzgerald

Summary

This report about juvenile delinquency in Oklahoma is the inspiration of interested and concerned professionals and other citizens across the state. It is the result of a dedicated effort by members of the Oklahoma Council on Juvenile Delinquency. It is the product of concentrated discussions and deliberations at many statewide conferences. Most significant, it is the manifestation of the willing acceptance on the part of the Department of Human Services of its role as the statewide planning agency for juvenile services.

Clearly the thrust is toward prevention and keeping youth out of the juvenile justice system. But its interest includes the problems of those already caught in the system. Concern for all children is the key.

The report's predecessor, Youth In Trouble - A Shared Concern, called for a continuum of services to children and youth with the hope for positive action. Volume I has been through many printings and has been distributed widely across Oklahoma and the nation. And it has been, and continues to be, read. Its recommendations, however, have become more than mere words. Positive action has occurred. The responsibility for leadership rests with the Department of Human Services. And the Department, under the direction of L. E. Rader, continues to respond. The single most important response by the Department occurred as a result of the 1974 Statewide Conference's recommendation for a system of basic court-related services to children statewide. The Department's staff assisted Council members in drafting SJR-13, landmark legislation codified in Title 10, Sections 601-606. The Department's staff drafted the agreement mandated by that legislation and drafted the guidelines for developing and maintaining that system, a system envied throughout the country. Basic services of intake, probation, and parole to children referred to court now exist.

The Department recognizes the need for continuing support and advice from outside. The Council is but one source of this assistance. The statewide conferences on juvenile delinquency meet annually with participants from across the state and across the barriers that exist in other states but disappear in Oklahoma when the concern for the welfare of children becomes the focus.

From the multi-adjudicated delinquent, to the helpless victim of abuse and neglect, from the eager, enthusiastic worker who longs to help but lacks necessary skills, to the teenager who needs a job, this report attempts to examine, or at least touch, the various complexities surrounding, not only the current issues and problems of delinquency prevention and control, but those anticipated during the coming years.

The climate for change and taking risks still exists in Oklahoma. We Oklahomans do not fail. We may not succeed at every opportunity, but we learn from our mistakes. And we persevere. Our accomplishments are copied; our triumphs, envied. This report does not presume to be inclusive but following its forerunner, described as "a beginning," it is a continuation and a call for positive action.

Summary of Recommendations

Following are the recommendations in summarized form, with priorities ranked 1, 2, or 3 with 1 representing the highest priority.

Priority

- 1 +Continue the statewide system of court related services in every county, separate from the court but offering alternatives to institutionalization for youths involved in the juvenile justice process.
- 2 Support legislation for a statewide system of community based services and the development of a mental health law for children and youth.
- 2 Recognize the rights of other members of the family and establish protective services for the family of the disruptive, violent, or dangerous youth.
- 2 *+State agency heads having responsibility for directing children's programs in Oklahoma meet on a regular basis, discuss common goals affecting children, plan joint programs, assess needs, and advocate for the rights of all children and youth in the state.
- 2 Develop uniform intake and placement procedures including a uniform needs assessment process for use by all youth serving and placement agencies.
- 1 Court Related and Community Services assume statewide responsibility for coordinating aftercare/parole services to children and their families in order to develop individualized treatment plan and effect the reintegration of the child into the community.
- 1 Mandate that counsel be appointed as a matter of course whenever coercive action or placement outside the home is a possibility without requiring any affirmative choice by the child or parent.

+ denotes a reaffirmed recommendation from a statewide conference on juvenile delinquency

* denotes a reaffirmed recommendation from Youth In Trouble - A Shared Concern Volume I

Priority

- 1 The legislature increase the child care subsidy for children in private residential care facilities to reflect more accurately the cost of services provided; provide additional services needed for children in residential care via purchase-of-service contracts between DHS and private residential care facilities based upon needs assessment instead of a uniform standard rate.
- 1 *+Professionals continue to make every effort to identify early those children who cannot return to their families; substitute families should be located and paid adequately for services; and, innovations in group care of children in need of placement should be implemented, such as small group homes in the community as an alternative to institutional placement.
- 1 Develop treatment models, programs and services specifically designed for youth who are victims especially victims of "sex" crimes.
- 1 Develop facilities for the severely emotionally disturbed, mentally ill or violent, retarded child for whom there are few appropriate placements.
- 1 Develop two pilot projects:
 - (1) Involving the full-time employment of foster parents who would be paid a salary, plus fringe benefits and the foster care subsidy;
 - (2) Involving the full-time employment of foster parents in a small (up to four children) group home who would be paid a salary, plus fringe benefits and the foster care subsidy.
- 1 +Develop statewide standards and guidelines for handling status offenders until case law is established.
- 2 Establish within the school systems counseling programs which identify truancy and behavior related needs by monitoring school attendance, developing in-school suspension programs, mandating contact with parents of students in need and developing individualized curriculum.
- 1 Maintain the age of 18 years for accountability as an adult accused of criminal conduct.
- 2 The Department of Human Services further develop a continuum of services which would increase the use of purchase-of-services agreements with private facilities.
- 1 The local link between CRCS and the court be utilized to work toward compliance with the laws pertaining to detention and development of alternatives to detention through training, establishing intervention techniques, and utilizing prevention methods.
- 2 The SJR-13 Oversight Committee require regular reporting by DHS on detention practices as a part of its monitoring and reporting role under

Priority

- the terms of the contract with the Supreme Court; and that when appropriate, investigate possible situations of non-compliance, and take appropriate action.
- 1 Provide twenty-four hour visual and/or auditory supervision of all juveniles maintained in public jails and detention facilities.
 - 2 Provide education services, health screening, recreation and counseling to children admitted to jail, detention, or shelter facilities.
 - 1 Law enforcement agencies develop uniform procedures governing arrest, detention, and admission procedures of juveniles taken into custody and standard reporting procedures on detention.
 - 1 Limit detention to those cases in which temporary confinement is clearly necessary for protection of the child or community.
 - 2 Detention not be considered simply as custody, but as a crisis situation for many alleged delinquent youth, and as an opportunity to begin working with the youth when such assistance is likely to be most effective.
 - 1 Request the Governor and the Legislature to plan, provide for funding, create, and maintain a uniform system of detention facilities.
 - 1 Recognize the need for and define the three types of residential care (short term, intermediate, and long term); require licensing of all public and private residential facilities; and require the availability of individual and family counseling in all residential facilities.
 - 1 +Coordinate services between youth services and private child caring institutions to provide services to the family while the child is placed away from home.
 - 1 Develop a comprehensive treatment plan for every child placed in private and public institutions which plan includes consideration of: biological, psychological, sociological, developmental, vocational, educational, and family needs with specific goals for the child, family and receiving agency.
 - 2 Develop and offer courses in parenting skills for those parents whose children are in residential care programs.
 - 1 *+Community-based residential and out-patient treatment programs be designed to keep children in close proximity to their community and within their normal social setting, and that continued federal funding of said programs be based on need and a proven ability to produce desired results.
 - 1 *+Fund community-based programs and facilities, such as group homes, community treatment programs, short-term residential centers, and youth services on a local or regional basis.

Priority

- 1 The Juvenile Personnel Training Program of the University of Oklahoma continue to provide quality training and training opportunities to personnel working with youth and families.
- 1 The Oklahoma State Legislature continue to allocate funds for the Oklahoma University Juvenile Personnel Training Program in order to provide specialized delinquency prevention training and enhance the "continuum of care" in the State of Oklahoma.
- 2 Continue monitoring and upgrading when necessary criteria for all personnel providing services and treatment to youth to include: licensing; certification; minimum mandatory training; recruitment, screening and personnel evaluation standards.
- 2 Evaluate all training with an emphasis on the post training results and effects.
- 1 +Increase in-service training opportunities for law enforcement personnel in handling juvenile matters, and encourage the Law Enforcement Training Council to continue an emphasis on training in crisis intervention; handling first contacts; investigation and reporting; and assisting victims of juvenile crime.
- 1 +Designate in every county at least one law enforcement officer to be specifically trained for handling juveniles; and require a minimum of forty hours of initial and ten hours per year of refresher training in juvenile matters.
- 1 +Any law enforcement agency or department with 10 or more officers designate at least one officer who shall be certified as a juvenile officer and shall meet training requirements set by state standards, and that said juvenile officer shall be in addition to the county law enforcement officer described above.
- 2 +Any law enforcement agency with 30 or more officers designate a juvenile division with officers certified as juvenile officers who shall meet training requirements set by state standards.
- 2 Review requirements for youth service agency personnel; consider previous Law Enforcement Assistance Administration (LEAA) training requirements; develop new requirements which take into consideration factors such as changing client needs, program needs and staff needs.
- 2 *+Develop in-service training programs for teachers with a focus on: child development; use of mental health consultation; and preparation for understanding a wide range of behavior in the classroom.
- 1 The Oklahoma District Attorney's Association develop and provide training for prosecutors assigned to juvenile matters; the Oklahoma Supreme Court mandate preservice and in-service training for all judges assigned juvenile dockets; the Oklahoma Bar Association's Committee on Continuing Legal Education develop and provide training in juvenile law for attorneys.

Priority

- 1 Develop on-going, joint training sessions with the judiciary, juvenile justice and community based service personnel.
- 2 The Oklahoma Child Care Advisory Committee increase required minimum training for child care personnel to thirty (30) hours.
- 2 Develop basic and continuing in-service standards for the following residential care personnel: all professional staff including administrators, social workers, therapists, recreation specialists and teachers; board members; volunteers; and auxiliary personnel.
- 2 Encourage and assist state colleges and universities to be more responsive to the personnel needs of youth serving agencies by developing curriculums which focus more toward careers in community based and juvenile justice systems.
- 2 *+Encourage agencies and colleges to cooperate in the development of education and training programs specifically relevant to the needs of the communities they serve; and to the personnel, line staff and others who work with children and youth in those communities.
- 1 *+Develop career ladders through financial incentives, training and improved status for line staff who intend to continue working directly with people rather than seeking advancement through a limited number of administrative positions.
- 1 Include in the curriculum at all levels of public education courses in practical independent living skills, communications, and human relations.
- 1 Public schools notify parents of any behavioral or academic problems when initially detected.
- 1 Develop programs and services within alternative education programs which prepare students for employment and/or successful participation in postsecondary education training or education.
- 1 Increase accessibility to alternative education programs statewide with stabilized funding and programs available to youthful parents, dropouts, suspended students, and children in emergency shelters.
- 1 State colleges and universities include in their teacher education programs courses focusing on: adolescent development, behavior and adjustment; delinquent youth; discipline; and family dynamics.
- 1 Mandate availability of Family Life Education in the Oklahoma Public Schools in order to make young people more aware of their responsibilities in adult situations such as family planning, parenting, child development, contraceptions, venereal disease, nutrition and general health care.
- 1 Establish Family Life Education in public and private residential care programs.

Priority

- 2 The Oklahoma Legislature reduce the vocational technical education entrance requirements; lower the age of entrance to 14 years; lower academic entrance requirements; and reduce entrance fees in order to increase opportunities for youth who cannot or will not continue formal education.
- 1 Because of the need for a comprehensive evaluation prior to dispositional proceedings, make available to the courts post-adjudication/pre-dispositional diagnosis and evaluation resources and results, especially regarding medical and psychological diagnosis.
- 1 The Oklahoma Legislature review the juvenile justice process, and take a realistic approach as to the feasibility of existing laws, especially as they pertain to the contemporary issues of medical care and services for minors, family life education in public schools, contraception, teenage maternity and venereal disease.
- 1 +Expand family, marital, and premarital counseling to include family planning services. Prospective parents should have access to whatever help and services they may desire and need to plan their future families; to understand child development; and to have access to skills and resources needed to insure happy, constructive and productive family life.
- 2 Establish at all levels of the services delivery system substance abuse programs - to include a major residential care facility - in order to provide a more refined continuum of care for substance abusers and other mentally ill and emotionally disturbed youth.
- 1 *+Plans and programs in the state, designed to focus use and abuse of drugs, alcohol and other harmful substances by youth, seek facts as a basis for implementation; establish reasonable goals; and employ realistic approaches.
- 2 Identify those agencies, facilities and programs - public and private - qualified to provide mental health and substance abuse treatment and services; identify the level of services provided; and identify the process by which to refer youth; initiate a continuing analysis of costs of services and treatment.
- 1 The Oklahoma State Legislature appropriate to the Oklahoma Department of Mental Health adequate funds to be used for contracting with existing private programs and facilities for purchase of necessary mental health care and treatment of youth and that the cost of services not be set at an amount certain per child, but be realistically based on the assessed needs and specific services or treatment required.
- 1 +Initiate legislative action regarding vocational-technical education facilities to allow admissions to programs of students attaining a minimum prescribed age, regardless of grade level and/or academic record.

Priority

- 2 *+Develop vocational readiness programs beginning in the elementary school to familiarize the child with the concept of work and to promote creative ways to approach the task of choosing a career or occupation.

Adjudicatory Categories



If there is anything that we wish to change in the child, we should first examine it and see whether it is not something that could better be changed in ourselves.

C.G. Jung

Adjudicatory Categories

When examining the system which deals with troubled and troubling youth, there is a tendency to perceive the courts with juvenile jurisdiction as the central, most essential element. Such inclination is justified in terms of the court's ability to impact profoundly those youth found before the bench. Within the purview of those courts lies the statutory power of adjudication--the process which lawfully labels children, depending upon the offense committed by or against them. The adjudicatory process is of paramount importance in that its results establish how a child will be handled once in contact with other elements of the system. By virtue of judicial decree establishing an adjudicatory label the child's destiny is set, and will very likely go unchanged during the time it requires the system to attempt to right his wrongs, or the wrongs of others.

Generally children fall into one of several adjudicatory categories according to reasons which formally bring them before the courts: delinquency, status offenses, and abuse and neglect. In Oklahoma the three statutory adjudicatory categories are defined as: Delinquent; Child In Need of Supervision (status offenses); and Deprived (abuse and neglect). A closer examination reveals more about the factors and dynamics of each category.

DELINQUENCY

In addition to being one of our most distressing youth problems, the fact that juvenile delinquency can lead to adult crime is relatively undisputed. This premise is evident not only from an examination of delinquency data (particularly pertaining to recidivism), but also from the vast literature and research about prison populations which indicates that criminal life styles are often defined during youth. A statistical survey of one state's prison population (Massachusetts) shows that "...half the inmates of the state's adult prisons served time during their youth in reform or trade schools (including almost all those serving life sentences), most reform school graduates end up in adult prisons, and between 60 and 80 percent of youthful offenders serve more than one term in reform schools or juvenile prisons."¹ Another study revealed that "...79 percent of all offenders under the age of 20 released from correctional institutions were rearrested within three years of their release."²

If we expect to possess the capabilities to cope effectively with an ever increasing pattern of perpetual criminality in our society, then it becomes apparent that one of our priorities must be the prevention of juvenile delinquency. This emphasis on prevention, versus apprehension and rehabilitation, as the most effective way of dealing with juvenile delinquency will be to

change positively circumstances and life conditions nullifying possibilities of youngsters becoming solidified into lives of crime. To achieve such an obvious goal with any degree of satisfaction requires cognizance of the dynamics of delinquency and the various impediments to overcome.

The difficulty in examining the realm of delinquent youth is deciding upon an exact definition of the term itself. There is little consensus as to the term "juvenile delinquency", for in a broad sense it refers to the antisocial acts of children and youth, or all thoughts, actions, desires and strivings which deviate from the moral and ethical principles of our society. Delinquency might mean one thing morally, another legally, something altogether different when used in a practical sense, while still another statistically. From state to state one finds diverse statutory definitions. And within states there exists among the various counties and cities governed by the same state statutes different interpretations of what actually comprises delinquency. Within the public's eye, still other perceptions may prevail.

Thus, juvenile delinquency, as we have come to label unlawful conduct perpetrated by persons under fixed statutory ages, will typically consist of two primary forms: behavior which would be considered criminal if committed by adults; and noncriminal behavioral patterns believed to direct youth into antisocial channels. Truancy, curfew violations, the use of alcoholic beverages and tobacco and similar modes of misconduct, although in the strict sense not usually considered criminal acts, have traditionally become part of selective legislative definitions of behavior considered unhealthy for the development of a child. In many instances, the laws governing juvenile delinquency reflect moral judgments and socially disapproved behavior rather than offenses against society, and combine characteristics of both social protection and restriction. The legal definition of delinquency can include almost every possible transgression of youth, and often times does.

What causes juvenile delinquency? This question elicits more discussion and initiates more research than perhaps any other topic concerned with human behavior. The result is usually that no one factor or circumstance can explain delinquent behavior. However, the commonly held view of delinquent behavior indicates that such actions are not in and of themselves the problem but rather products of various social and psychological problems. Just as certain youth turn to alcohol, drugs or suicide, others manifest symptoms of their maladjustment through behavior which causes loss or injury to others. Children will often respond to economic, social and psychological pressures and adverse circumstances by perpetrating delinquent acts. Delinquency today is not indigenous to street gangs and ghettos. It prevails at all social strata of our society from the affluent to the poor, from the educated to the uneducated. Delinquency is not the sole monopoly of any one class of people.

While no one answer can explain juvenile delinquency, for man is vested with a complex nature and intricate environment, Dr. Peter Lejins of the University of Maryland contends that there are two basic types of delinquent behavior: first, the conformist delinquent who learns delinquent behavior from his primary peers, and second, the non-conformist delinquent who rebels against his law-abiding primary group. He further contends that such delinquent behavior systems rarely appear in pure form, and the majority of cases usually lie somewhere between the two.³

The answer to the question of why some children become delinquent while others develop into law abiding citizens is one that society has long sought. While the list of all causes of delinquency, as explained by the many practitioners working in the field, would be monumental, widely held theories of delinquency causation are often subdivided into two categories: environmental-social and psychological-emotional.⁴

Environmental-social factors influencing a child's growth and development include: physical (the condition of the child's environment); family (emotional satisfaction in the home, broken homes, etc.); cultural (lower class vs. middle class behavioral norms, peer group pressures, ethnic cultures, etc.); and economic (presence or lack of adequate financial resources, ability of adolescent to find employment, adequate education). Many of these factors are interrelated and none of them can be the sole cause of delinquency.⁵

Psychological-emotional factors influencing a child's growth and development include: hostility, resentment, anxiety, insecurity, guilt feelings, sexual maladjustment, deprivation of affection, and intelligence. Just as the germ theory of disease does not explain all disease, neither does psychological maladjustment always explain why a child becomes a juvenile delinquent. However, in combination with environmental-social factors, psychological factors often influence delinquent behavior patterns in individual children.⁶

Another problem for consideration when examining juvenile delinquency is that of its measurement. There has been no consistently accurate or reliable data base from which realistic determinations about juvenile delinquency can be made. On a national basis the problem lies within the realm of different definitions of delinquency (e.g., varying ages and offenses), while a diversity of tolerance and interpretations from jurisdiction to jurisdiction creates measurement problems within a state. Despite the fact that a means to determine the actual amount of delinquency (particularly since many acts of delinquency are not reported for various reasons) is a near impossible task, we have available data which begin to bring the picture into focus.

A traditional source of juvenile delinquency statistical data--if arrest data are presumed to give valid conclusions--is provided by the Federal Bureau of Investigation's Uniform Crime Report (UCR). The UCR indicates certain national trends in juvenile delinquency, a few of which are noteworthy:⁷

- In 1976 law enforcement officials reported more than 2 million arrest of young persons between ages 11 and 17 (approximately 7% of the 28.8 million youth in that age range).
- In 1976, 82% of juvenile arrests were males and 25.7% were females.
- Both females and males are about as likely to be arrested for serious property offenses and for less serious offenses; males are more likely to be arrested for serious offenses of violence.
- As a juvenile increases in age, so does the likelihood of his involvement with the courts (a 17 year old is four times more likely to be processed by the court than a 13 year old).

- Twenty percent of the cases processed during 1976 involved blacks, and 8% involved members of other racial or ethnic minorities (Indians, Hispanics and others). Minorities were more likely than whites to be charged with crimes against persons (minorities, 16.3% as opposed to 6.4% for whites). Cases involving white youth are likely to be handled more quickly than cases involving whites were processed within 1 month, whereas only 49% of the cases involving minorities were processed as quickly).

A revealing statement on the need for clarification of juvenile reporting and data collection processes, as well as consistent definition, can be found in the comments of a law enforcement statistician:

Juvenile delinquency statistics are much more incomplete and uncertain than adult criminal statistics because a different type of behavior is included in the delinquency area and because there is more informality and discretion used in handling juveniles. No satisfactory agreement has yet been reached as to exactly what constitutes a juvenile arrest. There is a tremendous variation in what is reported, and it would appear at times that some communities have many times more juvenile delinquents than others merely because the definition of arrest differs.⁸

The issue of juvenile delinquency is too often approached with emotional rhetoric, generalities and attempts to formulate neat, concise answers and short-term solutions. Attention must be focused on the total problem. In order to achieve any measure of success, efforts should be more holistic in concept and inclusive of an examination of the child's overt actions and behavior. While it is important to deal with the individual, other impacting factors must also be attended to. The child's family, his education, health, employment and recreational opportunities, and the public and private institutions and community services established to serve his needs, must all be subject to equal scrutiny and modification when necessary. A viable continuum of services and effort is essential, for to do less is perhaps analogous to doing nothing at all.

Adolescents are developing beings, not yet set in their ways, upon whom we have an opportunity to exert positive influence before they become involved in the formal juvenile or criminal justice system. Once they have entered that system it is often too late, and their conduct and attitude will continue to plague our society for a long time to come.

Once a juvenile is apprehended by the police and referred to the juvenile court, the community has already failed; subsequent rehabilitation services, no matter how skilled, have far less potential for success than if they had been applied before the youth's overt defiance of the law.

THE PRESIDENTS COMMISSION
ON LAW ENFORCEMENT AND THE
ADMINISTRATION OF JUSTICE

STATUS OFFENSES

One of the most emotional and hotly contested juvenile justice issues, particularly during the past decade, has been that of the "Status Offender." The debate has ranged from varying degrees and points of views. On one hand is the argument that the juvenile and family court system is an "...inept instrument for resolving intra-family conflicts...status offenders are subject to exactly the same dispositions as minors who commit crimes, including commitment to state training schools... A system which allows the same sanctions for parental defiance as for armed robbery--often with only the barest glance at reasonableness of parental conduct--can only be seen as inept and unfair."⁹ Thus, it is the appeal of those desiring that the status offender be removed from the purview of the courts.

On the other hand the philosophical sense of those advocating that courts continue their traditional authority over the status offender might argue that:

If we remove the status offenses from the juvenile courts, to a great degree we are removing the underpinnings that the law has provided for parents...status offenses are among the most serious matters that come before our courts, as serious certainly as car theft and shoplifting and possibly burglary. Status offenses are the tip of the iceberg, or maybe more appropriately, the tip of the volcano...Status offenses are an indication of some serious trouble. That this is the place where we can help, where we can and should provide compulsory help if the family is not willing to seek help. This is the place where we can reduce crime rates of the future. Because if we can help a child to unravel incorrigibility, absenting, truancies, drinking, then I think maybe we can do much through social work to make happier children, more contented children, better citizens...which is maybe what it's all about.¹⁰

The arguments for and against abolishing the juvenile court's jurisdiction over status offenders--or "non-criminal misbehavior," the term coming into more common use--are many and complex. The majority of states currently provide for juvenile court jurisdiction over status offenders. Such jurisdiction may be couched under the labels of "wayward child," "unruly child," "child" or "person" or "minor in need of supervision," or even, in cases of extreme subterfuge, "delinquent" or "neglected." To understand better the existing controversy in a more perceptual context is to view the national scope of the status offender during the Seventies.

The National Center of Juvenile Justice concedes that exact or totally reliable statistics are not available but has estimated that approximately 15 percent of the matters formally filed in juvenile and family courts allege status offenses. Additionally, perhaps 66 percent of the referrals for such offenses are handled on an informal basis (disposed of without the filing of a petition).

Nearly one-third of those alleged to be status offenders will spend time in jails or detention facilities before or after adjudication, while approximately 5 percent of the adjudicated status offenders are committed to secure training schools and other juvenile institutions - a disproportionate number of those youth detained or placed in correctional facilities are female.

A survey conducted by the U.S. Department of Justice, Law Enforcement Assistance Administration, revealed that 4,310 federal, state and local agencies with juvenile jurisdiction reported that on September 1, 1976, 328,854 juveniles were on probation as a result of delinquency and status adjudications. Of that total 91,486, or 27.8 percent, were status offenders: 60,354 males (18.3 percent of total); and, 31,132 females (9.5 percent of total.)¹¹ All fifty states reported that on June 30, 1976, a total of 38,601 adjudicated delinquent and status offenders were being held in public juvenile detention and correctional facilities. Four thousand four hundred and ninety-four (11.7 percent) of those juveniles held were classified as status offenders: 2,539 males (6.6 percent of total); and 1,955 females (5.1 percent of total). Twenty states--Alabama, Arkansas, Connecticut, Delaware, Idaho, Indiana, Iowa, Louisiana, Maine, Michigan, Minnesota, Mississippi, Missouri, New Hampshire, Oregon, Pennsylvania, South Carolina, Utah, Virginia, and West Virginia--reported that no status offenders were being held.¹²

On the same date, June 30, 1975, it was reported that 14,125 juveniles classified as either delinquent or "person in need of supervision" (PINS) were being held in private juvenile detention and correctional facilities. Of that total 4,316 were classified PINS, which represented 30.6 percent of the total delinquents and PINS. The population of PINS by sex was: males, 2,614 (18.5 percent of total delinquent/PINS), and 1,702 females (12.1 percent of total delinquents/PINS).¹³ While the total numbers being held in private facilities were considerably lower than those in public facilities, the percentage of status offenders (or PINS) being held, versus delinquents being held, was significantly greater.

From 1970 through the middle of that decade, the numbers of status offenders being placed in public juvenile detention and correctional facilities generally decreased. Between 1971 and 1975 the number of status offenders adjudicated as "person in need of supervision" (PINS) and placed in state and locally administered facilities decreased 14 percent. A decrease of 19 percent was experienced by state-administered facilities alone, however, locally-administered facilities reported a cumulative increase of 8 percent.¹⁴ Such data may indicate that states in general began responding to philosophical and legal mandates calling for the deinstitutionalization of status offenders, but local entities were perhaps not so willing, or able, to follow a similar track.

I agree that status offenders are very serious considerations and are the tip of the iceberg. I feel that tip of the iceberg has reared its jagged peak at an earlier time and we have failed to notice it. If we spent more time, money, and effort helping that preschool child, that first or second grader, it may be that the tip of the iceberg will not be seen at a time when it is likely too late to do anything about it. Status offenses are more than the beginning indication of serious trouble. The indications begin at an earlier age and were ignored. If the parents fail to obtain the help

needed for the child, then is the time to proceed against the parents on a "dependent-neglect" basis, not on a CINS or PINS basis where the child is made the respondent. So, prevention is really the answer--provided the resources to take care and solve the problems at an early age, preschool or elementary. We must emphasize "prevent" before that child becomes a "status offender". Let's spend our money, time and effort "before" the fact rather than "after" the fact. As Judge Hogoboom, of Los Angeles, says, "The present juvenile justice system ends up dealing with the results of criminal behavior instead of the causes and is consequently crumbling under its own weight."¹⁵

ABUSE AND NEGLECT

The plight of juvenile delinquency and status offenders is a serious societal dilemma, however, the circumstances of abused and neglected children must certainly qualify as one of our greatest national tragedies. During 1978, there were 614,291 reports of child abuse and neglect nationwide.¹⁶ These numbers represent only official reports. The estimates of the total number of such incidents run as high as 1.4 to 1.9 million in 1975.¹⁷ We may never know with any degree of certainty the full extent of child abuse and neglect. We do know that it exists, far too frequently, in the shadows of our society.

The maltreatment of children is not a recent phenomenon. Since the earliest history of civilization children have been physically and emotionally neglected, exploited, maimed, sexually molested and murdered, often as a result of accepted cultural and religious practices. However, it has only been during the past couple of decades that child abuse and neglect has been recognized as a serious and overwhelming national problem. Since the early 1960's the subject has received considerable focus resulting in legislatively mandated reporting laws. (In 1962, the phrase "battered child syndrome" was coined by Dr. C. H. Kempe. His research brought national recognition and a movement which saw states enacting mandatory reporting statutes based on his definition. By 1966, 49 states had enacted such legislation.¹⁸) Since then, there have been efforts for accurately recording incidents, research into its pathology, and formulation of prevention and treatment methods and programs. For a society which places a high value on the welfare of its children, the realization of the extent and depth of child abuse and neglect is indeed a painful paradox.

Along with delinquency and status offenses, child abuse and neglect have been difficult to define in concise terms. The dynamics are perhaps as complex as any pertaining to human behavior and interaction. Clear definition is vital because the way in which abuse and neglect is defined will dictate what is reported, how meaningful research is conducted, the legislation of appropriate statutes, and most important, the types of prevention and treatment programs that are to be developed.

There are, however, generally accepted definitions, despite continuing disagreement over what constitutes abuse and neglect. First, abuse has been broadly defined as the nonaccidental emotional or physical injury to a child, including sexual molestation, by a parent or guardian. The deliberate failure

to meet the physical and psychological needs of a child (including abandonment) is often the definition applied to child neglect, although the degree of failure is generally vaguely defined.¹⁹ Under the 1974 Federal Child Abuse Prevention and Treatment Act (P.L. 93-247), Congress has defined child abuse and neglect as:

the physical or mental injury, sexual abuse or exploitation, negligent treatment, or maltreatment of a child under the age of eighteen, or the age specified by the child protection law of the State in question, by a person who is responsible for the child's welfare under circumstances which indicate that the child's health or welfare is harmed or threatened.²⁰

The degree of statutory specificity varies from state to state and will often magnify certain contemporary concerns. All states now have statutes mandating reporting of abuse and neglect, however, only 18 states include specific definitions of abuse (e.g., Alaska defines child abuse very broadly while Colorado defines abuse in explicit, medically symptomatic terms). Oklahoma has chosen to operate within the framework of a statutory definition which lies somewhere between the two extremes and defines a "deprived child" in Title 10 OSA, section 1101(d) as:

a child who is for any reason destitute, homeless or abandoned; or who has not the proper parental care or guardianship; or whose home, by reason of neglect, cruelty, or depravity on the part of the parents, guardian or other person in whose care it may be, is an unfit place for such child; or who is in need of special care and treatment because of his physical or mental condition, and his parents, guardian or legal custodian is unable or willfully fails to provide it; or being subject to compulsory school attendance, the child is, due to improper parental care and guardianship, absent from school...; or whose parent or legal custodian for good cause desires to be relieved of his custody.

Additionally, Oklahoma has enacted comprehensive legislation providing for the mandatory reporting of child abuse (Title 21 OSA, Section 846), and immunity from civil or criminal liability for persons, acting in good faith, who report abuse (Title 21 OSA, Section 847).

While there are many theories as to the causes of abuse and neglect, and researchers have concluded that no single element can sufficiently explain the reason for such a widespread incidence, studies have generally focused on several specific areas. Researcher R. E. Hefler contends there are three major contributing factors at play in an incident of abuse and/or neglect:²¹

CHILD + PARENTS + SITUATION = ABUSE

Although perhaps viewed as an over simplification of such a complex problem, this theory and its attending findings can begin to shed light on the various dynamics at play.

CHILD: Following are some of the theories and findings regarding the characteristics of children at risk of being abused or neglected:

- The child's history, characteristics, and behavior may contribute to being maltreated.
- The child's behavior problem preceding the abuse or neglect may contribute to his risk.
- Abused and neglected children exhibit retaliating behavior toward their parents, which appears to constitute "counter-attack" to the angry parent.
- Approximately 5 to 10 percent of the children in the general population may be classified as provocative. This behavior may add extra stress for the parent in caring for these overactive, demanding, defiant, and exhaustive children, tending to paralyze the self-control of the parent temporarily, thus releasing violent impulses.
- Particular phases of the child's development are especially provocative; however, abuse and neglect do not appear to be concentrated at any special developmental phase.

PARENTS: The following summarizes some of the theories and research findings regarding parents who abuse or neglect their children:

- Parents of maltreated children are typically immature, dependent, impulsive, rigid, self-centered, and rejecting.
- Abusing parents generally come from lower socioeconomic levels.
- Parents who abuse their children have personality inadequacies.
- Abuse families typically have high levels of stress.
- Abusive parents generally lack "mothering skills".
- Alcoholism is an associated factor in a substantial percentage of abuse and neglect cases.
- Abusive parents have (1) high expectations of loneliness and isolation, (2) have intense feelings of expectations about their children's behavior and levels of performance, (3) poor quality in relationship with their own parents and spouses, and (4) intense feelings of anxiety about their children's behavior.
- Abusive and neglectful parents were often abused and neglected as children.

SITUATION: The following suggests situational dimensions identifying relationships between the family's social and psychological environment and incidents of abuse and neglect:

- Abuse and neglect appear to occur more often in families residing in areas of greater poverty, higher crime rates, lower quality housing, and transient populations which result in a higher level of environmental stress (However, many studies have substantiated that child abuse and neglect can be found in all socioeconomic strata: wealthy and poverty stricken; urban and rural; educated and uneducated; stable home and broken homes; and among all racial and ethnic groups.
- Three factors appear to define the situation in which abuse and neglect are more likely to occur: (1) a "special" kind of child; (2) a crisis; and (3) the nature of the parents (e.g., how they were reared, their ability to use the help of others, the quality of the marriage relationship, and how they view the child).

And what are the effects of abuse and neglect upon children? Besides the obvious - malnourishment, abandonment, physical injury, maiming, and death - there are the psychological and emotional damages, which are difficult to assess. However, it is widely held, even though research is not yet conclusive, that such treatment of children over an extended period will lead to long-term, negative effects on the child's behavioral and emotional development, and eventual response to the society in which he lives.

Another central issue is the possible link between children who are abused and neglected and the long-term effects upon their pattern of behavior, particularly as regards delinquency, violence, and the distinct possibility that they themselves will become parents prone to maltreat their own children. Research has provided some insight into such possibilities.

- A study of 100 juvenile offenders in Philadelphia reported a history of abuse in 82 percent of the children.²²
- A Denver study reported 84 percent of the juveniles who were delinquent had been abused before school age, while 92 percent reported receiving bruises, lacerations, or broken bones inflicted by their parents within one and one-half years previous to their apprehension.²³
- A four year follow-up study of 34 abuse cases from Children's Hospital in Washington, D.C. indicated that 20 percent of the abused children had come to the attention of the court because of delinquency.²⁴
- A study of abusive parents indicated that 14 percent of the mothers and 7 percent of the fathers reported that they were abused children.²⁵

While such facts are startling, they must be viewed with caution, as should all other known information we have available to us about abuse and neglect. There is not yet a definite basis to the theory that today's abused and neglected child will become tomorrow's delinquent, adult criminal, or parent who mistreats his own children. What is clear, however, is that a causal relationship between abuse/neglect and delinquency/crime, and the intrafamily, generational perpetuation of abuse and neglect does exist - perhaps in even greater proportions than we currently perceive.

The occurrence of child abuse and neglect depends largely upon the interplay of factors indigenous essentially to the child, parents and their situational environment. When these factors get out of balance, then the effects become so numerous and devastating that we must be willing and able to take the necessary steps to determine what policies, laws and programs require modification or change, what services (preventive as well as rehabilitative) must be created, and generally, how to deal more effectively with the problem. If we are not successful thousands of children will continue to die and suffer physical and emotional crippling unnecessarily. They will continue to march through our juvenile courts, social agencies and institutions in an escalating fashion--often times beginning their trek as abused or neglected children, progressing as delinquents and/or status offenders, and finally, graduating to adults capable of continuing criminality.

RECOMMENDATIONS

Following is the list of recommendations on the topic of adjudicatory categories with priorities ranked 1, 2, or 3 with 1 representing the highest number.

PRIORITY

General:

- 2 +Seek sustained funding for a statewide system of youth services from federal, state and local resources, while maintaining strong community influence.
- 2 +Support legislation for a statewide system of youth services, community based, with programs designed to prevent delinquency, divert youths in trouble away from the traditional juvenile justice process, and intervene in situations which tend to cause delinquent behavior.
- 1 +Continue the statewide system of court related services in every county, separate from the court but offering alternatives to institutionalization for youths involved in the juvenile justice process.
- 2 +Develop facilities for the violent, retarded children for whom there are presently no appropriate placement alternatives.
- 2 +Support the development of a State Mental Health law for children and youth.
- 3 +Continue to develop and improve a network of alternative community services: day treatment programs, foster care, living skills programs, independent living programs, misdemeanor programs, vocational skill development, and alternative education services.
- 3 +Continue to develop and carry out a comprehensive study of the "last resort kid" in order to determine a profile of this type of child; examine the factors within the family, community and the "system", contributing to the child becoming a "last resort kid", in order that: (1) Methods for dealing with this child can be identified and developed: and (2) Methods for "intercepting" this child can be developed and applied before he/she reaches the point of being labeled a "last resort kid".
- 2 Increase the appropriate use of agreements between parents and private residential care facilities in order to divert children and their families from the official court process used to place the child outside the home.
- 2 Develop a continuum of services for out-of-home placement based on a statewide plan with emphasis on regional and demographic districts of services; and that the continuum include, but not be limited to, specialized group homes, emergency shelters, intermediate care facilities, long term residential programs, specialized foster homes and day treatment programs.

PRIORITY

- 3 Encourage private enterprise to assist in the financial support of youth service programs, and in turn, these programs would provide services, to their personnel in an effort to prevent or resolve family problems resulting in diminished employee productivity.
- 3 Allow jurisdiction of a child to be retained by the Juvenile Division of the District Court until age 19.
- 2 Establish protective services for parents of violent or dangerous youth.
- 2 Recognize the rights of other members of the family when the family needs protection from the child who has become a disruptive force within the family.
- 2 Create in each community an advisory committee composed of citizens and various agency representatives to make recommendations concerning youth in trouble; that such a committee should coordinate with public and private agencies responsible for dealing with youth in trouble, i.e., law enforcement, courts, CRCS, DCW, Juvenile Bureaus, and youth and family services.

Communications and Coordinations:

- 2 Increase cooperation and communication among district attorneys, courts and the Department of Human Services to provide appropriate placement by parental agreement of a child in a private residential care facility, in lieu of a public institution.
- 2 *+State agency heads having responsibility for directing children's programs in Oklahoma meet on a regular basis, discuss common goals affecting children, plan joint programs, assess needs, and advocate for the rights of all children and youth in the state.
- 2 Statewide use of a uniform needs assessment process to aid community agencies and residential care facilities in following a child receiving services, so that channels of communication and coordination are developed to provide needed services when a child returns to the community from a residential care facility.
- 2 +Develop uniform intake and placement procedures for utilization by all youth serving and placement agencies in the state.
- 2 Community based agencies and residential care facilities subscribe to, and participate in a central clearinghouse for placement of a child in a residential care facility and that adequate funding be provided to staff this statewide referral service.
- 1 Agencies dealing with children and youth problems inform the public regarding ways in which citizens can become meaningfully involved to help alleviate those problems.

PRIORITY

- 1 *+Continuation and expansion of regular contact between assigned aftercare workers, institutional social workers, children and their families from the time of the child's commitment to the institution, in order that an individualized treatment agenda, concentrating upon specific, known problems, can be developed for each youth.
- 1 Develop, on a regional basis, centralized units staffed with "experts" to deal with specialized placement crisis.
- 1 Court Related and Community Services assume statewide responsibility for coordinating aftercare/parole services to children and their families in order to effect the reintegration into the community of previously institutionalized children; and that said coordination involve OACIA, OAYS, the Department of Mental Health, and guidance centers in order to develop productive channels of communication and coordination.
- 2 In view of economic restraints, all community agencies dealing with children and adolescents explore the feasibility of establishing volunteer programs to work with troubled youth on a one-to-one basis, and that such volunteers be trained and supervised professionals.

Legal Representation/Rights of Youth:

- 3 The Oklahoma Legislature require mandatory review hearings for all adjudicated youth to determine if services are being delivered, and if the youth is still in need of services; all agencies involved with the youth should be required to provide all appropriate and available information to the court for review.

The Council on Juvenile Delinquency support an Oklahoma Legislative study pertaining to the creation and funding of a statewide legal assistance plan for children placed out of their home, and that this include notification of any access to legal counsel.

That counsel be appointed as a matter of course whenever action is a possibility, without requiring any affirmative choice by the child or parent.

That the rights of the child when placement outside the home be a responsibility, with the child afforded his/her "day in court" if necessary.

Use of Services:

The Department of Human Services seek funds from all available sources, including private appropriation, to purchase services according to a child's need and reasonable cost.

PRIORITY

- 2 OACIA, OAYS and the Department of Human Services jointly cooperate to determine through negotiation and cost analysis, the reasonable and sufficient cost of services.
- 3 Modify the Oklahoma Comprehensive Annual Services Plan (CASP) to provide for the use of Title XX funds to purchase services (in addition to emergency shelter services) from a private residential care facilities.
- 1 The legislature increase the child care subsidy for children in private residential care facilities to reflect more accurately the cost of services provided.
- 2 Provide additional services needed for children in residential care via purchase-of-service contracts between DHS and private residential care facilities based upon needs assessment instead of a uniform standard rate.
- 2 Review the distribution of funds for children's services in Oklahoma.
- 2 Continue the operation of funding of community based emergency shelter services.

Foster Care:

- 1 *+Professionals continue to make every effort to identify early those children who cannot return to their families; substitute families should be located and paid adequately for services; and innovations in group care of children in need of placement should be implemented, such as small group homes in the community as an alternative to institutional placement.
- 2 Develop incentives for expanding foster home care for adolescents, especially those with behavioral problems.
- 2 Evaluate Oklahoma's foster home care system and make necessary improvements or modifications.
- 2 Provide entry level and inservice training to foster parents in the following areas:
 - a. Separation and loss
 - b. Developmental milestones
 - c. Behavior control/management
 - d. Constructive discipline techniques
 - e. Parent education
 - f. Peer conflict (natural child vs foster child)
 - g. Support group consultation

PRIORITY

Deprived:

- 3 Ensure and provide legal representation for the Deprived child in order to afford full protection of his/her rights and best interests.
- 1 Develop treatment models, programs and services designed specifically for youth who are victims.
- 1 Develop "juvenile sexual victim" assistance programs to provide counseling and informational services from the time of the reported offense.
- 2 Encourage communities to develop educational programs regarding sexual exploitation of minors.
- 2 +Establish 24-hour child care centers in an effort to reduce the potential of stresses leading to, and resulting in, family violence.
- 1 +Emphasize the critical nature and epidemic proportions of the problems of sexual abuse and incest, and the need for statewide therapeutic programs.
- 1 Continue to explore more effective ways to prevent repeated cases of child abuse and neglect.
- 1 +Develop and provide inservice training in family dynamics, abuse and neglect, sexual abuse and other aspects of family violence for juvenile counselors and/or family service personnel.
- 1 Develop shelter facilities for battered wives where children are not separated from their mothers during interims following episodes of family violence.
- 1 Develop facilities as additional alternatives for the severely emotionally disturbed or mentally ill child for whom there are few, if any, appropriate placements.
- 2 Develop additional specialized foster homes for deprived children, and specialized training for foster parents.
- 1 Develop two pilot projects:
 - (1) Involving the full-time employment of foster parents who would be paid a salary, plus fringe benefits and the foster care subsidy;
 - (2) Involving the full-time employment of foster parents in a small (up to four children) group home who would be paid a salary, plus fringe benefits and the foster care subsidy.
- 2 Through Community Mental Health Centers provide instruction on parenting skills, especially in those geographic regions where there is a high incidence of deprived referrals.

PRIORITY

Status Offenders:

- 1 Develop statewide standards and guidelines for handling status offenders until case law is established.
- 2 Establish within the elementary school system, counseling programs which identify truancy related needs, and after early identification work in a concentrated effort for appropriate help for these children by public and private agencies.
- 2 Monitor school attendance especially during the first six weeks of each semester for early identification of truancy with referral to appropriate community agencies.
- 2 Develop in-school suspension programs for truants and students with behavior problems; emphasize the student's understanding of his/her behavior.
- 1 Mandate contact by the school with the parents of students who are truant or behavior problems in order to assist in providing support services to the parents.
- 1 Develop curriculum based on the individual needs of students who are not functioning in the traditional classroom setting.

Delinquent Youth:

- 3 Require by statute that DHS, Youth Services, law enforcement and all other youth serving agencies expunge records of all juveniles accused of committing a delinquent act.
- 2 Endorse the concept of community based homes for delinquent youth, and the continued maintenance of secure residential care.
- 2 Youth over the age of 16 committing misdemeanors be fined in a like manner as an adult; such fines may be paid with money payments and/or services to the community.
- 2 +Explore alternatives through (a) legislative exemption, (b) a method of providing insurance, or (c) waiver to relieve liability of the beneficiaries of symbolic or work restitution, or court ordered work programs (pursuant to 10 O.S.A. 114.6) to the end that children could discharge work obligations without victims, employers, or others being liable for non-intentional injuries.
- 2 Fully compensate those sustaining monetary loss as a result of a juvenile perpetuated offense, regardless of whether they be victims or insurers, with restitution to the victim accomplished first.
- 1 Maintain the age of 18 years for accountability as an adult accused of criminal conduct.

PRIORITY

- 2 Increase the alternatives available to juveniles who are held accountable as adults in order to decrease the numbers being dealt with in a criminal system ill-equipped to handle the very young offender.
- 3 Consider enacting a "Youthful Offender Act" to cover persons between the age of 18 to 23 years old.
- 1 Develop facilities for the severely, and chronically disturbed and disruptive delinquents for whom there are presently no appropriate placement alternatives.
- 2 Provide increased subsidies or other incentives for private foster care for delinquent children who no longer require secure placement, but who have no other appropriate placement available to them.
- 2 The Department of Human Services move away from directly providing services to delinquent youth in public residential care institutions, and begin to increase the purchase of services from private residential care facilities.



Do not use a hatchet to remove a fly from your friend's forehead.

Chinese Proverb

Detention and Jails

Detention and Jails

The need for and existence of juvenile detention facilities; the limited public resources for correctional services; and the non-uniform, jurisdictional definitions and detention procedures for juveniles alleged to have committed criminal offenses--are all reasons that require us to focus special attention on the issue of adult and juvenile separation in correctional settings.

Thomas J. Mangogna, Chairman
ACA Commission on Accreditation
for Corrections
February, 1979

"Every year in the United States over 100,000 children are held in jails and jail-like places of detention."¹ That was the state of affairs concerning children in lockups in 1961. However, during the intervening years the picture has changed substantially, but unfortunately the change has not represented an improvement. More recent estimates reveal that 500,000 juveniles are held annually in adult jails and similar lockups, a figure the Children's Defense Fund disputes as "grossly understated."² During fiscal year 1975 (July 1, 1975 through June 30, 1976), 347 detention centers nationwide reported 521,865 detention admissions,³ a figure that most certainly does not represent every public detention facility since reporting is usually voluntary. In fact, all such figures available are mostly speculative since many of the nation's 8,833 county and municipal jails practice less than desirable reporting.

Despite the controversy surrounding the frequency of juvenile jailings and detention admissions, the central issue is that the numbers of juveniles locked up each year appear to be escalating at unprecedented rates. Also, it is paradoxical that the juvenile justice system was established to avoid the criminal processing of children and to provide positive assessment, treatment, and services. Yet little has been done to reverse the trend of extensive utilization of jails for juvenile incarceration, or the excessive use of detention facilities. It is usually the juvenile court that has the sole responsibility for admissions and release and should exercise extreme caution and close attention to this particular process.

To understand fully the dilemma of where and why children are locked up requires an examination of statutes regulating the pre-adjudicatory detention of

juveniles. All 50 states currently have statutes which address the detaining of juveniles, but only four states (Arizona, Connecticut, Ohio and Rhode Island) specifically prohibit the placement of juveniles in adult jails under any circumstances. Forty-six states permit the use of jails under certain specified circumstances: 43 states (Oklahoma included) permit the jailing of juveniles provided they have no contact with adults, while 5 states specify only that the child shall not be detained in the same cell as an adult. Thirteen states permit jailing if no juvenile facilities are available, 5 states require a court order, and 8 states specify that the child must be deemed a menace to the community before jailing is permitted. Other states permit placement of juveniles in a jail based on age: 2 states require the child to be over 14; 2 states specify the age as over 15 while 2 states have set the minimum age at 16; 1 state requires the child to be over 17 years old before placement in jail is permitted.⁴ Oklahoma statutes allow the jailing of children 12 years or older, provided they are alleged to be delinquent (Title 10, OSA, Section 1107 C).

Even though all 50 states have established statutory provisions restricting the jailing of juveniles, permissive language and broad interpretations have resulted in unprecedented numbers of youth being detained in jail. Despite tragic stories detailing suicide, rape and abuse of youth, the use of jails has not diminished during the past decade. Professionals and lay critics have denounced the overuse of jails, but neither their criticism nor their efforts have produced significant, positive change.

Detention facilities for the exclusive detainment of juveniles may be characterized generally as positive when compared to adult jails. They are usually more healthful, humane, and their operation typically is based upon a more positive rationale. Yet they too are physically restricting, jail-like facilities, and confinement in such facilities may be equally harmful, particularly to the child who has not allegedly committed a crime. All too often a major portion of juvenile detention residents are status offenders, and in some instances, dependent and neglected children. On a selected date (June 30, 1976) a survey of the nation's public detention facilities revealed that 19 percent of the residents were being detained for non-criminal reasons. Out of a total of 11,089 detainees, 1,394 were status offenders; 358 were "awaiting transfer to another jurisdiction" (usually an indication that the detainee is a runaway); 62 were voluntary admissions; and 286 were detained as a result of dependency and/or neglect.⁵

If it can be conceded that far too many juveniles are being held in jails, and juvenile detention facilities are inappropriately used, what steps can be taken to interrupt prevailing practices? First, jurisdictions can examine policy and procedure and establish uniform guidelines for detaining. The National Advisory Committee for the Administration of Criminal Justice has promulgated the following criteria for detaining juveniles alleged to be delinquent:

- a. They are fugitive from another jurisdiction;
- b. They request protection in writing in circumstances that present an immediate threat of serious physical injury;

- c. They are charged with murder in the first or second degree;
- d. They are charged with a serious property crime of violence other than first or second degree murder which if committed by an adult would be a felony, and:
 - i) They are already detained or on conditional release in connection with another delinquency proceeding;
 - ii) They have a demonstrable recent record of willful failures to appear at court proceedings;
 - iii) They have a demonstrable record of violent conduct resulting in physical injury to others; or
 - iv) They have a demonstrable recent record of adjudications for serious property offenses.⁶

The formulations of uniform detention guidelines, with statutory compliance assured, can result in significant reductions of jail incarcerations and inappropriate detention admissions.

In addition to uniform guidelines, a second method for reducing the numbers of juveniles being held in jails is to seek alternatives. The most obvious is to create adequate numbers of juvenile detention facilities, but to do so in every county or region is a costly proposition, and regardless of cost, not necessarily the wisest direction to go. There are, however, other alternatives which have been established with varying levels of success:

Home Bound Detention Programs permit youths to reside with their parents or guardians while meeting with court appointed persons at least daily. Some programs emphasize supervision and surveillance, while others will stress services. Most programs provide for the youth being detained if he fails to meet program requirements.

Attention Homes are group homes which house from five to twelve juveniles and a set of live-in houseparents. Attention homes are usually family dwelling type structures located in residential neighborhoods. Social workers are usually available to the youth residents, as well as the houseparents.

Runaway Programs are also group home programs. Admission is not always limited as an alternative to detention but can also be open for self-admission by runaway youth.

Private Residential Foster Homes operate much like traditional foster home programs, e.g., one child placed with one family.⁷

There are many successful alternatives to jail which have proven to be more cost effective than expanding existing detention facilities or building new ones. The variations are limited only by a community's creative imagination,

their real, assessed needs, and commitment to solve the problem. As examples of viable alternatives, see program descriptions in Alternatives to Secure Detention Handbook published by the New York Division of Youth.

The circumstances surrounding the detention of youth, whether it be in jails or juvenile detention facilities, often are unrecognized or simply ignored by communities. While to do more may be painful, and the necessary outlay of funds difficult during times of austerity, the issue is clear: incarceration is the most critical juvenile justice process a youth will experience.

DETENTION AND JAILS IN OKLAHOMA

Oklahoma, as the rest of the nation, has struggled to come to grips with the issue of juveniles in jails and detention and has made significant headway in that regard. The first comprehensive effort to determine the existing state-of-affairs came about in 1978, when the Governor directed a statewide examination of detention practices. Pursuant to his directions, the Criminal Justice Services Division (then the Oklahoma Crime Commission) of the Department of Economic and Community Affairs received funding from the Office of Juvenile Justice and Delinquency Prevention to carry out an in-depth study. The Community Research Center, located at the University of Illinois at Urbana-Champaign, was contracted to conduct the study.

Essentially, the study was conducted via a Jail/Secure Custody Survey, and an Intake Survey, completed by intake workers in the state's three metropolitan Juvenile Bureaus and Court Related and Community Services (CR&CS) intake workers in the 74 non-metropolitan counties. Survey results and recommendation are included in the preliminary Report to the Criminal Justice Services Division of the Department of Economic and Community Affairs: Needs Assessment of Secure Detention in Oklahoma, completed June, 1981. Some of the significant findings were:

- During 1979 nearly 4,900 juveniles were held in adult jails and lockups for lack of alternative secure and nonsecure facilities and services.
- A total of 7,800 juveniles were held in all available secure and nonsecure facilities and services.
- Juveniles were detained at an estimated rate of 43% of total yearly intakes--7,800 detentions vs. 18,000 intakes.
- Approximately 69% (5,400) juveniles detained were for felony or misdemeanor offenses.
- Nineteen percent (1,500) of the juveniles detained were for child in need of supervision offenses.
- Sixty-one percent of the juveniles detained were released within 24 hours of their admission.
- Upon discharge from detention, 90% were released to non-secure settings.

- It was generally revealed that Oklahoma has excessive rates when compared nationally.⁸

Based upon these findings two primary recommendations were formulated. First, it was determined that Oklahoma's excessive detention rates were due in large part to the lack of explicitness in defining juvenile offender in existing statutes. Therefore, it was recommended that Oklahoma adopt specific and uniform secure and nonsecure admissions criteria consistent with national standards and standards developed by the Department of Human Services (See Appendix B for DHS criteria). It was estimated that the use of such criteria could reduce detention admissions by approximately 69%.

The second recommendation called for a statutory prohibition against incarcerating juveniles in jails, and three options were offered for accomplishing that goal. Option 1 provides short-term holding facilities in all administrative judicial districts, in addition to a full-service detention facility in Comanche County; Option 2 provides short-term holding facilities in selected districts and multi-district full service detention facilities in five areas; Option 3 provides full service detention facilities in each of nine administrative judicial districts and the metropolitan counties.

Based upon the findings contained in this Report, Oklahoma is in the midst of a crisis concerning its treatment of youth requiring secure detention. Too many youngsters are in Oklahoma jails, inappropriate admissions to detention facilities are occurring, and adequate alternatives to jail and detention do not exist. To resolve the current dilemma requires the considerable efforts, talents, and creativity of Oklahomans. The first major step has been taken by candidly recognizing deficiencies and needs. The next step must be commitment to proceed in a positive manner, willingness to modify the existing system when appropriate, and dedication of necessary fiscal resources.

RECOMMENDATIONS

Following is the list of recommendations on the topic of Detention and Jails with priorities ranked 1, 2, or 3 with 1 representing the highest priority.

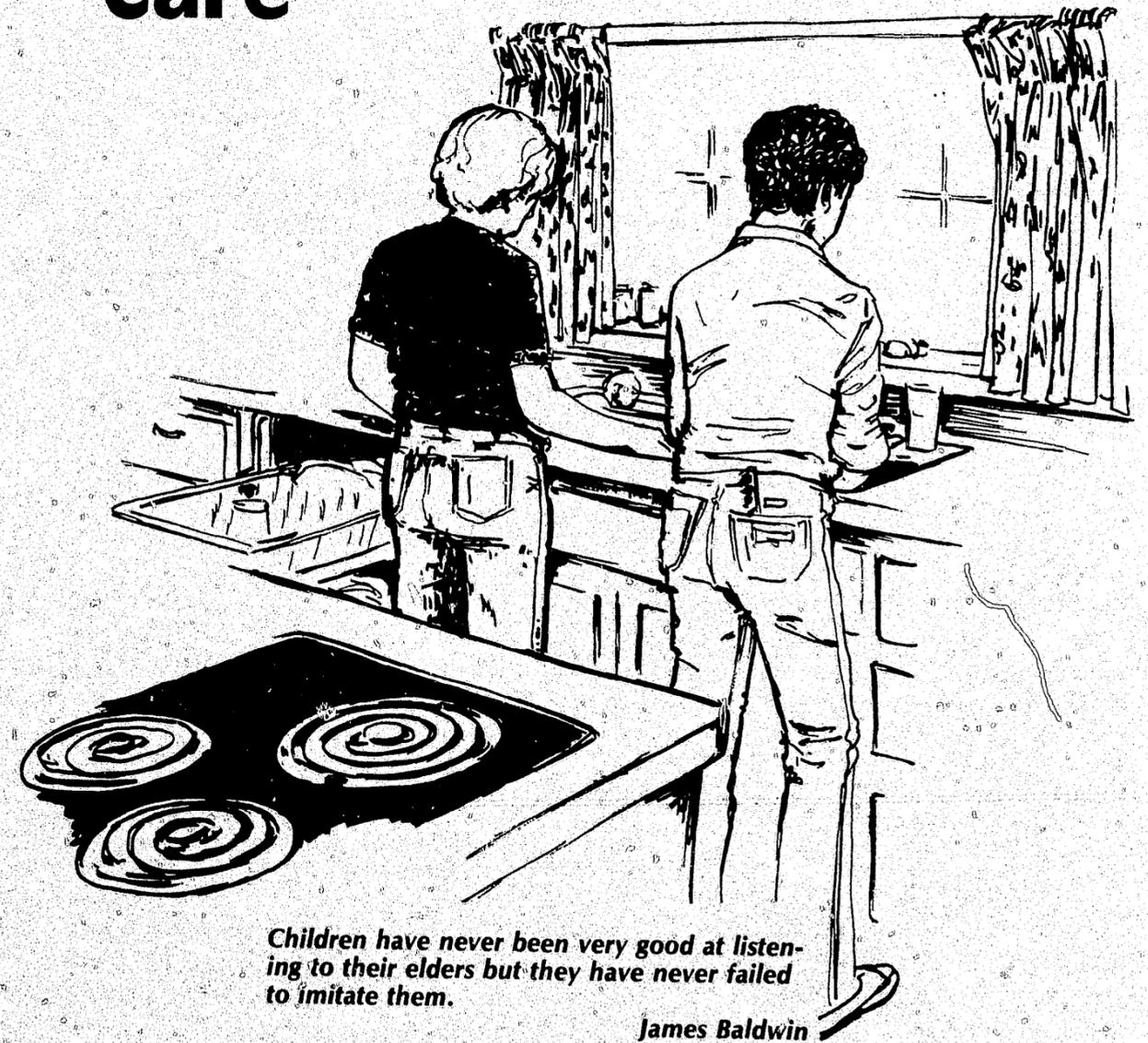
PRIORITY

- 3 Review case law concerning rights of runaways and their parents with resulting opinions, interpretation and mandates disseminated to all concerned public and private agencies.
- 2 Utilize the local link between CRCS and the court to work toward compliance with the laws pertaining to detention and development of alternatives to detention.
- 1 Develop alternatives to detention through training of personnel working with children, especially in a crisis situation; establishing more intervention techniques before resorting to detention; deviating from the traditional attitudes and methods of handling children; and utilizing prevention methods (such as nutrition studies) to diminish the occurrences of inappropriate behavior contributing to the detention of children.
- 2 The SJR-13 Oversight Committee require regular reporting by DHS on detention practices as a part of its monitoring and reporting role under the terms of the contract with the Supreme Court; and that when appropriate, investigate possible situations of non-compliance, and take appropriate action.
- 2 Make available intensive training in behavior control and "constructive discipline" to all persons employed in jails, detention facilities and shelters.
- 2 The OU Juvenile Personnel Training Program coordinate statewide regional meetings on detention issues for all youth serving entities.
- 1 Provide twenty-four hour visual and/or auditory supervision of all juveniles maintained in public jails and detention facilities.
- 2 Make available educational services to children admitted to jail, detention or shelter facilities. Model programs and curriculum emphasizing flexibility for short term instruction be developed.
- 1 Provide screening services to each juvenile forty-eight hours from admission to the facility.
- 2 Provide recreation, counseling, and academic opportunities for all juveniles held in public jails and detention facilities.
- 1 + Develop uniform detention and admission procedures for statewide implementation.

PRIORITY

- 1 *+ Develop standard juvenile reporting procedures for all law enforcement jurisdictions in Oklahoma.
- 1 Law enforcement agencies adopt uniform procedures governing arrest, detention, and intake of juveniles taken into custody.
- 2 * That notice setting forth the alleged misconduct be given well in advance of any scheduled court proceeding, including intake process, detention; and waiver hearings.
- 2 Support an Oklahoma Legislative study for the creation and funding of a statewide legal assistance plan for children placed out of their home.
- 1 Limit detention to those cases in which temporary confinement is clearly necessary for protection of the child or community.
- 2 Detention not be considered simply as custody, but as a crisis situation for many alleged delinquent youth, and as an opportunity to begin working with the youth when such assistance is likely to be most effective.
- 1 Request the Governor and the Legislature to plan, provide for funding, create, and maintain a uniform system of detention facilities geographically situated, consistent with the requirement of community based programs to provide pre-trial services, intermediate and temporary post adjudication/pre-dispositional detention capabilities.
- 1 * Make accessible to all seventy-seven counties, on a cost sharing basis, adequate juvenile facilities, separate from jails, with diagnostic and evaluation services.
- 2 Establish continuing and intensive training for line police officers as it relates to taking juveniles into custody.
- 1 Promote maximum use of immediate release of juveniles to responsible adult custody, rather than jail placement, while awaiting court appearance.
- 1 Actively involve CRCS in the screening process of juveniles for jail admission, with emergency admissions sanctioned only by the courts.

Residential Care



Children have never been very good at listening to their elders but they have never failed to imitate them.

James Baldwin

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Residential Care

Despite the growing pressure and movement toward deinstitutionalization of children's services in Oklahoma and elsewhere, residential care and treatment fulfills a valid, specialized role in serving problem children.¹ Oklahomans have maximized the effect of residential care and treatment with specificity and a greater differentiation among kinds of problem children and the kinds of institutional resources essential to help each child. Without such specificity, residential care and treatment institutions would be administered continuously in a unitary global fashion with little attention given to correlating a child's specific needs and varying specialized resources at the different institutions.² "A Children's institution is defined as a group of unrelated children living together in care of a group of unrelated adults. It is a twenty-four hour residential care facility."³ There are many kinds of institutions serving the many types of children. Among them are the following.

- (1) Institutions for the normal, but dependent and neglected, child.
- (2) Institutions for the physically handicapped child. There are separate institutions for children who are blind, deaf, crippled.
- (3) Institutions for the mentally retarded or mentally defective child.
- (4) Institutions for the confinement and rehabilitation of juvenile delinquents.
- (5) Institutions for the emotionally disturbed child, known as residential treatment centers.⁴

Oklahoma has a rich history of public and private institutions and homes that have served children and their families even before statehood.; In the late 1880s, 1890s and early 1900s the Moravian Mission (Oaks Childrens Home), Goodland Presbyterians Children Home, the Baptist Childrens Home and Whitaker Orphanage (Whitaker State Childrens Home) were established.

As early as 1939 Oklahoma public and private child care institutions and agencies banded together informally to share beliefs and programs for the purpose of enhancing services to youth. Working throughout the 40s and 50s to improve conditions and services to children, the group was actively seeking legislation to set and enforce standards for child care institutions. Following

the recommendations of a cooperative standard-setting advisory board of representatives from public and private children's institutions and agencies, the Oklahoma Legislature adopted licensing standards in 1962. That same year, the Oklahoma Association for Children's Institutions and Agencies was incorporated.

During the 60s to the mid-70s, a transition was made in institutional services - from long-term care to specialized short-term structured group living care. Community-oriented services were more fully developed to broaden the continuum base of alternatives. Foster home care became more selectively utilized. Today the collective and individual services of O.A.C.I.A. members provide a sophisticated set of resources that can be selectively used to serve the best interests of every child. Currently over 2500 children are being served through O.A.C.I.A. member institutions, group homes and foster care. An additional 3000 children and families are aided through the services provided by O.A.C.I.A. members.

The member institutions of the OACIA work with member agencies and with each other to help individuals achieve their own potential; to offer opportunities for a variety of experiences through structured group living programs and specialized services that can be selectively used in accordance with an individualized plan for each child; and to correct or modify the effect of previously unsatisfactory environments and to improve social and emotional problems interfering with the child's personality development and functioning.

The overall goal is to bring about the best possible improvement within the individual child and speed his return to a healthful family and community life. Motivated by this philosophy, member institutions and agencies, either singularly or in tandem, offer the following distinctive services to Oklahoma Youth:

- The dependent and neglected child
 - Physically handicapped child (deaf, blind, crippled)
 - Mentally retarded child
 - Rehabilitation of adjudicated delinquents
 - Residential treatment-oriented institutions
 - Residential treatment center for the emotionally disturbed child
- Day care
 - Foster care
 - Adoption services
 - domestic and intercountry
 - Emergency care
 - Homemaker services
 - Psychiatric and psychological testing and treatment
 - 1 to 1 volunteer programs
 - Parental education
 - Group and individual therapy
 - Family counseling
 - Aftercare services
 - Medical/dental services
 - Education (learning disabilities, remedial class, special education)

- Religious education
- Worship services and various church activities
- Recreational and athletic activities
- Vocational and work training
- Diagnostic and evaluation services

Oklahoma's public and private children's institutions are as equally unique as the children they serve. Each addressing itself to a particular need of the children in its charge - shelter, home-like environment, service, foster care...in short, as many different combinations of needs as there are children in need.

One belief of the general public is that there is no acceptable substitute for family care. Thus, if a child cannot live with his own family for whatever reason, and adoption is not possible, then a foster home is the next best thing. These beliefs, by inference, suggest that residential care is a poor and undesirable alternative - a choice of last resort. Dr. Martin Wolins challenged these assumptions in a paper presented at the National Conference on Social Welfare in 1968. Based on the study, "Child Care in Cross-Cultural Perspective," he suggested that this attitude in relation to group care is a value judgment and is without tangible evidence to support it. His study of five different types of group-care settings for children concludes that, in general, group-reared children "...appear to show no intellectual or psychosocial deficiencies when compared with children reared at home. The study indicates also that group settings have the potential to change social values.

As community youth services agencies and Court Related and Community Services continue to make an impact on dysfunctional families, more youth will be able to remain in their homes and receive treatment. However, these agencies and others will continue to refer youth from rejecting, multiproblem families. Institutional treatment may change as needs of youth and their families do, but will continue as a viable treatment alternative within the continuum of care.

CORRECTIONS

Restrictive confinement is the oldest vestige of a correctional system that came to fruition during the middle part of the 18th Century. Prior to establishing an apparatus of institutional confinement, traditional means for dealing with those who violated laws - child as well as adult - consisted almost entirely of corporal or capital punishments. Incarceration was usually reserved for debtors, beggars, the insane, or the orphaned children of the times. Eventually, however, a spirit of enlightenment and humanitarianism took hold, and with it a philosophy that criminally inclined men, women and children were no longer possessed by an evil that had to be exorcised by physical maltreatment or death. They were to be held accountable for their actions as persons who had derived pleasure or profit from their deliberate violation of the law.

Incarceration in its purest form was established as a punitive measure designed to deter lawbreaking by making the consequences painful rather than fruitful. On the other hand, imprisonment gave the offender the opportunity to reflect in solitude about his wrong doings, and mend his ways. Of course

incarceration prevented an offender from committing further harm against the community, at least for the duration of his confinement. Thus, society seemingly had at hand a workable solution to crime, as well as a philosophical attitude that pervades much of the public feeling about corrections today.

As the institutional systems flourished, so did the problems they were expected to correct. The failure of institutional programs to reduce crime became incontestable as it became evident that recidivism rates were exceedingly high among its graduates. Offenders were indeed punished, as was the original intent, but they were not necessarily deterred from continuing criminal conduct. Offenders usually returned to their communities changed, but the change was more likely to be negative than positive. The most serious circumstance of all were the youngsters who entered the institutions relatively naive and unsophisticated, but who left with a substantial education in the ways of crime, violence, depravation and maltreatment.

Authorities began to realize that mere restraint was not resulting in long-term positive accomplishments, and that many circumstances of institutional life, for the young as well as the old, actually intensified the problems of the offender. Recognition that motivation to change into more law abiding citizens was more than simply a rational choice between good and evil on the part of the offender, and that treatment might thus be a necessary component of an effective correctional system, led to more positive efforts at reforming institutions. The model that emerged no longer held that the offender was a morally deficient person, to be controlled by a keeper charged with enduring discipline, order and penitence. Instead the offender was viewed as an individual with a more complex set of problems and needs than had previously been imagined, or admitted. The old philosophy of let the punishment fit the crime was gradually replaced with a new maxim--let the treatment fit the needs of the individual offender.

These new ideals led to the development of a more complex approach to rehabilitation, as well as a variety of institutional programs, particularly in juvenile corrections. Where once children were indiscriminately imprisoned with adults, they were now being treated separately. Specialized courts were formed, juvenile probation and child protective services established, and separate institutions built. However, the greatest strides were made in developing institutional programs for youth. A wide range of services were to be provided youngsters in restrictive confinement: Education; vocational training; religious guidance; recreation; and eventually, the various forms of counseling and psychotherapy. Such services were to be the foundation upon which would be built differential treatment required for juvenile offenders who committed offenses from various levels of motivation. The spotlight began to focus on the individual and his rehabilitation.

Even with such well intentioned beginnings, weaknesses still prevailed. Most institutions for youth were called "industrial schools", "reformatories", or "training schools", terms reflecting the relatively simple philosophies upon which their development was based. Their reform programs sought chiefly to teach the difference between right and wrong--good versus evil. Teaching tended to emphasize correct behavior and traditional education, and where possible, the teaching of a trade so that the trainee would leave with skills to compel him to follow the right track. A central tendency was to ensure

conformity among residents, a suggestion that the real problem to be met was not a genuine change of feelings, but only change of appearances.

To a large extent those early elements of institutional philosophies continued to fortify juvenile institutional program development into the mid-20th Century, but the efficacy of the old methods began to be increasingly questioned, and new thoughts emerged. Instead of an almost total reliance on institutions for the structured rehabilitation of youth, sights were beginning to level on a newer concept of community based residential programs. They sprung up under many names - halfway houses, group homes, attention homes, foster homes, ranches, minimum security facilities, work release/educational release programs - and sought to eliminate the institutional tendency to isolate residents from society (both physically and psychologically), families, schools, and other supportive influences that seemed to increase the probability of effective and positive change. During the 1960s and 70s, the trend evolved to one of deinstitutionalization.

Deinstitutionalization is essentially an effort to lessen the load of institutions via the more adroit utilization of resources within a community setting, or the smaller, specialized residential care facilities. Perhaps the most innovative, and controversial, attempt to bring the care and rehabilitation of young offenders into the community occurred in Massachusetts. In 1969 Massachusetts began replacing its entire institutional system with a network of group homes, halfway houses, foster homes, counseling programs and various other community based programs and services. Of 2,000 children in institutions at the time this effort was initiated, only 100 violent cases were still incarcerated in special psychiatric care facilities three years later.¹ Massachusetts virtually closed the doors of the institutions, and chose a total system of non-institutional programs. The ultimate in deinstitutionalization was carried out.

The Massachusetts experiment was radical, and not one to be lightly attempted for its dangers are many and obvious. Research has sufficiently substantiated the need and justification for secure institutional placement of some juvenile offenders. In particular, the "hardcore", violent delinquent who poses a real danger to himself as well as society; who may have severe aggressive psychological disorders; who has failed to respond to previous correctional or rehabilitative services; or who indicates no inclination to pursue socially acceptable behavior or goals. For such offenders, institutionalization often remains the only realistic alternative. However, for the child who has committed his first, or minor, offense and indicates a willingness to try again, or has the maturity, desire and capability to respond to individual rehabilitative services, but requires a residential setting, a community based program is more appropriate - and perhaps more likely to be effective.

The concept of appropriate deinstitutionalization, in concert with the development of more community based residential care programs and services, creates a unique linkage within the juvenile justice and corrections system. While institutions are usually operated by public entities, community based programs are more often established and operated by the private sector. Thus, a public/private system of residential care programs and facilities perpetuate a continuum of juvenile rehabilitative effort far removed from earlier correctional programs relying solely on governmental initiative. This blending of public and private effort has resulted in many innovative approaches for

dealing with youth, not only delinquent youth, but also status offenders, abused and neglected children, and youth with alcohol, drug and mental health problems. The implication of a public/private sector partnership can only be seen as a healthy approach to a serious problem.

RECOMMENDATIONS

Following is the list of recommendations on the topic of Residential Care with priorities ranked 1, 2, or 3 with 1 representing the highest number.

PRIORITY

General:

- 2 The State of Oklahoma place special emphasis and priority on the development, funding and implementation of adolescent drug and alcohol residential treatment facilities.
- 1 Provide in-patient psychiatric treatment facilities for youth to age 17; and a statewide mental health system that quickly responds to crisis situations.
- 1 The licensing authority recognize the need and define the three types of residential care - Short-term, Intermediate, and Long-term.
- 1 Require licensing of all public and private residential facilities.
- 1 Require the availability of individual and family counseling in all residential facilities.
- 1 The Oklahoma Child Care Advisory review, monitor and recommend modification when necessary standards for all residential care facilities.
- 1 + Coordinate services between youth services and private child caring institutions to provide services to the family while the child is placed away from home.
- 2 The Oklahoma Department of Human Services utilize the Council on Juvenile Delinquency to review changes in the Department's residential facilities programs such as opening, expanding or closing a facility, changing programs; and that no residential facility be closed unless, or until, there is a study and verification of the need to close the facility; provided, however, that by 1984 a thorough and complete study, including planning and long-term goals, be established concerning the operation of DHS residential facilities.
- 3 The Oklahoma Child Care Advisory Committee provide consultation in the determination of need in the geographic area to be served prior to the development of a new private facility proposed for that area.
- 1 Both public and private institutions take necessary steps to avail themselves of adequate psychological and psychiatric services, nurses, special education teachers, speech therapists, audiologists, and other helping professionals so that each child requiring such services while institutionalized will have immediate access to them.
- 1 Develop a comprehensive treatment plan for every child placed in private and public institutions which plan includes consideration of: biological, psychological, sociological, developmental, vocational, educational, and

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family needs with specific goals for the child, family and receiving agency.

2 In order to generate continuity and meaningful comparative information, establish baseline requirements for all biological, psychological, and sociological assessments of children and adolescents.

2 + Study the development of a uniform placement criteria system for youth being placed in private institutions. It is suggested that any system devised be similar to, and compatible with, any classification process developed or utilized by the Oklahoma Department of Human Services. Suggested information areas could include:

- (a) Education
- (b) Social Summary
- (c) Physical Examination
- (d) Behavioral Patterns
- (e) Prior Social Services Experiences
- (f) Expected Behavior Based on Psychological Testing
- (g) Goals

2 Provide nutritional assessments for children and adolescents.

3 Provide readily available psychological testing at realistic costs.

2 Education and inform the public regarding aspects of various types of public and private residential care programs.

2 Develop and offer courses in parenting skills for those parents whose children are in residential care programs.

2 + Develop Day Treatment programs in residential care facilities to include children who are not residents.

2 The Oklahoma Child Care Advisory Committee continue to develop a uniform external review process on placement of children by parental agreement to enhance the existing review required under licensing standards.

Community Based Residential Care:

1 *+ That community-based residential and out-patient treatment programs be designed to keep children in close proximity to their community and within their normal social setting, and that continued federal funding of said programs be based on need and a proven ability to produce desired results.

1 *+ Continuation and expansion of efforts to provide facilities in the community, such as group homes, short-term residential treatment centers and juvenile shelters for those youth, especially younger, first-time offenders, who can benefit from such programs; and specialized use of

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the training programs for delinquent youths who require this type of setting.

1 *+ Fund community-based programs and facilities, such as group homes, community treatment programs, short-term residential centers, and youth services on a local or regional basis.

1 + That shelter care be recognized as an integral part of the youth service delivery system in Oklahoma and that adequate funding be provided for shelter services.

2 Emergency shelter care not be viewed or utilized as detention.

1 *+ Detention facilities and shelters for children and youth, either on a local or regional basis, be available and easily accessible in all parts of the state.

2 + Support utilization of group homes and develop a comprehensive statewide network of group homes.

Residential Placement Review:

1 Require judicial semi-annual review of all out-of-home placements of adjudicated children via enabling legislation and evaluate the process for its effect.



Training and Manpower

*If a little knowledge is dangerous, where is a
man who has so much as to be out of danger.*

Thomas Henry Huxley

Training and Manpower

As correctional practice developed haphazardly, so did its goals and philosophy. And this confusion has profoundly affected the recruitment and performance of personnel. People who work in corrections - and the public which employs them - are uncertain as to whether the system is supposed to punish lawbreakers or to rehabilitate them, to protect society or to change social conditions, or to do some or all of these things under varying conditions. Employees who have no clear concept of their roles - and disagree among themselves as to what their roles should be - are unlikely to perform well or to find satisfaction in their work. This state of affairs can only be made worse as the public holds them increasingly accountable for failures of the system.

Report on Corrections
National Advisory Commission
on Criminal Justice
Standards and Goals
1973

To envision our systems and networks of services for youth can conjure images of people - police officers, judges, probation officers, youth service workers, child care personnel, social workers, lawyers, teachers, psychologists - multitudes of people dedicated to apprehend, adjudge, supervise, assist, treat, change and care for those youngsters who come in contact with our systems. Clearly then our most extensive resource for dealing with those youth is manpower. Its importance becomes more obvious once we realize that it is the most essential, yet costliest, of all resources committed to the various youth serving processes (approximately 85 percent of all criminal justice agency expenditures are personnel related.¹) The system is thus labor intensive and, with the trend of diminishing revenues, productivity is vitally dependent on increasing effective and efficient utilization of existing manpower resources.

Manpower, like any other resource, must constantly be developed, modified and revitalized if it is to remain of value. Otherwise manpower is liable to become counter productive, and far ranging circumstances can result: Staff burnout, excessive personnel turnover, diminished availability of qualified people, decreased service delivery effectiveness, increased cost benefit, and ultimately, inferior services to youth, their families and

communities. Training, however, can forestall the incursion of many negative factors. We possess the capabilities, skills and knowledge to train and orient new juvenile service personnel, train and retrain existing personnel, and develop educational curriculum and career development for persons with the dedication and aspiration to enter one of the many specialized youth serving systems. With thoughtfully developed and administered training opportunities, that valuable natural resource - manpower - will shine more brightly with enhanced worth, capability, and effectiveness.

Administrators and managers of our various systems generally appreciate the need for, and benefits of adequate personnel training. But it is often an unfortunate reality that when the time arrives when budgets must be reduced, training and manpower development functions descend in status, rank and perceived needs. Ironically the reduction, or even elimination, of organizational budget funds for manpower development and training may occur in order to maintain existing personnel and salary levels. Whether such a decision is right or wrong is not relevant. Every administrator must consider many internal and external variables indigenous to his particular agency or program. However, if an agency opts to maintain personnel numbers at the status quo yet fails, because of the scarcity of funding, inclination or both, then that agency very likely will be ripe for the onset of many of the negative dilemmas often resulting from neglecting the manpower resource.

There is yet another restraint often impeding the development of training and the utilization of available training opportunities, particularly public agencies or agencies with significant public funding. That restraint is a limited perception of such activities by the general public. How often do we hear the media report about a public agency which has just expended a few thousand dollars - perhaps out of a budget comprised of tens of millions of dollars - to pay the costs for some of its personnel to attend a training activity? The editorials overflow with verbose "public concern", legislators take to the floor of their respective chambers on behalf of their constituents, and the public becomes outraged about the "squandering" of their taxes by the bureaucrats. While criticism of some of those expenditures may be justified, most are probably not. The real loss may not be in terms of dollars per se, but may be in terms of the undeveloped skills and potential that will remain untapped if the fear of public criticism is allowed to dominate.

To continue an extensive and total commitment to manpower development and training, particularly in face of seemingly overwhelming obstacles, will require foresight, sensitivity and courage. Not to do so will result in juvenile justice and youth serving systems of little substance and effectiveness.

TRENDS

The 1970s dawned with considerable concern and focus on the need for adequate numbers of trained personnel in our many youth serving systems - law enforcement, juvenile justice, community based services and education. An indicator of that widespread national attention was the 1976 Report of the National Committee on Criminal Justice Standards and Goals. Their report was resplendent with many noteworthy recommendations presented as model standards for justice personnel qualifications, training and development pertaining to a system-wide range of functions: law enforcement, prosecution and defense, judiciary and service delivery.

The unique circumstance of the law enforcement officer often being the first contact with youth entering the system deems it essential that police officers are trained in all aspects of juvenile process, as well as certain applicable interdisciplinary skills. Thus, specialized juvenile process training must be substantially integrated into training programs for recruits, and for preservice and inservice juvenile officers. In tandem with law enforcement training is that pertaining to prosecution. Because of the complexity and nature of juvenile and family law, the prosecutor assigned to juvenile dockets has a definite need for specialized training encompassing more than just trial technique. Of vital importance is a focus on the basic philosophy, purpose and resources of the juvenile system, and the various social problems faced during the prosecutorial endeavors.

Not to be excluded in the justice process is the defense lawyer who regularly finds himself before the juvenile court representing young offenders or children who have had offenses committed against them. Adequate training of lawyers for juvenile court representation can be offered by educational institutions, bar associations and other professional legal groups, and is necessary for the proper functioning of the court; but most importantly, such training is an assurance of full and proper representation of their young clients.

While many professions have available preservice training this is not usually the case with the judiciary. The majority of judges receive their initial training on the job. When considering the sensitive and specialized nature of juvenile and family law matters, in addition to the vast statutory and implied powers vested with them, it is vital that judges assigned to these dockets begin their judicial service well prepared. A similar need also exists for administrative, non-judicial support personnel.

A vital role within the juvenile justice and youth serving system is that of the person who provides direct services to, and supervision of, youth who come forth from the police and courts. Whether they be probation officers, youth service or residential care workers, or other associated personnel, they usually possess considerable responsibility to the courts and public, as well as wide ranging authority over the youth and families with whom they work. They must have the capabilities, tools and aptitudes necessary to perform their function in an effective and equitable manner. Since a major portion of the service providers operate within the auspices of local or state governmental entities, i.e., institutions, probation and parole, mental health and education, it becomes extremely important for such agencies to exhibit initiative and leadership in manpower development and training, and to provide necessary resources and opportunities as required. The ideal circumstance requires collaboration and coordination among all youth serving agencies as an assurance for system-wide continuity and effectiveness.

During the evolution of manpower and training development, emphasis has been focused on personnel qualifications and training issues in connection with federal dollars. Invariably, prerequisites for personnel employed by, or affiliated with (such as volunteers and paraprofessionals), federally funded programs have specified minimum educational and/or training requirements. As an example: "Professional personnel must receive at least 40 hours of training during the first year of tenure and at least 20 hours refresher training per year thereafter. . . .volunteers must receive a minimum of 80 hours basic

training during the first year. . . .and at least 20 hours refresher training per year thereafter."²

At times such requirements have been seen by some as a hindrance. However, with the advent of substantial federal funding, via the U.S. Department of Justice, Law Enforcement Assistance Administration (LEAA), manpower development and training opportunities were made available during the 1970s. In view of the current trend to diminish federally funded programs it is highly probable that there can be minimal reliance upon LEAA during the 80s for significant assistance in the maintenance, and further development, of manpower and training. Therefore, state and local agencies and entities must plan for assuming the primary responsibility, not only to formulate appropriate manpower development and training, but also to allocate, or reallocate as the case may be, necessary funds as part of their regular budgets.

Yet another barometer for indicating an enhanced emphasis on manpower development and training, particularly as applies to career oriented academic training, has been the progress which has occurred in our institutions of higher education. Again, LEAA and its emphasis on career preparation in higher education--one example being the Law Enforcement Education Program (LEEP)--can be credited with stimulating much of this effort by colleges and universities during the 1970s. As a demonstration of the rapid advances made in this area, ". . . 1972, 515 institutions of higher education offered full-time degree programs in law enforcement compared to only 65 a decade earlier."³ What occurred with higher education and law enforcement also impacted a number of other disciplines and careers, including sociology, criminology, law, administration, social work and psychology, all of which relate to the various skills necessary for working with youth.

TRAINING AND MANPOWER IN OKLAHOMA

Specialized juvenile personnel training and manpower development received little appreciable attention in Oklahoma until the early 1970s. An initial indication that these issues were on the verge of enjoying a higher degree of focus occurred in 1971, with the publication of Youth In Trouble--A Shared Concern, which contained ten specific recommendations related to training and manpower development needs. Those recommendations, in addition to statewide survey data identifying training needs as a high priority issue, began to set the stage for the future of training and manpower development.

With the survey data and recommendations in hand, Oklahoma began the 1970s with a guide and commitment to enhance and foster manpower resources and develop necessary personnel training programs. It was primarily from those initial efforts and philosophical foundation that the Oklahoma University Juvenile Personnel Training Program (OUJPTP) evolved; a program possessing the capability to marshal and coordinate available resources, develop resources where none existed, and impact the greatest number of juvenile personnel of all disciplines.

Juvenile personnel training opportunities were initially designed as a joint effort by the State's two major universities--Oklahoma University providing training for community based service personnel and Oklahoma State University providing residential care personnel training. During 1972 those programs received combined funding of over \$91,000 from the Oklahoma Crime

Commission. However, 1974 was the last year both universities shared training responsibilities. Subsequently the OSU program was discontinued. Oklahoma University then became solely responsible for both community based and residential care personnel training in 1975 and continued to receive Crime Commission funding.

Since that time the OUJPTP has flourished. During 1975 approximately 350 persons received training through this program; however, during 1980 over 2,500 persons--affiliated with law enforcement, mental health, guidance centers, youth service agencies, metropolitan juvenile bureaus, education, private residential care programs and the Oklahoma Department of Human Services divisions of Court Related and Community Services, Child Welfare and Institutional Services--received a variety of specialized training through some 90 workshops, conferences and seminars. OUJPTP continued to be funded primarily by Oklahoma Crime Commission funds, however, in 1979 the Oklahoma Department of Human Services began funding certain types of training with Title XX funds.

The OUJPTP currently serves a vital need in Oklahoma. It has proven to be a unique model of statewide interagency planning and cooperation in which a significant investment has been made by the State of Oklahoma. During the past decade more than \$900,000 has been allocated to training by the Oklahoma Crime Commission (\$853,738 to the OUJPTP: see Appendix C), not to mention the many thousands of dollars expended by various public and private agencies for training and manpower development. The number one funding priority, as established by the Juvenile Delinquency Subcommittee of the Oklahoma Crime Commission for 1980, is the provision of training for juvenile justice personnel, an emphasis that has continually received high priority during the past several years.

While it is clear that a strong commitment has been made to training and manpower development, and continues to be a major focus for the years ahead, there is a lethal flaw: All significant funding sources are federally generated dollars. Obviously those types of funds have steadily diminished, and probably will continue to do so during the decade of the 80s. Consequently, we must anticipate that reliance upon federal sources cannot continue to be our initial inclination, and must therefore look elsewhere for adequate funding.

In 1970 the paramount training and manpower issues we faced were how important was manpower development, and what kinds of training could and should be provided? As we take the first steps into this decade, we know that adequate manpower is still a vital issue, and we also have relatively rational ideas about the training needs. Perhaps then the single most significant issue we are to face, particularly in light of the disappearing federal dollar, may be how to fund, maintain and continue to establish training and manpower development programs and activities. To manage effectively and resolve this ensuing dilemma will require the total and consolidated attention and commitment by the Legislature in concert with state and local agencies and officials. To do less can create a serious void in the continuum of services we have worked so long and hard to establish during the past ten years. But most importantly, the youth to whom these services are provided must continue to be served by adequate numbers of trained providers.

RECOMMENDATIONS

Following is the list of recommendations on the topic of Training and Manpower with priorities ranked 1, 2, or 3 with 1 representing the highest number.

PRIORITY

General:

- 2 Continue monitoring and upgrading when necessary criteria for all personnel providing services and treatment to youth to include: licensing; certification; minimum mandatory training; recruitment, screening and personnel evaluation standards.
- 2 + Develop and establish a technical assistance pool comprised of a comprehensive listing of experts willing and available to present programs for in-service education and training.
- 3 Develop alternative types of training, e.g., personnel exchanges with other agencies.
- 2 Utilize the "circuit rider" concept for training on a regional basis in order to increase participation, and reduce time away from the job and travel costs. Multi-disciplinary professionals should be encouraged to participate in these training sessions.
- 2 + Provide training in the area of police law and procedures for youth serving agency personnel.
- 2 Make available a continuous program of cross training pertaining to all elements of the juvenile justice system by satelliting representatives of various law enforcement agencies on a regional basis.
- 2 All entities providing direct services to children and youth make available to each staff member the option to participate in a minimum of 24 hours of training away from their working environment each year to maintain and/or upgrade qualifications, standards or licensing.
- 1 + Promote in-service training in family dynamics, abuse and neglect, sexual abuse, and other aspects of family violence for juvenile counselors and/or family service personnel.
- 2 + Encourage and support more specialized training in working with the alcohol/drug abusing youth, especially in crisis situations.
- 1 The Juvenile Personnel Training Program of the University of Oklahoma continue to provide quality training and training opportunities to personnel working with youth and families.
- 1 The Oklahoma State Legislature continue to allocate funds for the Oklahoma University Juvenile Personnel Training Program in order to provide specialized delinquency prevention training and enhance the "continuum of care" in the State of Oklahoma.

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- 2 + Provide initial entry level orientation and training for line staff.
 - 2 Encourage the revitalization of volunteerism through the initial investment of (a) community ownership and recruitment, (b) utilization of staff and external resources in training volunteers, and (c) supervision and followup through volunteer support groups.
 - 2 Evaluate all training with an emphasis on the post training results and effects.
- #### Training for Law Enforcement Personnel:
- 1 + Increase in-service training opportunities for law enforcement personnel in handling juvenile matters.
 - 1 + Encourage the Law Enforcement Training Council to continue an emphasis on training in crisis intervention, handling first contacts, investigation and reporting, and assisting victims of juvenile crime.
 - 2 The Law Enforcement Training Council certify officers meeting minimal requirements as juvenile specialists, and maintain current listings of all officers so certified; and that as a model for such certification the Missouri Police Officers Association's Professional Certification Program be used.
 - 2 + Designate in every county at least one law enforcement officer to be specifically trained for handling juveniles; and require a minimum of forty hours of training in juvenile matters.
 - 1 + Any law enforcement agency or department with 10 or more officers designate at least one officer who shall be certified as a juvenile officer and shall meet training requirements set by state standards, and that said juvenile officer shall be in addition to the county law enforcement officer described above.
 - 2 + Any law enforcement agency with 30 or more officers designate a juvenile division with officers certified as juvenile officers who shall meet training requirements set by state standards.
 - 1 Require that all law enforcement officers assigned to juvenile units receive at least forty hours of initial training upon assignment, and at least ten hours of refresher training per year.
 - 1 Existing police academies emphasize the application of practices and procedures peculiar to juveniles.
 - 2 Training for law enforcement command level personnel be held to focus on current juvenile justice problems and issues, program development and funding.
 - 1 Recognize that law enforcement officers are involved in a very broad spectrum of juvenile justice ranging from prevention through arrest and

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prosecution; and that many times there is a stigma attached to being a juvenile officer. Therefore, review and upgrade law enforcement salaries; professionalize the job of Juvenile Officer via appropriate incentives; provide training for all law enforcement officers in juvenile matters, with annual "refresher" training.

Training for Community Based Personnel:

- 2 Review requirements for youth service agency personnel; consider previous Law Enforcement Assistance Administration (LEAA) training requirements; and develop new requirements which take into consideration factors such as changing client needs, program needs and staff needs.
- 2 The Oklahoma Child Care Advisory Committee continue to review, monitor and recommend modification as needed for training requirements for the licensing of youth service shelters and child placing agencies.
- 2 Expand training for community based service personnel so that they can more effectively confront and deal with a new combination of family, racial/ethnic conflicts and socioeconomic problems.
- 2 Develop and provide specialized training for community based service administrative personnel with emphasis on skills necessary for identifying burnout and its causes, results and ways in which it can be diminished.

Training for Public Education:

- 2 *+ Develop in-service training programs for teachers with a focus on: child development; use of mental health consultation; and preparation for understanding a wide range of behavior in the classroom.
- 2 + Develop teacher education curriculums and in-service training that include mandatory courses in: communications; human relations; group facilitation; and problem solving.
- 2 Establish appropriate in-service training and staff development for public educators in the following areas:
 - 1. Identification of pre-delinquent youth
 - 2. Crisis and early intervention
 - 3. Juvenile justice process
 - 4. Group facilitation (of students and personnel)
 - 5. Human relations and communications
 - 6. Referral procedures to community resources
 - 7. Reality therapy
 - 8. Development of, and involvement in, local community councils
 - 9. Child abuse and neglect
 - 10. Technical assistance for training of personnel
 - 11. Stress Management
 - 12. Motivation of disaffected youth

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- 13. Consultation services for personnel
- 14. Time management for personnel and students
- 15. Teacher self-concept/job satisfaction

Training for Court Personnel:

- 1 The Oklahoma Supreme Court mandate preservice and in-service training for all judges assigned juvenile dockets.
- 1 The Oklahoma District Attorney's Association develop and provide training for prosecutors assigned to juvenile matters.
- 1 The Oklahoma Bar Association's Committee on Continuing Legal Education develop and provide training in juvenile law for attorneys.
- 2 + Develop systematic and comprehensive training for public defenders and appointed counsel who represent youth.
- 1 Develop on-going, joint training sessions with the judiciary, juvenile justice and community based service personnel.

Training for Residential Personnel:

- 2 The Oklahoma Child Care Advisory Committee continue to review, monitor and recommend modification as needed on the training standards for certification of child care agencies.
- 2 The Oklahoma Child Care Advisory Committee increase required minimum training for child care personnel to thirty (30) hours.
- 2 The OACIA process leading to certification of line staff be adopted as a standard for training, and be used by all public and private residential care facilities.
- 2 Develop and provide adequate training to residential care personnel pertaining to treatment of substance abuse.
- 2 Train residential care personnel in family structure and working with families.
- 2 Develop basic and continuing in-service standards for the following residential care personnel: all professional staff including administrators, social workers, therapists, recreation specialists and teachers; board members; volunteers; and auxiliary personnel.
- 2 Develop education and training for child care personnel which specifically includes skills in assessing clients and identifying those requiring referral to other services.

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Higher Education:

- 2 Higher education institutions arrange curriculum in order for employees of residential care programs to take advantage of opportunities to further their education and training without having to leave full-time employment. This would necessitate scheduling classes during the evenings and on weekends. Allow employment to be used to meet practicum requirements.
- 2 Encourage and assist State colleges and universities to be more responsive to the personnel needs of youth serving agencies by developing curriculums which focus more toward careers in community based and juvenile justice systems.
- 2 *+ Encourage agencies and colleges to cooperate in the development of education and training programs specifically relevant to the needs of the communities they serve; and to the personnel, line staff and others who work with children and youth in those communities.
- 3 Organize a committee of youth serving agencies which would develop a recruitment package for colleges and universities defining youth serving and juvenile justice agency career opportunities.
- 2 Encourage colleges, universities, and service agencies to coordinate practicum placements to enhance service delivery as well as educational opportunities.
- 3 OACIA and OAYS establish a scholarship fund to be used to pay for educational leave or tuition of private residential care personnel.

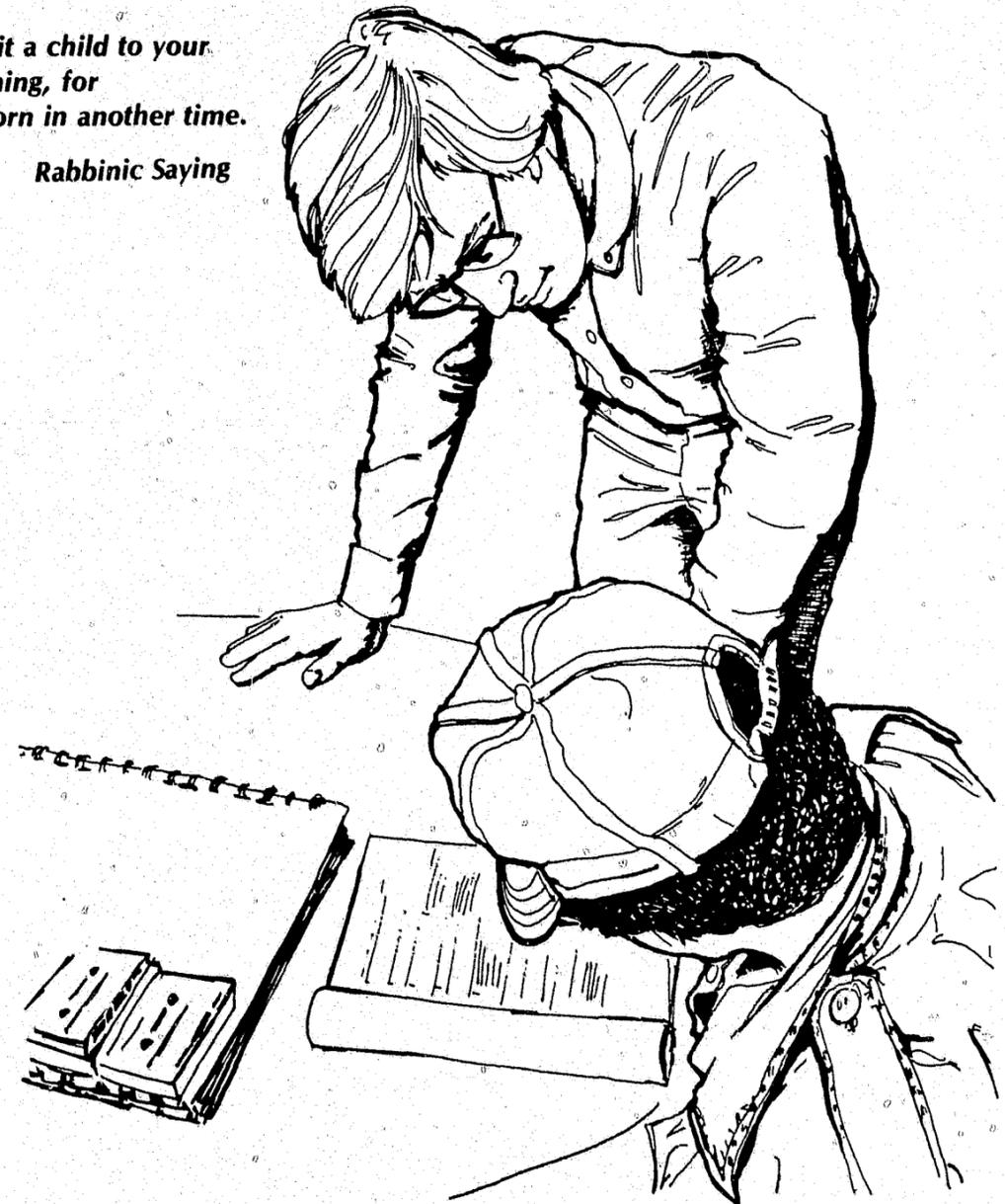
Career Development:

- 2 Integrate in each service system to provide objectivity for professionals and support staff, and to promote career development.
- 1 *+ Develop career ladders through financial incentives, training and improved status for line staff who intend to continue working directly with people rather than seeking advancement through a limited number of administrative positions.
- 2 Encourage agencies to address the problems of staff burnout and develop creative incentives such as salary increases, leisure time, increased professional leave, flex time, job sharing, etc.
- 2 *+ In establishing priorities for educational leave with pay, special consideration should be given to eligible professional staff and other classifications assigned to institutions which have been difficult to staff in the past as a result of geographic locations.

Education

**Don't limit a child to your
own learning, for
he was born in another time.**

Rabbinic Saying



Education

They, then, who knowingly withhold sustenance from a newborn child, and he dies, are guilty of infanticide. And, by the same reasoning, they who refuse to enlighten the intellect of a rising generation, are guilty of degrading the human race! They who refuse to train up children in the way they should go, are training up incendiaries and madmen to destroy property and life, and to invade and pollute the sanctuaries of society.

Horace Mann, 1846

It is generally believed by many people in this nation that all children deserve quality educational opportunities. Thus, we spend vast energies and resources to provide a strong educational foundation for preparing our young people to assume useful and productive roles in our complex and ever changing society. Through the deliberate and purposeful creation and transmission of knowledge, abilities, skills and values we have historically striven to develop an educational system as the vehicle with which to equalize our people's opportunities, intellect, socioeconomic circumstances, and racial and ethnic groups. We have gone to great lengths to perpetuate such an idealistic system, yet results have sometimes been less than satisfactory.

To assure our ideals the awesome powers of federal, state and local government have often been invoked. We have readily legislated and litigated that all young people will have equal opportunity: compulsory education and child labor laws have been passed so that children might spend more time in an academic environment than in the fields and factories; desegregation has occurred in order to eliminate the "separate but equal" communion; high courts have regularly entertained cases determining one's rights to learn within our public education facilities despite personal or institutional impediments and deficiencies. Our government will spend billions of dollars each year for public education while many of its people will spend mammoth sums on private education in hopes of acquiring a more "qualitative" educational opportunity for their children than they feel is available in public schools.

Education has long been a cherished part of the American way--an institution upon which we have placed the highest of expectations as a panacea to solve society's many ills and problems. But schools have seldom been able to keep pace with the increasing demands placed upon them, as indicated by figures which dramatize the current dilemma of our educational systems:

•Twenty-five percent of the high school students in the United States leave school (drop out) before they graduate.

Washington Crime News
Service
1979

•A study by the National Parent Teachers Association for the 1972-75 school year indicated that each day some 2½ million students were not present in school. Some school systems report absenteeism rates of 30% or higher.

Program Announcement
Prevention of Delinquency
Through Alternative
Education
February, 1980

•The rate of unemployment among high school dropouts is two to three times that of high school graduates.

U.S. Department of
Education
1978

•The estimated cost of school vandalism is more than 200 million dollars per year. Also, while only 25% of a student's waking hours are spent in school, 40% of the robberies and 36% of the assaults on urban students occurred in schools.

The National Institute of
Education (NIE)
1977

•Twenty-six percent of the nation's 14 year old male students and 18% of the 14 year old female students are in grades lower than the national mode of ninth grade.

U.S. Department of
Commerce
1977

•In a Newsweek Poll conducted by the Gallup Organization, nearly half the respondents (total respondents consisted of 1,103 telephone interviews across the nation between March 11 and 17, 1981) said schools were doing a poor or only fair job - a verdict that would have been unthinkable just seven years ago, when two-thirds in a similar poll rated schools excellent or good. Fifty-nine per cent believe teachers should be better trained; more than 60 percent want their children taught in a more orderly

atmosphere; almost 70 percent call for more stress on academic basics.

Newsweek
April 20, 1981

Not revealed is that thousands of youths and teachers find school an unrewarding or difficult place to spend the day to learn/teach or even to survive in some instances: "Nationwide, students and teachers alike have almost one chance in 10 of having something stolen each month and about one chance in 200 of being robbed. Students stand almost one chance in 80 of being physically attacked; for teachers, the chance is one in 200. Similarly, far more students are discouraged, humiliated, frightened, disinterested, alienated, and angry than are revealed by official figures; teachers in large numbers are frustrated, angry, helpless--and leaving their jobs."¹

Statistically a dismal picture of our schools is presented, one which clearly indicates a drastic need for initiative and action. While a crisis in public education is a reality it does not mean that all schools, teachers, and students are failing, for our educational system is probably better than it ever has been - and will probably continue to improve. However, there is a suggestion drawn from available information that opportunities exist for improving our schools and the lives and prospects of students, teachers and administrators who must spend their days there.

It comes back to people who care - parents, administrators and teachers alike - backed up by a community that knows the desperate importance of education. The schools cannot work unless everyone believes that they can be as good as they never were--and as good as they must be. If this can be accomplished then perhaps we can again return to the basic ideals of education inherent in the fabric and expectations of our society.

EDUCATION IN OKLAHOMA

The Law Enforcement Assistance Administration (LEAA) Institute on Law Enforcement and Criminal Justice reports that truants and school dropouts who no longer function within the societal controls of the educational system tend to be disproportionately delinquent. That finding, coupled with statistics from Oklahoma educational authorities reflecting a 33 percent dropout rate prior to the 12th grade, points out a need for supportive services.² The Oklahoma Department of Education reported that during the 1978-79 school year 14,086 Oklahoma students (grades 6-12) dropped out of school.³ During the same period significant numbers of students were suspended or truant from school. In addition to the valuable education time and opportunities lost by suspended and truant students, the schools' losses in revenue are substantial, i.e., Average Daily Attendance (ADA) funds. It is estimated that state appropriated ADA funds lost represent an average of \$3.97 per daily absence.⁴

The 1980 Oklahoma Council on Juvenile Delinquency Statewide Survey addressed the issue of school suspensions with two questions. First, respondents were asked, "The percentage (of total student population) that received short term (10 days or less) suspension this (past) school year in your system?" Four hundred forty-eight educators responded to this question, with four hundred forty-three (98.9%) estimating that short-term

suspensions were experienced by 10% or less of their school's students. Second, this same group was asked, "The percentage (of the total student population) that received long-term (11 days or more) suspension this (past) school year?" Out of four hundred twenty-nine responding educators, four hundred twenty-eight (99.8%) estimated that 10% or less of their students had been suspended on a long-term basis.

Another question contained in the Statewide Survey pertained to truancy, and its possible impact on juvenile crime. The questions, directed to law enforcement personnel, asked: "What is the position of the entity regarding the relationship between school truancy and juvenile crime?" Two hundred six law enforcement respondents (98.5%) - out of a total of two hundred nine respondents - saw a relationship between truancy and juvenile crime: 51.2% responded "Very related"; 34.9% responded "Moderately related"; and 12.4% responded "Mildly related". Only 1.4% of the respondents saw "No relationship" between truancy and juvenile crime.

One might assume that students who are habitually suspended or truant from school stand a greater risk of not graduating from high school than those with regular attendance. To further examine a potential relationship between juvenile delinquency/crime and suspension/truancy, it is relevant to examine the educational circumstances of prison populations. "The following statistics provide substantial evidence to support . . . a definite relationship . . . between lack of education and criminal behavior."⁵

EDUCATION LEVELS OF DOC INMATES
JANUARY 1980

EDUCATIONAL LEVEL	MALE INSTITUTIONS	MALE COMMUNITY TREATMENT CENTERS	ALL FEMALE INMATES
Less Than High School	43.1%	34.6%	28.9%
High School of G.E.D.	52.3%	58.8%	54.8%
College	2.5%	4.1%	12.5%
Graduate	2.1%	2.4%	3.9%

While educational achievement levels of prison inmates should not be considered a conclusion that the less education a person has the more likely he is to pursue a life of criminal behavior, such data can be legitimately seen as one of the many variables associated with circumstances and delinquency/crime. Also, such reference can begin to focus upon another important reason for ensuring relevant and appropriate educational options for our youth.

The 1980 Statewide Survey sought Oklahoma educators' opinions concerning indicators of pre-delinquency. To the question, "The identification of pre-delinquent youth is first noticed through?" 1,225 educators responded as follows:

RESPONSE	FREQUENCY	PERCENTAGE
Behavioral Problem in School	374	30.5%
Truancy	327	26.6%
Academic Failure	189	15.4%
Negative Attitude	129	10.5%
Parental Conflict/Home Problems Negative Peer Influence Emotional Problems	192	15.5%
Unidentified Special Needs of Child	11	.9%
Did Not Answer	3	.2%

The implication is that of the eight indicators of pre-delinquency identified by educators, the first four - "Behavioral Problems in School"; "Truancy"; "Academic Failure"; and "Negative Attitude" - are directly school related. This is not a particular indictment of the school systems, administrators or teachers, but an indication that our present system of public education may not be meeting the needs and personalities of all students, thus contributing, along with many other factors to the dynamics of troubled and troubling youth.

In examining the issue of education and its correlation with youth in trouble, and the possible solutions, Alternative Education is frequently mentioned. Again referring to the Statewide Survey, 1,153 educators were asked: ". . . what programs does your entity feel would be most beneficial in meeting the needs of troubled youth who are not functioning in the structured classroom?" Alternative Education was rated significantly higher than other options:

RESPONSE	FREQUENCY	PERCENTAGE
Alternative Education	307	26.6%
Parent Education	194	16.8%
Personal/Socialization Counseling	194	16.8%
In-School Suspension	166	14.4%
Practical Survival Skills	152	13.1%
Employment Counseling	94	8.1%
Institutionalization	41	3.5%
Did Not Answer	5	.4%

Further indication that Alternative Education is seen as important is found in responses by Community Based Services personnel to two specific Statewide Survey questions. To the question, "Services to youth in trouble that do not exist in your community that are needed?" 982 persons responded as follows:

RESPONSE	FREQUENCY	PERCENTAGE
Group Homes	217	22.1%
Drug/Alcohol Treatment	162	16.5%
Alternative Education	156	15.8%
Residential Treatment	154	15.6%
Day Treatment*	104	10.5%
Youth Employment	86	8.7%
Youth Services	39	3.9%
None	28	2.8%
Counseling Services	14	1.4%
Court Related Services	14	1.4%
Did Not Answer	8	.8%

* If Day Treatment--a form of alternative education--is considered along with the total Alternative Education responses, then that option would be the most frequent response.

The same group (Community Based Services personnel) again placed a high priority on Alternative Education when asked what "Services to youth in trouble now existing in your community (do) . . . you feel are insufficient?" Out of 645 respondents 13.6% rated Alternative Education second of ten options, as follows:

RESPONSE	FREQUENCY	PERCENTAGE
Youth Employment	165	25.5%
Alternative Education	88	13.6%
Group Homes	71	11.0%
Counseling Services	68	10.5%
None	58	8.9%

RESPONSE	FREQUENCY	PERCENTAGE
Residential Treatment	57	8.8%
Youth Services	47	7.2%
Day Treatment*	45	6.9%
Court Related Services	34	5.2%
Did Not Answer	12	1.8%

* Again, it is possible to include Day Treatment with Alternative Education.

During deliberations pertaining to the issue of education in Oklahoma, the members of the Oklahoma Council on Juvenile Delinquency reaffirmed many existing recommendations, as well as formulating new ones. The recommendations finally submitted were diverse for they addressed the entire spectrum of options, including: counseling; vocational/technical and G.E.D. requirements; in-house suspension; "Truancy Councils" and community service agency linkage/communication; compulsory school attendance laws; individualized curricula; day treatment programs; and youth employment. However, a significant focus was on Alternative Education, a program that not only has the capacity to encompass many of the other types of options suggested, but has already demonstrated some levels of success in Oklahoma. "In the past decade twenty-eight programs have been developed, twenty-four have survived. Over seven thousand students have been able to continue their education toward graduation."⁶

While examining the past and present Alternative Education programs in Oklahoma, a concise definition of such programs has evolved:

"An educational process incorporating appropriate structure, curriculum, interaction and reinforcement strategies to stimulate learning within a student who has not utilized his/her capacity to do so within a traditional educational setting."⁷

Of the many Oklahoma youth who have participated in such programs, common characteristics of those responding in a positive and productive way have been identified as: youth who have dropped out of school before graduation; who have been suspended from school; who are school alienated; whose personal, family or peer problems prevent them from learning in traditional classroom settings; whose behavior indicates pre-delinquent or delinquent involvement; and who are culturally alienated.

If Alternative Education can appropriately be identified as the locus from which many other educational options can extend, then the stated objectives - some or all which are shared by Alternative Education programs in Oklahoma - can lend further support to the argument for concentrated effort and attention to such programs:

- To promote youth and family participation in their educational and vocational goal setting.
- To provide youth with continuing education toward return to public school or other forms of alternative education.
- To prepare youth for graduation or completion of the General Education Development Test (G.E.D)
- To seek out and place or provide youth with vocational training experience.
- To prepare students to enter the world of work by providing career education.
- To seek out, place and assist youth in employment experience.
- To assist youth in upgrading their basic academic skills.
- To provide students with basic life skills to prepare them for successful independent living.
- To provide youth access to positive roles to prevent future negative life styles.
- To assist youth and their families in developing positive relationships and future goals.
- To minimize negative behavior by promoting student's self-esteem and competency while providing meaningful activity.⁸

While serious efforts to establish a more comprehensive alternative education system in Oklahoma have been well orchestrated and intense, progress has been slow and less than satisfying. The culmination of several years planning and experience occurred during August, 1980, with the submission of an alternative education proposal to the State Superintendent of Schools. That proposal, which called for \$500,000 to fund ten pilot programs statewide, was subsequently included in the budget submitted to the Governor by the State Board of Education. However, the budget submitted by the Governor to the Legislature in the fall of 1980, did not include the funds for alternative education.

The Alternative Education Committee of the Oklahoma Association of Youth Services (OAYS) then began working with the Oklahoma Legislature to restore funding. The result of that effort was House Bill 1235, which reinstated the original proposal and funding request. The final appropriation, however, was only \$100,000 for four pilot programs. Funding, by way of grants ranging from \$5,000 to \$50,000 via the State Department of Education, is designated for Oklahoma City, Ardmore, Tulsa (the Street School) and a small rural program. Those programs will be monitored and evaluated by the State Department of Education, and the results will demonstrate justification, and need, for the Legislature to fund the original proposal.

To foster, improve and make Alternative Education, as well as other educationally related programs more widely available, will require a willingness to invest funds, efforts, talents and vast amounts of energy and creativity. The results can lead to incalculable and unforeseen positive success in our struggle to resolve delinquency.

ALTERNATIVE EDUCATION

We are continually concerned about the level of influence our schools have over problems of failure, truancy, disruption, disinterest, violence, vandalism, pushouts and dropouts; and whether or not our schools have within their reach the controls and capabilities to formulate necessary solutions, or for that matter whether they should have such responsibility. One approach to such questions might be not to focus on why young people get into trouble within the school environment, but how they can grow into healthy, responsible and productive adults while participating in school. To further examine the issue of school influence, some basic propositions can be recognized:

- Young people become productive adults because society provides them with opportunities to feel useful, competent, a sense of belonging, and capable of influencing their immediate futures. In schools, students can gain recognition and admiration from teachers and fellow students, and these opportunities can be expanded to offer more students a chance to belong.
- Young people are likely to grow up to be productive adults when they see themselves, and are seen by others, in positive ways.
- Negative labels and limited access to desirable opportunities and roles lead to alienation. Such young people have little stake in conforming to rules or trying to achieve, so delinquency, dropping out, truancy, classroom disruption, and even running away may follow.

These propositions suggest that schools increase the chance that students will act in ways that are illegal, immoral, ugly, or self-defeating. On the other hand, it appears that schools can also enhance the chance for students to succeed and experience positive personal and intellectual growth and progress. This perspective has some clear implications for changing institutions and situations rather than individuals, and the three basic propositions can be viewed as general principles for judging any proposed course of action. A program may be considered positive, rather than punitive, if it broadens opportunities for students to belong, to be useful and responsible, and to be seen in a favorable light by others.

In recent years Alternative Education Programs have been viewed as a viable way to address students with special needs. While in their broadest sense alternative education programs stress the underlying idea of expanded choice for everyone--students, teachers, parents, administrators--as many as 30 percent of the programs in the United States have been estimated to serve a 'special sub-population of students: the disruptive, disinterested, disaffected, and disaffiliated. All of these people may have different

notions of what constitutes Alternative Education.

For some, Alternative Education requires separate facilities and independence from policies and rules of the conventional public schools; for others, Alternative Education includes the remedial academic programs for students with such problems, or the in-school suspension program for students who are considered behavioral problems. The options are varied and diverse, and can change from year to year; school to school; and student to student.

If it is assumed that Alternative Education programs should create situations that expand access to opportunities, then this is an argument for organizational change. Organizational change most certainly does not preclude the possibility that individual students may need support and help of one sort or another, but implies that any approach which does not aim for situational change is too narrow, and will not serve the widest needs or greater populations in need.

The odd thing is that the public schools are probably getting better. But try telling that to Dorothy Tillman, whose son Jimmy marched off to kindergarten in Chicago already reading at a second-grade level and, after seven years, now reads at fourth-grade level. Mention it to Basil Huffman, the San Jose high school principal who had to fire half his teachers in a fiscal pinch - including all but one of his math teachers. Tell Jody Krieger, who was driven from her Maryland classroom by abusive 13 year olds and is now in real estate. Or pass the word to all the parents who have given up on public education and begun paying private schools to give their kids a better chance.

NEWSWEEK
April 20, 1981

RECOMMENDATIONS

Following is the list of recommendations on the topic of Education with priorities ranked 1, 2, or 3 with 1 representing the highest number.

PRIORITY

General:

- 3 + Initiate legislation requiring public schools to develop individualized educational treatment regardless of age, grade level, or school status.
- 3 + Encourage schools and communities to establish extracurricular activities based on the interests of troubled youth.
- 1 Include in the curriculum at all levels of public education courses in practical independent living skills, communications, and human relations.
- 3 *+ Develop programs within the school system designed to focus on children who are disruptive in the traditional classroom setting.
- 3 * Community based service personnel should have an understanding of the public school system. The use of school/community based service agency personnel programs could be utilized to foster better reciprocal understanding.
- 3 + Review and revise, on a continuing basis, school rules and regulations utilizing student and Youth Service Agency input.
- 3 The State Department of Education expand the number of years required to participate in physical education programs and activities from two to four years.
- 2 Public schools contract with youth serving agencies to provide individual and family counseling services.
- 3 *+ Future public funding of all educational programs should be based upon evaluation and demonstrable effectiveness.
- 2 * The State Department of Education complete an intensive study of the compulsory school attendance laws to include parental rights and responsibilities, youth rights and responsibilities and school's responsibilities to parents and youth.
- 1 Public schools notify parents of any behavioral or academic problems when initially detected.
- 2 * Community based service personnel be more visible, and participate in school-related organizations and activities.
- 3 *+ Reduce the age for compulsory education to age 16.

PRIORITY

- 2 + Provide in-service training for juvenile justice professionals to increase their awareness of the educational system, the effectiveness of their impact on educators and to promote an improved working relationship.
- 3 + Encourage flexibility for schools to determine individualized teaching curricula by increasing vocational training credits and by reducing academic credits.
- 2 * Encourage legislation to lower the age to sixteen (16) years old for a student to be allowed to take the GED test, and establish guidelines similar to "hardship" cases, which allow a student to dropout/withdraw from school with parent/school permission, in order to prevent the misuse of a lowered age qualification.
- 3 Allow all children placed in licensed private residential facilities to attend local public schools without regard to placement procedure and develop necessary enforcement procedures for reimbursement.
- 1 Develop programs and services within alternative education programs which prepare students for employment and/or successful participation in post-secondary education training or education.
- 3 All child and youth related entities coordinate with the Comprehensive System Personnel Development (CSPD) through Regional Education Service Centers (RESC) interagency meetings which occur twice each year as mandated under Senate Bill 704.
- 2 *+ The education programs in the institutions and those in the local communities, be shared by the students in the communities and institutions, where such an arrangement would result in a high quality of educational programs for all students.
- 2 *+ Social service coordinators should be established in public schools to aid school personnel in the early identification of children with physical, emotional, or learning disabilities, and to refer those children to appropriate services within the community.

Alternative Education:

- 1 + Increase accessibility to alternative education programs in all communities, particularly in rural communities, and offer alternative education for youthful parents, dropouts and those students suspended from their regular classroom setting.
- 1 + Encourage legislation for stabilized funding of alternative education programs.
- 1 + Continue to support and develop alternative education for suspended youth, dropouts, troubled and delinquent youth through accreditation and recognition by local and state educational institutions.

PRIORITY

- 2 Conduct a cost analysis of alternative education programs in order to establish cost sharing between school systems.
- 1 + Inform legislators, teachers, administrators and the general public about alternative education.
- 1 Make "homebound" educational services available to children in emergency shelters who cannot attend the regular school program; and modify existing homebound regulations if necessary to make this possible.
- 1 Area school boards, shelters and other residential care facilities cooperate to allow educational opportunities to children in emergency shelters.
- 2 Upgrade the quality of existing alternative education programs through curriculum development, staff training, youth and parent participation and administrative policies and practices of schools and school districts.
- 2 Develop educational advisory committees, consisting of public school and community based service personnel, in order to better meet the needs of community youth.
- 2 + Create a remediation system within the public schools designed to assist students having academic/social problems utilizing individualized instruction directed toward the goal of returning the student to the regular classroom.
- 2 Develop cooperative arrangements between school districts and residential care facilities whereby the schools provide teachers for the residential care facility, and the facility allow "non-resident" students to attend their program.
- 2 Develop and implement strategies and techniques in alternative education in public and private residential care facilities to improve policies, practices and procedures affecting participating youth.

Higher Education:

- 1 State colleges and universities include in their teacher education programs courses focusing on: adolescent development, behavior and adjustment; delinquent youth; discipline; and family dynamics.
- 2 Add a "Care" curriculum to the existing Child Development Associate Degree program taught in Oklahoma's junior colleges. This curriculum would emphasize working with children and adolescents in institutions, emergency shelters and other residential facilities and programs.
- 2 Higher educational institutions arrange curriculum in order for employees of residential care programs to take advantage of opportunities to further their education and training without having to leave full-time employment. This would necessitate scheduling classes during the evening and weekend. Allow current employment to be used to meet practicum requirements.

CONTINUED

1 OF 2

PRIORITY

- 2 *+ Youth serving agencies and colleges cooperate in developing educational and training programs specifically relevant to the needs of the communities they serve.
- 3 Seek a central media system to function as an information center to educate and disseminate information about delinquency prevention to the public and service agencies. Such a system could be established through the state's universities and colleges.

Truancy:

- 2 Develop and utilize "Truancy Teams" within the communities, consisting of representatives from law enforcement, public schools, community based services and civic organizations, to identify, prevent, resolve truancy problems.
- 3 The State Department of Education research truancy, minor school infractions and initiate statewide in-school non-punitive suspension programs.

Family Life Education:

- 1 Mandate availability of Family Life Education in the Oklahoma Public Schools in order to make young people more aware of their responsibilities in adult situations such as family planning, parenting, child development, contraceptions, venereal disease, nutrition and general health care.
- 1 Establish Family Life Education in public and private residential care programs.
- 2 Encourage the implementation of home economic courses for male students in schools and institutions, which encompass areas such as nutrition, household management, first aid and safety, personal hygiene.

Vocational Technical Education:

- 2 The Oklahoma Legislature reduce the vocational technical education entrance requirements; lower the age of entrance to 14 years; lower academic entrance requirements; and reduce entrance fees in order to increase opportunities for youth who cannot or will not continue formal education.
- 2 Establish cost sharing between residential care facilities in order to provide vocational and technical education/training for residents of residential programs.
- 2 Develop apprenticeship opportunities in vocational and technical trades for the younger children; and modify existing labor laws relating to minimum age and wage requirements if necessary to allow such opportunities.

Health Care

*He who has health has
hope; and he who has
hope has everything.*

Arab Proverb



Health Care

American children are healthier today than ever before in the history of this country. They have a longer life expectancy, can be immunized against most infectious diseases, can be protected against environmental hazards and accidents, and can have early identified problems corrected. They have access to good nutrition and medical care as needed.

The health problems that remain relate to the adverse effects of poverty; the lack of use of available services and facilities; the reluctance to change styles of life, eating, exercise; environmental hazards; and the fact of membership in a minority group.

The Status of Children
Youth and Families 1979

The quality of life experienced by children and their families can be greatly influenced by their overall state of health. If children are poorly nourished, they are less likely to perform as well in school than those receiving adequate nutrition and will most certainly experience less satisfactory physical and mental development throughout their childhood and adolescent years. Improper pre and postnatal care and nutrition can have serious adverse effects on the ultimate health and mortality of babies and their mothers. Venereal disease can affect the health of youth in ways that influence school performance, socialization and health. And poor health and illnesses can result in considerable financial hardship for families, which in turn often leads to stressful family relationships. Poor health not only diminishes the quality of life but produces many of the circumstances and dynamics so closely associated with delinquency. This is not to imply that one's state of health provides a solid prediction for delinquency or non-delinquency, but only that poor health is one of the factors that must be considered in assessing the causes of delinquent behavior.

Concern about the health of children and adolescents has gained considerably more importance and attention during recent years, particularly as it has been deemed as a factor producing many circumstances conducive to delinquency. Such concern has been prominent in deliberations by national bodies addressing delinquency and the juvenile justice system. During 1976, the National Advisory Committee on Criminal Justice Standards and Goals, in their publication of *Juvenile Justice and Delinquency Prevention: Report of the Task Force on Juvenile Justice and Delinquency Prevention*, focused on the

issue of health care by offering two specific recommendations. Standard 3.1 submits that "Comprehensive public health services should be made available to youth. Health services should include preventive health care services, low-cost medical and dental care and programs to assist parents during prenatal and post partum periods." The second recommendation, Standard 3.2, says that "States and units of local government should provide a full range of community mental health services to all children and their families."

While the mid 1970s saw the advent of health recommendations and standards in relation to the juvenile justice system, a more contemporary effort has gone even further in proposing health standards. The National Advisory Committee for Juvenile Justice and Delinquency Prevention has set forth in their July, 1980 report, Standards for the Administration of Juvenile Justice, three comprehensive strategies:

- Diagnostic Services

Provision of comprehensive physical and mental health services which are readily available and obtainable by children and families at all stages of child development from the prenatal through the adolescent stages of maturation.

- Preventive and Maintenance Services

Provision of comprehensive physical and mental health preventive and maintenance services available to children and families at all stages of child development.

- Treatment Services

Provision of comprehensive physical and mental health treatment services available to children and families at all stages of child development.

While these strategies are similar in scope to the previously cited 1976 standards, they differ basically with respect to linking health and mental health needs, and by addressing them as three distinct categories - diagnostic, preventive and maintenance, and treatment - logical considerations worthy of further examination.

DIAGNOSTIC SERVICES

Physical or mental problems negatively impacting a juvenile's health, which in turn affect his school performance/attendance or employment, can lead to a diminished self-image. Resulting circumstances may be a school drop-out, or a young person unable to retain employment, thus leaving a juvenile with considerable unstructured time and no stake in his community, conditions ripe for misbehavior and delinquency. Adequate and accessible diagnostic health and mental health services can assist in the early detection of such delinquency related circumstances.

PREVENTIVE AND MAINTENANCE SERVICES

On the other hand, preventive and maintenance services can be seen as more of an educational and health tool. Preventive services must include community awareness activities such as classes, workshops, multi-media materials, as well as the dissemination of information about health related issues. The types of information made available could regard nutrition, sex education, child abuse, sickle cell anemia, breast cancer detection and venereal disease. The realm of health maintenance services should include routine medical checkups, eye and ear examinations, immunizations, dental care, as well as pre and postnatal care and services for mothers.

TREATMENT SERVICES

Diagnostic evaluation, in addition to preventive and maintenance services, may well indicate needs for treatment. In concert with typical medical services (emergency, short-term and long-term medical services for children and their families) treatment services might also consist of individual and family counseling, crisis intervention, drug and alcohol abuse services and confidential venereal disease treatment.

A continuum of health and mental health services consisting of diagnosis, prevention and maintenance, and treatment services, provides a comprehensive and effective means for combating many of the health conditions related to or resulting in delinquent behavior. Provided that such services are available and accessible to a major portion of the population, their breadth and depth can conceivably overlay every health and mental health issue with which we are concerned as adversely affecting children and their families. If such a vast array of services did exist, what then would be their targets? The answer lies in better understanding the current condition of Americans' health.

American babies continue to survive beyond birth and the first year in ever increasing numbers. Between 1970 and 1978, infant mortality dropped from 20 to 13.6 per 1,000 live births. Nonetheless, the Surgeon General has listed the reduction of infant deaths as one of his major goals. He hopes to bring the rate down to 9 deaths per 1,000 live births by 1990.¹ Infant mortality has been closely linked with social factors such as poverty and minorities, in addition to inter-related biological factors, primarily that of low birthweight. Of all infant deaths, two-thirds occur in babies weighing less than 5.5 pounds (2,500 grams) at birth. Infants below this weight are also more than 20 times as likely to die within the first year.² Other problems associated with low birthweight have been found to be increased occurrences of mental retardation, developmental and growth problems, blindness, cerebral palsy, epilepsy, and autism. Low infant birthweight and its many resulting problems can typically be attributed to several maternal factors. Among such factors are: lack of prenatal care, poor nutrition, smoking, alcohol and drug abuse, age (especially youth), poverty and marital status.³ Women least likely to receive adequate prenatal care are those most likely to have other risk factors, such as poverty, poor nutrition and youth. In fact the youthfulness of the pregnant mother appears to be a significant factor, as is race. In 1978 the National Center for Health Statistics published data reflecting that 36% of the infants weighing 2,500 grams or less at birth were birthed by mothers 18 or less in age - 21% by white mothers under 18 and 32% to black mothers of the same age category.⁴

The second leading cause of death for children, ages 1 to 4, and the third leading cause for those ages 5 to 14, are birth defects.⁵ In addition to the maternal factors previously addressed as causes of low birthweights, and thus birth defects, environmental factors are increasingly being determined as significant contributors of birth defects. "Radiation and chemicals in the workplace (of expectant mothers) can produce fetal malformation and possible subsequent cancer. . . . In the first 3 months of pregnancy, the fetus is particularly vulnerable to birth defects; and women are at risk working among hazardous substances, such as lead, organic solvents, radiation, anesthetic gas, polyvinyl chloride, carbon monoxide, and carbon disulfide."⁶

Infectious diseases were once the leading cause of childhood health problems and death. However, because of widespread immunizations of children, death caused by disease has diminished considerably. During the 1970s immunization levels among young children have improved for measles, rubella, mumps and most other childhood diseases. Immunizations against measles increased from 57% in 1970 to 63% in 1978. Since 1973, the immunization against mumps increased from 35% to 51%. As of mid-1979, 90% of children, ages 5 to 14, had been immunized against measles, polio, diphtheria, tetanus, and pertussis and about 84% against rubella.⁷ While it appears that older children, those especially over the age of 5 years, generally receive immunizations, children ages 1 to 4 present a more serious circumstance. In 1978, about 38% had not been immunized against rubella, 37% had no measles vaccination, and 49% were without mumps vaccination. About 39% had not received the recommended dose schedule of polio vaccine, and 32% had not received the appropriate DPT vaccine schedule.⁸ In order to combat the frequency with which younger children were denied total immunizations, the end of the 1970s saw the beginning of a nationwide effort to immunize the more than 20 million unprotected children and to establish a system for more effectively immunizing the more than 3 million children born each year. In fact, many states began requiring that children be immunized before entering public schools (in Oklahoma proof of the following immunizations is required prior to initial admission: diphtheria, pertussis, tetanus, rubeola, rubella, and poliomyelitis) and daycare centers and pre-schools routinely require children to be immunized.

Respiratory disease in children, which can be caused by environmental as well as congenital factors, cause more disability and require utilization of more medical services than any other affliction. "During 1975-76, respiratory conditions accounted for 61% of all school days children missed because of illness and 25% of all visits to physicians. . . . 21% of the days children spent in short stays in hospitals were caused by respiratory conditions."⁹

While not directly linked to health services for children, at least regarding diagnostic aspects of health, but necessary to discuss when considering the overall health of our children, is the circumstance of accidents. The primary cause of deaths to children ages 1 to 14 is accidents, for more children die of injuries resulting from accidents than by disease, which once was the leading cause of childhood mortality. During 1978, almost 10,000 Americans were killed in accidents - more than three times the number that died from cancer. Motor vehicle accidents accounted for 20% of the deaths, drowning for 8%, and fires for 6%. It has been estimated that the failure to use adequate vehicle safety devices, i.e. approved infant seats and

seat belts, can cause at least 1,000 deaths and almost a million injuries each year for toddlers ages 5 and under.¹⁰

The mental health of children is also an important health related issue, and one most certainly linked with juvenile delinquency. During 1975, 655,000 children under 18 years of age (approximately 1% of the children in the United States) were admitted to, or received treatment from, a mental health facility. In that same period 8% of the total inpatient admissions and 25% of total outpatient treatment were children under 14 (14,649 inpatient admission; 254,679 outpatients).¹¹ Inevitably our already complex society will become more complex during the years to come, and we can expect our children and their families to experience increasing stress in coping with life in general. In conjunction with the emotional tension of the maturation processes, our children can become highly vulnerable and more in need of adequate, available mental health resources. In addressing delinquency and its relationship to mental health, it is important to note that ". . . communities with high rates of delinquency also exhibit high rates of mental illness and family disruptions. But often, the conflicts that occur among family members, or within the individual, may be resolved by mental health professionals. . ."¹²

The specific targets of a comprehensive health service system, i.e., nutrition, pre and postnatal care, disease, injury and mental health, are readily identified. However, the populations most in need of services, and the circumstances which place them in need, while easily identifiable, are more complex. If we understand that 85% of American's children enjoy a regular source of health care, then it would seem that overall, their health is good. If 78% of our children received medical care via a private physician, while only 43% were in need of some sort of dental care, then the picture looks even brighter. The deception of such a vision, while statistically true, is the fact that these are children of families with incomes of \$15,000 or more (during 1971-74). What about those less fortunate?

Sixty-four percent of the children from families with incomes less than \$5,000 saw a doctor during the year; 74% from families with incomes in excess of \$15,000. Children of the lesser income families were more likely to see "their" doctor in a hospital outpatient department versus a private doctor by the more affluent.¹³ While the care received in a hospital outpatient department is not inherently better or worse than private care, there is often no continuity of care or provision of preventive services. An important factor determining whether or not children receive adequate health care services is that of socio-economics.

In association with socio-economics are the circumstances of race, ethnic or cultural origin. During the first trimester of pregnancy only 59% of the black women begin prenatal care; the rate is 77% for white women. Regardless of family income, black children experience fewer doctor visits per year than other children; and minority populations as a whole use hospital outpatient and emergency rooms more frequently than the white population. Fifty-three percent of the whites report one or more visits per year to the dentist; for blacks and hispanics the rate is only about 33%.¹⁴

In order to obtain a comprehensive health service system - one that can provide diagnostic services, preventive and maintenance services, and treatment services, that most effectively meet the needs of all children and

families - we must be willing to invest. Investment will not only require time, effort and coordinated planning but must also incorporate a solid commitment to secure, adequate funds, or reallocate existing funds. The federal government has been dependable in its funding of a wide range of programs for improving the health of children and families. Community mental health centers have been established and made more accessible to a larger number of people. Medicaid funds have provided the foundation of a variety of health and medical services for children, including The Early and Periodic Screening, Diagnosis, and Treatment Program established in 1967 (by 1975, only 1.9 million of 13 million eligible children were screened¹⁵).

The school lunch and breakfast programs have provided vital nutrition programs for children. "In October 1975, 25 million children were eating school lunches, and 42% of those received their lunches free or at a reduced rate. One and nine tenths million children were getting breakfast; 82.2% of those were served their breakfast free or at a reduced rate."¹⁶ States have received many grants from the Department of Health, Education and Welfare (now the U.S. Department of Human Services) in order to provide diagnostic and preventive services to women and infants which includes prenatal care, delivery care, postnatal care, and infant and early childhood care.

Julius B. Richmond, M.D., Surgeon General of the United States, has called for both a reexamination of current health policies and an increase in federal dollars for health services.¹⁷ However, during the 1980s the greatest dilemma facing health service systems may not necessarily be what needs to be done, or who is in need, but most likely how to provide adequate funding. In an era of federal austerity, when budget cuts will drastically impact human, social and health care services, a major task will be either to seek new sources of funds, or to redirect those already available. If neither is accomplished to a significant degree, then the health of our nation, and most particularly that of children and youth, will suffer. Perhaps most importantly, those vital, effective and well defined health care and mental health services already in place will be diminished to the detriment of many millions of children currently in need, or yet to be born.

RECOMMENDATIONS

Following is the list of recommendations on the topic of Health Care with priorities ranked 1, 2, or 3 with 1 representing the highest number.

PRIORITY

General:

- 2 + Develop regional and/or local comprehensive medical facilities for drug/alcohol detoxification and treatment, and treatment of emotionally disturbed individuals and youths.
- 1 Because of the need for a comprehensive evaluation prior to dispositional proceedings, make available to the courts post-adjudication/pre-dispositional diagnosis and evaluation resources and results, especially regarding medical and psychological diagnosis.
- 2 Request the Oklahoma Health Planning Commission to survey the accessibility and barriers associated with health care services to minors, and determine the appropriate ways to develop and implement a statewide system for meeting health needs of children and adolescents.
- 2 + Increase the availability of comprehensive health care services to children and adolescents by expanding pediatric health care in all areas of Oklahoma.
- 1 The Oklahoma Legislature review the juvenile justice process, and take a realistic approach as to the feasibility of existing laws, especially as they pertain to the contemporary issues of medical care and services for minors, family life education in public schools, contraception, teenage maternity and venereal disease.
- 2 + Encourage legislation to provide for certified health educators in public schools.

Teenage Pregnancy:

- 1 + Expand family, marital, and premarital counseling to include family planning services. Prospective parents should have access to whatever help and services they may desire and need to plan their future families; to understand child development; and to have access to skills and resources needed to insure happy, constructive and productive family life.
- 2 + Support funding of regional resource centers in rural communities which offer technical assistance in developing and establishing programs in parenting skills, child abuse, teenage pregnancy and contraception.
- 1 + Support the availability of contraceptive counseling to youth.
- 2 + Utilize and expand the model by the Oklahoma Department of Health which creates community coalitions in rural areas concerned with addressing problems and issues of teenage pregnancy. Facilitate the development of

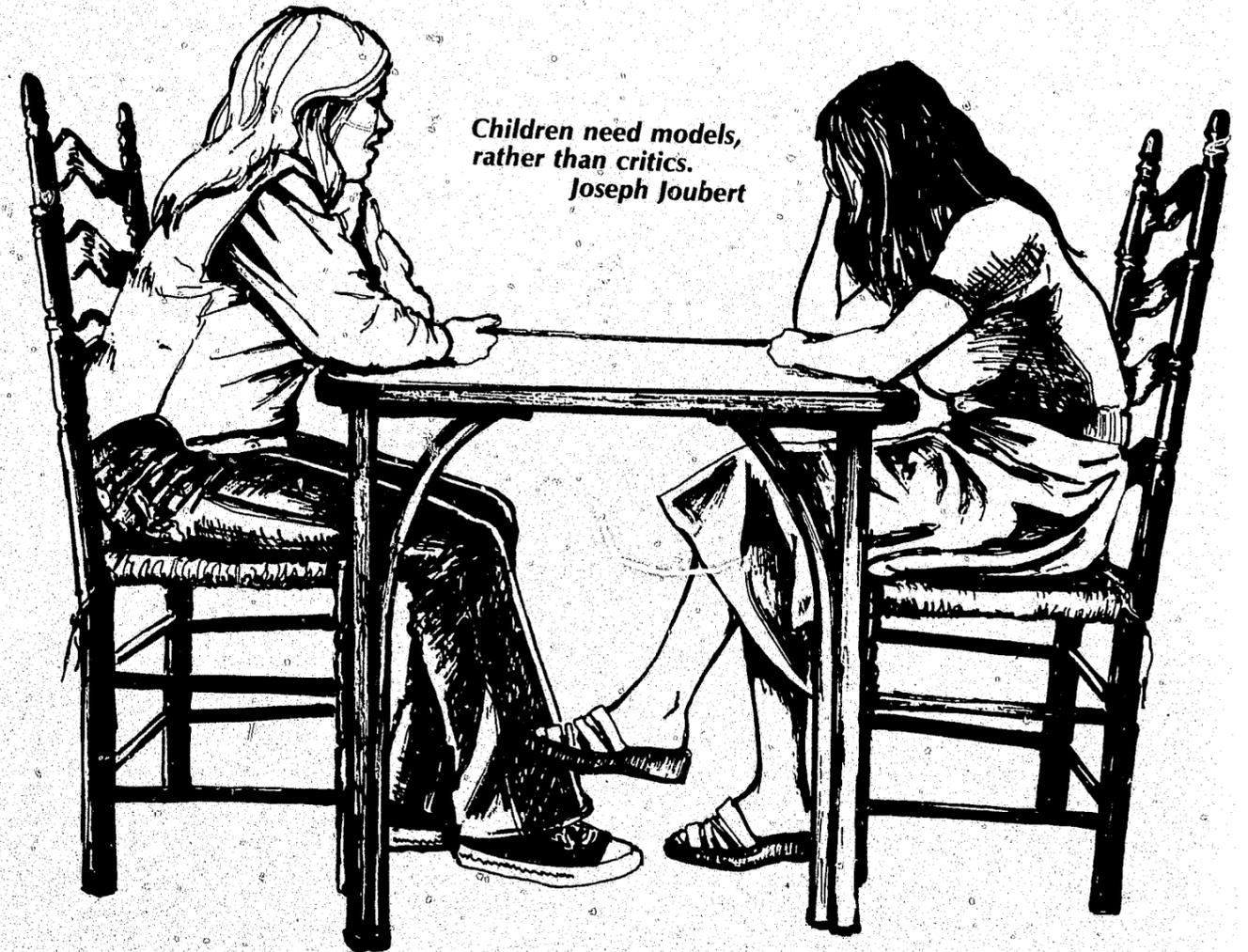
PRIORITY

coalitions and/or linkage among groups concerned with teenage pregnancy.

- 1 + In recognition of Oklahoma's high infant mortality rate, implement child development programs statewide through the Oklahoma Department of Health's guidance clinics: include a public awareness campaign supporting pre-natal care for pregnant, unwed and indigent mothers, on a cost-free or ability to pay basis.
- 2 + Extend to a larger proportion of "low income" mothers, services for children born out of wedlock.
- 1 Advocate education of the general population and Legislature regarding teenage pregnancy issues.
- 2 + Establish statewide group homes and alternative support systems for pregnant teens encompassing parenting education, academics, and practical, survival and societal skills.

Substance Abuse

*Children need models,
rather than critics.
Joseph Joubert*



Substance Abuse

A survey of high school seniors in 1977 reported that nearly all students had tried alcohol (93%) and that the great majority (71%) had used it in the month preceding the survey. Since 1966, the number of high school students intoxicated at least once a month has more than doubled, from 10% to over 20%. Six percent of high school seniors drink daily.

Six in every ten seniors (61.6%) had used illicit drugs at some time in their lives. A substantial portion of them had used only marijuana, which was by far the most frequently used illicit drug. Fifty-six percent reported having used it at some time in their lives; 48% had used it in the year preceding the survey; and 35% in the preceding month. . . .The percentage of seniors who had ever used illicit drugs increased steadily over the years 1975 to 1977, from 55% to 62%.

The Status of Children
Youth, and Families 1979

Our Western tradition is resplendent with beliefs that certain substances possess the power to diminish greatly cultural and moral restraints and turn man into a raging and uncontrollable beast. Ancient Egyptian myths solidify such beliefs with tales of magic elixirs and mysterious potions causing violent and degenerative behavior; on Walpurgis Night - when witches were believed to ride madly through the countryside on the eve on May Day - humans became demonic in drunken revelry; and during the Crusades the Assassins, a secret order of Muslims, were said to have ruthlessly murdered Christians and other enemies while under the influence of hashish, while the early puritans saw a direct relationship between "Demon Rum", witchcraft and idolatry. In fact, proponents of the 1937 Federal Marijuana Tax Act relied heavily on the legend of the Assassins to persuade the public and Congress that marijuana must be outlawed, even though this version was pure fabrication and distortion of the original version. However, such an image caught the public's imagination then, and continues to influence strongly many of our current legal sanctions. Because of such prevailing beliefs and influences an examination of possible relationships between crime - particularly juvenile crime - and alcohol and drug abuse is necessary.

Be the mid-1970s our society was experiencing rapidly increasing incidents of juvenile crime. That incursion into our modern culture caused

many to view various dangerous substances, especially drugs and alcohol, as the primary or significant cause of increased criminal and antisocial behavior among youth. This stance was somewhat justified, for our nation, indeed much of the world, had only recently experienced the boom years of drug usage by youth during the 1960s. Therefore, to draw a direct correlation between increased drug use and a rapid rise in youthful crime and violence was a reasonable response. This correlation was reflected in various polls.

In answer to a Gallup Poll question during 1964, only two percent of the response cited "drinking, dope addiction" as major causes for crime. By 1970, the Minnesota Poll showed seven percent of the response blaming "drugs and alcohol" for the high rate of violent crime in the country. The Gallup Poll of 1972 indicated that 21 percent of the respondents felt "drugs/dope addiction" were behind the high crime rate.¹ A 1972 nationwide poll of law enforcement officials indicated their belief that ". . . greater proportions of crime. . . were due to drugs. . . ."² And in 1973 the International Association of Chiefs of Police submitted that "Persons under age 18 most often come to the attention of the police for disorderly conduct, vandalism, liquor law violations, drug law violations and conduct which is not in violation of criminal laws (such as curfew, incorrigibility, running away from home and truancy)."³ The prevalent view of public officials, media, and general public throughout the country, often times with little substantiation or hesitation, was to attribute increasing substance abuse as a major cause of rising rates of juvenile crime.

When public concern about the relationships between substance abuse and juvenile crime was approaching an apex, very little research or supportive knowledge was available. Our shelves of knowledge about substance abuse were essentially bare. But in 1967, one of the first major documents was published - The Challenge of Crime In A Free Society; A Report By The President's Commission on Law Enforcement And Administration Of Justice. Within the next six years there was an outburst of studies, reviews and reports on the subject of crime and substance abuse. While few studies dealt specifically with the juvenile offender, nearly all pointed to the development of both drug abuse and criminal behavior during the formative years of their subjects.

The most contemporary composite of information about substance abuse among youth was published April, 1980, by way of three comprehensive reports: An Assessment of Evaluations of Drug Abuse Prevention Programs and A National Assessment of Serious Juvenile Crime and the Juvenile Justice System: The Need For a Rational Response, Volumes I and II. The basis for many findings presented in those reports evolved from a comprehensive review and assessment of existing literature, studies and research (more than one hundred and fifty citations are listed, dating from 1963 through 1980). Even though current state-of-knowledge is at best tentative, fragmentary and often times conflicting, some findings pertaining to substance abuse and juvenile crime are significant and noteworthy:⁴

- The onset of substance abuse during adolescence is a direct spur to subsequent delinquency and serious criminal behavior.
- A substantial amount of serious juvenile crime stems directly from substance abuse during adolescence.

- The criminal alcoholic typically has a history of violent behavior and involvement with alcohol from adolescence, or even earlier.

- There is no clear and significant evidence of any relationship between hallucinogen use and serious crime.

- Barbiturate use and accompanying assaultive behavior are primarily a phenomenon of youth.

- There is no reason to believe that marijuana is related in any direct way to crime and delinquency, other than due to its own illicit use.

- The use of opiates does not necessarily contribute to delinquent behavior.

- Amphetamine use is usually started quite young (14-15 years) among criminal users of stimulants, while the non-criminal population seems to start somewhat later (17-19 years).

- Cocaine use has minimal, if any, association with serious crime.

From such findings certain conclusions can cautiously be drawn: alcohol, barbiturates and amphetamines seem to stand together as associated with criminal activity; marijuana, cocaine and the hallucinogens appear to be only incidentally associated with criminal behavior; the opiates are somewhere between the two. Also a valid conclusion is that, except in rare and isolated incidents of toxic reaction, it is not the properties of the drug itself which are important to the development of criminal behavior, but rather the interaction of the drug, the characteristics of the user, and various elements of his or her situation. While we are concerned with the pharmacological impact and influences of abused substances on our youth, we must also be prepared to address and resolve negative components of other significant and contributing factors associated with criminality of the young: personality and psychological makeup and development; situational and life circumstances; and socioeconomics.

Not only are alcohol and drug use significant contributors to crime and delinquency, family disruptions, poor school and job performance and possible chronic ill health, but they are behaviors which increase risk of accidents. The leading cause of adolescent mortality during 1977 was fatal motor vehicle accidents (over 17,000 deaths nationwide). Alcohol consumption was clearly indicated in many of the fatalities. About half of the fatally injured drivers were found to have blood alcohol concentrations in levels considered by most states to be a presumption of intoxication (100 milligrams of alcohol per deciliter of blood).⁵ Also, young people most certainly place themselves, and others, at greater risk by driving under the influence of drugs and marijuana.

Clearly any attempt to draw neat, concise conclusions about the relationship between drugs, alcohol, juvenile crime and other negative circumstances is difficult at best. To believe categorically that such a

relationship is direct and singular is an over indulgence of limited perceptions. Obviously not all youth who consume alcohol become alcoholic criminals or potential highway fatalities. Nor do all youth who smoke marijuana eventually progress to addiction to hard drugs. All youthful opiate users are not forced to lives of crime to support their habits. And the frequent barbiturate users are not rampaging our streets assaulting all who come within their reach. However, there has occurred a growing use and abuse of drug and alcohol by an ever younger age group, a dilemma of concern which requires the focusing of considerable attention, resources and skills. Many studies have adequately substantiated the population most at risk in committing crime is the adolescent. They are also most at risk of substance abuse. Hence we have a tandem of dynamic circumstances with potential for severe consequences for our young people and others.

SUBSTANCE ABUSE BY YOUTH IN OKLAHOMA

To understand the extent of substance abuse by Oklahoma's youth requires analysis of available statistical data. A readily available statistical source, and one traditionally relied upon by courts, law enforcement, and professional youth workers, is juvenile arrest data. However, to submit that this type of data presents a comprehensive picture of incidents of youthful substance abuse is an overstatement. But it can be safely assumed that not all youth who use or abuse drugs and alcohol are arrested. On the other hand, a correlation between juvenile arrests for substance abuse related offenses and actual frequencies of substance abuse, which seem largely unknown, can begin to establish a basis upon which to address the issue by developing necessary recommendations, programs and services.

The very obvious absence of comprehensive data (other than juvenile arrest data) may lead us to understand better where our efforts and priorities have been placed: the predominant focus has been upon the illicit nature of substance abuse, and not upon the impact on the abuser, families and society. This circumstance might indicate that before youthful substance abuse can be dealt with effectively and rationally, we must delve more intimately into its nature and causes (see Appendix D).

The following tables were developed from Uniform Crime Report data.⁶ While they provide some insight into the proportions of youthful substance abuse in Oklahoma, they perhaps reveal only the tip of the iceberg.

Table 1 shows juvenile arrests for all drug related offenses (manufacturing, sale or possession of opium, cocaine or their derivatives, marijuana, synthetic narcotics or other dangerous non-narcotic drugs) during a five year period. The data indicate a rather steady and significant decrease since 1976. Table 2, however, reflects that arrests for alcohol related offenses (buying and possessing liquor, drunkenness and driving under the influence) have generally increased during the same period. Table 3, on the other hand, presents data which indicate that arrests from all substance abuse related offenses (alcohol and drug related) increased during 1976 through 1978, but significantly decreased during 1979 and 1980.

TABLE 1
JUVENILE ARRESTS FOR ALL DRUG RELATED OFFENSES

	1976	1977	1978	1979	1980
Number of Juvenile Arrests for ALL DRUG RELATED Offenses	2,280	2,199	1,707	1,513	1,142
Number of Juvenile Arrests for ALL Offenses	26,638	25,660	21,594	22,602	23,116
Percent of Arrests for ALL DRUG RELATED Offenses Compared With Number of Arrests for ALL Offenses	8.6%	8.6%	7.9%	6.7%	4.9%

TABLE 2
JUVENILE ARRESTS FOR ALL ALCOHOL RELATED OFFENSES

	1976	1977	1978	1979	1980
Number of Juvenile Arrests for ALL ALCOHOL RELATED Offenses	3,296	3,492	3,126	3,134	3,345
Number of Juvenile Arrests for ALL Offenses	26,638	25,660	21,594	22,602	23,116
Percent of Arrests for ALL ALCOHOL RELATED Offenses Compared with Number of Arrests for ALL Offenses	12.4%	13.6%	14.5%	13.9%	14.5%

TABLE 3
 JUVENILE ARRESTS FOR ALL SUBSTANCE ABUSE
 RELATED OFFENSES

	1976	1977	1978	1979	1980
Number of Juvenile Arrests for All SUBSTANCE ABUSE Related Offenses	5,579	5,691	4,833	4,647	4,448
Number of Juvenile Arrests for ALL Offenses	26,638	25,660	21,594	22,602	23,116
Percent of Arrests For ALL SUBSTANCE ABUSE Related Offenses Compared With Number of Arrests For All Offenses	20.9%	22.2%	22.4%	20.6	19.4%

It can be noted that when arrests rates of juveniles for all alcohol related offenses (16,393 from 1976-80) is compared with the number of arrests during the same period for all drug related offenses (8,841), the former reflects almost a 2 to 1 ratio. During the total five year reporting period 25,234 juveniles were arrested for all offenses. Therefore, of all juveniles arrested 21.1% were arrested for substance abuse offenses.

Even though statistics are not alarming, particularly in view of decreasing rates of arrests for drug related offenses, there still remains justification for concern. The physical and psychological effects of alcohol and drugs are extremely variable, and differ from person to person as well as substance to substance. It is therefore, difficult to determine precisely how harmful use and experimentation are in terms of where they lead. By any measure alcohol and drug problems are serious. If the full potential of Oklahoma's youth is to be realized, definite steps must be taken to reduce use and attending harmful effects of these substances.

RECOMMENDATIONS

Following is the list of recommendations on the topic of substance abuse with priorities ranked 1,2, or 3 with 1 representing the highest number.

PRIORITY

General:

- 2 Recognize that the youthful substance abuser has mental and emotional problems that are not necessarily addressed or resolved by adjudication.
- 2 Establish at all levels of the services delivery system substance abuse programs--to include a major residential care facility-- in order to provide a more refined continuum of care for substance abusers and other mentally ill and emotionally disturbed youth.
- 2 + Develop regional and/or local medical facilities for drug and alcohol detoxification and treatment, and treatment of emotionally disturbed individuals and youth.
- 2 Establish residential treatment programs for the mentally ill and substance abusing adolescent.
- 2 Examine existing alcohol and drug abuse programs and change as necessary, to meet the needs of the community and clientele.
- 1 School personnel familiarize themselves with their local service network and referral process pertaining to substance abuse in order to better facilitate linkage of students and their families with available and appropriate services.
- 2 In order to provide law enforcement and courts with more placement, treatment and referral alternatives for youthful substance abusers and users, develop and establish community based programs.

Research and Planning:

- 1 *+ That plans and programs in the state, designed to focus on use and abuse of drugs, alcohol and other harmful substances by youth, seek facts as a basis for implementation; establish resonable goals; and employ realistic approaches.
- 1 + Develop community based preventive and treatment programs for adolescent substance abusers:

Identify existing services and a service network established;

Establish a systematic prevention program to impact the individual, families, education, youth service programs, mental health centers, guidance centers, and private agencies;

Vest the Oklahoma Department of Mental Health with the authority and responsibility for needs assessment, planning, funding and evaluation, particularly since that agency is currently involved in such efforts.

PRIORITY

- 2 Research efforts in the area of substance abuse which efforts pay special attention to the adolescent "sniffer", in order to develop and implement adequate and appropriate programs, responses and treatment.
- 3 *+ That an in-depth study be initiated to determine the extent of drug and alcohol use and abuse by Oklahoma youth as related to the types and extent of influencing factors within the community.
- 3 Develop a systematic approach to address the issues of alcohol and drug abuse by youth with a single vested state system, or agency.
- 2 Identify those agencies, facilities and programs - public and private - qualified to provide mental health and substance abuse treatment and services; identify the level of services provided; and identify the process by which to refer youth.
- 2 Initiate a continuing cost analysis of services and treatment; availability of fiscal resources, including federal funds; and that such data be made consistently available to the State Legislature for use in making adequate and appropriate decisions and appropriations for residential care, treatment and services for youth with substance abuse and mental health care needs.
- 3 The Department of Mental Health take the responsibility for establishing and facilitating "Community Youth Councils." The "Councils" could establish productive community interaction and function as a vehicle for identifying youth needs of local communities, and determining an action process to meet those needs. Among the issues to be addressed would be substance abuse by the community's youth. These "Councils" should have a membership, in addition to citizens and youth, representatives of the various existing public and private service providers: DHS Division of Child Welfare and Court Related and Community Services; Youth Services; Child Guidance Centers; public schools; judiciary; law enforcement; legal services; medical services; and representatives from the business sector of the community.

Education/Training:

- 2 Provide training on the dynamics of drug dependency and family treatment to teachers, social workers, police, physicians, psychologists, and attorneys.
- 2 * Increase the number and availability of counselors in schools especially in the lower grades who are trained in early identification of mental health problems.
- 2 Public education redirect strategies of drug/alcohol education with an emphasis on the student's and his family's self esteem. This would allow the student to be aware of the responsibility and consequences of his choice regarding substance use.

PRIORITY

- 3 Emphasis be placed on the education of family dynamics and pressures of societal values so that students become more aware of their family's behavior and reactions to their behavior.
- 2 + Develop and establish more specialized training, particularly crisis intervention, for working with alcohol and drug abusing youth.
- 2 Make available technical assistance and specialized training to school personnel in recognizing symptoms of substance abuse and use, and the effects it has on the student's behavior and functioning.
- 3 Develop and provide specialized substance abuse training to residential care facility personnel in order to effect the development and/or expansion of programs.

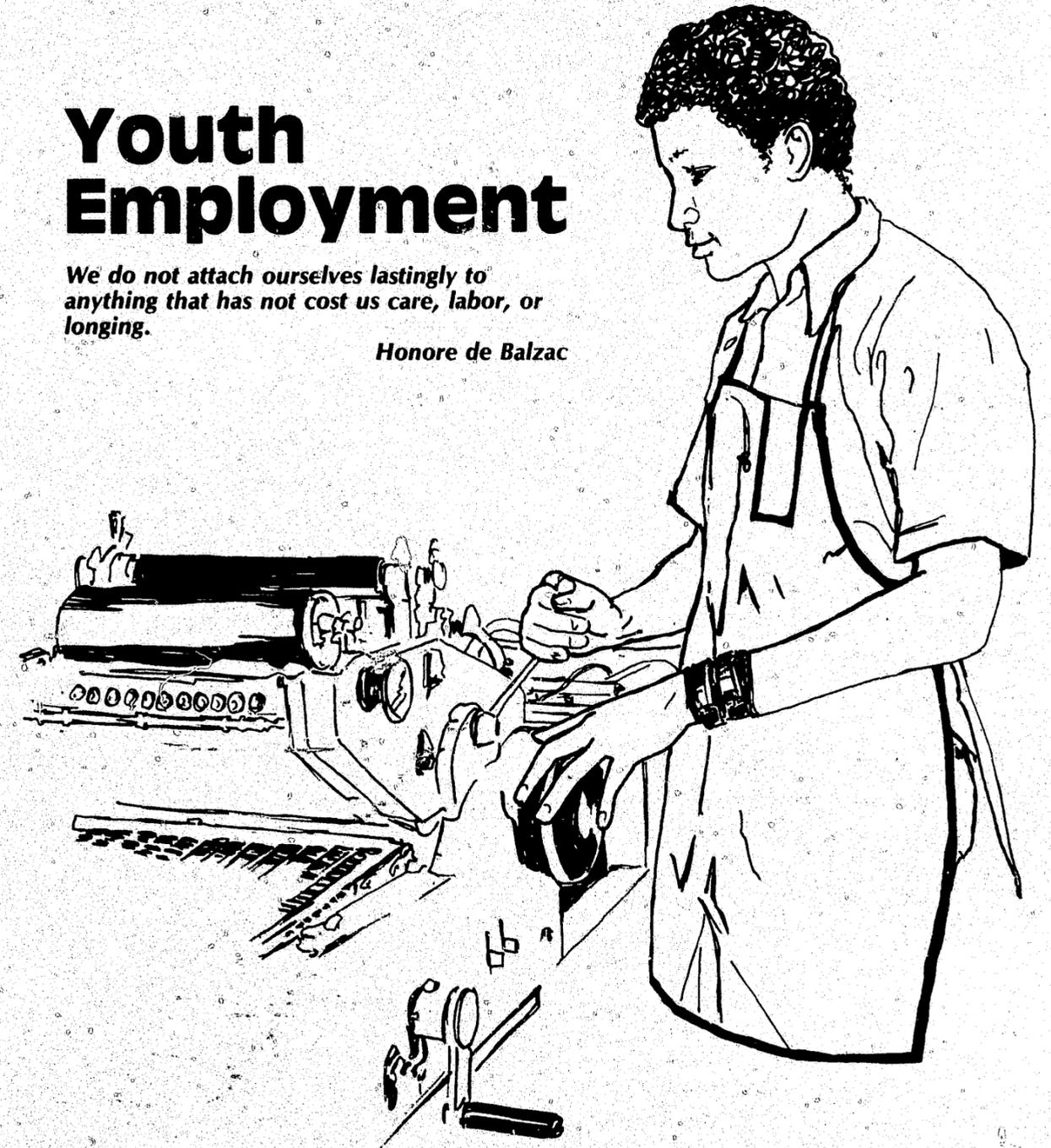
Legislation:

- 1 That the Oklahoma State Legislature appropriate to the Oklahoma Department of Mental Health adequate funds to be used for contracting with existing private programs and facilities for purchase of necessary mental health care and treatment of youth; and that the cost of services not be set at an amount certain per child, but be realistically based on the assessed needs and specific services or treatment required.
- 3 That legislation be more clearly defined pertaining to the sale to minors of intoxicating and non-intoxicating (beverages with a 3.2% or less alcoholic content) beverages.
- 2 The Oklahoma State Legislature mandate that insurance policies written, or renewed, in the State of Oklahoma must specifically include coverage for out-patient and in-patient treatment, for mental illness including alcoholism, drug addiction and chemical dependency; and that such coverage include treatment and services for youth as well as adults.
- 1 To ensure quality services, those programs and treatment centers receiving insurance payments must be certified and licensed by the state or other appropriate accrediting authority pursuant to HB 1872.

Youth Employment

*We do not attach ourselves lastingly to
anything that has not cost us care, labor, or
longing.*

Honore de Balzac



Youth Employment

Many researchers have cited unemployment and underemployment of youth as a major factor contributing to crime and delinquency. And nearly all sociological and social psychological theories of delinquency mention employment as a significant factor in the prevention of delinquent behavior.

One reason for this consensus is that most social scientists agree that the chances that a person will play a nondeviant role in society are determined largely by how that person has been socialized. Research has found that this socialization process - learning how to perform as orderly and moral beings - is much more important in controlling behavior than threats of punishment alone. Employment generally is recognized as an important part of this socialization process.

Juvenile Justice and Delinquency
Prevention: Report of the Task
Force on Juvenile Justice and
Delinquency Prevention

Steady employment has long been a highly cherished virtue in our American society. The need for employment, besides the obvious link with individual and family income, standard of living, and perpetuation of a sound economic system, has other vital ramifications. Those who are employed will usually possess a better self-image, experience higher levels of respect from others--including their own families and close associates--and be more willing and able to become productive and stable members of their community. Additionally, stable employment is an important factor in assuring solidarity of the American family.

From a very early age we impress upon our children the importance of economic and social success, and that achievement is usually via the goals of steady work and conformance to laws, rules and societal mores and norms. The most socially accepted means for aspiring to these goals are jobs, but unfortunately jobs are often not available to many youths because of age, race or sex discrimination, or legislation regulating wage, health and safety requirements.

The stifling of initiative in regard to job acquisition is often perceived by youth as a gross social injustice, which in turn leads to resentment and

hostility. When all else fails in their quest for the American Dream, they may pursue illegitimate means to fulfill their needs and obtain their objectives. Unemployment and underemployment then becomes a more realistic contributing cause of delinquency. While unemployment alone does not cause delinquency, research suggests significant correlations between participation in delinquent and criminal opportunities give many of them a larger personal stake in conforming to the behavioral norms of society in addition to structuring their idle time into productive and skill building activities.

Recent public attitude polls also give some indication of the perceived worth of employment in our society. As employment relates to crime, quality of life and major problem issues, the following data are available: The results of a 1979 Gallup Poll reflects that 33 percent of the respondents said that high cost of living and unemployment were responsible for increasing national crime rates.¹ Another poll, conducted by the Harris Survey during the years 1976 and 1978, asked ". . . do you feel employment opportunities for minorities is very important in making the quality of life better in this country. . . ." In 1976, 52 percent of the respondents said "Very important", while 53 percent gave the same response in 1978.²

A Gallup Poll conducted over a three year period asked: "What do you think is the most important problem facing this country today?" In 1978, 14 percent of the respondents said unemployment, exceeded only by "high cost of living/inflation," which received a 60 percent response. In 1979, only 5 percent of the respondents chose "unemployment" while 4 percent made the same response in 1980. However, during the latter two years the emerging issues of energy and international problems overshadowed all other national issues, thus diminishing other concerns (unemployment included) previously considered vitally important.³

Even though historically we hold employment in high esteem, for youth as well as adults, its importance and impact on acceptable behavior of youth has been a phenomenon only recently understood or appreciated. Prior to the 1970s the need for youth employment programs for youth, especially as related to delinquency and delinquency prevention, was seldom, if ever, mentioned in the acceptable literature of those times. However, during the decade of the seventies youth employment considerations finally were thrust to the forefront of deliberations about delinquency related issues. One of the first contemporary documents treating youth employment as a significant component of juvenile justice and delinquency prevention services came about in 1976, with the publication of comprehensive youth employment standards by the National Advisory Committee on Criminal Justice Standards and Goals. These six standards, the early impetus for more substantial efforts to come, cover a broad spectrum of youth employment issues, and are therefore, worth noting:⁴

Standard 3.22

All levels of government should initiate or expand programs that develop job opportunities for youth. A comprehensive employment and manpower strategy should be employed that includes maintaining a larger number of available jobs, job training, and the elimination of discriminatory hiring practices.

Standard 3.23

Each community should have at its disposal highly visible and easily accessible job placement and information centers. Each center should have staff who are familiar with special employment problems faced by youth who may not be in school. Where feasible, existing public agencies should be required to provide these services.

Standard 3.24

Each high school should have counselors trained in employment counseling. Counselors should develop with local employers opportunities for meaningful employment during a student's nonclassroom hours. Public financing should be provided for high school work-study programs.

Standard 3.25

Each community should expand summer employment opportunities available to youth. Agencies coordinating efforts to place youths in summer jobs should be staffed on a year-round basis. In addition to placement activities, agencies should provide counseling and guidance services.

Standard 3.26

Employment services and correctional officials should work together to develop and/or expand job opportunities for youths with a history of delinquency.

Standard 3.27

Each state should enact legislation making the records of all juvenile proceedings inaccessible to potential employers. The legislation should make illegal the questioning of a youth by an employer as to the existence or content of the youth's juvenile record.

In addition to a growing awareness during the 1970s of the need for substantial youth employment programs, the federal government began intervening with high levels of funding for specialized programs. Primary efforts to aid youth have generally been those authorized by the Comprehensive Employment and Training Act (CETA) of 1973, and as amended in 1978. Some of those programs administered by the Employment and Training Administration of the Department of Labor are:

- The Job Corps, developed into a system of 74 residential centers in 33 states, the District of Columbia, and Puerto Rico, provides basic education, vocational training, counseling, health care and other similar services to disadvantaged young men and women, ages 16 through 21, and prepares them for employment and responsible adulthood.

- Youth Incentive Entitlement Pilot Projects have assisted youth, ages 16 through 19, most in need of completing high school in order to meet career goals.

- The Youth Community Conservation and Improvement Projects, organized by private nonprofit organizations, have provided employment on community sponsored projects for unemployed youth 16 through 19 years old.

- Designed specifically to enhance job prospects and career goals of youth, ages 14 through 21, who have severe problems entering the labor market and come from families with income meeting certain criteria, the Youth Employment and Training Programs were developed.

- Economically disadvantaged youth, ages 14 through 21, receive benefit of employment and training assistance during the summer months via the Summer Youth Employment Program.

- The Young Adult Conservation Corps provides persons 16 through 23 years of age experience in various occupational skills through work on conservation and other types of projects.

While these do not comprise all of the federally funded youth employment programs during the 1970s, they have reached a significant number of youth and enjoyed extensive funding. During 1979 almost 1 million youth participated in the Job Corps, Summer Youth Employment Program or the Young Adult Conservation Corps. During that same year these programs were funded in the amount of 1.25 billion dollars, which does not include the amount of matching funds contributed by states, counties, cities or private citizens.⁵

With a healthy emphasis on youth employment being generated during the 1970s, the end of that decade saw continuing concentration on such programs by eminent and nationally recognized bodies. With the conclusion of deliberations by the National Advisory Committee for Juvenile Justice and Delinquency prevention, which was established by the Juvenile Justice and Delinquency Prevention Act (Public Law No. 93-415 as amended by Public Law No. (5-417), came the publication of Standards for the Administration of Juvenile Justice in 1980. This document presents several delinquency program strategies which address youth employment. While somewhat similar to those earlier cited standards from the 1976 publication, Juvenile Justice and Delinquency Prevention (1976), it is important that they be recognized since they are meant to establish a trend for the decade of the 1980s, and the document within which they are contained is currently the most contemporary publication of its kind:⁶

- PREPARATIVE AND SUPPORTIVE COUNSELING

Provision of assistance to youth in overcoming personal problems in relation to obtaining and maintaining employment.

Typically, an absence of skills possessed by an individual entering the job market permits only a limited number of employment opportunities. With regard to the youth who may have dropped out of school, holds a police record or is a victim of age, race or sex discrimination, the problem is intensified.

- CAREER EDUCATION

Provision by the educational system in conjunction with either appropriate community resources of career experiences in specific areas of employment.

Relating education to employment makes learning more than an intellectual exercise. It prepares a juvenile for entrance into the world of adults. Exposure to different career alternatives and work-study arrangements provide stimulation and challenge, positive role models, and a rewarding enriching educational experience.

- EXPANSION OF EMPLOYMENT OPPORTUNITIES

Implementation of a comprehensive employment program strategy through a cooperative effort by government and private enterprise to expand the number of available jobs.

The National Advisory Committee for Criminal Justice Standards and Goals recommended that government encourage youth employment by creating public service jobs and by providing direct tax incentives to employers who create new job opportunities. This will encourage private enterprise to consider the employment needs of youth and induce them to work harder at providing employment opportunities.

- COMMUNITY JOB PLACEMENT INFORMATION

Provision of readily accessible job placement and information services to assist youth in obtaining employment.

Job placement and information services can perform many functions among which are: "conduct an outreach campaign to involve the community in youth employment; open the lines of communication between potential employers and juveniles; identify skills and counsel juveniles in terms of realistic employment expectations; retain the availability of job training programs; insure reaching a wide range of juveniles; and maintain updated knowledge of current opportunities for youth, counsel youth with regard to resume preparation and interviewing

techniques and create practical work experiences during the academic year.

•AGE AND WAGE RESTRICTIONS

Review of legislation that affects youth employment to ascertain methods of expanding youth employment opportunities without exposing youth to substantial health and/or development risks.

Legislation affecting youth employment should be reviewed and modified in order to expand youth employment opportunities. Of primary concern is that age restricting legislation isolates juveniles from a major part of their world. Academic educational alternatives are not always well suited to all youth, and where academic training is not an enhancing experience for juveniles, employment becomes an attractive option. Without this kind of meaningful alternative to school, juveniles may turn to delinquent behavior.

Thus, the country moves into a new decade with a fresh and substantive set of standards - or in this case, strategies - for youth employment. However, implementation, of such strategies, as well as the continuing efforts necessary to perpetuate previous and appropriate recommendations, will require vast sums of public funding. Therein lies the dilemma, for the prognosis for continuing and increasing funding is poor. Indicators are present that the 1980s are destined to be an era of austerity with federal, state and local budget cutting measures, and a general reexamination of fiscal priorities. Consequently heretofore effective youth employment programs and services will suffer the financial fate destined for other human and social services.

To forestall the total dismantling of effective programs requires strong local concern and participation. Existing programs must be evaluated from a perspective of services rendered, cost benefit and long-term effectiveness; a reallocation of existing dollars must occur to fund programs meeting evaluation criteria; and most important, communities must dedicate special attention and effort to those programs. Such steps are vital, because not only are unemployment and underemployment factors which contribute to delinquency - though that is reason enough - but an "employed community" is one with healthy self-esteem and self-image, progressive economic and social growth, and most important a place where equal opportunity abounds for all its citizens regardless of race, sex or age.

YOUTH EMPLOYMENT IN OKLAHOMA

During the early years of the 1970s, minimal emphasis was placed on youth employment. Youth In Trouble--A Shared Concern (Volume I) contained only four recommendations directly related to youth employment, and those spoke primarily to the issues of child labor laws, vocational curriculum in public schools and advocacy in behalf of job opportunities programs. This does not imply that those were not important issues, but these were more conceptually based than action oriented. However, subsequent to 1971,

juvenile justice and youth serving professionals began to have more appreciation for a comprehensive realm of youth employment opportunities, as evidenced by the wide array of recommendations coming from annual Statewide Juvenile Delinquency Conferences (approximately twenty-five such recommendations can be credited directly to conference participants from 1971 through 1980).

A reflection of current attitudes concerning youth employment can be found in the results of a recent statewide survey. When asked what "Services to youth in trouble that do not exist in your community that are needed?", only 8.7% of the community based respondents expressed "Youth Employment" - a ranking of 6 out of 9 responses. However, when asked "What services to youth in trouble now existing in your community that you feel are insufficient?" 25.5% of the same respondents answered "Youth Employment", which represents a ranking of 1 out of 8 services deemed as insufficient. Forty-three percent of the 988 respondents answering "What does your entity see as the greatest need in (public education) curriculum for the prevention of delinquency?" selected either "Vocational" or "Work Study" programs (vocational 28.3% and work study 14.7%). When asked "What does your entity desire to be the primary goal of an alternative education program?", 348 of the 1,212 respondents (28.7%) answered "Vocational Training" (16.8%) or "Employment (11.9%).⁷ While these results may not be conclusive, they do set forth current specific thoughts about youth employment as a vital part of an overall continuum of services based on a decade of experience and experiment.

During the past decade a major portion of the youth employment programs in Oklahoma have been established as a result of the Comprehensive Employment and Training Act (CETA) of 1973. CETA funds, from the U.S. Department of Labor's Employment and Training Administration, have been allocated to six prime sponsors in the state: the Department of Economics and Community Affairs (DECA), which has administered program funds to 70 of the state's 77 counties; Cleveland County; Comanche County; the Oklahoma City Consortium, which includes Oklahoma City, Canadian and Logan counties; Oklahoma County (excluding Oklahoma City); and the Tulsa Consortium comprised of the city of Tulsa, Tulsa County and Osage County. Many millions of dollars have flowed through these sponsors to underwrite various employment and training programs for youth, among which has been the Youth Employment and Training and Summer Youth Programs. However, as of the end of the 1980-81 federal fiscal year (September 30, 1981) CETA sponsored youth employment programs were virtually nonexistent as a result of recent federal budget cuts. Currently there is legislation permitting continuation of programs at reduced levels. As yet, however, there have been no appropriations for their funding. At the moment the future of CETA sponsored programs in Oklahoma is uncertain and bleak, as is the case nationwide. This condition will undoubtedly have significant and negative effects on youth employment efforts during the 1980s.

In addition to federal funding of youth employment programs in the state, the Oklahoma Crime Commission has participated in funding programs specifically related to juvenile delinquency prevention and rehabilitation. One of the earliest efforts (even before the advent of CETA funds) was the Governor's Youth Opportunity Program, a youth employment oriented program, funded during 1971 in the amount of \$109,811. In 1971, the Juvenile Delinquency Committee of the Oklahoma Crime Commission, in an effort to more

effectively respond to high rates of delinquency, substance abuse, school drop outs and other forms of youthful antisocial behavior, in addition to significant rates of teenage unemployment, developed the "Youth Employment Opportunities" funding category. The resulting program description was broadly defined, yet the Committee set forth that programs funded would specifically provide alternatives to adjudication; employment orientation, counseling and training for youth in danger of becoming delinquent; part-time employment for youth referred by courts; and demonstration projects on orientation to the world of business and free enterprise. The primary intent was to encourage innovative approaches for integrating youth employment as a part of the total effort for addressing the issue of youth in trouble.

Since the inception of the "Youth Employment Opportunities" category, the Crime Commission has funded three programs. In 1977, and again in 1978, the Moore Youth and Family Center was the first recipient of funding under this category. During 1979, two other programs - the Council for the Resocialization of Ex-Offenders (C-R-E-O and the Native American Training Farms, Inc. were funded. During the 1970s, total funds directly allocated and awarded by the Oklahoma Crime Commission specifically for youth employment programs amounted to \$207,584.⁸

Not all programs developed during the last decade have been directly related to federal or state funding initiatives. Many agencies have responded to delinquency by independently developing youth employment programs. Most notably have been programs resulting from efforts to develop juvenile restitution programs. All three metropolitan juvenile bureaus - Comanche, Oklahoma and Tulsa Counties - have established restitution programs incorporating youth employment components. Likewise, many Youth Services Agencies across the state have developed such programs in order to enhance the restitution efforts of the Department of Human Service's Court Related and Community Services (CRCS), as well as the local courts of juvenile jurisdiction.

The current status of youth employment in Oklahoma is positive and healthy, and holds forth considerable prospects for the 1980s. The professional community has developed a sophisticated, yet realistic, concept of youth employment programs, the needs and benefits in terms of not only delinquency prevention and rehabilitation processes, but most important how the full and long range potential of adolescents and young adults can be nurtured through employment and training opportunities. Yet, future prospects are dim for funding new efforts, or maintaining existing, effective programs. To this dilemma we must really speak if an already proven approach to youth assistance is to thrive as a part of our overall continuum of services in Oklahoma.

RECOMMENDATION

Following is the list of recommendation on the topic of Youth Employment with priorities ranked 1,2, or 3 with 1 representing the highest number.

PRIORITY

General:

- 2 Increase communication between school counseling personnel, vocational technical counselors and local private business.
- 1 + Initiate legislative action regarding vocational-technical education facilities to allow admissions to programs of students attaining a minimum prescribed age, regardless of grade level and/or academic record.
- 3 Since many youth employment programs are recipients of multiple funding, coordinate youth job placements through public schools in order to enable maximum number of youth gainful work experience opportunities.
- 2 *+ Develop vocational readiness programs beginning in the elementary school to familiarize the child with the concept of work and to promote creative ways to approach the task of choosing a career or occupation.
- 2 + Address the restrictive problems of youth employment, i.e., age and wage restrictions, labor laws, etc.
- 2 + Support development for programs for the employment of the socially and economically disadvantaged youths, particularly those who are also juvenile offenders.
- 2 *+ Develop an increased scope and variety of workstudy programs designed to remove artificial barriers between the world of education and the world of work; with the entire community becoming a resource for realistic workstudy programs.
- 2 Provide matching incentive funding to private businesses who hire youth, i.e., tax deductions.
- 2 Promote career awareness curriculums that will familiarize youth with concepts of employment.
- 1 + Continue maximum level of support in developing and maintaining quality community based services such as group homes, youth services, Court Related and Community Services, employment and education programs.
- 2 + Individual communities assess youth employment circumstances and concentrate efforts to develop programs to meet needs.
- 2 *+ The Oklahoma State Employment Service expand its job placement services for youth. These services should include close follow-up and supportive counseling after job placement, particularly for delinquent youths who typically have a history of unsuccessful dealings with adults and authority.

PRIORITY

- 2 The Oklahoma State Employment Service complete an extensive study of statewide youth employment needs. Consideration should be given to community situations, i.e., employment skills programs are needed in areas where jobs are available; however, funds should be made available to communities for job opportunities where adequate numbers of jobs do not exist.

Restitution

- 1 Fully compensate those sustaining monetary or property loss as a result of juvenile perpetrated offenses regardless of whether they be victims or insurers, with restitution to the victim to be accomplished first.
- 2 + Explore (restitution) alternatives through: Legislative exemption; a method of providing insurance; or, waiver to relieve liability of the beneficiaries of symbolic or work restitution, or court ordered work programs pursuant to 10 O.S. 114.6 to the end that children could discharge work obligations without victims, employers, or others being liable for non-intentional injuries.
- 2 + Generate uniform (restitution) standards and procedures, and effect statewide utilization of those standards and procedures.
- 2 + Enhance employment of restitution programs and increase the awareness of victim's needs.

Special Concerns



*The hole and the patch should be
cor nsurate.*

Thomas Jefferson

Special Concerns

A report of this nature is seldom able to deal in depth with every element of its subject. To do so with a subject as vast as that pertaining to troubled and troubling youth would require an exhaustive effort to review and examine every factor and circumstance affecting children from the prenatal to post-juvenile period of development. Inevitably, even the best intended enterprise would result in missing information or forgotten issues.

The Council determined that this report would contain eight major issues - Adjudicatory Categories, Detention and Jails, Residential Care, Training and Manpower, Education, Health Care, Substance Abuse and Youth Employment. However, during the course of their deliberations the Council continued to discover other topics which also merited some special, though limited, attention. Economic and Population Change, Foster Care, Institutional and Community Care, Mental Illness, Metropolitan and Rural Differentials, and The Indian Child Welfare Act of 1978. These topics should not be viewed as less important than those selected for primary emphasis but as factors vital and interrelated to any considerations pertaining to troubled youth.

Special Concern topics are not presented in concert with extensive narrative or background information. Their titles alone should alert juvenile justice and service personnel as to how they relate to that system. Instead, each topic is presented with various critical issues identified by the Council.

A critical issue is not a recommendation, even though it may take on such an appearance, but is an issue that, in the estimation of the Council, requires extensive consideration and examination. All are significant within the framework or efforts, services, and programs pertinent to the special concern within which they fall.

ECONOMIC AND POPULATION CHANGES

As in 1971, Oklahoma's continuing economic and population fluctuations have a definite impact on juvenile justice and service system planning (in Youth In Trouble--A Shared Concern, Volume I, "Areas of Rapid Economic and Population Change: was considered a special concern topic). Oklahoma is a "sunbelt" state experiencing not only a steady migration from other areas of the country, but also low unemployment, rapid industrialization - especially in the energy industry - and a high level of prosperity. However, to reiterate a statement taken from Youth In Trouble I, "prosperity, like poverty, can create stress in communities, in families, and in children."

The Council sees the following as major critical issues:

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- Regionalization of services.

- Future funding of services and programs, particularly in view of diminishing public (federal, state, and local) funding sources.

- The impact on Oklahoma's current high level of prosperity, and low employment, when the petroleum industry does decline (it has been predicted that the current "oil boom" will last approximately 10 years).

- The significance of an accelerating population migration into Oklahoma.

- The implication of tax incentives for businesses and industries locating in Oklahoma, and how reduced taxation of those entities influence the availability of public funding of services.

- The importance of recognizing and accurately interpreting economic and population factors when developing services.

FOSTER CARE

In light of the recently enacted "Foster Care Review Law", and recent deinstitutionalization trends and demands, foster care is viewed as a current concern likely to become even more prominent in the future. While once seen as a service primarily associated with abused and neglected children, the Council views foster care as being an alternative with potential use throughout the entire juvenile justice and service continuum.

The Council sees the following as major critical issues:

- Foster care for older, hard to place children.

- Foster care for delinquent children and children in need of supervision.

- Implementation, funding and confidentiality considerations involved in the foster care review process.

- The need for outside, independent evaluation of the foster care review process.

- The time required for the foster care review process to function before valid determinations about effectiveness can be made and before tampering with the law.

INSTITUTIONAL AND COMMUNITY CARE

During the past decade considerable focus has been on deinstitutionalization and the development of more extensive networks of community based services. Because of the polarization that has resulted, this issue has often been presented in terms of Institutional versus Community

Care--an "either/or" proposition. The Council believes that neither can stand alone, but must function in a complementary fashion if they are to be utilized in the most appropriate and effective way.

The Council sees the following as major critical issues:

- Refinement of the process for making decisions to use institutional or community services.

- Exploration of the most effective use of public and private care.

- The need for standards and levels and care.

- Accessibility of services statewide.

- Adequate funding for both institutional and community care programs.

- Development of a full spectrum of complementary institutional and community services.

- The circumstances of many youth going in and out of institutions because of administrative (political, legal, economic, and capacity limitations) considerations, rather than for what is best for the youth and community.

- The potential for "client advocates", placed at all child serving agencies, to ensure the rights of the client.

- Recognition that institutional and community care should represent a continuum of services necessary for meeting the treatment and rehabilitation needs of the client.

- The adequacy of the number and kinds of institutional and community care services.

MENTAL ILLNESS

Mental illness is a particularly important special concern by the Council, inasmuch as many issues pertaining to youth in trouble are representative of circumstances closely related to mental illness. As examples, substance abuse is often a symptom of mental illness; the abused neglected child is most certainly a high risk candidate for mental illness; and, the issue of health care cannot be adequately addressed without recognizing its relationship to mental health.

The Council sees the following as major critical issues:

- Separate adjudicatory category for children in need of treatment.

- Teacher training for early identification of mentally ill children.

- Early identification, assessment and treatment of mentally ill children.

- Grade school counselors specializing in mental health.

- Hereditary factors in relationship to mental illness (disorders are not inherited, but the potential for such diseases are).

- Joint Department of Mental Health/Department of Human Services assessment-service-placement teams to assist courts in making appropriate dispositions.

- Treat the family as well as the mentally ill child.

- Is the delinquent or the child in need of supervision "Bad" or "Mad"?

- Large numbers of youth not served because of the selectivity of facilities.

- Needed expansion of existing mental health treatment services.

- Special programs for the aggressive, violent mentally retarded and/or brain damaged children.

- Gaps in treatment services for children in Oklahoma's mental health system.

METROPOLITAN AND RURAL DIFFERENTIALS

Metropolitan and rural differentials cause significant problems when planning for comprehensive services within the state. Differences in the incidence of delinquency, philosophy and attitude, social and economic factors, and resource availability are all important considerations which often times vary drastically from metropolitan to rural regions. Political, economic and population strengths are serious realities contributing to gross inequities affecting funding, development of services and programs, and ultimately the capability for delivering services to youth, families and communities in need.

The Council sees the following as major critical issues:

- Diversion practices suffer because more services are available in metropolitan areas while less are available in the rural regions.

- Regionalization of services.

- Anticipated influx of people from metropolitan to rural areas in search of a better quality of life.

- The majority of the youth committed to institutional care are from metropolitan areas, yet most institutions are in rural areas.

- The problem of inducing adequate numbers of trained, skilled professionals to relocate in rural areas.

- Professionals in the rural areas are often being lost by private business and industry, particularly to the petroleum industry, because of higher pay.

INDIAN CHILD WELFARE ACT OF 1978

Because Oklahoma has a significant Indian population the Indian Child Welfare Act of 1978, and how it impacts the delivery of services to all children in need was deemed a special concern by the Council. The provisions of this Act are seen as contrary to the basic philosophy that all children have a right to equality of services and care.

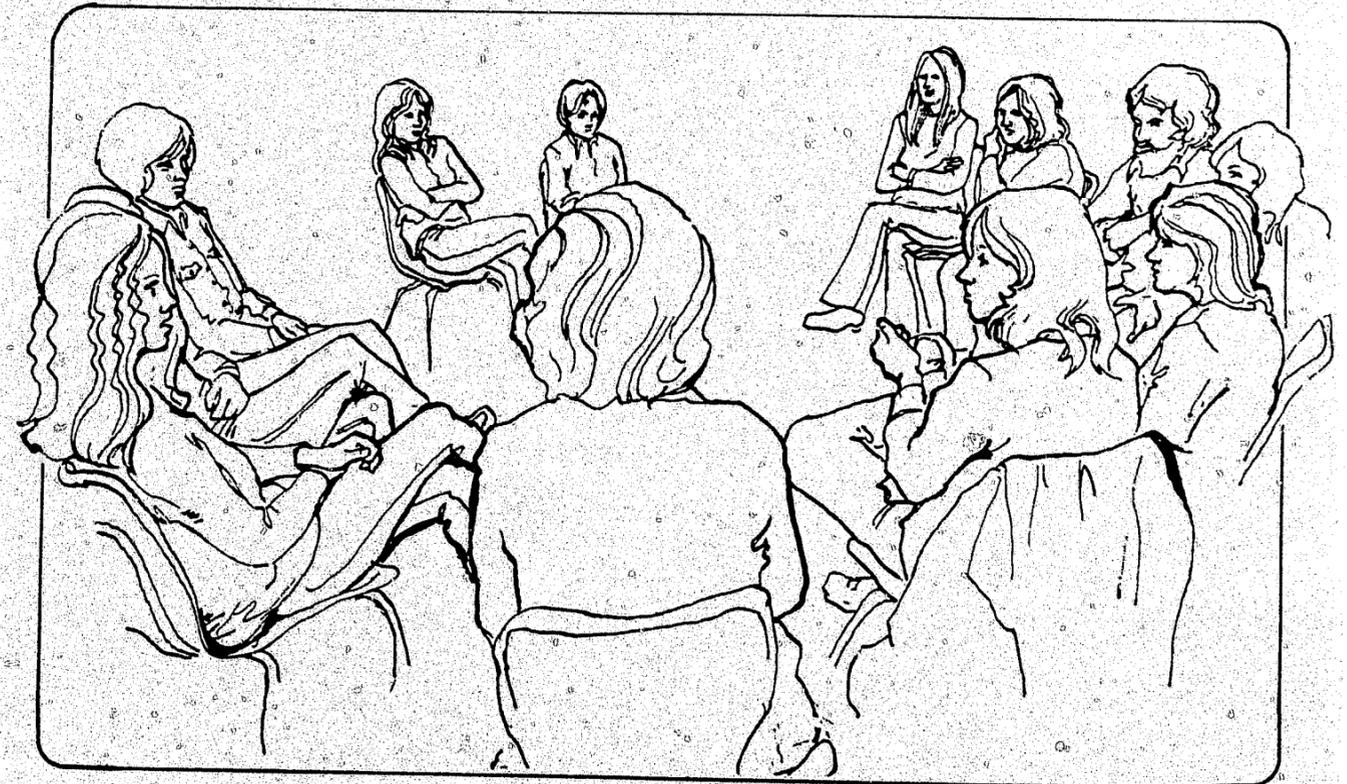
The Council sees the following as the major critical issue:

- Under the provisions of the Indian Child Welfare Act, wards of Indian Tribal Courts do not have access to existing state resources and services available to non-Indian youth.

Statewide Survey

Research is to see what everybody else has seen, and to think what nobody else has thought.

Albert Szendt-Györgi



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Statewide Survey

In August of 1980, at the direction of the Oklahoma Council on Juvenile Delinquency, the Council's staff initiated a statewide survey on juvenile concerns. The purpose of the survey was to develop base information from which planning in the juvenile area for the next decade would be done. The survey was disseminated throughout the state in late August, and the returned surveys were coded and computerized for detailed analysis in late September, 1980. A report on the preliminary results was shared with the Council members and participants at the Statewide Conference on Juvenile Delinquency held in Oklahoma City on October 14 and 15, 1980.

The survey was designed to assess the concerns along a broad spectrum of services to juveniles - (1) education; (2) law enforcement; (3) community based, social service agencies; and (4) residential care facilities. In order to bridge these divergent areas, four versions of the instrument were utilized. All had twenty-seven questions in common, including a number of identifiers (entity function, location, size, etc.) and a number germane to all surveyed (assets and dangers facing the entity, staff turnover, clientele composition, etc.) Following the common questions, each version asked specific questions related to one of the four areas.

Surveys were mailed to all entities in Oklahoma that deal directly with juveniles. Rather than select a random sample of this population, a decision was made to poll all affected entities. Thus 1779 surveys were distributed to a variety of organizations including:

Courts with juvenile jurisdiction in each state
judicial district

High Schools

Junior High/Middle Schools

Regional Educational Service Centers

Community Mental Health Centers

Child Guidance Centers

Police Departments

Sheriff's Offices

- Youth Service Centers
- Children's Institutions
- Social Service Agencies
- District Attorneys
- Public Defenders
- Big Brothers/Big Sisters Organizations
- Boy Scouts/Girl Scouts
- Salvation Army
- Job Corps
- Advocacy Groups:
 - Oklahoma Alliance for Children
 - League of Women Voters
- Department of Human Services:
 - Court Related and Community Services
 - Division of Institutional Services
 - Division of Child Welfare
 - Division of Services to Adults and Families

By polling all of the above entities within the State of Oklahoma, it was anticipated that results would be more useful in planning for the next decade. The return rates for each of the four versions of the survey instrument were:

	Returned	Total	Rate
Community Based Services	355	438	81%
Law Enforcement	211	409	51%
Education	480	883	54%
Residential Care	34	47	72%
TOTAL (all versions)	1080	1779	61%

The overall return rate of 61% is acceptable for mail surveys and speaks well for the interest and concern of those working with children and adolescents in Oklahoma.

The returned surveys were coded and placed on file in a computer. The results were given as simple, cumulative frequency and percentage such as follows:

Response	Entity Function	Frequency	Percentage
Education		460	43.4%
Mental Health/Child Guidance		59	5.5%
Youth Services		56	5.2%
Law Enforcement		164	15.4%
Judicial		42	3.9%
CRCS/DCW (DHS)		138	13.0%
Residential Care		25	2.3%
Ethnic/Religious Org.		3	.2%
Advocacy		5	.4%
DSAF (DHS) and Other		105	9.9%
No Answer		2	.1%

Response	Greatest Single Dilemma	Frequency	Percentage
Staff Burnout/Turnover		269	25.4%
Funding		429	40.5%
Negative Community Support		89	8.4%
Administration		17	1.6%
Training		95	8.9%
Other		97	9.1%
No Answer		63	5.9%

In addition to these frequencies, computer analysis allowed simultaneous examination of two questions. This permitted the inspection of responses on variables such as geographic area, entity function, or rural/urban dimensions. An example is an analysis of the questions cited in the two above tables.

This analysis permits a closer inspection of the greatest dilemma facing various portions of the juvenile system and a focus of specificity is gained. For example, the problem of staff turnover was listed as the single greatest dilemma by one-fourth (25.4%) of the respondents. However, with the analysis, turnover was indicated as less than that average by law enforcement (15%), education (18%), and youth services (14%). Turnover was perceived as an acute problem by employees of the Department of Human Services with 57% of those responding from the divisions of CRCS and DCW indicating it as the major problem, and a corresponding 45% from the DHS division, DSAF. Thus, turnover is a more acute problem in the Department of Human Services than in other sectors of the juvenile system. (Chart A)

Funding was indicated as the major problem by law enforcement (54%), education (50%) and youth services (57%), while the employees of the Department of Human Services indicated this problem at a much lower rate (7% and 14%).

Training, indicated as the major problem by an average of 8.9% of all respondents, was an especially acute problem for the Divisions of CRCS and DCW, perhaps related to the problem of turnover. Youth services also indicated a higher than average need for training (11%), more so than residential care (8%), education (8%) or mental health/guidance (5%).

The above illustrates the differential analysis possible through the simultaneous examination of two items from the survey. Such analysis was done on a number of items reflecting a variety of issues. Some of these of particular interest are given on the attached charts.

In the perspective of diminishing financial resources during this decade, the analysis of the following items, entity functions and the service impact of a 10% funding decrease is made. (Chart B)

The examination of the decrease in services occurring from a 10% budget cut by service function indicates that, while most indicate that they would survive, there would be differential effects. Those with statutory or legal bases for their existence (judiciary, law enforcement, CRCS) were not so concerned as other entities in terms of impact or survival. However, a 10% budget cut would restrict at least 20% of services in a significant portion of several functions. Hardest hit would be youth services, which indicated that 45% of their programs would be restricted at least 20%. Also cutting back a like amount would be 33% of ethnic/religious organizations, 27% of mental health and guidance centers, 22% of law enforcement entities, and 20% of advocacy and residential care facilities.

The examination of the primary service barrier by geographic area indicates the most prevalent and pressing barrier is lack of parental support (29% statewide). Additional barriers of significance (indicated by more than 18%) were lack of community awareness and insufficient planning in Oklahoma and Comanche Counties, indicating a problem fairly restricted to these

metropolitan areas. Other significant barriers were distance in the Northwest area of Oklahoma and social stigma in Tulsa County. (Chart C)

Within education in Oklahoma there is a strong push for alternative education for juveniles. The high schools, junior highs and middle schools were surveyed as to the primary goal of an alternative education program. The results are given below:

Goal of Alternative Education Program		
Response	Frequency	Percentage
Return to School	139	11.4%
Graduation	82	6.7%
Preparation/Completion GED	99	8.1%
Employment	145	11.9%
Vocational Training	203	16.7%
Academic Remediation	62	5.1%
Delinquency Prevention	104	8.5%
Behavior Modification	168	13.8%
Socialization Skills	85	7.0%
Practical Survival Skills	110	9.0%
Did Not Answer	15	1.2%
TOTAL	1212	

From the above results, it appears that there is no clear consensus as to the goal of an alternative education program within education, although in Chart D alternative education was rated highly as being a needed service. Lacking a consensus of role of alternative education, it would be difficult to assess accurately its need. Perhaps alternative education is seen as a panacea for juvenile problems by some at this time.

The examination of the results of the question on currently needed services by town size shows a strong need for group homes, especially in towns with a population from 1,000 - 75,000. For towns less than 1,000 population, the strongest expressed service need is youth employment. Additional needed services significant in the mid-sized (1,000 - 75,000 pop.) towns were drug treatment, alternative education, and residential treatment. For large cities (above 75,000 pop.), the most commonly noted response indicated no additional services were needed. Relating this to earlier examples, apparently increased planning and coordination, rather than increased services, are needed at this time in the more urban areas.

The attached charts are a small sample of the information derived from the 1980 statewide survey. The results obtained were presented and incorporated into the recommendations made by the various task forces of the Oklahoma Council on Juvenile Delinquency.

The survey represents a major undertaking in the juvenile area. Rarely can a survey reach the entire population of those under investigation, as was the case with this study. The immensity of this project and the great number of hours spent analyzing responses allow for greater validity of its results.

CHART A

Function	Dilemma							Total
	Turnover	Funding	No Community Support	Administration	Training	Other	No Answer	
Education	18%	50%	10%	1%	8%	6%	(31)	460
Mental Health/ Guidance	20%	47%	12%	2%	5%	14%	0	59
Youth Services	14%	57%	7%	2%	11%	5%	(2)	56
Law Enforcement	15%	54%	8%	4%	9%	5%	(9)	164
Judicial	10%	26%	12%	5%	2%	26%	(8)	42
CRCS/DCW	57%	7%	4%	2%	18%	9%	(4)	138
Residential	40%	40%	0	0	8%	8%	(1)	25
Ethnic/Religions	33%	33%	0	33%	0	0	0	3
Advocacy	20%	60%	0	0	0	0	(1)	5
DSAF/Other	45%	14%	7%	0	8%	22%	(5)	105
No Answer	0	0	0	0	0	0	(2)	2
Total	269	429	89	17	95	97	63	1059

CHART B

Decrease in Service with 10% funding cut	No Change	5%	10%	20%	Greater Than 20%	Close Entity	Not Applicable	Total
Education	11%	15%	37%	7%	9%	1%	17%	460
Mental/Health Guidance	7%	14%	37%	15%	12%	0%	8%	59
Youth Services	2%	11%	32%	18%	27%	0%	11%	56
Law Enforcement	20%	5%	22%	12%	10%	2%	27%	164
Judicial	26%	5%	5%	5%	5%	0%	55%	42
CRCS/DCW	17%	14%	26%	9%	8%	0%	22%	138
Residential Care	28%	8%	40%	0%	20%	0%	0%	25
Ethnic/Religious	33%	33%	0%	33%	0%	0%	0%	3
Advocacy	0%	0%	40%	0%	20%	0%	20%	5
DSAF/Other	14%	13%	28%	8%	7%	0%	25%	105
No Answer	0%	0%	0%	0%	0%	0%	0%	2
Total	144	131	324	93	107	9	215	1059

CHART C

Primary Barriers to Service	Geographic Area										Total
	Okla. Co.	Tulsa Co.	Com. Co.	N.W.	S.W.	S.C.	S.E.	N.E.	N.C.	Statewide	
No formalized relations	11%	0	6%	6%	3%	4%	4%	3%	3%	7%	36
Lack of parental support	22%	21%	24%	18%	27%	24%	30%	20%	26%	29%	212
Lack of youth commitment	7%	14%	12%	5%	15%	17%	15%	15%	14%	12%	116
Lack of community awareness	26%	14%	24%	15%	11%	7%	9%	13%	11%	12%	104
Lack of quality services	7%	0	0	7%	5%	1%	6%	8%	4%	2%	43
Lack of Prof. staff	0	14%	6%	14%	7%	12%	7%	8%	9%	10%	79
Distance	0	0	6%	22%	12%	10%	10%	12%	12%	7%	103
Social Stigma	0	21%	6%	7%	11%	14%	11%	11%	10%	2%	87
Insufficient planning	19%	14%	18%	7%	8%	9%	7%	9%	9%	19%	79
No response	7%	0	0	0	1%	3%	0	1%	3%	0	12
Total	27	14	17	107	132	115	117	137	163	42	821

CHART D

Town Size	Currently Needed Services										
	Counsel	Group Homes	Day Trmt	Drug Trmt	Youth Employ	Alt Ed	Rsdnt Care	Court Related	Youth Ser	None	Ans
1,000 or less	7%	13%	13%	13%	20%	13%	7%	0	7%	7%	0
1,000 - 5,000	1%	20%	11%	20%	6%	19%	14%	1%	8%	1%	0
5,000 - 10,000	2%	24%	10%	19%	9%	16%	13%	2%	3%	1%	0
10,000 - 25,000	2%	23%	9%	14%	10%	15%	18%	2%	3%	2%	2%
25,000 - 75,000	0	28%	11%	14%	11%	11%	21%	0	0	2%	1%
Over 75,000	1%	13%	13%	13%	7%	14%	13%	1%	0	21%	3%
No Answer	4%	22%	13%	9%	13%	17%	17%	0	4%	0	0
Total	14	217	104	162	86	156	154	14	39	28	8



Process

*Nodding the head does not row the boat.
Irish Proverb*

Process

The process of developing this report originated with recommendations made at the 1977 and 1978 Statewide Conferences on Juvenile Delinquency. The conferences' participants recognized the potential, positive influence of the Oklahoma Council on Juvenile Delinquency. Pursuant to their recommendations for reactivation of the Council, L. E. Rader, Director of the Department of Human Services, appointed a new Council chaired by Hayden H. Donahue, M.D. The Council's organizational process included the adoption of By-laws with the Council's mission clearly stated:

The Oklahoma Council on Juvenile Delinquency (Council) shall function as an advisor to the Oklahoma Department of Institutions, Social and Rehabilitative Services (Department) in the administration and operation of the Department's Title XX social service and related service programs for juveniles, particularly in the areas of juvenile justice, delinquency prevention and control. This advisory function includes assisting the development of that portion of the Title XX Comprehensive Annual Service Plan (CASP) which identifies and defines the social services made available to juveniles through the Department. Further, pursuant to the Department's responsibilities under Executive Orders and Title 10, Oklahoma Statutes, Sections 601-608, as the State Planning and Coordinating Agency for statewide juvenile justice and delinquency prevention services, this advisory function includes planning, evaluating and disseminating information to the Oklahoma Legislature, public and private agencies, and the public.

The Council membership deliberated various alternatives to carrying out their advisory role and decided to articulate specific goals with objectives toward reaching those goals. From a historical perspective the Council realized the importance to Youth In Trouble - A Shared Concern, not only in Oklahoma but throughout the nation. And the Council proposed a Volume II.

The Department responded to the immense task of such a project by increasing its designated staff to work with the Council and by contracting with the University of Oklahoma for additional staff support. The Council's work plan, designed to allow for maximum participation and involvement of its members, called for (1) a review of Youth In Trouble to identify the status of its recommendations; (2) a review of statewide conferences' recommendations;

and, based on that assessment, (3) a beginning for a statewide plan for the 1980s comparable to Youth In Trouble's contribution to the previous decade.

In 1980 two statewide conferences convened. At the Spring conference the Council presented its assessment and evaluation of progress since Youth In Trouble and solicited participants' recommendations and suggestions for direction in the planning process. Pursuant to these directives Council staff researched current literature and published studies, prepared a bibliography for the Council, and developed a statewide needs assessment survey. Distributed to some 18,800 agencies, schools, judges and law enforcement departments throughout Oklahoma, the survey contributed additional data for use by the Council. At the Fall conference participants deliberated the results of the survey and made further recommendations.

The Council Chairman appointed four Task Forces: Community Based Services, Education, Law Enforcement and Courts, and Residential Care. The full Council identified eight topics of focus for Volume II: Adjudicatory Categories (Delinquent, In Need of Supervision, Deprived); Detention and Jails; Residential Care; Training and Manpower; Education; Health Care; Substance Abuse; and Youth Employment. Each task force addressed each topic individually from the task force's unique area of concern or interest. Council staff now included a professional in the area of social services who was employed to provide the technical writing on the eight topics. The staff edited these recommendations and comments then returned a draft of the topic and recommendations to the full Council for review and further comment. This process yielded a total of 439 recommendations. In October, 1981 the Council reviewed these recommendations, resolving conflicts and providing clarity. Later the Council assigned a priority to every recommendation. The final total of 392 recommendations and the accompanying narrative received approval for Volume II.

To complete this project the Council members have devoted a total of almost 30,000 person hours for regular Council meetings and over 3,000 additional person hours for task force meetings. Also, some 825 people have participated in the statewide conferences involved in this process for a total of 13,200 person hours. Volunteer hours spent in development of Volume II equal 43,800 person hours. Not included is Council staff time and the time spent by individual Council members in reviewing the materials used to develop this document.

The members of the Oklahoma Council on Juvenile Delinquency have refused to rest on the achievement of Youth In Trouble - A Shared Concern with its national recognition and acclaim. Oklahoma's tradition of outstanding leadership in the area of services to children and youth prompted the development of this second statewide plan for the control and prevention of juvenile delinquency.

APPENDIX A: DETENTION CRITERIA¹

OKLAHOMA Criteria for Detention in Secure Facilities--Delinquency

Juveniles subject to the jurisdiction of the court over delinquency should not be detained in a secure facility unless:

- a. They are an escapee from a correctional facility or community correctional program and/or placement;
- b. They are a fugitive from another jurisdiction with an active warrant on a delinquency charge or a conformation of delinquency charges by the home jurisdiction;
- c. They are seriously assaultive or destructive toward others as a result of mental or emotional disorder;
- d. They are charged with a serious property crime or crime of violence of the following type:²¹
 1. anal sodomy
 2. arson in first degree
 3. arson in second degree
 4. assault with a dangerous weapon
 5. assault with a deadly weapon
 6. assault with battery upon a law officer
 7. assault and battery with a dangerous weapon
 8. assault and battery with a deadly weapon
 9. assault and battery with intent to commit a felony
 10. bombs with explosives (includes burglary with explosives)
 11. burglary in first degree
 12. drugs, larceny of controlled
 13. drugs; obtaining by fraud
 14. drugs, unlawful delivery of controlled
 15. drugs, unlawful possession of controlled drugs with intent to distribute
 16. escapee from correctional or other placement facility

17. indecent liberties with a child under the age of 14, taking
18. kidnapping
19. manslaughter in first degree
20. motor vehicle, unauthorized use of a (excludes joyriding)
21. murder in first degree
22. murder in second degree
23. oral sodomy
24. rape, attempted in second degree
25. rape, in the second degree
26. robbery, attempted with a dangerous weapon
27. robbery by force or fear
28. robbery with a dangerous weapon

e. They are currently on probation or parole on a prior delinquent offense; or on pre-adjudicatory community supervision; or currently on release status on a prior delinquent offense; or have willfully failed to appear for juvenile court proceedings during the past 12 months, and they are currently charged with a felony or misdemeanor of one of the following type offenses:

1. arson in the third degree
2. arson in the fourth degree
3. assault
4. assisting escape from an officer
5. breaking and entering
6. burglary in the second degree
7. carrying a concealed weapon
8. concealing stolen property
9. carrying a weapon (other than a gun)
10. drugs, unlawful possession of controlled
11. forgery in the second degree
12. uttering a forged instrument
13. grand larceny
14. marijuana, unlawful possession with intent to distribute
15. motor vehicle, operating while under the influence of intoxicating liquor or drugs
16. negligent homicide (collision)
17. malicious injury and destruction of property

Criteria for the Selection of Shelter Care vs. Release to the Home--Selected Delinquent, In Need of Supervision, Runaway, and Deprived Cases

Juveniles subject to the jurisdiction of the court over delinquency, in need of supervision, runaway, and deprived cases are to be released to the parent and should not be placed in a shelter care unless:

- a. They are eligible for secure detention under the "Criteria for Secure Detention in Secure Facilities--Delinquency:"
- b. They do not consent to go home;
- c. The persons taking the juvenile into custody have been unable to contact the juvenile's parents, custodian, relative or other reasonable persons;

- d. The parents, custodian, relative or other responsible persons contacted live at an unreasonable distance for immediate transport;
- e. The parent or custodian refuses to permit the juvenile to return home, and no other living arrangement is agreeable to the juvenile and the parent or custodian;
- f. They voluntarily request protective custody in writing;
- g. They are a juvenile who has been abused, neglected or abandoned, otherwise known as a deprived child. Deprived children may be specifically defined as children found in one of the following conditions:
 1. Juvenile's current physical or emotional health is or is likely to be seriously impaired by conditions initiated by parent or guardian due to inadequate supervision or protection, i.e., inadequate clothing, shelter, education, health care, although financially able to do so;
 2. Juvenile's current emotional health is seriously impaired due to parent's failure to provide or cooperate with treatment;
 3. Juvenile's current physical or emotional health is, or is likely to be seriously impaired because parents placed juvenile for care or adoption in violation of the law;
 4. Juvenile currently committing delinquent acts as a result of parental pressure;
 5. Substantial risk exists that parent will prevent juvenile from appearing at court;
 6. Juvenile has been sexually abused by parent or guardian;
 7. Juvenile currently is suffering or is likely to suffer physical injury nonaccidentally (physical abuse) by parent or guardian;
 8. Juvenile is not able to care for self and no parent can be located or refuses to have juvenile return home (abandonment).
- h. They are ten years of age or older and there is no person willing and able to provide supervision and care:
 1. Parents or other relatives refuse to sign a written promise to bring the juvenile to the court at such times as fixed by the court; or
 2. A demonstrable recent record exists indicating a history of repeated disregard of parental authority during the past 12 months; or
 3. A demonstrable recent record exists of willful failures to appear at court proceedings during the past 12 months; or
 4. A demonstrable recent record exists of repeated unauthorized absences (runaway) for more than 24 hours from the home during the past 12 months; or

5. Adjudication for serious property or person offenses exists during the past 12 months; or
 6. Charges of three or more offenses have been filed during the past 12 months.
- i. They are out-of-state runaways being held for interstate transport without verification of a prior offense history;
 - j. They are INS or Deprived cases, are ten years old or older, and:
 1. They are an escapee from an institution or other placement facility;
 2. They are fugitives from another jurisdiction.
 - k. They have violated their terms of informal or formal probation.
 - l. They are in danger of imminent bodily or mental harm and no less coercive measure will reduce the risk of injury (see conditions under criteria g. for further definition).

APPENDIX B: A COMPARISON OF CRIME COMMISSION FUNDING
OF CRIMINAL AND JUVENILE JUSTICE PERSONNEL
TRAINING FROM 1970 THROUGH 1979.

FUNDING YEAR	JUDICIAL/ PUBLIC DEFENDER PERSONNEL TRAINING ¹	DISTRICT ATTORNEY PERSONNEL TRAINING ²	LAW ENFORCEMENT PERSONNEL TRAINING ³	JUVENILE PERSONNEL TRAINING ⁴
1970	\$ 15,340	\$ 33,400	-----	-----
1971	118,606	30,000	\$ 400,000	-----
1972	42,281	18,000	490,000	\$ 91,979*
1973	151,200	50,000	100,000	100,000*
1974	156,000	50,000	45,000	97,935*
1975	166,000	90,000	435,784	109,969**
1976	145,000	100,716	400,000	66,164**
1977	123,000	85,000	-----	129,749**
1978	90,000	85,000	336,800	120,000**
1979	97,667	-----	250,000	137,942**
TOTALS	\$1,105,094	\$542,116	\$2,457,584	\$853,738

Total Funding For All Four Categories From 1970-79 = \$4,958,532

- Judicial/Public Defender Personnel Training = 22.29% Of Total
- District Attorney Personnel Training = 10.93% Of Total
- Law Enforcement Personnel Training = 49.56% Of Total
- Juvenile Personnel Training = 17.22% Of Total

¹Subgrantee: Oklahoma Supreme Court

²Subgrantee: District Attorney's Association/District Attorney's Training Coordinating Council

³Subgrantee: Law Enforcement Training Center/Council on Law Enforcement Education and Training

⁴Subgrantee: Oklahoma University/Oklahoma State University (*OU/OSU; **OU only)

Source: Criminal Justice Services Division of the Department of Economic and Community Services -- February 1981

APPENDIX C: THE NATURE OF ABUSED SUBSTANCES

To address adequately the issue of substance abuse by youth requires a definitive understanding of what comprises those substances. While there are virtually hundreds of manmade and natural powders liquids, pills, tablets and capsules that can be ingested, injected and inhaled for their effects on one's perception and state of being, abused substances can be generally classified within seven categories: Alcohol; Depressants; Hallucinogens; Opiates; Marijuana; Stimulants; and Toxic Compounds. What follows is a brief descriptive overview of these categories.

ALCOHOL

Alcoholic beverages include various distilled spirits, fermented wines and brewed products such as beer and ale. The effects of alcoholic beverage consumption range from mild euphoria to stupor or even death, depending on amount and frequency of consumption. Many studies and statistics indicate that alcohol is the most widely used and abused of all substances by youth, as well as adults, and accounts for one of the major causes of traffic deaths.

DEPRESSANTS (Downers)

Depressants include the barbiturates, tranquilizers and sedatives. The effects from taking depressants can range from mild sedation and relaxation to coma and death, depending upon the type of substance used, the state of excitement of the user and the user's degree of tolerance. Coma and/or death is often the result of the combined ingestion of alcohol and depressants.

Barbiturates are highly favored by youth for they are inexpensive, easily concealed, readily usable and often easy to obtain, particularly from the home medicine cabinet. Their use is present within all social and economic levels, and most frequently depressants are obtained through prescription, theft or distribution through friendship networks.

HALLUCINOGENS

The hallucinogens, including lysergic acid diethylamide (LSD), dimethoxymethylamphetamine (STP), dimethyltryptamine (DMT), mescaline and psilocybin among other similar natural and man-made substances. They are a class of drugs that induce marked alteration of normal thoughts, perceptions

and moods. Their effects include euphoria, dizziness, weakness and pupillary dilation followed by distortion of time sense, visual aberration and heightened auditory acuity. The final psychic changes will often include mood swings, depersonalization, distortions in visual images and dissociation of the self from external reality. Due to a rapid development of tolerance, hallucinogens cannot be used on a continuous basis--more frequent use than once every few days will limit the drugs effectiveness for the user.¹

Like barbiturates, the hallucinogens are frequently used by youth. They are relatively inexpensive, easily obtained and concealed and readily usable because they require little or no preparation prior to ingestion.

MARIJUANA

Even though marijuana is classified as an hallucinogen, its nature and frequency of use by youth warrants a separate descriptive category.

Consisting of the dried and cured leaves, stems and seeds of the *Cannabis Sativa* plant, marijuana is usually smoked in a cigarette form. The principal active ingredient in marijuana is tetrahydrocannabinol (T.H.C.). Hashish, a preparation made from the resinous materials of the cannabis plant, usually contains higher concentrations of T.H.C. than does the more commonly used marijuana.

The initial effects of marijuana include feelings of euphoria, enhanced conviviality, mild stimulation or relaxation. Heavier doses may bring about erratic behavior, impaired memory function and attention lapses. With higher and more frequent doses users become withdrawn, less inclined to social interaction, and more likely to experience changes in visual perception, depersonalization, time and sensory distortion and nausea. Marijuana also has a tendency to reduce physical strength and the inclination toward physical exertion.

While marijuana use has been seen as largely a youth activity, it is also frequently used by older age groups. In many instances marijuana is the first illicit drug used by youth, and often the only one used.² Current scientific research neither conclusively disclaims or supports long-term adverse effects of marijuana use.

OPIATES

The opiates, also known as narcotics, are natural or man-made drugs possessing analgesic effects. Among them are opium, morphine, heroin, mepheridine and methadone. Their primary legitimate use is for the relief of pain.

These are the drugs referred to when speaking of addiction or drug addicts. Addiction can generally be defined as a tolerance/withdrawal syndrome, i.e., increased usage increases higher tolerance, and withdrawal occurs with decreased usage; thus, larger and larger doses are required to maintain a continuing effect, and to forestall withdrawal.

The primary general effects of the opiates are pain reduction, drowsiness, mental clouding characterized by the inability to concentrate,

thinking difficulty, apathy, anger in response to provocation and loss of hunger and sex drives. "Certain individuals find this state extremely pleasant, but many pain free people initially experience unpleasant reactions to opiates."³ Obviously long-term dangers of continuing usage can be addiction.

While opiates are used by young people, its acquisition has typically been difficult. When available, costs are usually high, and the risk for dealer, and possessor as well, if apprehended are considerable.

STIMULANTS (Uppers)

Stimulants include amphetamines in tablet or capsule form such as Benzedrine, Dexedrine and Methadrine. Certain amphetamine-like chemicals--Apisate, Preludin, Ritalin, Tenuate--plus cocaine, are included in this category.

The general effects of these stimulants include an increase in alertness, wakefulness, sensations of well-being and decreased fatigue and boredom. They also tend greatly to increase physical endurance and motor and speech activity, thus the term "uppers". Stimulants are also addictive, and with chronic use larger doses are necessary to achieve the same effect. Increased tolerance and use of larger doses may be accompanied by the onset of paranoid psychosis characterized by suspiciousness, hostility and persecutory delusions, visual and auditory hallucinations and thought disorders.⁴

Amphetamine abusers usually take the drug intravenously, with each injection creating rapid excitement (commonly called a "rush") and subsequent sensations of vigor and euphoria. Since amphetamines are often times readily available from the home medicine cabinet, the oral ingestion of the pills or capsules is quite common. Cocaine abusers either inject or inhale the substance and experience similar effects as those accompanying amphetamine use.

Many stimulants, like many of the depressants, are readily available to youth because they are easily and inexpensively obtained, often through legitimate sources.

TOXIC COMPOUNDS

Toxic compounds include various solvents that are inhaled by the abuser, and include airplane glue, cleaning fluids, gasoline, paint thinner, lighter fluid, hairspray, contents of most aerosol cans usually paints and many other vaporous toxic compounds.

The inhalation of toxic compounds acts upon the central nervous system and initially causes effects of intoxication, euphoria, impaired coordination and hallucinations. Other side effects may consist of nausea, loss of consciousness and sometimes coma. Extensive and frequent use can lead to serious physiological, neurological and psychological deterioration and permanent damage including: anemia, liver disorder, kidney disease, bone marrow damage and brain and heart damage. With frequent and extensive use of toxic compounds, in conjunction with the probable physical and neurological disorders, death is not unlikely.

Available statistics, particularly juvenile arrests data, shed little light on the extent of use of toxic compounds, for such data usually becomes a part of the disorderly conduct category. However, the use of toxic compounds by young people, particularly among very young children, is considered by many law enforcement personnel and youth workers to be extensive. This widespread use can be attributed partially to the fact that such substances are usually manufactured and sold for legitimate purposes; therefore they are readily and cheaply available for unsanctioned purchase by youth.

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