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ABSTRACT

This document describes the present activities of and recommends improvements for the Ohio Youth Commission, an organization designed to provide treatment and rehabilitative services for socially deviant youths. (LLR)

# A RECOMMENDED PLAN OF ACTION

# FOR THE OHIO YOUTH COMMISSION

A Cooperative Project by Selected Staff Members of
the Ohio Youth Commission and the Staff
of the Educational Administration and
Facilities Unit of the College of Education
of the Ohio State University

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1971

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## Foreword

The desire of the Ohio Youth Commission to continue its progress in meeting the needs of its clients is best exemplified by the willingness of the Commission to engage outside agencies such as the Educational Administration and Facilities Unit of the College of Education at The Ohio State University to perform a comprehensive study leading to definitive recommendations for the coming years. The complete cooperation of the OYC staff during the course of this data gathering effort emphasizes the dedication and commitment of the OYC personnel.

While the initial aim of the work of the Survey Staff was to provide facility plans, the uniqueness and scope of OYC efforts mandated a more comprehensive study. Although the original intent was to focus all efforts on the educational component, the Survey Staff quickly determined that education is but one of many program elements that operate as integral parts of the Commission. Because education cannot be conducted in a vacuum and because all program elements impinge on, indeed influence educational growth, an intensive effort was made to learn about the total OYC function. Throughout this report it is the purpose of the Survey Staff to detail briefly present procedures and to call attention to needs as perceived and enumerated by both the Survey Staff and the OYC personnel who participated. It is important that this report be viewed as a planning document and that it be used as a springboard to further action by the Commission.

In order to facilitate the gathering of data and because of differences in roles of the various institutions, the Survey Staff and OYC personnel divided into several committees, each of which undertook the study of a particular category of institutions. These divisions were generally but not exclusively defined as follows:

1. The "younger" group--those centers providing for youth in the 10-to 14-year age bracket

2. The "open" group--those institutions and camps housing students diagnosed as needing and being able to cope with an open setting

3. The "closed" group--those facilities caring for youth who fail to adjust to the open setting and/or who are directly assigned "closed" institutions

4. The Steering Committee--over-all planning and coordination with a particular focus on the role of the Juvenile Diagnostic Center

# Introduction

## Social Deviancy Defined

Before entering the formal portion of this report which describes, evaluates, and makes recommendations regarding the programs of the Ohio Youth Commission it would be profitable to look at both the process involved in becoming a delinquent person as well as the personnel needs of delinquents viewed in terms of the most recent experience and research. In order to conceptualize more clearly the task before us, a model developed by Wohlers and Hunt provides a visual tool (Figure 1).

## Becoming a Delinquent

From birth to death, there is a fairly wide range of socially acceptable behaviors within which people live. The range of this behavior is defined by social institutions and while relatively stable, through time there is evidence of much change. On either side of this range of behaviors, there is a discrete but changing line separating behavior within or beyond limits established by law. In other words, while social institutions define acceptable behaviors in social terms, society itself has established a mechanism for defining the limits of deviant behaviors through the legal processes and these limits are defined in laws.

Moving through this range of behaviors are individuals who are judged to be responsible or non-responsible. Non-responsible persons have mental, emotional, or physical defects which make them incapable of adjusting to the range of socially acceptable behaviors. Society provides for them by establishing institutions, hospitals, and other special facilities and/or care programs that will allow them to live out their lives in as complete and comfortable a way as possible or to join the main stream of those who exhibit accepted social behaviors at some later time.

Responsible persons, on the other hand, who move into pre-delinquent or delinquent behavior patterns are considered by society as "changeable" and are so treated. Thus, even though society temporarily removes these persons with deviant behaviors, in order to protect both itself and the individuals, it still expects that efforts will be undertaken to return these individuals to the main stream of socially accepted behaviors.

## Rehabilitating Social Deviants

The nature of this treatment in former times could best be described as punitive. In keeping with our Judeo-Christian tradition, a sinner

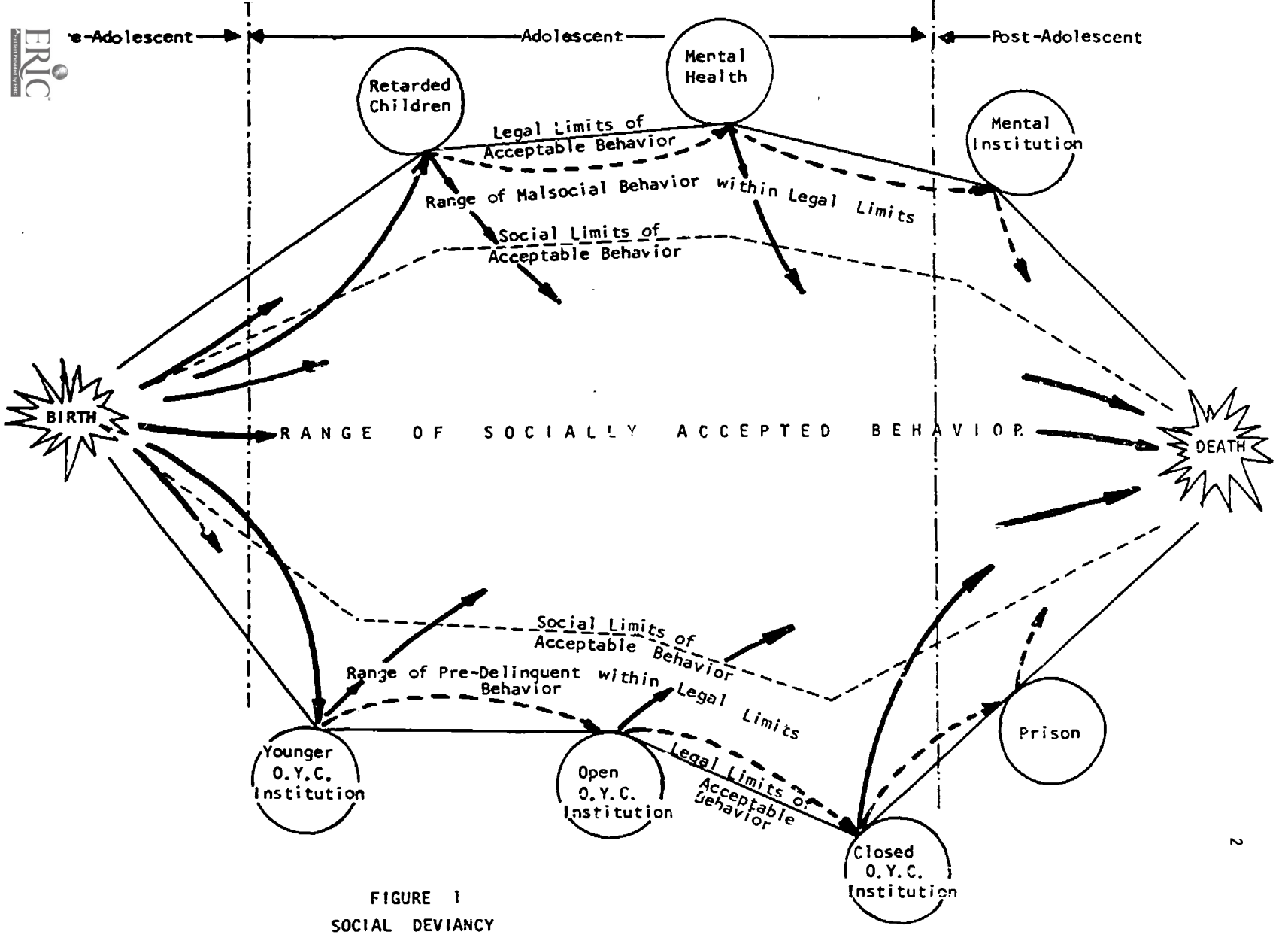


FIGURE 1
SOCIAL DEVIANCY

was "punished" for his "sins" as children were "punished" by their parents when the behaviors manifested were contrary to those expected. Building on this historical foundation, it was only natural for the Puritan Ethic to adopt this approach when dealing with social deviants and by and large, we used punishment, or the threat of punishment to "change" the behavior of these persons in hopes they might be capable of manifesting socially acceptable behaviors upon their return to society.

Philosophically, this approach equates degree of punishment to degree of deviancy so those committing lesser offenses or crimes aganist society received lesser "punishment" with the opposite also being true. In fact, this approach is the basis of the legal statutes of today and its recurring theme is evident with our "get tough" policies when dealing with those persons demonstrating aganist social ills which to them are intolerable.

While one does not doubt that society needs a legal framework within which to maintain itself and to remove temporarily those persons which threaten it, one should be reminded that the law does not in and of itself define a treatment approach to these persons; it merely indicates that the behavior of an individual has gone beyond that point which has been defined by society as acceptable.

Within the last 30 years, there has been a gradual shift away from punishment to training. This change has attempted to identify those understandings, skills, and attitudes held by persons within the mainstream of socially acceptable behaviors and to ascertain the degree of divergence from these by deviant persons. In other words, if a requirement of persons in the mainstream was to become competent reader, the training program prescribed for that person included learning experiences in reading. Other examples would include providing vocational training, training in socially accepted manners, or training in inter-personal relations. The objective of this approach was to put the client in a more favorable position upon his re-entry into society, believing this would allow him to more effectively live in the mainstream of socially expected behaviors.

While this latter approach is a significant improvement over the former one, it yet largely omits that which we know about behavior as well as that which we know about change and the process of changing behaviors. While much of this knowledge-base is new, 20 years ago Snygg and Combs, developing the ideas of Lecky and others, purported as regards the goals of education:

> Advocates of all systems and goals in education agree on one thing--that education, to be effective, must result in a change in the behavior of the person educated. If no change results, the attempts at education have been unsuccessful. It is the primary

thesis of this book that behavior is completely determined by the phenomenal field at the moment of action.[1] From this point of view, then, the process of education is fundamentally a process of change in the phenomenal field. Behavior is determined by the field and the way to change behavior is to change the field.

. . . Traditionally, education has attempted to change the behavior of individuals by bringing about changes in the non-self aspect of the phenomenal field. The main efforts of the traditional teacher are directed toward giving the child information about his environment.

From a phenomenological point of view, this is a valid objective of education; but it is not the basic one . . .

As long as our schools persist in attempting to direct the child into activities which do not provide him with opportunities for immediate self-enhancement, children will show great ingenuity in avoiding these activities. They must do so in order to concentrate on their immediate personal problems, which are the only things important to them . . .

. . . One of the primary reasons for the ineffectiveness of our formal methods of teaching is that facts exist in the phenomenal field of an individual only if they have personal meaning for him . . .

No two people ever share the same phenomenal field . . . Because each fact and field of subject matter thus has very different meanings to different people, efforts to reform education by changes in the curriculum, although helpful, are bound to fall short of expectations . . .

To be really effective, education will have to accept the task of dealing with the whole phenomenal field of the individual, of planning changes in his perception of himself as well as in his perception of his environment . . .

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[1] Phenomenal field refers to the basic postulate that "All behavior, without exception, is completely determined by, and pertinent to, the perceptual field of the behaving organism. It is also referred to as the personal field, behavioral field, and psychological field."

> . . . Since behavior must be appropriate to the phenomenal self, changes in the phenomenal self are invariably followed by changes in behavior.[1]

Although this document is not intended to explore the theoretical and philosophical foundations of behavior, the above references clearly indicate that if our goal is to change the behavior of socially deviant persons, the rehabilitative programs currently in existence will continue to fall short of this goal since they are not defined or structured to deal with the person's perception of himself which, in terms of Snygg, is the self-part of his phenomenal field.

## Needs of Deviant Youths

In addition to not reaching the self-part of the phenomenal field there is a general lack of understanding and/or agreement on the needs of deviant youth. Although many individuals within the Commission do have a broad understanding of these needs, this understanding has most often not been translated into current programs and confusion reigns regarding client needs. In part this is due to the difficulties of defining deviancy in legal terms, and also, in part, it is due to the multiplicity of factors, many of which are yet undefined, in providing treatment programs in those areas of client need with which we are already familiar.

Nevertheless, the tide of young people coming into unfavorable contact with law enforcement officials as a result of committing anti-social deeds is continuing to swell to alarming proportions. There are many who explain this phenomenon as a manifestation of the type of society in which we live . . . rapid pace, increasing population density, deteriorating family life, etc. As a result of their deeds many children are branded as delinquent, yet there is great difficulty in defining this term.

In seeking a definition of delinquency one need not turn to the statutes presently in the law books. In most cases laws are specific only in relation to serious adult offenses such as murder, assault, robbery, burglary, etc. Children are delinquent if they are found guilty of breaking any of the federal, state, or local laws designed to control adult behavior. Statistics, however, reveal that these serious offenses account for only a small proportion of the misdeeds of children. Most of the behaviors that get children into difficulty with police and the courts come under a much less definite part of the law on juvenile delinquency. For example, Illinois law defines a

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[1] Donald Snygg and Arthur W. Combs, Individual Behavior, New York: Harper and Brothers Publishers, 1949, pp. 15, 206-216.

delinquent as a child who is incorrigible or who is growing up in idleness, one who wanders about the streets at nighttime without being on lawful business, or one who is guilty of indecent or lascivious conduct.

Some laws defining delinquency are even more vague than the one depicted above. New Mexico rests its definition on the word "habitual." A delinquent child is one who, by habitually refusing to obey the reasonable and lawful commands of his parents or other persons authority is deemed to be habitually uncontrolled, habitually disobedient, or habitually wayward; or who habitually is a truant from home or school; or who habitually so deports himself or others. In these particular laws one will not find definitions of such words as "incorrigible," "habitual," "wayward," "indecent conduct," or "in the nighttime." How much disobedience constitutes incorrigibility? How often may a child perform an act before it is considered habitual?

The majority of children judged to be delinquent are also caught up in the conflict brought about the relationship of public attitudes to social class. Each social class or other large, subcultural group has its own definition of what behavior falls into the area of tolerance, what is disapproved mildly or seriously, and what is condemned. Even when these groups share a basic culture and verbally accept the social norms, their concepts of approved and disapproved behavior may differ. The difference between the middle and lower class definitions of behavior is especially pertinent since most school and court officials come from the middle class, and most misbehaving youth come from the lower class. Since it is the middle class that has impact, its value system is used to determine whether the youngster's behavior is such that he should be judged delinquent.

When a youngster exhibits behavior which the society (of which he by and large has not been a viable part) deems to be injurious to himself and/or to the community, he is removed from the custody of his parents and sent to a state-sponsored institution where such behavior will be corrected. The state then assumes the responsibility for the future behavior of the child, as the institution is supposedly organized and staffed in such a way as to treat the child so that his future behavior will be that which is acceptable to society when he is released.

For all intents and purposes, what has resulted has been the opposite of what has been desired; many of the children leaving state-sponsored institutions exhibit far worse behavior than when they were committed. The child sent to the institution for the "offense" of running away from home probably will have learned many anti-social behavior patterns that are much more serious than unauthorized leaves from home. It appears that the over-arching objectives of the juvenile

institutions throughout the country are not coming to fruition. The situation unfortunately is not being corrected as rapidly as is desirable.

E. Preston Sharp, General Secretary of the American Correctional Association, indicated that children probably would be better off being placed in a deep freeze for a specified period of time rather than being placed in most of the state institutions. The only problem according to Sharp is that the child would return to society with the same habits, values, and attitudes; but in his opinion, this would be infinitely better than being exposed to the various forms of contamination found in the juvenile institutions throughout the country. In attempting to identify older juvenile offenders, Sharp indicated that:

1. They are adolescents burdened with special problems. These problems, which may be physical, psychological, or social in nature, are intensified during the difficult adolescent development period. These young people often feel inadequate for reasons possibly not known even to them; they have problems of identity and find it hard to relate favorably with other people, particularly with adults in authoritative positions.

2. These youngsters have a long history of delinquent activity. There are few who have been able to avoid detection as delinquents until late in their adolescence; but most have demonstrated overly aggressive or anti-social behavior at an early age. Chances are very good that these youngsters have been exposed to other state institutions for younger delinquents.

3. Their means of achieving socially-acceptable ends are anti-social and hostile. If they have formed an identification with someone it is usually with anti-social parents or peer groups, and their consequent anti-social behavior and attitudes place them in conflict with authority figures such as police and teachers.

4. They lack the self-control needed to function in open society. Many of these adolescents cannot conceal their hostility. They are given to tantrums, to verbal and physical abuse of peers and adults, and to destruction of property.

5. They are alienated from the very society of which they would like to become a part. These delinquents, so often left on their own to develop norms and values and kept out of the general society as a consequence of factors beyond their control, tend to stay on their own. They become detached and isolated from the larger society.[1]

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[1] From an unpublished speech by E. Preston Sharp to the Ohio Youth Commission Study Team, November 16, 1963.

If this is an accurate description of the older delinquent, then it becomes apparent that to effect change in his behavior, values, and aspirations so that he is able to cope positively with the situation he finds when he returns to his community, certain fundamental needs must be met. Some of these needs are:

1. The child needs an exposure to a milieu which reflects the predominate norms and values of the larger society. These values professed by the society, though not always practiced, include ideals of general welfare, civil liberty, consent of the governed, appeal to reason, and the pursuit of happiness. Admittedly, the actual implementation of those practices which would afford the delinquent opportunity to experience these ideals would take perseverance, and planning - planning - planning, by a staff that actually believes in these same ideals. The total institutional climate should reflect these values and norms.

2. A healthy exposure to authority is needed. A chief need of the delinquent is to have a healthy relationship with authority figures. Rebellion against authority, whether the parent, the school, or society, in general, is one of the most common elements in the problem of the delinquent. This rebellion has generally come about as a result of embittering experiences. When such a person comes to the institution he will more than likely interpret a rule or command as a negative or hindering imposition. He automatically resents it and, depending on the nature of his experience with authority in the past, may either struggle against it or attempt to evade it.

3. The use of limitations is essential. Concerned, consistent, and proper limitations placed on a youngster can be of inestimable value to him. By setting such limits, the institution can provide an environment simple enough for a younster to master; such mastery can instill confidence and provide a basis for learning techniques needed to master the more complicated world outside the institution.

4. It is essential that the clients have opportunities to succeed in some activities that are socially approved. Many youngsters rarely, if ever, have known the feeling of self-confidence and social approval that achievement brings. Doubting that they are loved or wanted at home, entering school ill-equipped, and gaining from school only a sense of failure, personal inadequacy, and social rejection, and seeing no way open to them to function successfully as conforming adults, they have turned to anti-social activities as a means of proving themselves to the world.

5. Opportunities to have positive relationships with an older adult must be provided. Almost all adolescents pass through

that stage of developing an admiration for an older acquaintance or associate. They mimic this person's talk, attitudes, mannerisms and may even want to undertake the same career. As they move from childhood to adult life, they seize upon this individual as representing the kind of person they would like to become. It goes without saying that the type of person emulated by the teenager is of vital importance to a happy and fruitful life.

6. The clients need to know that confinement is for the purpose of help. It is important that he recognize that all of the resources around him in the form of staff, supplies, material, and facilities are there solely to aid him in acquiring those skills and attitudes that will prevent his ever returning to the institution.

7. The delinquent must understand that he is a full-fledged citizen and that the laws of the land were instituted for his protection as well as for the protection of others. This becomes an exceedingly difficult task for the staff, because the delinquent's past experiences, which have more value in the development of his beliefs than anything else, present him with evidence to the contrary.

8. The delinquent needs to be understood. Understanding must be based upon some knowledge of what people are trying to accomplish when they behave or misbehave. To deal effectively with others it is necessary to have the most accurate possible conception of what it is people are trying to do, for whatever we believe about their motives will inevitably affect our behavior toward them. What then is it that people are characteristically trying to do? A glance at the behavior of people about us would seem to indicate that people are motivated by a vast number of deeds; people have need for love, clothing, prestige, food, drink, automobiles, hate, revenge, exercise, cigarettes, crossing streets, or even sometimes, under great stress, death.

Man seeks not merely the maintenance of a self but the development of a more adequate self; a self capable of dealing effectively and efficiently with the exigencies of life, both now and in the future. To achieve this self-adequacy requires that man seek not only to maintain his existing organization but also that he reinforce and improve the self of which he is aware. Man's basic need can be defined as a need for adequacy. It represents in man an expression of a universal tendency in all things. It is expressed in man's very behavior at every instant of his existence. Asleep or awake each of us is engaged in an insatiable quest for personal adequacy. This quest may find its expression in a wide variety of behavior aimed in one form or another at the maintenance or enhancement of our perceptions

of personal worth and value. It is that great driving, striving force in each of us by which we are continually seeking to make ourselves even more adequate to cope with life.

In the quest for the ultimate but unattainable goal of complete adequacy one soon discovers that there are other needs which must be met if one is successfully to face the challenges of living fruitfully. If the following needs are met, then the chances are that the individual will be able to function adequately in a socially acceptable manner. It becomes imperative in the lives of youth that these needs be met if they are to have a successful adult life. All youth need:

1. To develop salable skills and those understandings and attitudes that make the worker an intelligent and productive participant in economic life

2. To understand the rights and duties of the citizen in a fair and just society and to be diligent and competent in the performance of their obligations as members of their community

3. To understand the significance of the family for the individual and society and the conditions conducive to successful family life

4. To know how to purchase and use goods and services intelligently, understanding both the values received by the consumer and the economic consequences of their acts

5. To be able to use their leisure time well and to budget it wisely, balancing activities that yield satisfactions to the individual with those that are socially useful

6. To develop respect for other persons, to grow in their insight into ethical practices and principles, and to be able to live and work cooperatively with others

7. To grow in their ability to think rationally, to express their thoughts clearly, and to read and listen with understanding

The successful adult to a greater or lesser degree has successfully achieved these needs and as a consequence has developed a feeling of adequacy to the extent that he is able to cope successfully with life in our society as it confronts him. Unfortunately, there exist in our culture inadequate personalities who eke out an existence with little or no satisfaction either to themselves or to anyone else. Inadequate personalities are people who feel unable to cope with life in one or more important aspects of life. Inadequate persons find living a difficult

and hazardous process in which they must constantly be prepared for emergencies; their lives generally represent continuous threats.

The inadequate selves may find it necessary to live lives of continuous belligerency and aggressiveness, in a desperate effort to demonstrate to themselves and all the world that they are adequate and important. This is a characteristic of both juvenile delinquents and the adult criminals. Such people find no rest or contentment for life in a continual contest in which they run daily risk of destruction. This intimate relationship between the individual's feeling of inadequacy and violent behavior was demonstrated by Balester in a study of self-concepts of delinquents. He found that adults had more positive self-concept than "repeaters."

Thus it becomes apparent that the term inadequate personality describes fairly accurately those young people committed to the Ohio Youth Commission.

## Description of the Ohio Youth Commission

Before proceeding to a more detailed evaluation of OYC programs, it will be beneficial to view the general setting of the total operation of the Commission.

### Organizational Structure

Figure 2 indicates the Table of Organization. Top-level management responsibility is vested in the Director of the Ohio Youth Commission with his cabinet of two Deputy Directors. Each of these positions heads a division of the Ohio Youth Commission as follows:

1. Director--total responsibility with immediate operating control over:
   a) Personnel
   b) Public information
   c) Classification and assignment
   d) Research and statistics
   e) Business
2. Deputy Director for Correctional Services--line responsibility for:
   a) Training schools
   b) Diagnostic Center
   c) Youth camps

   Staff assistance in this division is provided by the assistant deputy director, program coordinator, and the educational administrator.
3. Deputy Director for Community Services--responsibility for:
   a) Community Development
   b) Probation Development
   c) Juvenile Placement

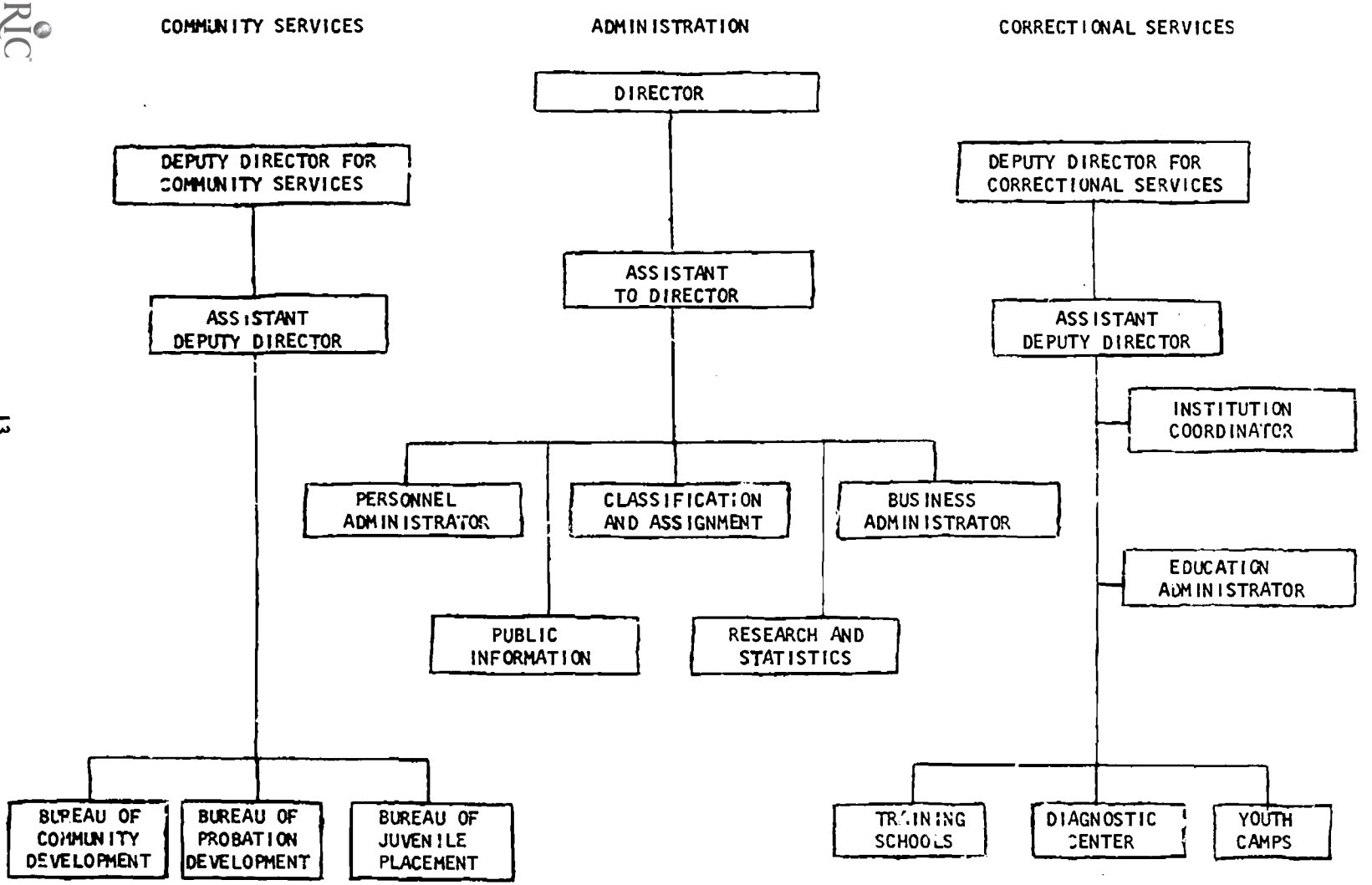


Figure 2
Table of Organization, The Ohio Youth Commission

As a separate department of state government, the Ohio Youth Commission is responsible directly to the Governor of the State of Ohio and through the governor to the legislature.

In order to assist the Commission in its efforts and to provide advice and counsel from other vantage points, the Youth Services Advisory Board has been established. This Board is made up of 12 members appointed by the governor with the special provision that at least four members be Juvenile Court Judges. The Board visits OYC institutions semi-annually, offers consultative services to the Commission, provides liason with the legislature and the governor, and makes recommendations when deemed appropriate. Although the Advisory Board has little 'official' power, the influence and real impact of the Advisory Board is considerable.

Purpose and Philosophy

Perhaps the best statement of philosophy is found in the Creed for Youth adopted by the Ohio Youth Commission in 1964. The Creed very well expresses personal standards ascribed to by the Commission including spiritual fulfillment, respect for others, responsibilities of citizenship, human development, honesty, love of country, and fairness. These and other attributes prescribe a mode of life that can be most rewarding to all youth and establish a very real purpose for the Ohio Youth Commission.

The legal obligation of OYC is to provide treatment and rehabilitative services for the youth entrusted to its care such that the child may have the opportunity to develop his or her potential to the fullest. To this end OYC has pledged.

. . . that it will:

> Provide programs that shall be consistent with its general purpose, which is to rehabilitate, to educate, to train, and to better prepare youth for readmission to the community as productive and purposeful members of a democratic society. . .[1]

The types of activities engaged in by the Commission to further its rehabilitative obligation include: educational programs of all types, group living efforts, health services, recreational programs, religious efforts, social services, and after care support.

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[1] The Ohio Youth Commission. Annual Report. Columbus: The Commission, 1968, p. 6.

While the foregoing discussion emphasizes the correctional services aspect of OYC, an equally important division of the Commission is the Community Services Division which not only provides the after-care services to youth but also offers assistance to, advice to, and liason with other agencies in the prevention and treatment of delinquency. In many respects these efforts have even greater long-range implications for the success and/or failure of the Community Services Division dramatically affects the need for correctional services.

Major Types of Institutions

The Correctional Services division of the Commission operates three types of institutions: training schools, diagnostic and treatment facilities, and youth camps.

Grouped under training schools are institutions that are presently categorized, generally, as either "open" or "closed" institutions depending upon the degree of security deemed necessary for the young people assigned to them. The "closed" training schools include:

1. Riverview School for Girls--ages 15-17
2. Training Institution Central Ohio--ages 15-17 (Boys)
3. Training Center for Youth--ages 12-17 (Boys)
4. Cuyahoga Hills Boys' School--ages 14-15

Among the "open" schools are:

1. Scioto Village--ages 12-17 (Girls)
2. Fairfield School for Boys--ages 14-17

The Juvenile Diagnostic Center is the diagnostic and treatment center for the Commission and all clients are processed and assigned from this facility. In addition JDC provides educational programs for boys, aged 10 through 17, and girls, aged 12 through 17.

The Commission operates five youth camps for boys at the time this study was in progress:

1. Maumee Youth Camp--ages 10-14
2. Mohican Youth Camp--ages 14-16
3. Herbert F. Christian Youth Camp--ages 15-17
4. Zaleski Youth Camp--ages 16-17

Table 1

Institutions and Camps of the Ohio Youth Commission

| Institution or camp | Location | Sex group served | Age group served * | Rated capacity |
|---|---|---|---|---|
| Juvenile Diagnostic Center | 2280 W. Broad Street<br>Columbus, Ohio 43223 | Boys<br>Girls | 10 - 17<br>12 - 17 | 296 |
| Fairfield School For Boys | Lancaster, Ohio 43410 | Boys | 14 - 17 | 650 |
| Scioto Village | P.O. Box 100<br>Powell, Ohio 43065 | Girls | 12 - 17 | 275 |
| Training Institution Central Ohio | 2130 W. Broad Street<br>Columbus, Ohio 43223 | Boys | 15 - 17 | 192 |
| Training Center For Youth | 2280 W. Broad Street<br>Columbus, Ohio 43223 | Girls | 15 - 17 | 104 |
| Maumee Youth Camp | RFD#2<br>Liberty Center, Ohio 43532 | Boys | 10 - 14 | 120 |
| Mohican Youth Camp | P.O. Box 150, Park Road<br>Loudonville, Ohio 44842 | Boys | 14 - 16 | 120 |
| Herbert F. Christian Youth Camp | 632 E. 11th Avenue<br>Columbus, Ohio 43211 | Boys | 15 - 17 | 100 |
| Zaleski Youth Camp | Zaleski, Ohio 45698 | Boys | 16 - 17 | 60 |
| Zanesville Youth Camp | Route 5<br>Zanesville, Ohio 43701 | Boys | 16 - 17 | 40 |
| Riverview School For Girls | P.O. Box 50<br>Powell, Ohio 43065 | Girls | 15 - 17 | 152 |
| Cuyhoga Hills Boys School | Green Road<br>Warrensville Heights, Ohio | Boys | 14 - 15 | 200 |

* Age range at time of admission

Table 2

Average Length of Stay Under Ohio Youth Commission Jurisdiction for Children Released from Institutions or Discharged from Placement During Fiscal Year Ending June 30, 1968

| Operating unit | Average length of stay* (months) |
|---|---|
| Fairfield School For Boys | 7.0 |
| Scioto Village | 8.5 |
| Training Institution, Central Ohio | 28.5 |
| Training Center for Youth | 26.9 |
| Maumee Youth Camp | 16.1 |
| Mohican Youth Camp | 9.3 |
| Herbert F. Christian Youth Camp | 7.1 |
| Zaleski Youth Camp | 11.2 |
| Zanesville Youth Camp | 12.6 |
| TOTAL - ALL INSTITUTIONS | 8.8 |
| Bureau of Juvenile Placement | 11.0# |
| TOTAL - ALL SERVICES | 19.8@ |

* Based upon average continuous length of institutional stay (ie. from date of admission to Juvenile Diagnostic Center, through period(s) of institutional and/or camp training, to date of release to community placement). The Juvenile Diagnostic Center is not listed, as children are seldom released directly from this facility. The average length of stay at JDC, however, was 1.8 months.

# Relates only to period of placement (aftercare) supervision.

@ Average length of OYC jurisdiction (ie. from date of admission to Juvenile Diagnostic Center to date of discharge from placement).

Source: The Ohio Youth Commission, Annual Report. Columbus: The Commission, 1968, p. 6.

5. Zanesville Youth Camp--ages 16-17

Table 1 indicates the Institutions and Camps of the Commission along with important data concerning each institution.

The classification and assignment of all youth under the jurisdiction of OYC is the prime task of the Classification and Assignment Division and is based upon the recommendations developed by the Juvenile Diagnostic Center and availability of space. Based on a variety of data including results of diagnostic tests, the clients are assigned to one of the several institutions for further treatment or retained at JDC for an unspecified period of time. The average stay is approximately four weeks although this varies appreciably.

As a result of the diagnosis done at JDC, the young people are assigned to one of the other institutions for treatment designed to meet the individual needs of the client. Table 2 indicates the average length of stay at each of the several institutions during the year ending June 30, 1968.

As shown in Table 2, the length of stay varies greatly from institution to institution with the "closed" centers showing much longer periods of residence. This reflects the nature of the institutions since the "closed" centers tend to house the youth deemed most difficult in addition to those clients who fail to adjust to the "open" institutions and/or the youth camps.

Resource Allocation and Control

The Ohio Youth Commission as a department of state government is dependent upon the Department of Finance for its fiscal and budgeting activities. The Department of Finance serves all governmental agencies of the State of Ohio, performing the necessary financial transactions to enable state government to function effectively and efficiently. Included in the services provided by the Department of Finance are the following:

1. Development of biennial budgets: The State of Ohio operates on a biennial budget period because the state legislature is on a two-year cycle. This two-year cycle, of course, compounds the difficulties involved in forecasting costs particularly in a period of rapidly escalating labor and material prices. The Department of Finance prepares budget requests for the governor and the state legislature and, after proper action by both legislative and executive branches, prepares the working budget to be used by all departments of state government.

2. Purchasing: All requests for purchase of materials and services ultimately require Department of Finance approval. While some of the mechanics of bidding and pricing are handled by the various

departments, the ultimate transactions are the responsibility of the Department of Finance. The Department of Finance establishes base bid prices for the wide range of products used by the various agencies and coordinates their purchase and delivery. In addition, all special purchases must be approved by the Department of Finance before the transaction is consummated.

3. Budget control: The Department of Finance exercises close control over the budgets of all departments of the state. This control is accomplished by the use of a complete data processing system which provides:

   a. A daily transaction register which lists by account number, every financial transaction that has occured on a particular day. This register is transmitted to the chief business officer of every department of the State of Ohio on a daily schedule.

   b. A year to date report which is produced monthly and provides cumulative data to enable the various departments to realize the condition of their accounts

   c. A monthly variance report which provides a budget analysis to enable departments to judge their rate of budget expenditure in the various categories

4. Bookkeeping: All accounting is handled by the Department of Finance resulting in the system of reports outlined above in addition to the mandated financial reports for use by the executive and legislative branches of government. The system of accounting is extremely well organized allowing, for example, a complete breakdown of the budgets for all member institutions of OYC

Since the Department of Finance has the legal responsibility for all financial operations of the State of Ohio, all budget decisions ultimately effecting program and operation are vested in the Department.

The Ohio Youth Commission also has a very close relationship with the Division of Mental Hygiene and Correction. Until 1963, OYC was a part of the Division of Mental Hygiene and Correction and rather than provide duplicate facilities and personnel to operate autonomously, the legislature mandated that many financial operations necessary to the conduct of business continue to be provided for OYC by the Division of Mental Hygiene and Correction. These services include processing payrolls, purchasing, engineering services, commissary, and warehousing. There are, of course, several very good reasons for this type of operation; among them the fact that both departments provide institutional care for clients which necessitates volume purchasing of food, clothing, and fuel. Also, the similarity found in types of personnel employed implies a related payroll procedure. As users of residential type facilities, the engineering and maintenance needs of the

two departments are also quite similar and can be performed jointly.

The Ohio Youth Commission, then, is a fiscally dependent department of state government. Although related to the Department of Finance in a fashion similar to all other departments of the state, it is also dependent to the Division of Mental Hygiene and Correction for certain other services commonly entrusted to the individual departments.

## The Budget Process

In any large bureaucratic structure such as state government, the budget process is a most complex procedure. As one of many departments of the State of Ohio, the Commission must actively participate in the "allocation" game in order to realize sufficient resources with which to operate. This implies and does entail considerable effort in making needs known to the Department of Finance, to the executive branch, to the legislature, and to the citizens of the State of Ohio. Because fiscal resources in state government are always a scarce commodity and because state agencies are in effect in competition with one another for their "slice of the pie," the "allocation" game assumes crucial dimensions for any state agency.

Budget development as is necessary in governmental bodies requires a high degree of political sophistication and great ability in articulation of needs coupled with the capacity to compromise and negotiate for certain advantages. The process as utilized in Ohio is as follows:

a. The Department of Finance requests from all departments an estimate of budget needs based upon maintenance of present programs and projections of cost of desired programs. Thus armed, the Department of Finance prepares a total budget for consideration by the executive branch. In addition, the executive office developes a needs budget taking into consideration other projects and/or activities deemed important for the continued welfare of the state. At the same time legislators, state groups (official and otherwise), and vested interest organizations actively campaign for budget allocations for their particular programs. From the work of the Department of Finance and the governor's office a legislative document is prepared and submitted to the legislature. The legislative process then begins. Much negotiation, trading, and compromise finally produce an operating and capital expenditure budget for the coming biennium. Understandably the final product may bear little or no resemblance to the original document as submitted by the Department of Finance. The consequences of such action can be quite traumatic to the agencies involved and certainly make effective long-range planning very difficult.

b. Departmental budget development proceeds in similar fashion. The Commission business office requests from its member institutions and bureaus budget information on existing, continuation, and proposed programs in order to develop the OYC budget request for submission to the Department of Finance. The composite of these institutional requests reinforced and/or tempered by central office needs and program ideas result in the budget document prepared for the Department of Finance. Documentation and justification of budget requests are preconditions for inclusion. Ultimately, however, the final working budget for the biennium must conform with legislative action.

c. Institutional budgets are formed following similar procedures with the institutional superintendent requesting the heads of the various units i.e. school, recreation, social services, cottage life, etc. to submit requests for inclusion in the budget. Institutional personnel are involved to varying degrees depending on the particular feeling of the institutional administrator. Participation varies from none at all to a great deal. Planning particularly at the institutional level, becomes extremely difficult because changes in final allocations have their greatest impact here. As a result the frustration level of institutional personnel is predictably high for the uncertainty of the entire process is most evident in the institution.

Purchasing

As indicated earlier, all requests for purchase must be finally approved by the Department of Finance. Because of the close ties to the Division of Mental Hygiene and Correction, OYC requests travel a circuitous route to the Department of Finance. The initiation of the request for purchase rests with the user; the request is then submitted to the immediate administrator for approval and sent to the institutional administrator. If approved at this level, it is routed to the Division of Mental Hygiene and Correction before finally finding its way to the Department of Finance for an ultimate decision. While this process does provide a comprehensive system of checks and balances, it does nothing to provide speed in delivery of much needed items. In fact, one of the standing jokes is the length of time-lapse between initiation of a requisition and ultimate delivery. Quite often the person requesting an item is no longer employed by OYC when delivery occurs.

The bidding process as practiced in Ohio is as efficient and effective as any found elsewhere. Total state needs for all departments are gathered and bids solicited on the basis of large quantity purchases. This reflects the savings of millions of dollars and provides uniform quality to all departments.

There are some pitfalls in mass purchases. Perhaps the most obvious, and the one of greatest concern to persons who find themselves using the

materials, is the difficulty in getting special types of equipment or material to do special tasks. In education, for example, there are times when changes in supplies would enhance an educational program, yet because of mass purchasing procedures, it is extremely difficult to fill these requests.

These factors suggest that a means must be developed to provide the types of special purchasing service that not only encourage rapid delivery of unique items but also provide a most valuable staff relations tool by reacting quickly to staff needs.

Organization and Administration

The development and control of all facets of any organization, either public or private, is one of the most consuming tasks faced by persons in leadership positions. The almost fanatical concern Americans have in being able clearly to define lines of authority and responsibility is at the same time a great strength and a glaring weakness. A strength because it forces clearer definition of role and responsibility and a weakness because it permits, indeed encourages, a distortion of purpose to perpetuation of self in preference to accomplishment of societal goals. As a quasi-municipal corporation, OYC suffers from the same problems and concerns faced by other state bodies, namely, how to deal effectively with efficient utilization of limited resources and at the same time remain responsible to the individual needs of the young people entrusted to their care. Given the tremendous difference in human talents and capacities and the mandated need to operate within legal limits, OYC must devise a means to satisfy these seemingly incompatible roles.

Close analysis of the Commission's table of organization reveals that the Commission is a highly centralized, tightly structured bureaucratic model. Decision-making capacity is vested in the central office with some efforts extended to the local institutions to allow some flexibility to adjust to local conditions. Central control is perhaps the most efficient of all organizational models but many difficulties are inherent in this type of organization. Perhaps the most severe problem is that of one-way communications--everything comes from the top down with little chance for two-way or lateral communications. As highly centralized bureaucracies are studied, several common elements become evident. Some real advantages as well as several disadvantages can be noted. Among the advantages readily discernible are:

1. The opportunity to move quickly to address particular problems is present
2. Ease of planning for the entire operation is present
3. Decisions are made relatively easily by a small number of people
4. Roles and responsibilities are easily defined

5. Routine matters are handled quickly and efficiently

6. The chain of command is readily and firmly established

7. Allocation of resources can become almost a routine function

8. Organizational goals are easily identified

9. The organization tends to operate smoothly and with a minimum of confusion

10. The plan gives stability to many people

11. The organizational plan is the safest way to operate

Included among the disadvantages of a central bureaucracy are:

1. Limited potential for any real flexibility in operation among and between various components.

2. Difficulty in establishing meaningful dialogue leading to increased awareness and commitment of personnel

3. Danger of self-perpetuation as a bureaucratic machine rather than as an instrument for goal fulfillment

4. Human resources often being wasted and underutilized because of limitations imposed from above

5. Creative people often being stifled by this type of organization and either leaving the institution or withdrawing from active participation

6. Placing too much responsibility for success on too few people

7. Subverting the principle of democracy

8. Concentrating power in the hands of incompetent persons

9. Trouble in reacting to unique needs and individual differences

10. Tending to reward conformity and curtail initiative

Although many centralized organizations are and have been very successful, present trends in our society indicate that thoughtful efforts toward decentralization are going to be even more important in the future. The paramount question becomes: What functions are best centralized? The Youth Commission with its legal parameters providing a framework for its operation must devise means to provide the

flexibility of operation needed to enable its various components to operate at peak efficiency. By virtue of its governmental function, OYC must retain certain prerogatives at the central level.

These certainly include:

1. Policy making
2. Long-range planning
3. Evaluation
4. Resource allocation
5. Organizational research and development

However, many of the functions now carried on at the central office can readily be decentralized and implemented at the institutional and/or bureau level. As an example, the implementation of program to carry out the implications of a Commission policy on rehabilitation of young people can more readily be carried out at the institutional level. This permits the professional at the operations level to diagnose best and treat according to individual needs, utilizing any and all resources available to that particular staff. Among the concerns expressed by Commission personnel was the problem of having too little latitude in dealing with individual client problems and the difficulty in deviating from guidelines established centrally. The repeated plea was for a chance to operate professionally with minimum interference. This is a point well taken.

A bit of caution is necessary at this point. With decentralization goes responsibility--responsibility to the people in decision-making positions. With responsibility must go accountability if decentralization is to succeed. It is one thing to give lip service to the need to decentralize, to allow for professional judgment at all levels, to provide flexibility of action, and to permit differences. It is another thing to recognize that if the individual assumes the responsibility for the many functions now centralized, that person must also assume the liability and accountability for the results of his decisions. Clearly defined avenues of responsibility and accountability must be established and followed. Under decentralization, the responsibility can no longer be passed to others but must stop at the local level. Strong leadership must be exerted in every institution and persons found wanting must be replaced and units not achieving established goals must be modified or replaced.

Decentralization implies that each institution becomes almost a self-sufficient organization with resources and personnel to provide the complete range of services to the clients. The superintendent becomes more than a manager following rules set down from above. He becomes a leader who must build a staff that will develop and implement

program unique to the needs of that institution, its clients, and the aptitudes of its personnel. Pressures on staff will be increased for under a decentralized system they are accountable for the success or failure of their efforts.

The concept of decentralization is worthy of exploration for the American social system is entering an era whereby control by virtue of position or by appointment is no longer possible. The power of the coming decades will be the power of ideas, of creative efforts, of willingness to try different solutions. This task is and will be the most severe task facing the Ohio Youth Commission as it enters the coming decades.

Still another unusual aspect of the Commission is that the persons charged with its operation, i.e., the director and the deputy directors are the same persons who establish policy for the Commission. This is unusual in that in most organizations the setting of policy is accomplished by persons other than those who implement the policy. In state government the legislative branch establishes the laws for the executive branch to implement; in public school systems the board of education sets policy and hires an executive (superintendent) to implement policy; in business the board of directors establishes policy for the chief executive (president) to follow. Yet the Ohio Youth Commission places both the legislative (policy setting) and executive (implementation) power in the same office. This procedure not only creates a very difficult operating procedure, it forces the director to be both judge and jury--an impossible task. Clearly a mechanism for separating this dual role is in order. The professional opinion of the Study Committee is that policy should be the privilege of a group appointed for that purpose and execution is the obligation of trained professionals in the field of delinquency. This would not only provide direction and purpose but would also permit a system of checks and balances within the organization.

As one attempts to study any organization, the subtle ties and methods used to circumvent the prescribed system of doing things become apparent and reasons for such circumvention are sought out. In the case of OYC, many deviations are practiced by personnel for a variety of reasons; among the reasons are:

1. The rigidity, real or imagined, of the existing organization

2. The lack of or difficulty of having meaningful dialogue between central staff and operating staff

3. The feeling of frustration on the part of operating staff with what they consider to be lack of response on the part of central office

4. The lack of involvement in the decision-making process

5. The inability of operating staff to get to the central office for decisions

6. The basic disagreement on treatment for individual cases

7. The misunderstanding as to priorities within the Commission

8. The perceived over-reaction of central office personnel in regard to many influences, perceived or real.

Basic to most of the problems identified is the breakdown of communications among and between OYC divisions and departments. While all personnel give lip service to communication, little actual effort is made to improve the process. The operating staffs feel that the OYC has a one-way (top down) system of communications with little or no chance for lateral or upward communications to take place. Indeed, there is evidence to support this contention since the various disciplines involved with OYC operations have very little support and understanding of one another.

The Survey Staff feels strongly about the need for a careful analysis of the present organization with some thought to a change. But a more crucial need is an examination of the whole process of communication and that channels be created for quick efficient flow of information in every direction with concomitant provision for greater involvement of OYC personnel in the decision-making process. If the pyramidal type of organizational structure is the most desirable for the Ohio Youth Commission, then steps must be taken to make it as efficient as possible.

## Summary of Recommendations

This brief section of the report is a listing of the major recommendations resulting from the study. They are listed in this section for easy referral.

Recommendation 1

It is recommended that the Ohio Youth Commission design a vehicle that enables it to determine a hierarchal listing of objectives upon which institutional programs can be based and client-centered needs met.

Recommendation 2

It is recommended, further more, that the goal to achieve a high degree of self perception as an adequate person for each youth served by the Commission be the first objective within a hierarchal listing of objectives.

Recommendation 3

It is recommended that a monitoring system be developed and installe within each institution of the Commission and appropriate to its individual needs, that will provide continuous feedback information on the progress of the client as well as provide some means of structure and/or control over his physical movements throughout the day and within the confines of the institution to which he is assigned.

Recommendation 4

It is recommended that programs provided at the institutional level be characterized by:

1. Continuity
2. Consistency and dependability
3. Community-based orientation
4. Alternatives to classroom learning activities
5. Translatability into traditional credit and grading systems
6. Maximum opportunity for contact with professional persons
7. Provisions for homogeneously grouping of clients and matching of staff, at least, at the cottage level

Recommendation 5

It is recommended that an individualized treatment program be developed for each individual client and be characterized by:

1. A program contract
2. The opportunity to become settled
3. An incentive pay/point system
4. Emphasis on the development of an adequate self concept

Recommendation 6

It is recommended that procedures be developed to provide for budget flexibility, individualized program purchasing needs, as well as emergency financial procedures to accommodate continual program modifiability.

Recommendation 7

It is recommended that personal policies including recruitment, compensation, training, and staff utilization, be modified consistent with personnel needs for the full implementation of the proposed educational program.

Recommendation 8

It is recommended that the role of the Juvenile Diagnostic Center be re-evaluated in keeping with proposed over-arching objectives and institutional programs in order that:

1. Maximum time for rehabilitative programs will be available at the institutional level.
2. The tendency toward prolonged periods at the diagnostic center will be discouraged, thus enabling the center to concentrate more fully on diagnosis and the development of adequate treatment programs.
3. The minimal rehabilitative programs offered by the center will begin early to provide experiences leading to a more adequate self concept on the part of the client, rather than endeavoring to provide continuing traditional education programs, the reaction to which has already proven to be negative with the majority of clients.
4. The current tendency to over-prescribe, or to unrealistically prescribe, in relation to available Commission resources, be eliminated.

Recommendation 9

It is recommended that a thorough study be made of OJT programs being currently operated in state-owned industries to insure that:

1. The objectives of the training programs are being achieved

2. The services provided by the industries are available at a true reduction in cost compared to the cost of these same services if offered to the state on a contractual basis by private firms

Recommendation 10

It is recommended that half-way houses be provided in metropolitan areas, preferrably adjacent to or readily accessible to advanced educational facilities and provide a "sheltered living residences" for persons returning to either the world of work or persons continuing an educational program.

Recommendation 11

At each institution, it is recommended that a program of continuing contact after placement be developed in order to:

1. Aid the child who needs this contact with some staff person after placement.

2. Enable a staff person to continue the relationship of being a "significant adult" in the life of a client when such a relationship has been developed while the client was in the institution.

Recommendation 12

It is recommended that the program developed for the younger group which is included in the Appendix be used as a guide at the institutional level for the design, development, implementation, and evaluation of comprehensive rehabilitative programs at all units of the Commission.

## Recommendations

This portion of the report includes recommendations and the rationale related to each recommendation.

### Recommendation 1

IT IS RECOMMENDED that the Ohio Youth Commission design a vehicle that enables it to determine a hierarchical listing of objectives upon which institutional programs can be based and client-centered needs met.

### Recommendation 2

IT IS RECOMMENDED, furthermore, that the goal to achieve a high degree of self perception as an adequate person for each youth served by the Commission be the first objective within a hierarchical listing of objectives.

In conceptualizing an approach to be used in designing rehabilitative programs for The Ohio Youth Commission, it appears a more comprehensive approach would be to view the process from a systems-analysis point of view; that it, all programs are viewed as inputs, operations, and outputs and all organizational units and their subparts are viewed in terms of inputs, operations, and outputs. In this sense the entire Youth Commission is a system composed of various subsystems, one of which, for instance, is Scioto Village School School for Girls. At the same time each training institution is a system within itself and the religious, recreational, or educational programs within the institution are subsystems of that institution. Extending this concept further, this "systems" approach should be used in determining the nature of the client-centered programs proposed.

### Determining Over-arching Objectives

The first task of the Commission is to order its objectives in a hierarchical listing from the most important to the least important in order that priority of objectives may be known for decision making purposes. While this task is a difficult one, and is often not performed in many social-service organizations, it is essential for unification of effort.

While in a general way the Legislature has given a specific charge to the Youth Commission, on an operational basis, it is not sufficient just to say that the goal is to provide "treatment and rehabilitative services" or "to prepare the child to return to his

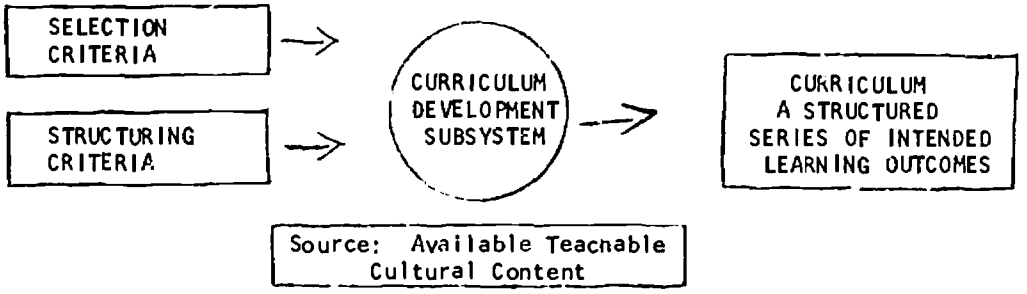
home community." In the first place, this is not definitive enough to provide for realistic program planning and, in the second place, it denotes no hierarchy of objectives. That which is needed is an ordering of priorities.

Evidence of the lack of this is available at all levels of the Commission and was frequently noted in Study Committee discussions. By way of example, one such Study Committee meeting pursued the concept of the development of personal adequacy as the most important objective of the Commission in working with a client. That is, the most important objective was theorized as being to help the client perceive himself as a more adequate self. After being suggested that the avenue to achieve this objective was one of providing a series of success experiences for clients, a procedure was mapped out where by client would move from one "success experience" to the next, choosing these "experiences", as it were, from a menu of "experiences." After "brain storming" this idea at great length one committee member reminded the group that we had failed to help the client and actually hindered his growth because in the process we had not enabled him to advance "one grade level" along the educational ladder. For this committee member, being a successful person was of less valve. This position is clearly an example of lack of establishing a priority of objectives. What is the first objective? What is the second? The third?

If one would agree that the highest over-arching objective of the Ohio Youth Commission were to provide opportunities for the client to perceive himself as a more adequate self, every program element then must be so directed. This would imply that the traditional programs such as academic, vocational, work experience, cottage life, recreational, and religious would simply be the "content areas" from which the "tools" would be taken to deal with the client in his pursuit of adequacy. Make no mistake regarding the emphasis, this is a drastic philosophical shift. No longer would it be the goal to "turn out" auto mechanics, beauticians, barbers, or high school graduates, and no longer would the primary emphasis be on maintaining the correct "grade in school" placement. Instead, the emphasis would be on helping the client perceive himself as a more adequate person. Certainly there is nothing wrong with "turning out" auto mechanics, beauticians, barbers, or high school graduates as long as the primary goal of "adequacy" is served and these other accomplishments are secondary. After all, what has been gained if the barber we produce still perceives himself as an inadequate person? Will he be able successfully to encounter all the intangible problems that arise when he meets the public? Will he continue working in temporary adverse conditions? Will he ever perceive himself as an adequate barber as long as he perceives himself as an inadequate person? On the other hand, is it not possible for the client to use successful experiences as a barber to aid in his pursuit of adequacy? Certainly. It is wonderful when it happens in this manner. However, in this instance the primary goal is adequacy, the secondary goal is becoming a barber. The content field is "barbering." Instruction and experience as a barber are the "tools" through which the client

begins perceiving himself as an adequate person.

Further relationships in this process may be reflected by additional reference to the educational subsystem. Johnson provides a model for determining these over-arching objectives which he defines as the curriculum.[1]




In this model, a system, which he identifies as the Curriculum Development Subsystem, drawing upon the available teachable cultural content as its source, determines the "structured series of intended learning outcomes" while taking into consideration structuring and selection criteria such as the specific needs of the persons for whom the program is being planned.

By way of example, intended learning outcomes might include:

1. Developing in clients an interest in, and release toward, a learning power
2. Developing in clients the concept of education as a lifelong process
3. Developing in clients a love of learning
4. Developing in clients a desire to initiate and maintain wholesome heterosexual relations.
5. Developing in the client respect for himself
6. Developing in the client respect and appreciation for his primary family group.

The effect of such an approach is to provide a set of objectives that can be adapted continuously to relate to the general needs of society

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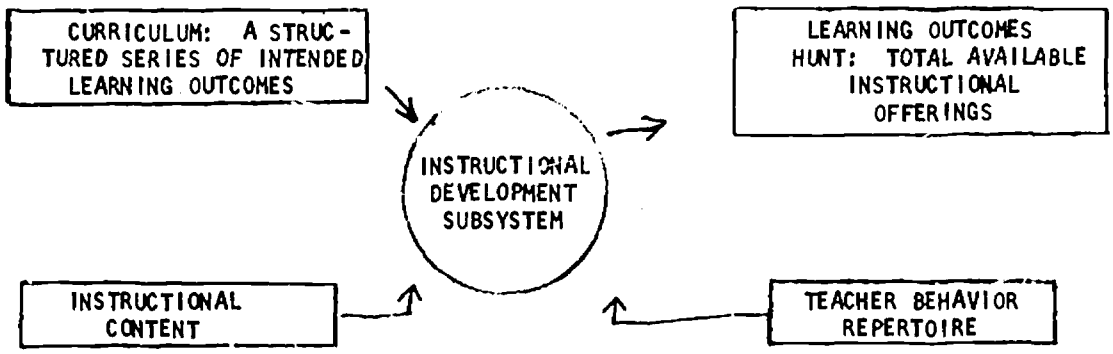
[1] Mauritz Johnson. Definitions and Models in Curriculum Theory. Monograph Vol. 17, No.2, April, 1967.

as well as the specific needs of the clients with whom the Commission personnel deal. Not only does this give the mechanism for adjusting the over-arching objectives it also provides a basis of priority in establishing objectives while providing a "bench mark" against which to measure progress toward reaching the desired objectives.

In a more definitive way the Commission must arrive at structured series of over-arching objectives that provide rationale for institutional program planning. The technique of the Curriculum Development Subsystem is one way of conceptualizing the approach to this task.

Once hierarchal listing of over-arching objectives is determined, programming at the institutional level can proceed on a more rational basis. That is, at the institutional level, it is the task of a planning committee to define and design programs intended to accomplish the previously determined program goals. Failure to set realistic program objectives at the institutional level or failure to achieve program objectives reflects only on the specific institutional programs and in no way reflects upon the validity of the over-arching goals. Part of the simplicity of such a two-level approach is this much-needed separation of objectives.

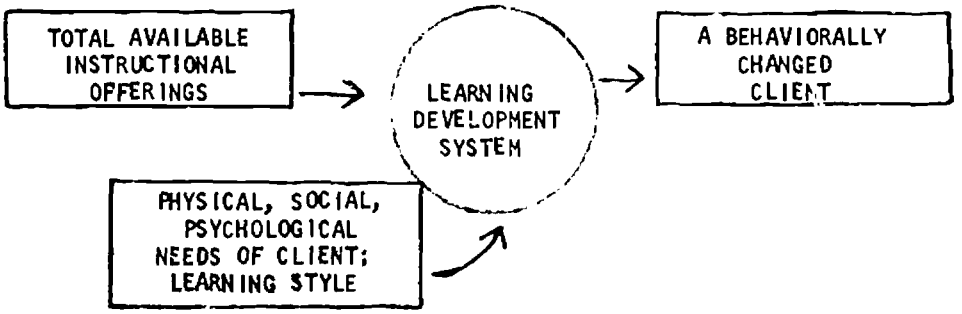
Johnson continues to account for this level of program planning by extending his model to include what defines as an Instructional System.




While the language of this model is more difficult to translate into specific institutional terms, in essence he is saying, through the model, that once the "structural series of intended outcomes" is known, planning persons, working within an Instructional Development Subsystem, can determine and design programs that take advantage of information based upon principles of human growth and development, the teaching/learning process, behavior (instructional content), and the available understandings, skills, and attitudes (teaching behavior repertoire) held by various institutional personnel.

It would be well to emphasize that it is at this point, as well as at the point of determining program objectives, that previous and current rehabilitative programs have been unsuccessful. Not only have our objectives been obscure, educational programs have traditionally dealt with explaining or helping one to gain skill in understanding and dealing with his environment (non-self part of his phenomenal field) and have not directed the attention to helping the client more adequately to perceive or understand himself (self-part of his phenomenal field). For there to be any valid and/or lasting change in the client, instructional programs must be so designed to take into consideration the needs of the individual to understand, maintain, and enhance his phenomenal field in socially accepted ways.

While program planning at the institutional level takes into consideration the wide range of client needs, it is incumbent that individualized programs be developed which take into account the specific needs of each individual. Hunt has modified and extended the Johnson model to include an Individualized Learning Development Subsystem that determines the treatment program for an individual client. Drawing upon the total available instructional offerings




the client, with the help of professionals, designs a program to meet his specific needs. Periodic evaluation opportunities determine progress in meeting short-range goals while a built-in monitoring system provides for continuous feedback information on the over-all progress of the client.

In summarizing with respect to these two recommendations, it is suggested that one approach to designing a more relevant rehabilitative program would be to see the task as three-fold:

1. Determining over-arching objectives
2. Determining the program elements of the individual institutions
3. Determining the treatment program for an individual client

In terms of a "systems approach" each of these tasks would be accomplished by the appropriate person who would take into consideration available information pertinent to the task at hand. While each subsystem is integrally related to the others, each has its own source of inputs, criteria for determining appropriate processes, and its singular purpose for existence (singular objective).

Recommendation 3

IT IS RECOMMENDED that a monitoring system be developed and installed, within each institution of the Commission, and appropriate to its individual needs, that will provide continuous feedback information on the progress of the client as well as provide some means of structure and/or control over his physical movements throughout the day and within the confines of the institution to which he is assigned.

Crucial to the "systems approach" is a monitoring system that provides structure and guidance for the client, appropriate feedback information to himself and others on his progress, as well as monitoring his physical movements.

In working with large numbers of clients in educational or rehabilitative programs the inability to physically manage or monitor the movement and/or progress of individuals has traditionally negated any movement toward individual programs that necessitated unstructured movement of large numbers of individuals. Evidence is abundant both inside and outside correctional institutions where we move children from the cottage to the dining hall "at the sound of a cadence" and in secondary schools from class to class on the "sound of the bell."

While the military model has proven this to be an efficient way to deal with large groups of men, such an approach has forced the organization of educational programs into a structural mold that has dictated the teaching/learning activities. Consequently a traditional six-hour school day has been neatly divided into a specified number of equal blocks of time, with students moving from one subject class to another on set time basis whether this time module was appropriate to their learning needs or not. The extension of this structured approach is to make the needs of teaching and learning subservient to the needs of human management and control.

If commitment to the individual is genuine, a method of monitoring student movement and/or progress must be so designed to enable the semi-free movement of individuals for purposes of teaching and learning while at the same time guiding, structuring, and monitoring their physical movement.

To look at the elaborate means of control visible in most rehabilitative institutions is to infer that our first priority is to control and all other activities are subservient to it. In effect, this dictates the range of learning activities and does not permit opportunities, for example, to learn such a desirable quality as self-direction if he is to learn how, most are unwilling to provide the opportunity for practice because it introduces less controlable elements into the structuring of client movement.

While this position does not suggest that some elements of control are not always desirable, especially in dealing with large numbers of persons, it is suggested that priority be given to learning activities designed to produce growth toward over-arching objectives and making the structuring of client movement subservient to program priorities.

While this approach is not clearly defined in the literature as of this time, there are various systems being proposed, such as that in operation at the Robert F. Kennedy Youth Center, Morgantown, West Virginia. No doubt, with the accelerating use of computers and monitoring devices, other appropriate systems will be designed.

Recommendation 4

IT IS RECOMMENDED that programs provided at the institutional level be characterized by:

1. Continuity
2. Consistency and dependability
3. Community-based orientation
4. Alternatives to classroom learning activities
5. Translatability into traditional credit and grading systems
6. Maximum contact with professional persons
7. Homogeneously group clients and match staff with clients at the cottage level

While the exact nature of over-arching objectives is yet to be determined, there are characteristics of program elements about which study committee members agree to be important as they presently conceive the institutional tasks. Some of these have been discussed earlier and others will be examined in detail later. At this time, however, it seems appropriate to indicate those characteristics of the individual institution's programs that seem important at this point in time. Regardless of the over-arching objectives, the committee believes that certain program characteristics are vital for any permanent change in client behavior. Among these characteristics are the following:

1. Continuity

At the present time the child who is committed to the Ohio Youth Commission suffers from lack of continuity in designing and carrying out his treatment program. Not only does he have many bosses, he also has to please social workers, teachers, and cottage parents, all of whom differ, to some degree at least, in their expectations. This problem is compounded when we consider that he must perform this task for one staff at the Juvenile Diagnostic Center, another at his institution, and still another when he is returned to the community.

Not only is there a lack of continuity in the staff persons with whom he must come in contact, there is also lack of continuity in basic philosophical attitudes toward delinquency and delinquents. Further, there is a lack of agreement in diagnosis, prescription, and treatment. In all, the client, spending six months or more with the Commission, has virtually little opportunity to achieve any feeling of continuity in treatment as he is "passed" from one person to the other or from one institution to the other.

It is recommended that one of the best ways to achieve continuity would be to organize staff persons into treatment teams with a given team responsible for a given number of clients. These teams composed of persons from the Juvenile Diagnostic Clinic, the institution, and the community would coordinate the total planning for a given client, drawing upon institutional treatment facilities as needed. The client working under a contractual program would assist in establishing both short- and long-range objectives for himself, be prepared for periodic reviews, and be held accountable for his behavior and/or progress toward stated objectives. With this unified approach, team members would be knowledgeable about the client from time of commitment through after-care and be in a position to develop a long-range meaningful relationship with client.

2. Consistency and Dependability

Along with continuity the treatment program must provide the client with a feeling of being treated in a consistent and dependable manner. Inconsistency and lack of dependability is already too familiar to most clients. As a result they are not free to trust the adults with whom they deal and learn very quickly to not even trust themselves: their feelings, thoughts, and skills. For any program to be effective in dealing with the self part of the phenomenal field the client must be psychologically free to experiment with his understandings, skills, and attitudes. This condition is only possible when he is treated in a consistent and dependable manner.

3. Community-Based Treatment Programs

The greatest irony in our approach to rehabilitating persons with deviant behavior is that we remove them from the environment within which it is intended they learn to live. It is almost as if through the process of removing them it is expected they will acquire a degree of immunity that will enable them to live successfully back in the community when they return. Traditionally clients have been removed from persons of the opposite sex, their friends, and families.

The greatest fallacy of this treatment approach is that the real "testing ground" of behavioral change is back within society itself, and, no matter the degree to which the "real world" is simulated within the confines of an institution, it cannot simulate the homes, family members, and peers with whom one must associate. Additionally, any change in the self or non-self part of the phenomenal field is difficult to translate from the institutional environment.

How to develop community based programs is not clear. Some clients may need to work in community-based businesses; some may need to train for socialization and relaxation; and others may need only to be free to worship. However, all clients must have continual and progressively-prolonged contact with the community, while at the same time having the security of institutionalized structure, the opportunity to discuss with professionals their immediate thoughts, feelings and reactions, as well as the built-in opportunity for repeated attempts at successful community contacts when failure seems to be most imminent.

"Going to town" as a reward for good behavior or educational progress is not that of which we speak. The individualized treatment program must have continuity in approach, be consistent, dependable with ample opportunity for community contacts to "test out" progress toward behaviorally stated objectives.

4. Alternatives to Classroom Learning Activities

Large percentages of Ohio Youth Commission clients have had unsuccessful experiences in the public school system. For various reasons they have been disciplinary cases, truancy cases, and in general, reluctant learners. Consequently, they do not perceive themselves as capable of having successful learning experiences and continued contact with traditional formal education dredges up within them the very perceptions of themselves we are endeavoring to change.

In order to meet the wide divergence of training/educational experiences demanded by the wide range of client needs, it should be possible for a given client to pursue the same training objective through more than one route. As a bare minimum there should be the

opportunity to pursue a training objective by:

1. Formal education classes
2. On-the-job training programs
3. On-the-job work programs
4. Individualized programmed materials approach
5. Any combination of the above

At the present time the major programs available at the institutions include:

1. College preparation
2. Vocational OJT
3. Vocational trades and industry

While emphasis must be placed on the expansion of the number of "tracks" this is only a partial solution to the problem. Within each track there must be variation in the nature of learning activities so that the client may choose a training mode more suited to his own personalized learning style. Such an approach will enable one to choose those learning activities that will tend to enhance and maintain his phenomenal self.

5. Translatability Into Traditional Credit and Grading Systems

The average client appears to be related to the Commission for approximately 7.5 months. Hence, actual time in an institution for training purposes after the initial diagnosis and assignment is less than 5 months for many clients. At best their educational programs are transitory and under the most optimum conditions, with willing clients, they are able to achieve only a "step in the right direction." In essence the institution is always being called upon to release a client in the middle of an unfinished program and close cooperation with the public school system is vital. Although evidence exists that public school persons have likewise failed to contribute to this close working relationship, the institutions must make a greater effort than at present to prepare the client for that transition back into the public school system. Efforts designed to accomplish this might include:

a. Upon entering the Ohio Youth Commission a program contract should be developed for each client. Part of this contract would include a tentative release date that would take into consideration such factors as program objectives, incentive, time, etc. As part of the development of this contract, the

local public school to which the client is to return should be advised of the educational program planned and tentative date of release. Additionally, the local school should be asked to respond to the relevancy of this program in terms of continued development in the public school and asked to supply alternative program suggestions if it is impossible to continue the institutional program at the local level.

b. A second appreach would be to engage willing clients in more than a six-hour training day for purposes of "catching up" or "getting ahead" of similar persons in public school programs.

c. A third alternative is to go to some module of time for programming that is less than a semester or a quarter. Working under this alternative, clients coming into the institution "late in the school year" would be given the opportunity to program themselves to spend more time than typically and complete course work in shorter periods of time.

The over-arching principle at designing programs transferrable to other public institutions is to individualize learning opportunities to meet the wide range of client needs. Although the youths' activities triggered the process, these youth are removed from society at society's discretion and every effort ought to be made to phase them back into the stream of acceptable social behavior as gracefully as possible. Another social crime ought not be committed against them.

6. Maximum Contact With Professional Persons

Earlier in this report it was suggested that the educational program be conceived as including every activity in which the client is engaged. As such it would include those program elements currently identified as recreational, social, religious, and group life. In this unified, team approach representative persons from each of the above listed interest areas would collaborate in providing the appropriate services and/or facilities in order to meet the diverse needs of the clients. Central to this programming would be the opportunity to maximize contact for the client with professional persons for at least 16 hours each day, seven days a week. Under such an approach only custodial-type supervision would be provided during the sleeping hours and this would be minimal. All other supervision would be considered educational/training.

While the rationale for extended use of professional persons should be quite obvious the financial feasibility may be doubted. It is the Study Staff's belief that every effort must be made to upgrade the job classifications of all non-professional persons who come into direct daily contact with clients if significant progress is to be made in rehabilitating the persons under the Commission's care. Ideally addi-

tional funds will be made available for this purpose and it would be our desire to make such a recommendation. Realistically speaking, however, if additional funds are not made available the concept is still valid and must be implemented even if it is necessary to reduce the number of staff persons beyond that level considered as adequate. Although this solution would be less than desirable, it is one of the most urgent needs at the institutional level and any approach that will upgrade staff personnel and provide maximum contact with professional persons is essential persons is essential. (The staffing arrangement proposed in the Appendix is one possible solution).

7. Homogeneously Group Clients and Match Staff at the Cottage Level

When the Robert F. Kennedy Youth Center was visited various persons were quite favorably impressed with their attempt at grouping for cottage life and subsequent matching of staff to clients at the cottage level. Although this need might be drastically reduced with the proposed team approach and maximum contact with professional persons, it yet remains an intriquing concept worthy of further study.

On the other hand with uncontrolled entrance policies such an approach may be inconceivable and better ways will have to be devised. Suffice it to say that at this point in time that the matching of staff to a homogeneous group of clients for cottage life appears to have promise as a means of achieving solutions to many of the cottage problems.

Recommendation 5

IT IS RECOMMENDED that an individualized treatment program be developed for each individual client and be characterized by:

1. A program contract
2. The opportunity to become settled
3. An incentive pay/point system
4. Emphasis on the development of an adequate self-concept

Up to this point this report has endeavored to define the characteristics of the set of over-arching objectives as well as some of the characteristics of programming at the institutional level. While each of these is crucial in determining the available instructional offerings and learning opportunities, the clients contact with these offerings and opportunities should be related to his individualized needs. However, there are certain characteristics of this individualized treatment program which are believed to be crucial regardless of the nature of the program: These characteristics include:

1. A program contract

Under a cooperative agreement between the client and the professional team to which he has been assigned, a program contract would be drawn up which would include:

a. A set of behavioral objectives, agreed on by the team and the client, that are within the range of client expectations for change and meet the criteria of the over-arching objectives

b. A tentative release date with an earlier incentive release date if the client has successfully achieved his objectives within the shorter time.

c. Scheduled sessions for program review with a mechanism for the client or the team to call for reviews when it is obvious to one or both that the program contract agreed upon is unrealistic.

d. An objective scheme to give the client appropriate feedback on his progress on at least a weekly basis with the opportunity for client self-evaluation on a similar basis. (Previously this has been described, in part, as a monitoring system. This evaluation could become part of that system.

Although there are no doubt other desirable characteristics of this contract to be determined in greater detail at a later time, the emphasis must be on involving the client in the determination of his program, agreeing upon his specific obligations and then providing him feedback on his progress.

2. Opportunity to become settled

Continually reference is made to letting the client have the opportunity to "settle down." In fact one consultant indicated that at his institution this process generally took six months. Paraphrasing his words, he said, "A kid was to get settled before you can do anything." This concept is also alluded to by Combs who indicated that a client must be in a non-threatening environment if he is to become willing to experiment with changes in his perceptual field.

Particularly is this important when one is dealing with a non-cooperative client. He must be led to perceive the experience as a non-hostile, "helping one" and this can no doubt be more quickly accomplished if the client is given the opportunity to become settled.

As yet this process is undefined but some application of the orientation principle should enable one to achieve this relationship with the client at least to some minimally acceptable degree.

3. Incentive pay point system

The old saying that "all work and no play makes Jack a dull boy" is just as true within the institutions as out. The approach to providing incentive points which are convertible into cash as developed by the Kennedy Youth Center is an admirable system. Under the system the client purchases his recreation, personal need items, cigarettes, candy, etc. with money earned from points gained by manifesting behavioral characteristics similar to those being encouraged by the institution. No outside funds are available to individual clients thus the system is in effect monitoring and/or controlling the social movement and activities of the client.

Some system must be adopted that at least gives the client sufficient points/money for personal need items, an occasional treat, and, at least, the opportunity to buy a "coke" a day.

4. Becoming an adequate self

Whatever the over-arching objectives may become, or the institutional programs offered, or whatever objectives may be agreed upon for a given client, each person must be given the maximum opportunity to perceive himself as an adequate self. Combs and Snygg remind us that each individual is continuously seeking to be a more adequate personality. In their analyses of the kinds of perceptions that were typical of the adequate personality, they discovered three:

a. An essentially positive regard for self

b. The capacity for acceptance of self and others

c. The ability to identify broadly with other people

For the most part the clients under our care do not perceive themselves as adequate selves. Whatever else we might ascribe to do for them the individualized treatment program must provide opportunities for the client to perceive himself as a more adequate personality.

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[1]Arthur W. Combs and Donald Snygg. Individual Behavior. New York: Harper and Brothers, 1959. pp. 237-264.

Recommendation 6

IT IS RECOMMENDED that procedures be developed to provide for budget flexibility, individualized program purchasing needs, as well as, emergency financial procedures to accommodate continual program modifiability.

Mass Purchasing

Although mass purchasing is a valid way of obtaining those common items needed at each institution, there are some pitfalls in restricting all acquisitions only to mass purchasing procedures. Perhaps the most obvious and of greatest concern to persons who find themselves using the materials is the difficulty in getting special types of equipment or material to do special tasks. In education, for example, there are times when changes in supplies would enhance an educational program, but because of mass purchasing procedures, it is extremely difficult to quickly fill these requests. This does not mean that present procedures are all bad--quite the contrary. The savings afforded by the very sound approach allows for extended return on the investment. What it does suggest is that a means must be developed to provide the types of special purchasing services that not only encourage rapid delivery of unique items but also provide a most valuable staff relations tool by reacting quickly to staff needs.

Budget Flexibility

Perhaps the area of greatest concern to personnel of the Ohio Youth Commission is the absence of any flexibility in administration of a biennial budget. Once a budget is established, the opportunity for re-evaluation and shifting of funds from one category to another seems to be impossible. Further complicating the problem is the system of quarterly budget periods that require expenditure of funds within a quarter or the loss of these funds.

Recognizing the need for proper controls and close coordination, there must be provision for responsiveness to unique situations as they arise on a day-to-day basis. Needs change, clients change, and good programs must also change but cannot do so unless the budget is flexible enough to allow for these changes by permitting shifts in funds from one category to another.

A cardinal rule in budget development is that the budget is the fiscal manifestation of the program to be carried out. Yet if the budget is so ridig that it in fact becomes the noose that confines the program, little value is derived from sophisticated budget processes. Budget is the means to an end, not the end itself. This must always be the prime criteria in using a budget.

During the course of a biennium many, many variables operate that effect the budget. Among them is the turnover in staff (reported to be higher with the Ohio Youth Commission than within most public agencies) which, in effect, provides a budget savings because of delays in filling positions, new staff hired at lower salaries than the person replaced, etc. Invariably, these monies are returned to the general fund for reallocation rather than being made available to particular departments for use in resolving priority needs. Likewise monies unspent from other budget categories are returned to the general fund. This encourages line administrators to place undue effort on expending all allocated funds within a quarterly budget period in order to avoid the loss of these funds. A result is over spending on many items not really needed while real needs are not met due to the many complications that operate because of budget rigidity.

Budget control will always be a problem in any organization, particularly governmental agencies that never seem to have sufficient resources to do the complete job. However, rigid budget control as practiced in most such agencies creates a situation where waste is not only encouraged but, even more tragic, available resources are not used for the function originally intended. The Ohio Youth Commission has made great strides in attracting and holding qualified, well-trained administrative and professional personnel. If these people are to operate effectively as professionals, they must be permitted to participate in the budget decisions needed to function properly. Provisions must be developed to encourage the use of all monies allocated a particular institution or agency by providing the capacity for institutional personnel to shift monies from one category to another as the need arises. This does not necessarily mean a change in the total budget; it implies an opportunity for reordering priorities as program changes occur. The gain in staff morale will far outweigh the inconvenience to the technical process involved. In addition, the sophistication of the data system now in use will provide an easy means for such provisions.

## Budget Planning Implications

Crucial to the health and survival of any organization is the orderly development of long- and short-range plans. While good planning considers all variables that can be identified and allows for the introduction of many more that seem to bloom full born, none is more difficult to predict than that of resources. The planning process dictates that resources be identified at every stage of development and that alternative strategies be provided for every contingency. Inherent in the development of any plan, is the ordering of certain priorities to be confronted when and as resources are made available. Good planning begins with good programming. If an optimum program is developed, alternative strategies for resource procurement can also be devised. Thus the long-range program plan becomes the guideline

for development of short-range actions.

In spite of all of the political implications and ramifications, the Ohio Youth Commission must constantly work toward the development and revision of a comprehensive long-range plan. This means, of course, that no plan is permanent but it is an ever-changing document that is periodically examined and modified to incorporate changes as they occur. It is most important that the planning process not be conducted in a vacuum but that active participation be solicited at every level. Implicit in the planning process is the accurate projection of the cost of implementation both in terms of dollars as well as in the identification of the types of resources, personnel, and facilities needed. Final decisions are made after consideration of total input and are aimed at providing the best total services possible.

Not only are implications and costs of continuation efforts considered in the evaluation of a plan, but also the impact of change and the timing of change. From such considerations grow a series of priorities and alternatives which can be resolved over a series of short-range efforts. These become incorporated as part of the short-range plans to be implemented on a priority basis.

Assuming the Ohio Youth Commission decides decentralization is a component of its long-range plan, budget implications would imply that complete decentralization is not feasible in the immediate future because of costs. However, careful ordering of any priorities might indicate the feasibility of immediate decentralization of certain functions e. g., the J.D.C. operation to provide these services closer to the client. In this manner many program alternatives can be decided and acted upon leading to final realization of long-range efforts.

The careful development of plans also provides agencies with valuable information with which to develop future budget requests. These requests can be very well defended and justified and can provide the stimulus necessary for added resource allocations.

The Survey Staff feels very strongly that not only the Ohio Youth Commission initiate comprehensive planning efforts but that all institutions and bureaus of the Commission must be encouraged to initiate such planning endeavors as are germain to their particular missions. Out of such efforts will come data which will make it possible to do continuous planning for the continued improvement and development of the Ohio Youth Commission.

Recommendation 7

IT IS RECOMMENDED that personnel policies including recruitment, compensating, training, and staff utilization be modified consistant with personnel needs for the full implementation of the proposed educational program.

One of the key elements in any organization, irrespective of the organization's mission, is the staff of that organization. It is the staff that turns an organization's objectives into impressive achievements or into frustrating series of failures. The staffs of the institutions of the Ohio Youth Commission are no exception. Indeed as social/educational institutions which depend heavily upon person-to-person interaction for achievement of the institutions' objectives, a compentent staff is critical.

If the OYC is to achieve its prime objective of helping the youth of Ohio to cope with life either before or after adjudication then it must enlist, train, and support its institutions' staffs. Physical facilities can only facilitate the work of good staffs. The objectives of the OYC can be achieved, given good staffs, in facilities that vary from relatively crude camps to the new facilities of Riverside School for Girls. Treatment programs, too, can vary from simple to sophisticated. But given staffs that are sensitive to the needs of the youth effective goal achieving programs will evolve.

Given the central importance of the staff members in the institutions of the OYC, the staffing policies of the OYC should be frequently and critically reviewed. The following items are examples of staffing policies that need to be reviewed immediately.

Recruitment

Attracting that special individual who can successfully work in a correctional institution is a difficult task and should not be treated lightly. It is not sufficient to fill vacancies with the first individual who bears the minimal credentials. Too often in the press to fill a vacancy the job requirements are rewritten or simply bent to match the competencies of the available individual rather than seeking an individual who can meet the job requirements.

Statewide and even nationwide recruiting should be carried on actively and continously in order to enlist the services of competent dedicated individuals. Colleges and universities that train individuals for the various roles filled the OYC should be contracted and their aid requested. Intern and student teaching programs should be developed cooperatively with the colleges and universities, thus exposing as many individuals as possible to the employment potential of the OYC. Salaries, promotion potential, and working conditions should be widely advertised in order to inform the public in general and potential employees especially.

Compensation

Salaries must be competitive with other employers. An individual

no matter how dedicated cannot exist on dedication alone nor can he do his best work if he must hold two jobs in order to make a living, as many OYC employees are currently doing. Unless the OYC is willing to fight in the legislature for adequate staff salaries it can expect the OYC employees to turn to the unions who will do the fighting for them. Excessive foot dragging in this area by the leadership of the OYC may have already lost the confidence of a sufficient number of employees and made unionization inevitable. If the leadership cannot effectively secure the needed funds for competitive salaries and related benefits, then perhaps it should encourage unionization in the hope that higher salaries would attract and hold competent dedicated employees. Surely an organization that has over 100% per year staff turn over in some departments needs to take drastic action if it is to correct the situation.

Staff Training

Attracting well-trained and dedicated employees with competitive salaries is just the first of series of essential steps which needs to be taken in order to build a superior staff. The second essential stept is staff training. The OYC must develop staff training programs which operate continuously. These programs must go far beyond the current practice of giving new employees a "cooks" tour of facilities.

Staff training programs need to be focused on at least three areas. One is the training and orientation of new employees. This training, which should span at least one year, should help the new employee find his place on the "team." It should give him confidence, competence, and the skills needed to operate successfully in his position. If this is not achieved, then the training program should be revised or the new employee should not be retained. The second area of focus in the staff training program should be in the upgrading and improvement of established employees' skills. As new knowledge and techniques are proven to be effective in performing job tasks, the established employee should be trained to apply them to his work. The third area of focus for OYC training programs should be retraining of employees so that they successfully function when a new program has been developed. Too often new educational and treatment programs are put into operation by persons who are not trained to function in a new way. Consequently, they function in the only way they know, i.e., according to the behavior patterns developed in the old programs. When retraining of employees for new programs is not done, either the new program fails or the old program still exists in a disguise of new titles and labels.

In all three areas an assessment or evaluation program must be a part of the training program in order to determine (a) the overall success of the training program, and (b) which employees need additional training.

All professional employees, especially those responsible for cottage, educational, social, and recreational programs should know the total treatment program of the particular institution in which they are working, and they should consider themselves members of a team working toward the same goal rather than working at cross purposes to the efforts of other individuals in the institution or in OYC.

Training programs for the OYC can be of two types, one internal and the other, external. The internal programs can be developed and operated either within the Commission or within a particular institution, whichever is more feasible. The external programs can be developed and operated by colleges, universities, and other training agencies. The type and extent of training required will dictate whether a program should be internally or externally operated.

If the OYC establishes an active staff training program as is recommended, it should review its policies relative to staff participation in training and continuing education activities and the extent of the financial support given to employees who attend training programs. Generally, internal training programs should be "on company time." External programs should be encouraged by modifying the employees work schedule so that attendance is possible and by paying tuition or other admission fees. Education leaves should be readily granted, even though short term replacement of the individual is both difficult and inconvenient.

Unless it is handled in some other way, the Commission may want to include its public information and dissemination activities in its training program. Special programs could be developed for community leaders, police personnel, judges, lawyers, public school officials and teachers, parents, industrial and business leaders, union officials, legislators, etc. Even though these programs would be costly and time consuming, the payoff to the clients of OYC would be substantial.

## Staff Utilization

A final area for staffing policy consideration is the staff utilization patterns which exist within each institution.

The Commission programs could be more effective if the cottage life, educational, social, and recreational programs of the institutions were better coordinated. More cooperative planning is essential. Cooperative planning would reveal which efforts could be effectively supported by individuals regardless of their present program identi -

fication, e.g., cottage personnel could actively assist in some aspects of the educational program.

Recommendation 8

IT IS RECOMMENDED that the role of the Juvenile Diagnostic Center be re-evaluated in keeping with proposed over-arching objectives and institutional programs in order that:

1. Maximum time for rehabilitative programs will be available at the institutional level.

2. The tendency toward prolonged periods at the diagnostic center will be discouraged, thus enabling the center to concentrate more fully on diagnosis and the development of adequate treatment programs.

3. The minimal rehabilitative programs offered by the center will begin early to provide experiences leading to a more adequate self-concept on the part of the client, rather than endeavoring to provide continuing traditional education programs, the reaction to which has already proven to be negative with the majority of clients.

4. The current tendency to over-prescribe, or to unrealistically prescribe, in relation to available Commission resources will be reduced.

While all persons within the Youth Commission recognize the significant role played by the Juvenile Diagnostic Center is the success of the Commission to date, concern was expressed that the Center itself needed to re-evaluate its role as did all other components of the Youth Commission. Among the most frequently cited criticisms were the tendency to:

1. Prolong the diagnostic process in order to "save" the client from being sent to an institution, the resources of which, in the eyes of the clinician, were not adequate for the client. Additionally, after a prolonged stay at the Center the amount of time for rehabilitative experiences was drastically reduced.

2. Provide a prescription for the client not available with current resources.

The response to these criticisms is unsatisfactory at this time, and it should be admitted that adequate solutions have not been provided. Whatever the more proper role is to be the Diagnostic Center must endeavor to provide it's services more closely related to the institutional level. One approach may be to divide the diagnostic services between the Center and the institution with the emphasis at the institutional level on (1) interpreting to the treatment program best suited to the needs of the client, i.e., becoming a member of the

team that will develop the individualized treatment programs, (2) maintaining dialogue between the institution and the Diagnostic Center, and (3) maintaining a continual evaluation of the progress of each client while in the institution through the previously suggested monitoring system. By way of example, a computerized evaluation system could be established which on a weekly basis would relate client self-evaluation data with evaluative input from various staff persons. Programmed in this manner, serious discongruence in perceptions of client progress would automatically be brought to the attention of the diagnostician who would pursue possible alternative solutions which could result in modifications of the client's rehabilitative program.

Recommendation 9

IT IS RECOMMENDED that a thorough study be made of on-the-job training programs being currently operated in state-owned industries to insure that:

1. The objectives of the training programs are being achieved

2. The services provided by the industries are available at a true reduction in cost compared to the cost of these same services if offered to the state on a contractual basis by private firms.

On many occasions it was expressed by institutional personnel that production and training were two divergent operations and non-compatible. Although this may be over-stating the case it would appear that the more a productive-type industry depends on the services of trainees for its output the greater the tendency to emphasize production and de-emphasize training. On the other hand these very industries provide the potential for on-the-job-training programs that each institution so desperately needs.

Complicating the issue is the belief by many persons that, even using trainees at reduced wages, these state-owned service industries are not economically sound financial adventures, believing equal services could be provided by private firms at a savings to the State.

At this time the resolution of these idealological conflicts is not defined. Other questions arise such as: If the State is in control of a service industry, will it ultimately always take advantage of the clients it is endeavoring to train? Some persons think it to be so. Might these industries be run on a quasi state-private owned basis with the State leasing its industrial service facilitates to private corporations who in turn would be responsible for a fixed number of OJT positions? The State could retain the right to withdraw the trainees at any point it was shown that training needs were being

sacrificed for mass production.

The answer is definitely unclear. It is the judgment of the Survey Staff that training needs are not currently being met in many job training programs within the institutions. A most satisfactory program must be devised.

Recommendation 10

IT IS RECOMMENDED that half-way houses be provided in each metro-politan area, preferrably adjacent to state college and university facilities, in order to provide a "sheltered living residence" for persons returning to either the world of work or persons continuing an educational program.

The ultimate goal of individualized treatment programs would be to extend the scope of treatment services to the degree that the vast range of individual differences might be more fully met. Experience already gained by the Commission in the use of half-way houses as well as continued contact with private residential treatment centers indicates these facilities to be quite beneficial for a given group of clients. Locating these houses near higher-education facilities provides:

1. Neighborhoods in which the population is mobile, making it easier for OYC clients to be accepted in the community

2. A larger pool of qualified graduate students, in fields of study related to training and corrections, who would be available for residential employment

3. A wide range of educational opportunities for the clients

4. Opportunity to become involved with interested university persons in the development of special programs, (a) to assist delinquent youth, (b) to intern professional correctional employees, or (c) to develop other programs that might bring together resources from all levels of government in the study of delinquency

5. Readily available alternative courses of action for these youth who are attempting to return successfully to places in society.

Recommendation 11

IT IS RECOMMENDED that a program of continuing contact after placement be developed at each institution in order to:

1. Aid the youth who need contact with some staff person after placement

2. Enable a staff person to continue the relationship of being a "significant adult" in the life of a client when such a relationship has been developed while the client was in the institution

Throughout this study the "unwritten law" that OYC personnel were not allowed to continue contact with a client after being released from an institution was continually brought to the attention of the Survey Staff. At the same time both the literature and the consultants indicated that often a missing link in the personal relationships of delinquent youth was a "meaningful relationship" with a "significant adult." In a very real sense they have no person after whom they can model their lives.

By way of contrast with the Commission Policy, at the Buckeye Boys Ranch, it is part of their philosophy to encourage this continuing contact and they often receive calls from far away places by clients in need of advice or a word of assurance.

Developing such a continuing-contact program at the state level is fraught with difficulties. At the same time some very potentially valuable relationships are developed among institutional personnel and clients that should be allowed to bloom more fully for the good of the client. After all, the Commission exists to help youth in need. Each of us at some time in life has been the partner of such a relationship. It has been our privilege to be a "model" for someone else. A determination should be established to use these potentially meaningful relationships in a professionally developed manner.

Recommendation 12

IT IS RECOMMENDED that the program developed for the younger group, which is included in the Appendix, be used as a guide at the institutional level for the design, development, implementation, and evaluation of comprehensive rehabilitative programs at all units of the Commission.

APPENDIX

Recommendation 12 refers to the institutional program developed by the Younger Group Study Committee. This section contains the description of the proposed program.

## Introduction

The over-arching philosophy of the institutional program to be described in this section is to prepare each child to return to his home community and the public school. This philosophy puts the stress on treatment and rehabilitation as opposed to custody or punishment. It also stresses the individual child and implies a program geared to the diagnosing of physical, intellectual, emotional, and social weaknesses and to the effecting of personal growth within these realms. Authorities in the field of juvenile delinquency support this emphasis on treatment.[1]

This over-arching philosophy of treatment, on which broad and specific program goals must depend, arises from expectations regarding the accomplishments of such a program. These expectations depend in turn on needs of society at large, needs of the local community, and the needs of delinquent children themselves. These societal and individual needs afford the rationale for the existence of institutions charged with the care of delinquent children.

## Program Development

The program for the younger youth has been planned in accordance with an outlined suggested by the Conrad-Wylie Model of Program Development which places program needs within the framework of societal and individual needs. (Figure 1)

The total area inside the larger circle of this model represents the needs of society at large. Community needs, as shown by a broken line, are equivalent to those of society in general but in addition have a specific character based on local conditions and problems.

The area inside the small, central circle of this model represents the needs of children. Individual child needs, as shown by a broken line, and equivalent to those of children in general but in addition have a specific character based on differences in strengths and weaknesses.

[1] Institutions Serving Delinquent Children, Washington, D. C.: U. S. Department of Health, Education, and Welfare, 1962, p. 1.

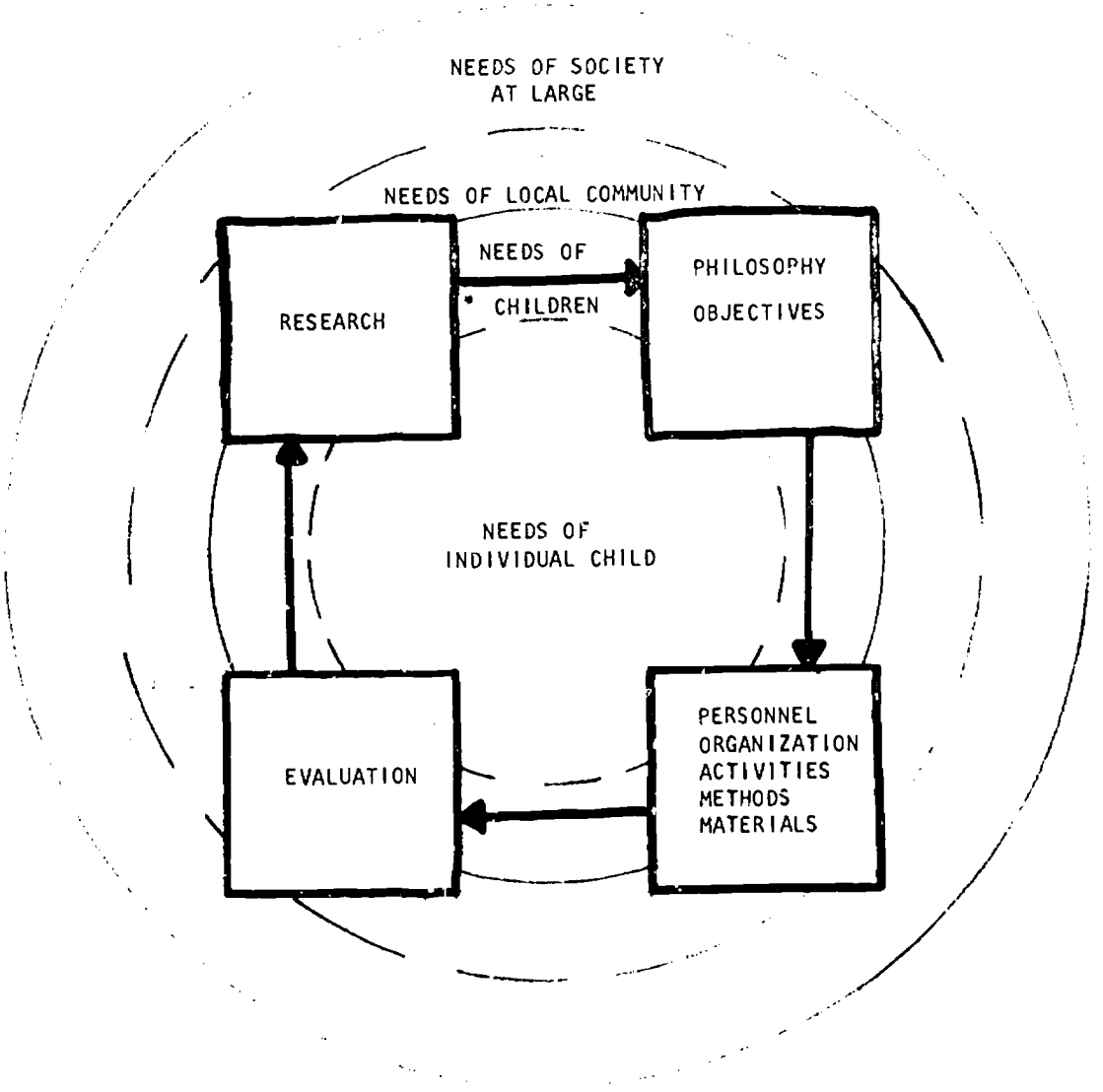


Figure 1

Conrad - Wylie Model of Program Development

Superimposed upon the circles are four blocks which denote a cycle of program development growing out of general and specific needs represented by the circles. All four blocks are mutually related to each other through these circles, with needs of the individual child being the central focus of the model.

The upper-left block represents research -- a continuing effort to determine the best aspects of traditional programs as well as current innovative ideas and practices, with respect to each of the other three blocks. Relationships among the different blocks are indicated on the model by arrows, which should be thought of as flows of information or as directions of activity.

The upper-right block is concerned with program philosophy and objectives. As shown by the upper arrow, this philosophy and these objectives naturally grow out of the research work.

Personnel, organization, activities, methods, and materials appear in the lower-right block, similarly growing out of philosophy and objectives. These five program elements may be examined separately in the interest of clarification and planning, but operationally would be viewed as an integrated totality functioning as an interdependent system.

The program needs, in short, are to provide means (program elements) for achieving ends (program objectives).

The fourth block, on the lower left, refers to evaluation of the over-all program plan in terms of the extent to which it utilizes program elements, organizes resources and activities, in order to meet program objectives. The arrow on the left shows that evaluation is to be used in a feedback arrangement to promote the cycle of futher research and refinement of objectives for continuous upgrading of the operational program.

## Framework Of Needs

The needs of the younger group are based on general needs of society expects of its youth commission institutions, specific needs of communities to be served and the expectations of these same communities, and needs and expectations of children within the institutions. An initial step in program planning is to review these societal, community, and child needs for program goals. The subsequent steps in program development will be derived therefrom.

Needs of Society

The needs of society reflect first of all democratic values which the people in this country generally share. These values include the ideals of general welfare, civil liberty consent of the governed, appeal to reason, and the pursuit of happiness. Such values to a large extent have shaped an expected life style, defined acceptable human relationships, and prescribed the rights and responsibilities of American citizenship.

Secondly, the needs of society reflect the broad needs of all citizens, the sum total of the biological, psychological, and sociological needs of the population as a whole as people seek to live, interact with others, and solve their problems within the structure of society. These broad human needs include health, economic, political, social, educational, religious, and leisure time needs. Traditionally, these needs have been met through the establishment of formalized, organized institutions such as government, family, school, and church.

Thirdly, the needs of society are influenced by changes which have taken place within it. Society today is characterized by rapidity of change and an increased technological and social complexity resulting in large part from the knowledge explosion and population growth and mobility. Industrialization, urbanization, and their concomitant suburbanization have led not only to pollution and transportation snarls but also to serious economic and social problems.

Poor home and environmental conditions along with lack of educational opportunity in the inner cities, for example, have frequently resulted in dropouts, unemployment, and a continuing poverty cycle conducive to delinquency and crime. This social unrest has been compounded by the growing militant reaction of minority groups to problems of poverty and race, and complicated by the more general response to international tensions. Mass communication and the widespread nature of the social problems of today have made them highly visible, intrusive, and virtually unavoidable.

Based on the foregoing considerations, then, society in general needs citizens who:

1. Hold democratic ideals or values

2. Are able to meet their own broad needs and contribute to meeting the needs of others

3. Have personal characteristics which respond to the challenge of change and the technological and social complexity of the modern world

Needs of the Community

The needs of society are of general applicability. The needs of the community are both the general needs of society and specific needs of the local situation which must be diagnosed.

In the case of a typical neighborhood in the inner city, innumerable problems signify a gross waste of human resources. An unhealthful physical environment is apparent in the lack of proper sanitation which accompanies generally deteriorating housing conditions. Numerous broken homes and the high rate of unemployment result in poverty, and deficient educational programs along with large numbers of dropouts prophesy continuing economic deprivation. The lack of recreational facilities adds to human conflict, and the prevailing poverty promotes juvenile delinquency and crime.

Long-range needs corresponding to these local conditions are readily identified as better housing; family welfare and counseling services; additional recreational facilities; and educational improvements including pre-school, vocational, and individually determined programs along with better school facilities and teachers.

A more immediate need in such a setting involves social control -- the protection of person and property from deviant behavior. It is this societal and community need which has justified government, law enforcement agencies, penal institutions, and various societal norms and sanctions. Of concern to the OYC and the justification for its existence is the fact that one way society and the community have attempted to meet the important need for social control is through the establishment of institutions charged with the care of delinquent children.

Society in general and the community in particular expect such institutions to remove the offending child from the community for a period of commitment specified by law, to control him during that period without a recurrence of delinquent conduct, and to provide some type of training that will enable him to return to the community as a contributing member thereof. In addition, the community may well expect the institution to help effect long-range community improvements as a concomitant to staff cooperation with social, psychological, and educational agencies in aftercare programs involving the child and his parents.

Based on the foregoing considerations, then, the community needs:

1. To meet the needs of society in general
2. To diagnose problems and corresponding needs of the local situation
3. To effect solutions to these problems on both an immediate and long-range basis

A prime example of this need is the fact that deficiencies in the typical inner-city community encourage delinquency. An immediate solution to this problem is to employ a training institution to remove deviants from the community temporarily and return them as contributing societal members. On a long-range basis, community-institution cooperation in aftercare programs may promote more permanent solutions to community problems through environmental improvements.

Needs of Children

The general needs of children comprise the physical, intellectural, emotional and social needs which determine basic environmental conditions prerequisite to child well-being and care. In the course of program development these needs must be translated to a plan of action which will help children acquire the understandings, skills, attitudes, and values important for them in a democratic society. The general needs of children are derived from principles of human growth and development, the nature of knowledge, and principles of learning.

Principles of human growth and development. The field of growth and development concerns maturation -- i.e., the natural, innate age growth of an individual -- plus his experience. The various realms of development have been extensively researched, notably by Gesell and Olson who identified and described characteristic sequences in physical development; by Bloom and Piaget who likewise detailed the pattern and stages of intellectual development, refuting in the process the notion of "fixed intelligence"; by Freud who showed in his psychosexual stages of emotional development how a child grows to love himself first, then others; and by Havighurst whose "developmental tasks" have to do with increasing social requirements of the child-in-society as he matures.

Generalizations or principles which have been drawn from this research in the four different realms of development include:

1. Development is integral, involving the "whole child." What happens in any one of the developmental areas (physical, intellectual, emotional, and social) affects all other areas

2. Development is gradual, continuous, and occurs in a fairly orderly sequence of development for characteristics in each of the four areas

3. Development is individual, occurring at differeing rates and patterns. A great range in development exists at every age level.

4. Development is affected both by heredity (determines the factor of maturation) and environment (determines experience).

5. Sex differences in development are both innate and environmental

6. Correlation, not compensation is the rule, with clusters of positive or negative characteristics (strengths and weaknesses)

7. Behavior is caused, being goal-directed toward the satisfaction of needs within a frame of reference of the self- image[2]

Nature of knowledge. Man is unique partially because he can communicate and store experience. Man has structured his experience into disciplines or domains concerned with all aspects of life. The objective domains comprise the sciences--biological, physical, and social--as well as mathematics. The subjective domains include the humanities--language, art, and philosophy.

Man's structured, stored experience constitutes the cultural heritage. This knowledge, however, is not a quantity which an adult may pour into the head of a child during the learning process. Instead, each domain of life must be studied according to its own frame of reference by the development of concepts and the use of the same methods of inquiry that led to the knowledge in the first place. Knowledge must be discovered through experience.

Rather than knowledge, Dewey stressed the idea of "knowing," the dynamic interaction of a child with his environment as he seeks a way to meet a need or achieve a goal. "Knowing" centers around life, problems, and change.[3] The concept of "Knowing" is supported by modern learning theory.[4]

Principles of learning. Learning is frequently defined as change in behavior resulting from experience. Learning occurs throughout and as a part of a child's total experience, thus cannot be confined to a time, place, or textbook. The quality of a child's learning, of his intelligence itself, and of his over-all development depends in large part upon the quality of his total life experience.

From learning theory and comprehensive research in the field have come numerous principles which suggest that learning takes place more readily when:

1. The child accepts as useful and important to him the activities in which he is engaged

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[2]Hilda Taba, Curriculum Development, New York: Harcourt, Brace, and World, Inc., 1962, pp. 88-100

[3]John Dewey, Experience and Education, New York: Collier Books, 1938.

[4]Robert M. Gagne, The Conditions of Learning, New York: Holt, 1965

2. The child shares in setting the goals of learning, in planning how to achieve them, and in measuring his own progress toward them.

3. Firsthand experience is emphasized

4. A multi-sensory approach is used

5. What is to be learned has satisfying emotional content -- feeling supports thinking

6. The child is free from the distractions of personal problems

7. The child is not pressured to compete or achieve, but feels reasonably confident he can accomplish what is expected of him

8. Failures are viewed constructively by adults who like and respect the child, and suitable remedial or corrective measures are provided

9. Efforts are appreciated by adults and peers

10. The rhythm of physical activity, mental activity, and relaxation is appropriate[5]

Based on the foregoing considerations, then, the general needs of children extend to every aspect of living and may be outlined as follows. The needs are derived from:

1. Principles of human growth and development and include the

   a. Need for physical health, to be well and strong

   b. Need for emotional and social development, to see self as worthwhile and to get along well with others

   c. Need for values and ethical behavior

2. Nature of knowledge; principles of learning, including the

   a. Need to develop thinking processes such as problem solving abilities, critical and creative thinking; to be able to use learning tools and fine information

   b. Need for esthetic and creative expression in art, music, literature, etc.

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[5] Guidance in the Curriculum, Yearbook 1955, Washington, D.C.: Association for Supervision and Curriculum Development.

c. Need to understand the physical world through science

3. Understandings, skills, attitudes, and values are important for children in a democratic society, including the

a. Need for communication skills and language arts; to speak clearly and correctly, read well, and write clearly

b. Need for quantitative understanding (not mechanical response) involving the skills, processes , applications, and meaning of arithmetic

c. Need to understand society -- how man lives together in society, to have a wide outlook, to be able to do one's share of work or play, and to be able to start a job and keep at it until it is finished

The general needs of children may also be stated in terms of Maslow's hierarchy which in a sense summarizes the above needs as it presupposes a basic drive toward "self-actualization," the need to become all that one is capable of becoming. Maslow's hierarchy categorizes levels of needs:

1. Physiological

2. Safety

3. Love and belonging

4. Esteem

5. Self-actualization (includes need to know and esthetics)

As each level is satisfied an individual is able to direct his attention toward meeting the next higher level of needs. According to his theory, growth toward self-actualization is the ultimate motivation. The underlying assumption is that human nature is trustworthy, and that, given a chance, the individual will do those things that are right for his own development and optimal functioning.[6]

Needs of the Individual Child

Constituting the central focus in the development of the program are needs of the individual child. These needs are both the general needs of all children as detailed in the preceding section, the characteristic needs of all children as detailed in the preceding section, the characteristic needs of delinquent children, and specific needs of a particular delinquent child based on individual abilities, interests, and problems. Individual

[6] Perceiving, Behaving, Becoming. Yearbook 1962, Washington, D.C.: ASCD pp. 34-50

differences imply individualized, personalized attention and services. Individual problems indicating special weaknesses within any of the physical, intellectual, emotional, and social areas must be diagnosed and treated in accordance with the over-arching program concern of preparing each child to return to his home community and the public school.

Needs of the delinquent child. Only children who have been officially adjudicated "delinquent" are committed to OYC institutions. "Delinquency" is first of all, then, a legal term denoting an interpretation and finding by the court resulting from a child's violation of law. Secondly, while the term in itself is neither diagnostic nor sufficient to classify a child, and while it does not define a uniform personality type, as a concept, "juvenile delinquency" nonetheless communicates symptomatic patterns of behavior.

In general, so-called "juvenile delinquents" show a compulsion to act in a manner unacceptable to society, exhibiting behavior harmful to themselves or their families or in some way disruptive to their community. When directed toward the person or property of others, such behavior frequently is uncontrollable, hostile, and aggressive. Typically, the delinquent child possesses a self-centered concern for his own welfare, with essentially no feeling of guilt or remorse about his antisocial behavior.

Deviant behavior begins early as the young child demonstrates an inability to postpone immediate gratification, a tendency to react with belligerence or defiance if not permitted to have his own way, and an intense disregard for the property rights of other children. This deviant behavior becomes more pronounced as the child gets older and is confronted with demands for social adaptation in school. Then the well-known symptoms of truancy, defiance of teachers, fights with other children, untruthfulness, irresponsibility, staying away from home, and unlawful acts such as stealing and fire-setting appear. These symptons are apparently the same regardless of economic or social status of the family, although the severity and incidence tend to be greater at the lower-class level.[7]

One of the foundation principles of human growth and development states that "behavior is caused." All children have basic needs, and when a particular child's life lacks any of the elements necessary to healthy, normal growth he may become frustrated and delinquent, seeking his satisfactions in socially unacceptable ways.

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[7]Ruth S. Cavan (Ed.), Readings in Juvenile Delinquency. New York: J. B. Lippincott Co., 1964, pp. 141-143

For example, all boys and girls need homes where they are wanted and parents they can depend on to care for them. Yet a common case cited by authorities in the field of juvenile delinquency involves a pathological mother-child relationship where the mother's early rejection and hostility result in the young child's devastating emotional deprivation and, often, physical neglect as well. The father either avoids the child or is violent and dictatorial toward him. Over a period of time, the child learns to react to the overwhelming frustration and anxiety with hostility and violence of his own. Such a child is hardly prepared to cope with the problems of socialization once he begins school. Thus, he quickly falls behind, and failure, truancy, and defiance of school authorities create the serious problems leading ultimately to instructional commitment.

The instructionalized child, even as society and the community, has needs and expectations with regard to the institution's program. The value of the institution to the delinquent child lies in the fact that it offers an environment consisting of controls, protection, and a totality of treatment to meet his needs for physical care, educational opportunity, counseling services, and socialization which will enable him to return to his home community and the public school. Usually a child is not aware of these values at first, viewing his commitment as punishment and arriving fearful, suspicious, and hostile. His subsequent experiences should show him that the institutional program is an attempt to help him and that he can realistically expect personalized attention to his problems.

The institution's success in effecting changes in the delinquent child's behavior depends heavily upon a general understanding by all concerned of the underlying causes of characteristic deviant behavior as well as how to deal with present needs and expectations of each individual case.

The progression of needs of the delinquent child may be briefly summarized by means of a diagram (Figure 2).

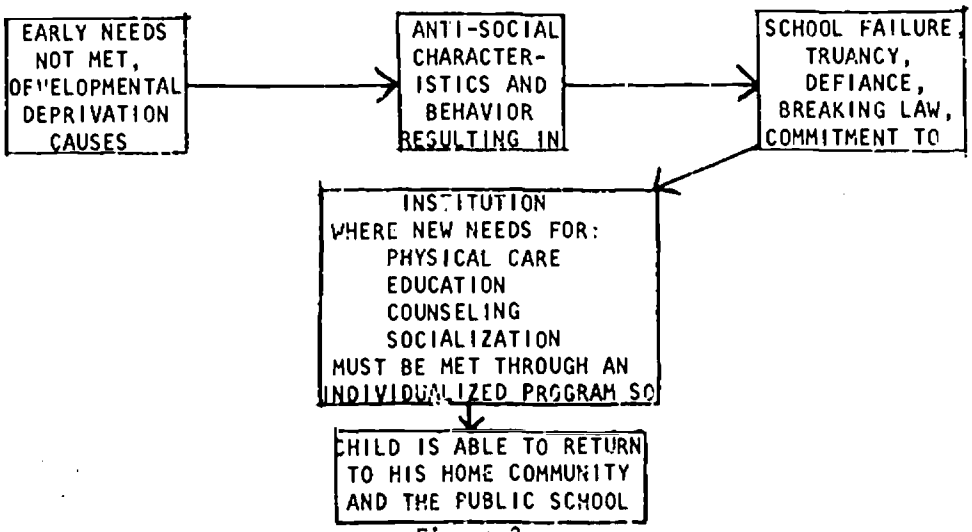



Figure 2

Progression of Needs of the Delinquent Child

Program Needs

The needs of the younger group lie within the framework of needs previously described as:

1. The general needs of society and what society expects of the institution

2. The specific needs of communities to be served and what these communities expect of the institution

3. The needs of children in the institution which are:

   a. Same general needs as other children

   b. Special needs of delinquent children

   c. Special individualized needs which have to be diagnosed and require personalized educational, counseling, and social services that emphasize short-term goals in order to return a child to society

The program needs include a need for the miniature OYC community away from the natural society and community:

1. To provide a service to society, to the community

2. To receive cooperation from society and community

3. To develop a unique type of home, school, and society for children with special problems

4. To function effectively in providing for the needs of its temporary citizens

Generally stated, program needs involve determining objectives based on the above societal and child needs and providing means for achieving these same objectives. The means are provided through the program elements -- personnel, organization, activities, methods, and materials.

According to the Conrad-Wylie Model of Program Development, the framework of needs as here discussed logically leads to a consideration of program objectives and program elements.

## Program Objectives

As shown in the preceding section, the needs of the younger group derive from societal and child needs and, in turn, determine the overarching program goal and subsequent program objectives.

Two levels of societal or sociological needs were defined: (1) general societal needs based on democratic values, broad needs of all citizens, and characteristics of a changing society, and (2) specific community needs based on local conditions and problems, which must be diagnosed. Society in general and the community in particular need citizens who hold democratic values, are able to meet their own broad needs while helping to meet the needs of others, and have characteristics which respond to the challenge of change in a sociologically and technologically complex modern world.

The societal and community need for good citizenship calls forth a corresponding need for socializing agencies such as home, school, and the OYC institutions which will support the following broad goal: to help children grow into adults who understand the meaning of American democracy, who will be loyal to its values, and who will assume responsibility for contributing to its effective functioning.

The preceding section also defined: (1) general needs of all children based on their biological and psychological nature, (2) special needs of delinquent children based on acute developmental deprivation, and (3) specific child needs based on individual problems, interests, and abilities which must be diagnosed. Children in general and the individual delinquent child is particular need an environmental situation along with care and individual treatment which will facilitate biological and psychological well-being.

The general and specific needs of children call forth a corresponding need for service agencies such as home, school, and the OYC institutions which will support the following broad goal: to help each child achieve personal growth toward self-actualization or optimum development in the physical, intellectual, emotional, and social areas, - i.e., to become all that he is capable of becoming.

Thus as shown in Figure 3, societal and child needs are translated to societal and child goals. While ideally the goals of society and merely the sum total of the goals of its individual members, this is seldom exactly true in any practical sense. Consequently, institutional goals develop from two distinct expectations involving socialization of the delinquent child for the benefit of society and service to the child himself for his personal benefit. Since the goals of society are so intimately related to those of its members, however, no serious discrepancies between the two expectations would be apparent in an institutional program carefully designed to reasonably compromise them.

The Over-arching Goal

The aforementioned compromise has been incorporated into an over-arching philosophy or goal for the younger group. The preceding two broad goals, which are idealistic, comprehensive, and difficult, from the basis for the over-arching goal which is realistic, practical, and within the realm of present possibility.

The over-arching goal is: to prepare each child in the care of the institution to return to his home community and the public school. Implicit in this over-arching goal is the development of an institutional program geared both to perform a service to society through socialization of the delinquent child and to perform a service to the child himself through personalized treatment of his unique problems. As interpreted by the study group, these two services in practice are virtually one and the same. They will be implemented by means of the program elements in a total institutional program of integrated educational, counseling, and social services that focus on the individual child's needs in a democratic society.

Versatility is built into this program because the institutional staff may place increasing emphasis on the more difficult broad goals as time goes on.

Program Objectives

Growing out of the over-arching goal for the younger group are program objectives which will now be defined on three levels as shown in Figure 4: (1) long-term broad objectives -- a structured series of desired program outcomes comprising the total biological, psychological, and sociological spectrum of the child's life; (2) short-term broad objectives based on needs of the delinquent child and dealing with promoting growth in each child's personal and social adjustment during the period of time in which he is in the care of the institution; and (3) specific objectives which extend the above two levels and are stated as requisite understandings, skills, attitudes, and action patterns presented in behavioral terms so that chil growth toward them can be measured.

The first level of objectives of the program for the younger group been adapted from Kearney's Elementary School Objectives[8] for use by the Ohio Youth Commission Institutions. These long-term objectives identify nine broad program areas encompassing the total life situation; they are directed toward meeting the comprehensive needs of the child-in-society. The long-term broad objectives of the program are stated, therefore, as the intent to promote in each child:

[8]Nolan Kearney, Elementary School Objectives, A report prepared for The Mid-Century Committee on Outcomes in Elementary Education, sponsored by the Russell Sage Foundation. New York: The Foundation, 1953. pp. 189.

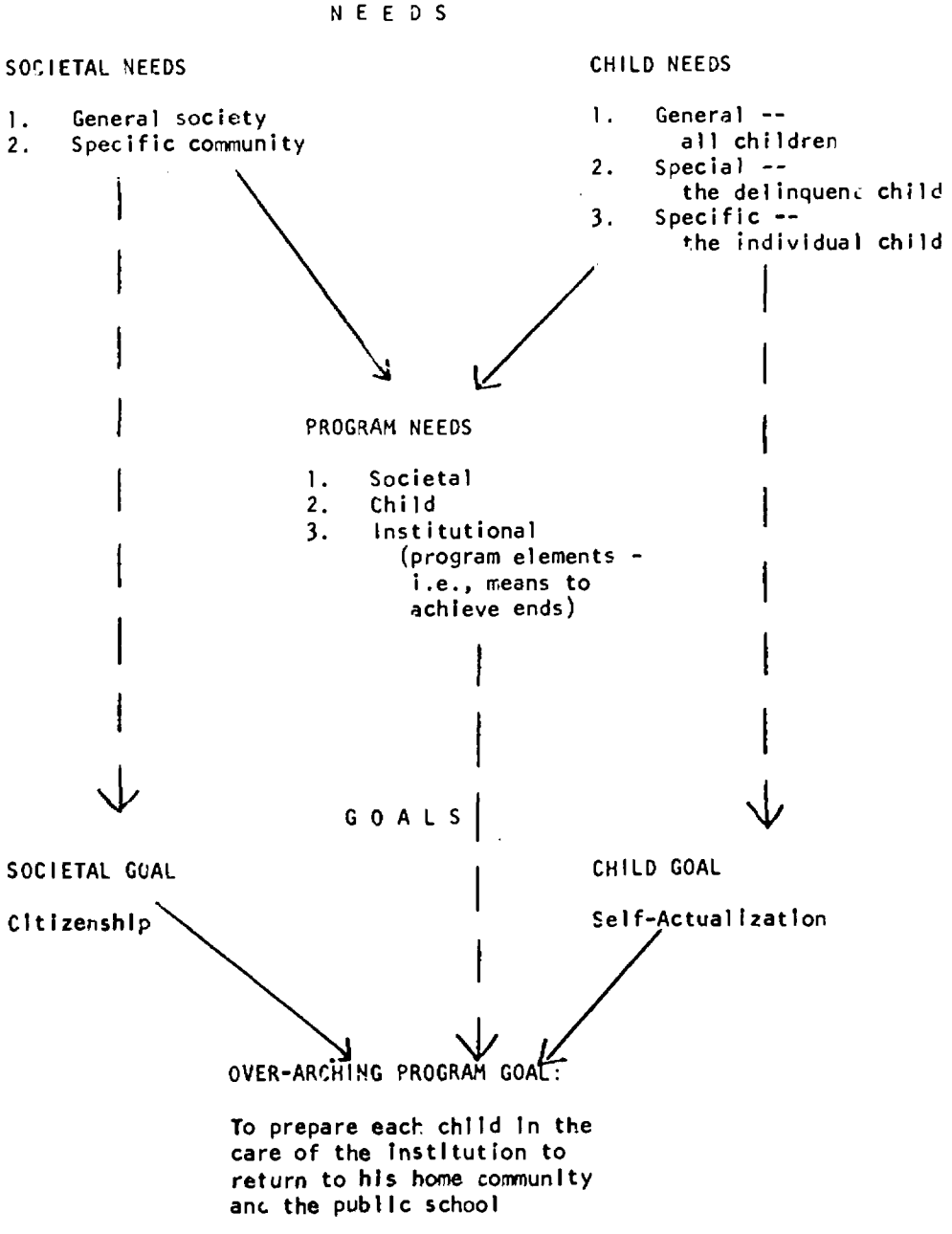
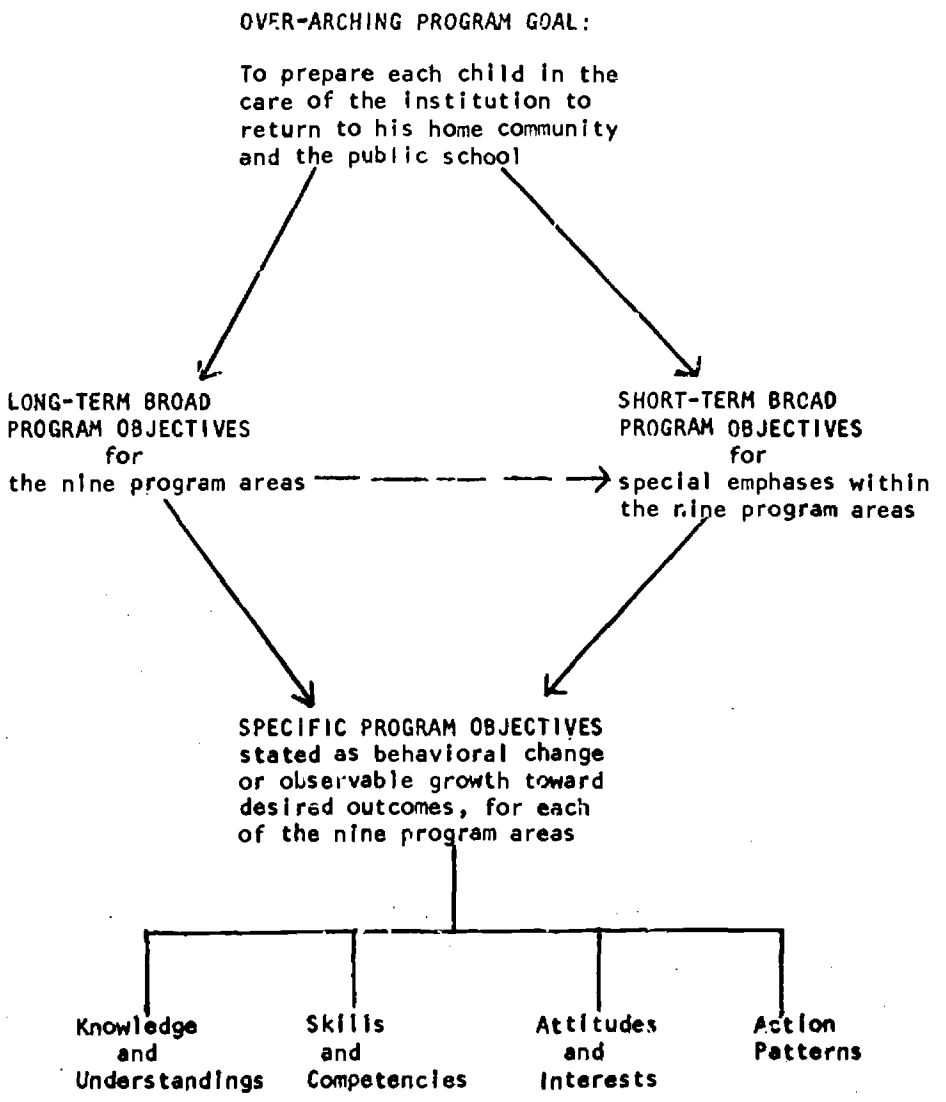



Figure 3

Flow Chart Showing Outgrowth of Over-arching Program Goal From Societal and Child Needs




(Above four categories are outlined as summarized program objectives beginning on page 17.)

Figure 4

Flow Chart Showing Outgrowth of Program Objectives From Over-arching Goal

1. Health, safety, and physical development

2. Emotional and social development on the individual level, including self-understanding and socialization

3. Ethical behavior, personal standards, and moral values

4. Growth in responsibility, and the ability to contribute to group life and well-being

5. Growth in understanding of broad social structures and relationships as well as of his own role in home, community, and society

6. Growth in discovering knowledge of the physical world of plants and animals, nature, science, conservation, and technology

7. The development of esthetic appreciation, expression, and values

8. Competence in communication with other people through speaking, listening, reading, and writing

9. Competence in quantitative relationships - counting, measuring, computing, estimating, and reasoning

The second level of program objectives identify special emphases within the nine broad program areas listed above, which recognize special needs of the delinquent child and the limited duration of institutional and aftercare treatment. This set of short-term broad objectives is directed toward effecting growth in each child's personal and social adjustment and states the intent:

1. To improve individual emotional health, including attention to self-concept or self-esteem

2. To improve individual social behavior, ethical and personal standards, and moral values

3. To improve group responsibility, cooperation, and contribution

4. To effect re-socialization by helping each child grow in understanding of his role in society so that upon return to society he may lead a happier, more productive life

5. To develop an educational program for each individual child geared to his specific learning problems as well as his likely placement

The third level of program objectives deals with specific extensions of the long-term and short-term broad objectives in terms of observable behavior so that child growth toward them can be measured. These specific behavioral objectives are exhaustively detailed in the Kearney book, being subdivided according to (1) knowledge and understanding, (2) skill and competence, (3) attitude and interest, and (4) action patterns. These categories are further subdivided according to expectations for the (1) primary period -- ages 6 to 9, (2) intermediate period -- ages 10 to 12, and (3) upper-grade period -- ages 13 to 15.

In this report, the specific behavioral objectives are presented below as brief outline summaries for each of the nine broad program areas with examples taken principally from the intermediate and upper-grade periods and selected to represent special emphases for the younger group. It should be noted that while separated to clarify thinking and planning in reality none of the nine program areas can be isolated from the others. Much overlapping exists between them because development is integral and what happens in any one area affects all others. The summarized program objectives follow:

1. The objective is to promote in each child health, safety, and physical development. The area of physical development is broadly conceived to encompass individual physiological and biological well-being as well as certain aspects of public health. It includes physical education, personal grooming, safety, sportsmanship, and an understanding of growth and maturation. It is closely related to various aspects of mental health.

    a. Knowledge and Understanding. This refers to demonstrating basic essentials, the tools of learning themselves, without reference to why or how they are to be used. When it is said here that the child "knows" or "understands" something, the interpretation is that he can show understanding in a manner appropriate to his general age level. Complete understanding may not occur for many years, if ever.

        The child knows or understands:

        (1) That sleep and rest, exercise, fresh air, and proper food and water are necessary to health and growth

        (2) The food combinations and nutrients necessary for a wholesome meal

        (3) Simple rules for preventing spread of infections, need for medical care when ill

(4) Need for community sanitation and a healthful environment

(5) The physiological changes of adolescence and the major aspects of reproduction in humans

(6) Effects of alcohol and drugs on the body

(7) Value of healthy use of leisure time

b. Skill and Competence. Here the emphasis is on basic abilities stated in terms of what the child can do. The child can:

(1) Demonstrate safety precautions with regard to fire, traffic, water, etc.

(2) Administer common measures of first aid

(3) Care for his personal grooming: hair, teeth, nails, and skin

(4) Exhibit skill in individual and group games, in social dancing, tennis, swimming, and other activities appropriate to his age, sex, and social group

(5) Show muscular dexterity and motor coordination in sewing, using tools, making beds, building fires, and so forth

c. Attitude and Interest. Here the emphasis is on the inner child, his character, motives, and personality which are seen as "the disposition to do." The child shows that he:

(1) Approves of various health and safety rules

(2) Enjoys many active sports and games

(3) Is interested in, and accepts, the bodily changes involving growth and sex development

(4) Wants to be attractive and clean, is concerned about dress, appearance, and grooming

(5) Is neither disturbed by his own size, weight, color, or such physical characteristics, nor by physical limitations and differences from others

d. Action Pattern. The previous three divisions dealt with observable behavior at a given time and place. Now the focus is on the child's behavior as he customarily uses

the demonstrated knowledge and understandings, skills and competencies, and attitudes and interests. Action patterns are not only the things he knows and can do; they are things he normally does as a matter of course in the various situations he faces. Action patterns are, therefore, the crucial behavioral objectives. Typically, the child:

(1) Assumes responsibility for the health and safety of himself and others at work and play including attention to cleanliness, oral hygiene, diet, fresh air, rest, and room temperature

(2) Practices to improve his game skills and work skills

(3) Eats some of the basic foods each day

(4) Selects appropriate clothes

(5) Maintains good posture

(6) Participates in active games and demonstrates good sportsmanship.

2. The objective is to promote in each child emotional and social development on the individual level, including self-understanding and socialization. The area of emotional and social development denotes individual psychological and sociological well-being and includes consideration of mental health, emotional stability, and the growth of personality.

a. Knowledge and Understanding. The child knows or understands:

(1) That he is an individual who must think and act for himself, assuming increasing individual responsibility

(2) That his actions will affect the response of others to him; what his most acceptable self is like

(3) Differences between child and adult behavior; that his parents have a point of view based on different experiences.

(4) Relationships between bodily states and feelings, between activity and release of tensions

(5) About the humorous side of situations

(6) That sexual maturity is an aspect of self-fulfillment

(7) His strengths and weaknesses and what these may mean in relation to an educational program or vocational field

(8) That his natural resistance to adult domination is part of his growing toward maturity

b. Skill and Competence. The child can:

(1) Get along with others in sports and social situations; react sensitively to the feelings of others

(2) Confide his uncertainties and worries to helpful adults

(3) Work alone for a period of time; work out some of his problems independently

(4) Evaluate his own progress toward specific goals; plan some of his own time; operate on a schedule

(5) React to failure by modifying his own behavior in a positive manner

(6) Utilize social skills in individual and group contacts with the opposite sex

(7) Make wise choices with respect to the demands and opportunities of his environment

(8) Face difficulties frankly and realistically; deal with his feelings of anger and hostility

c. Attitude and Interest. The child shows that he:

(1) Feels a sense of personal worth and esteem; feels that other persons are worthwhile too

(2) Experiences a minimum of disturbance at personal handicaps that cannot be corrected; accepts the handicaps of others without condemnation

(3) Takes pride in the growth of his various skills and desires to be adequate in the situation at hand

(4) Accepts manners, speech, grooming, and behavior that are different from his own and that of his family

(5) Is interested in the point of view of other people and respectful of their opinions; has a favorable attitude toward parents, other adults, and peers

(6) Wants to continue his education and finish school; is disappointed with failure in school work or in other activities.

(7) Desires friendship; has a wide range of general interests including people, hobbies, pets, and the like

(8) Enjoys life and does not fear it

d. Action Pattern. Typically, the child:

(1) Acts within a pattern of positive self-expression, confidence, and increasing individual integrity; is a happy person

(2) When motivated, will work for an hour or longer on a constructive project without adult supervision

(3) Sets realistic standards of achievement for himself and shows initiative in achieving them

(4) Works to improve social skills; has many friends and social relationships

(5) Accepts responsibilities and carries them out

(6) Meets normal frustration without undue moodiness, depression, or bitterness

(7) Relieves personal tensions through constructive activities

(8) Seeks adult and/or professional assistance in meeting his more serious emotional and social problems

3. The objective is to promote in each child ethical behavior, personal standards, and moral values. This area is related to the observance of moral and civil laws derived from the customs and mores of the culture. It is concerned with the integrity and honesty of people and includes considerations of helpfulness, kindlessness, sportsmanship, and the general need for social control.

a. Knowledge and Understanding. The child knows or understands:

(1) Basic rules in such concepts as the ownership of property, trespassing, and theft

(2) That freedoms and privileges involve responsibilities to others

(3) That people are not "all good" or "all bad" -- there are degrees of goodness and badness

(4) The difference between truth and falsehood

(5) The human right to freedom from unprovoked aggression and bullying

(6) The basic principle of giving value in return for value received

(7) The laws and rules which he is expected to obey and the reasons for them

b. Skills and Competence. The child can:

(1) Apply the principle of "giving value" in situations involving credit for hard work or honest work for wages

(2) Demonstrate his conception of property rights by refraining from taking what does not belong to him

(3) Make ethical judgments on the basis of consequences

(4) Clarify his own ethical standards and personal goals through reading, individual counseling, or group discussion

(5) Assess ethical behavior in terms of the motivation and the capacities of the other person

c. Attitude and Interest. The child shows that he:

(1) Is friendly and helpful toward others, reacting in accord with his assessment of their personal qualities and needs without regard to their race, religion, or national orgin

(2) Respects the rights and individuality of others; believes in justice, fair play, honor, and truth

(3) Seriously considers religion and church membership

(4) Tries to be loyal to his family, friends, and associates; realizes the interdependence of all members of the community

(5) Disapproves of stealing, unprovoked violence, and aggressive, destructive behavior

d. Action Pattern. Typically, the child:

(1) Acts in accordance with certain religious beliefs or ethical values but accepts the right of others to have a faith different from his own

(2) Demonstrates ethical behavior through acts of cooperation, sharing responsibility, following rules, playing fair, and consideration for others

(3) Handles normal antagonisms without hurting others; behaves acceptably with members of the opposite sex

(4) Judges the behavior of himself and others without attaching undue blame or dislike to them

(5) Does not do what he believes to be wrong just because his peer group does it

4. The objective is to promote in each child growth in responsibility, and the ability to contribute to group life and well-being. This area focuses on the individual in his social relations with others as he is confronted with the needs, interests, convictions, and ideals of others with whom he normally associates in home, community, and institution. It includes the ability to assume leadership, to choose leaders wisely, and to cooperate in teams.

a. Knowledge and Understanding. The child knows or understands:

(1) His duties and privileges as a contributing member of a family or group

(2) The need to take into account the motives and viewpoints of his family and associates

(3) That there are individual differences in the abilities, interests, and expectations of people around him

(4) His membership role in the large and small groups of which he is a part; the roles of his associates

(5) Rules of the team games he plays and need for cooperation

(6) His rights and responsibilities as a leader or follower in a democratic group or in various structured and unstructured situations

(7) The diversity of acceptable social behavior at different times and places, and in different circumstances

b. Skill and Competence. The child can:

(1) Participate in group discussions of plans for future group action

(2) Listen to what others say and contribute to carrying on a friendly conversation

(3) Work on a cooperative project, assuming leadership when his peer group wishes him to and cooperating when another is the leader

(4) Elect representatives to a governing body

(5) Behave appropriately when differences of opinion occur

(6) Use the necessary social skills in games and at parties, contributing to group enjoyment

c. Attitude and Interest. The child shows that he:

(1) Is willing to be of service to the group of which he is a member; feels himself to be a part of the group

(2) Enjoys participating in team games and group activities

(3) Has an interest in and concern about the sensibilities of others in a conversation or other social situation

(4) Wants to build friendly relationships and share happy experiences with his associates

(5) Can accept personal responsibility when at fault in group activity

d. Action Pattern. Typically, the child:

(1) Is able to accept group decisions he has opposed without prolonged argument or refusal to conform

(2) Performs his proper duties and chores, sharing in group responsibilities

(3) Helps and cooperates with others; demonstrates courteous behavior including courtesy in the use of language

(4) Accepts the conventional etiquette of eating, of boy-girl relationships, of arguments and quarrels

(5) Accords to others the right to differ in opinions in social, political, economic, and other areas

5. The objective is to promote in each child growth in understanding of broad social structures and relationships as well as of his own role in home, community, and society. This area is concerned with a somewhat broader social setting than that described in the preceding section. Here, the child's behavior is considered in relation to community, state, and national structures - the social world. Scientific problem solving in the social sciences is emphasized.

a. Knowledge and Understanding. The child knows or understands:

(1) The roles of members of the family, teachers and other institutional adults as well as public servants in the community - policeman, fireman, and others - as they affect his life and others

(2) About important men and current events in his community, country, and in other countries; about the various levels of government

(3) About the way of living in early days in this country and in other lands; how man has adapted himself to his environment

(4) The social and economic significance of money

(5) That man's way of life is influenced both by his cultural heritage and his physical world

(6) How changes in transportation and communication affect local, national, and world affairs; the good and bad changes scientific discoveries have brought about in living conditions

(7) That people differ throughout the world; that communities differ, but that all people throughout the world are becoming increasingly interdependent

(8) Democratic traditions and objectives in American life and the personal obligations and rights of citizens in state and nation

b. Skill and Competence. The child can:

(1) Interpret graphs, maps, charts, and the like which appear in his reading

(2) Dramatize scenes or incidents from history

(3) Analyze group procedures in terms of democratic principles and compare them with local, state, and national government

(4) Discuss racial, religious, and social differences, interpersonal problems, and current events intelligently and seriously

(5) Show how people in one vocation or occupation are dependent or many others in other occupations

(6) Explain some of the causes and effects of war, overpopulation, inflation, poverty, and injustice

(7) Locate and use sources of information to satisfy interest

c. Attitude and Interest. The child shows that he:

(1) Has a sense of kinship for human beings anywhere

(2) Appreciates different races and cultures

(3) Likes to work and play in groups

(4) Is interested in stories of adventure, heroes, and man's activities in modifying and adjusting to his environment, and in solving his problems

(5) Has a friendly attitude toward the various people who help him - professional persons and others

(6) Appreciates the dignity of all kinds of useful labor; appreciates the advantages of education

(7) Is interested in social problems broader than those of his local community

d. Action Pattern. Typically, the child:

(1) Uses reference books and materials to gain information, reads newspapers and current events magazines

(2) Examines ideas critically, from all sides, to recognize superstitions and other unfounded beliefs; is not "stubborn" in holding to an unsupported opinion

(3) Cooperates in a friendly manner with adult associates--teachers, social workers, counselors, nurses, etc., --accepting them as agents of the community and institution

(4) Demonstrate his belief in the rights of all men by defending others who are wronged or injured

(5) Connects people's behavior with their previous experiences and their environment

(6) Contributes to solving group problems; approaches problems with a scientific attitude

(7) Fulfills his varying role responsibilities; plans his future roles such as vocation in terms of benefit to society as well as to himslef

6. The objective is to promote in each child growth in discovering knowledge of the physical world of plants and animals, nature, science, conservation, and technology. This area deals with an enlarged concept of science and refers to many aspects of the child's environment. Physical science problems as well as the biological sciences are stressed along with use of the scientific method in solving problems both in science and everyday living.

a. Knowledge and Understanding. The child knows or understands:

(1) Names and biological characteristics of animals, birds, trees, and flowers; corresponding characteristics of man and his place in nature

(2) About man's practical problems in relation to agriculture, erosion, conservation, fire protection, and wild life; that man derives wealth from animals and from the earth

(3) The story of the earth as it has been gained from existing evidence; its relationship in space to the sun, moon and stars

(4) Electrical phenomena and the use of common electrical appliances

(5) Relative locations of the major regions of the world; that physical features and resources affect population, industry, recreation, prosperity, aggression

(6) Ways in which man has gained control over his environment and made adaptations to it and that this control relates to the development of science and civilization

(7) The scientific method and that it can be applied to any problem; that scientific discoveries begin with questions and end with tested answers; examples of how scientists have "organized" information

b. Skill and Competence. The child can:

(1) Care for pets and young children

(2) Operate a radio, television set, slide projector, film projector; operate common household appliances and simple scientific apparatus

(3) Use tools; make minor repairs and adjustments to equipment

(4) Measure accurately with rulers or other available measuring instruments

(5) Observe accurately animals, plants, and physical science phenomena, describing results carefully

(6) Conduct simple scientific experiments and demonstrations; knows that variables must be controlled

(7) Verify data to distinguish between fact and opinion

(8) Associate facts and relate them in various ways to form generalizations

c. Attitude and Interest. The child shows that he:

(1) Is interested in the homes, customs, occupations, and products of the different regions of the world

(2) Wants to learn about the scientific principles of sound, light, heat, electricity, and magnetism

(3) Pursues scientific interests or curiosities into experiments and hobbies of his own

(4) Respects good evidence and the nature of proof

(5) Recognizes the concern for human welfare and for conservation

(6) Appreciates the beauty of the olderly, complex, and vast scientific world and is curious about new discoveries and inventions

d. Action Pattern. Typically, the child:

(1) Seeks answers from reliable sources of information to questions about physical health and growth, reproduction, physical and natural phenomena, and new developments in science

(2) Pursues scientific interests and hobbies; assumes responsibility for the care of plants, animals, and science materials in his environment

(3) Performs simple experiments -- following safety rules and seeking adult assistance when necessary -- to satisfy curiosity about scientific questions

(4) Keeps an open mind, suspends judgment, and is willing to change opinions in the face of compelling evidence

(5) Practices the rules of health, safety, and conservation; uses scientific information in a wide range of activities relating to diet, pets, lighting, ventilation, appliances, gardening, etc.

(6) Distinguishes scientific method from superstition, magic, astrology, legend

7. The objective is to promote in each child the development of esthetic appreciation, expresion, and values. In this area emphasis is placed upon esthetic development -- both as a consumer and producer, as an enjoyer and creator -- in art, crafts, music, literature, drama, radio and television, etc.

a. Knowledge and Understanding. The child knows and understands:

(1) Mood, meaning, and beauty of painting, sculpture, and ceramics; the art is made up of form, balance, color, composition, feeling

(2) Principles of color balance, harmony, and design; about perspective; common media in art

(3) Mood and meaning of music; contributions of various musical elements and instruments to the total effect

(4) Notes of the scale; major musical instruments by sight and sound; some of the world's musical masterpieces by sound; many songs

(5) Something about the life and works of great artists, composers, musicians, architects, poets, dramatists, and novelists

(6) That the arts contribute to living, and are influenced by and exert influence upon man's history and culture

b. Skill and Competence. The child can:

(1) Demonstrate elementary skills necessary for art work in connection with projects - for example, making pottery, pictorial maps, murals, stage settings, and puppets

(2) Demonstrate elementary skills in such crafts as ceramics, metalwork, leatherwork, wood - or soap-carving, needlework

(3) Folk dance in figures and sets - combining rhythm and muscle control

(4) Read a simple melody, reproduce with voice or instrument the music he knows, blend his voice in part of unison singing, and play some simple musical instrument

(5) Reproduce in imagination the sights, sounds, smells, feelings, and tastes suggested in stories and poems

(6) Follow the sequence of ideas and action in a novel, film, drama, etc., and is able to re-tell or dramatize the story

(7) Express his own feelings, ideas, and experiences through art, music, and writing

c. Attitude and Interest. The child shows that he:

(1) Enjoys dramatic art, music, and literature, finding pleasure in color, sound, and form

(2) Enjoys participating in, gaining skill in, and being able to express himself in group or individual activities including dramatizations, singing, graphic art, or the crafts

(3) Is critical of his own performances at the same time that he is acquiring some judgment of quality and an appreciation of beauty

(4) Appreciates books and cares for them accordingly; enjoys reading as a leisure-time activity

(5) Likes to visit or attend museums, art galleries, concerts, or plays

(6) Respects the esthetic interests of others

d. Action Pattern. Typically, the child:

(1) Seeks vicarious adventure through books, radio, movies, and television, and to relieve his feelings and tensions through these media as well as through art, music, and other creative work

(2) Engages in creative hobbies and social activities, and utilizes available resources in art, music, museums, institutes, parks, and theaters

(3) Listens to good music; sings and plays music, solo and in groups

(4) Initiates and carries art and craft projects to completion

(5) Uses self-determined time to extend his experience in esthetic expression in a preferred medium

8. The objective is to promote in each child competence in communication with other people through speaking, listening, reading, and writing. This area covers the wide variety of means by which man communicates with man. It stresses the various constructive uses to which the communication skills are put.

a. Knowledge and Understanding. The child knows or understands:

(1) A growing number of social, scientific, quantitative, physical, esthetic, and technical words; his vocabulary includes perhaps:

Speaking - 7,500 words
Listening -15,000 words
Reading - 5,000 words
Writing - 1,500 words

(2) Many of the symbols used in maps, diagrams, etc.

(3) Where to find source materials on a wide variety of subjects

(4) Parts of speech, kinds of sentences, correct letter forms and punctuation marks

(5) Differences between textbooks, reference books, and books which entertain; differences between required and recreational reading, and that there are appropriate reading skills for each

b. Skill and Competence. The child can:

(1) Use the table of contents of a book, its index, glossary, footnotes, appendix, paragraph headings; use a dictionary, an encyclopedia, card catalogs, an atlas, and Who's Who

(2) Read and follow printed directions, comprehend descriptions, follow the continuity in stories, skim quickly

(3) Read or listen critically and analytically

(4) Express himslef in wirting, following an order arrangement of ideas and using correct grammar

(5) Speak with good tonal quaiity, pronounce words correctly, and enunciate clearly

(6) Participate skillfully in group discussion by listening, speaking, and being part of the group

c. Attitude and Interest. The child shows that he:

(1) Recognizes his personal language deficiencies and seeks ways of self-improvement; tends to be critical of his own performance in reading, writing, and speaking

(2) Enjoys a wide variety of reading materials, likes to listen as well as talk, and takes pleasure in satisfying intellectual curiosity

(3) Regards reading as an important source of information

(4) Likes to write stories, poems, and letters

(5) Enjoys communicating in groups and using group skills

d. Action Pattern. Typically, the child:

(1) Tries to increase his vocabulary

(2) Does not monopolize a conversation or discussion, but listens to others with care while feeling free to contribute timely comments

(3) Speaks correctly, fluently, with emphasis

(4) Reads nonfiction and fiction extensively with increasing speed and comprehension in order to answer questions, solve problems, develop topics, or gain pleasure; takes notes when appropriate

(5) Reads with critical discrimination as to source, relevancy, and dependability of facts

(6) Voluntarily writes stories and the like and independently proof reads

(7) Analyzes his handwriting difficulties and tries to avoid them; avoids eccentricities in style

9. The objective is to promote in each child competence in quantitative relationships -- counting, measuring, computing, estimating, and reasoning. This area includes the great variety of measures by which man describes in quantities the things he finds in his world. Emphasis is placed on giving the child an understanding of how the number system works and why, as well as what the problem solving process entails so he will have greater competence in using mathematics to analyze and solve problems.

a. Knowledge and Understanding. The child knows or understands:

(1) That mathematics is the language of quantity, measure, amount, size, and relationship

(2) How numbers apply to time, weight, dry and liquid measures; measurement to the nearest whole number

(3) The meaning of each of the four fundamental processes; is able to repeat all the fundamental combinations

(4) Place-value of numerals and the use of zero to "hold a place"; that powers of ten and the divisions of one are used in the same way as ones, with "position" to keep the divisions clear

(5) The meaning of simple fractions and ratios as quantities in relation to one another; that the fraction is a measure of relationship; that fractions are divisions of units or amounts into parts of equal size

(6) That decimals are fractions or small units and parts of larger units

(7) Something about the history of mathematics, how the number system grew, how measurement differs even today from country to country

b. Skill and Competence. The child can:

(1) Make simple computations without writing the numbers

(2) Perform the four fundamental processes, including long division, using whole numbers with a high degree of accuracy

(3) Choose appropriate mathematical processes and solve simple one-step and two-step problems in which the words and subject matter are familiar

(4) Use common fractions in the solution of practical problems involved in prices at the store, instructions in baking, and so on

(5) Use percentage in dealing with practical problems -- for example, a 5 per cent sales tax, a 20 per cent tax on a bill of goods, sports data, etc.

(6) Keep simple financial records

c. Attitude and Interest. The child shows that he:

(1) Respects the value and effectiveness of mathematics in solving practical problems

(2) Enjoys estimating, playing with "short cuts," and number magic

(3) Respects accuracy and arithmetical orderliness

(4) Appreciates the development and significance of measurement, and the importance of its use in all branches of science

(5) Approaches quantitative problems and the manipulation of mathematical symbols in matter-of-fact fashion, without unrealistic fear of his own ability or emotional reaction against mathematics as such

d. Action Pattern. Typically, the child:

(1) Treats arithmetic examples and problems as questions; uses numerals in asking and answering questions

(2) Thinks in terms of measurable amounts or countable units, such as inches, pints, minutes, and cents

(3) Makes many computations without benefit of paper and pencil as well as taking pencil in hand to work out arithmetical solutions when progiems present themselves in the social and physical sciences and in everyday living

(4) Checks computations carefully

(5) Handles his own financial transactions; spends money wisely

(6) Searches for insight into the meaning of mathematical data as he encounters them

## Progra n Elements

The over-arching program goal and subsequent program objectives, previously discussed, are to be achieved by means of various elements of the younger group program -- personnel, organization, activities, methods, and materials. These five program elements may be examined separately in the interest of clarification and planning. However, operationally they are interdependent and function as an integrated system which coordinates physical care, counseling, educational, and social services in an over-all institutional program of treatment directed toward meeting the unique needs of each delinquent child.

### Personnel and Organization

The Team Approach. The program for the younger group will provide treatment to prepare each child in the care of the various Ohio Youth Commissio institutions to return to his home community and the public school as a contributing member. In order to implement this program, a team approach is proposed which consists of integrated institutional services wherein the professions of social work, group living, education, psychology, psychiatry, medicine, nursing, and religion all play a vital role.

The team approach recognizes that in the individualized application of an integrated treatment program, a child's needs may be met best by a youth leader, counselor, or chaplain at certain times and by a social worker or teacher at other times. Again, since everyone who works at an institution has an impact on a child, a concerted effort by several staff persons may help a particular child solve his personal problems. The team approach also recognizes that only the cooperation of all personnel involved can facilitate the planning of a total growth promoting environment encompassing all areas of the child's life. To accomplish the goal of treatment the whole institution must become a therapeutic community and

each staff person must regard himself as an essential member of the treatment team.

## Advantages of the Team Approach

Specifically, the institutional team approach offers the following advantages:

1. Provides better utilization of staff competencies
2. Provides more efficient utilization of space, materials, and equipment
3. Allows more children to profit from association with superior staff personnel
4. Gives a child more choices in finding an adult to whom he can relate
5. Makes youth leaders, who typically have more contact with children than other personnel but little status responsibility, an important member of the team.
6. Improves staff communication, planning, evaluating, and decision-making with regard to needs, interests, and abilities of the individual child
7. Promotes staff growth through action learning experiences as persons work together
8. Facilitates orientation of new staff
9. Uses nonprofessionals as part of the team to relieve professional staff members of clerical and other minor responsibilities

Team Design. The team approach is supported by a new organizational structure. Such a structure has been designed. It is to be modified to meet the specific needs of each of the several Ohio Youth Commission institutions. The team structure or design includes the following general characteristics:

1. "Learning teams" of from 50 to 60 children each to justify adequate staff diversification will be organized around communities to which the children may return
2. An interdisciplinary, 24-hour per day, seven day per week "staff team" comprising both professional and non-professional contact persons will care for each learning team
3. Members of the staff team will cooperatively plan, implement, and continuously evaluate an individualized treatment program for each child in its care

4. Staff team leadership will be provided by a professional person and will vary among teams with regard to speciality represented. This not only permits flexibility in the selection of competent leadership but also assures the presentation of a more broadly based viewpoint at Administrative Council meetings the team leaders will attend.

5. Realistically, youth leaders who work the night shift will be eliminated from the staff team and considered custodial only. They will be informed and superivsed by a member of the administrative team. All other youth leaders will be upgraded in line with the concept of "professional houseparent" and given team responsibilities commensurate with their potential influence on group life.

6. Special expertise of staff team members in certain program areas will be utilized for planning, for leadership in various activities, and to facilitate staff development.

7. All professional persons will not be attached to particular staff-learning teams. For example, the medical doctor, chaplain, psychiatrist, or music, art, and physical education teachers are needed to offer special competencies to every child. Hence, these persons will be viewed as members of all teams.

8. Since children will be grouped in learning teams according to geographic areas, field counselors will be brought in as members of appropriate staff teams. This plan is to facilitate out-patient clinic care consistent with the community institution concept and would include parole and aftercare services as part of the total program.

Staff-Learning Team Example. A typical staff-learning team for one of the younger group institutions may be organized as shown in Figure 5. In the institutional serving 200 to 240 youngsters and having eight cottages, the plan calls for four learning teams of approximately 50 to 60 children each who would be assigned to two cottages. The corresponding staff team would consist of two social workers, two and a half teachers, nine youth leaders upgraded according to the "professional houseparent" concept, three youth leaders for custodial purposes only, and half-time recreational leader, a clerk, and a half-time nurse. Such an organizational plan utilizes available staff personnel from an existing T.O. (Table 1). A social worker or other professional would provide team leadership (Figure 5).

Staff-Learning Team Example

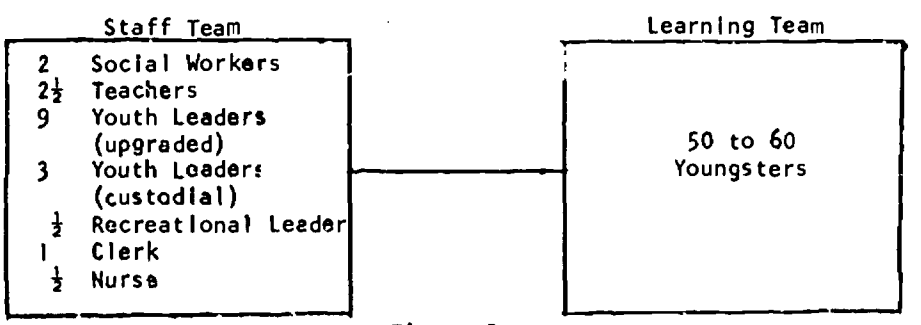



Figure 5

Table 1

Utilization of Staff Personnel

| Total Personnel | Attached to Teams | Unattached |
|---|---|---|
| 8 Social Workers | 8 | 0 |
| 19 Teachers | 10 | 9* Includes principal, librarian, and counselor. Other 6 used as specialists; art, music, physical education, industrial arts or home economics, and 2 reading. |
| 56 Youth Leaders | 48 9 per team, daytime (total of 36, upgraded); 3 per team, night (total of 12, custodial only). | 8 Salaries used to upgrade 36 day youth leaders. |
| 3 Recreational leaders | 2 | 1 Used flexibly for extra coverage on weekends |
| 4 Clerks | 4 | 0 |
| 3 Nurses | 2 | 1* |
| 1 Psychologist | | 1* |
| 1 Chaplain | | 1* |

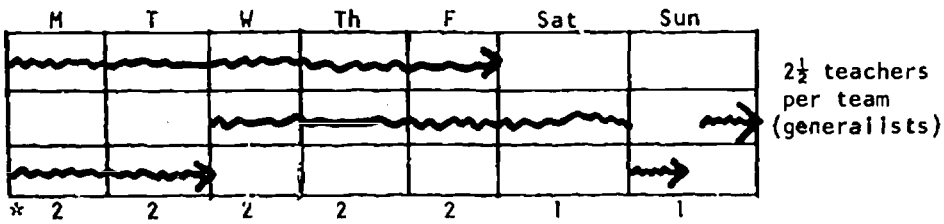
* Both scheduled and "on call" hours.

Staff Team Schedule. The staff team daytime schedule can be worked out as shown in Figure 7 so that at any one time the team includes about four and a half adults to 50 youngsters for a one to 11 ratio. During the middle of the day when the full staff team is present, the ratio is even more favorable. Since only the custodial type youth leaders are on duty during the eight-hour sleep period, the ratio at that time changes to one to 25 or 30. The one to 11 daytime ratio does not include medical, religious, psychiatric, educational, or other specialists who are used flexibly throughout the week.

The staff-team schedule covers a 24-hour per day, seven-day per week time-period in order to promote continuous learning team. Professional input during evenings and weekends is essential to implement to concept of "continuous learning." This is achieved by spreading or rotating the staff team at certain times during the day and week. For example, as seen in Figure 7, part of the staff team is scheduled to work an eight-hour day excluding lunch, from 8:00 a.m. to 5:00 p.m. Other members of the staff team are scheduled to work an eight-hour day excluding dinner from 1:00 to 10:00 p.m. Professionals are therefore available to the learning team throughout the day from 8:00 a.m. until 10:00 p.m., and the full staff team is on duty from 1:00 p.m. until 5:00 p.m.

Figure 6 indicates the suggested scheduling of specific staff persons by means of bars. The two social workers (or team leader and social worker) are scheduled flexibly seven days per week as shown by the broken line. These persons will work 40-hour week, as will all staff members. The social workers are generally to be present from 1:00 until 5:00 p.m. Monday through Friday, but otherwise their schedule varies according to need at various times during the weekday and on weekends.

The two and a half teachers, generalists, are scheduled so that timewise two teachers are available five days a week and one works on Saturday and Sunday. This is perhaps more clearly shown in Figure 7. To provide coverage




*Number of teachers on duty per day.

Figure 7

from 8:00 a.m. until 10:00 p.m. during the week, one teacher works from 8:00 a.m. until 5:00 p.m. and the other from 1:00 until 10:00 p.m. Weekends, eight hours of teacher time is scheduled from 8:00 a.m. until 5:00 p.m. on Saturday, and a similar amount of time is scheduled from 1:00 until 10:00 p.m. on Sunday.

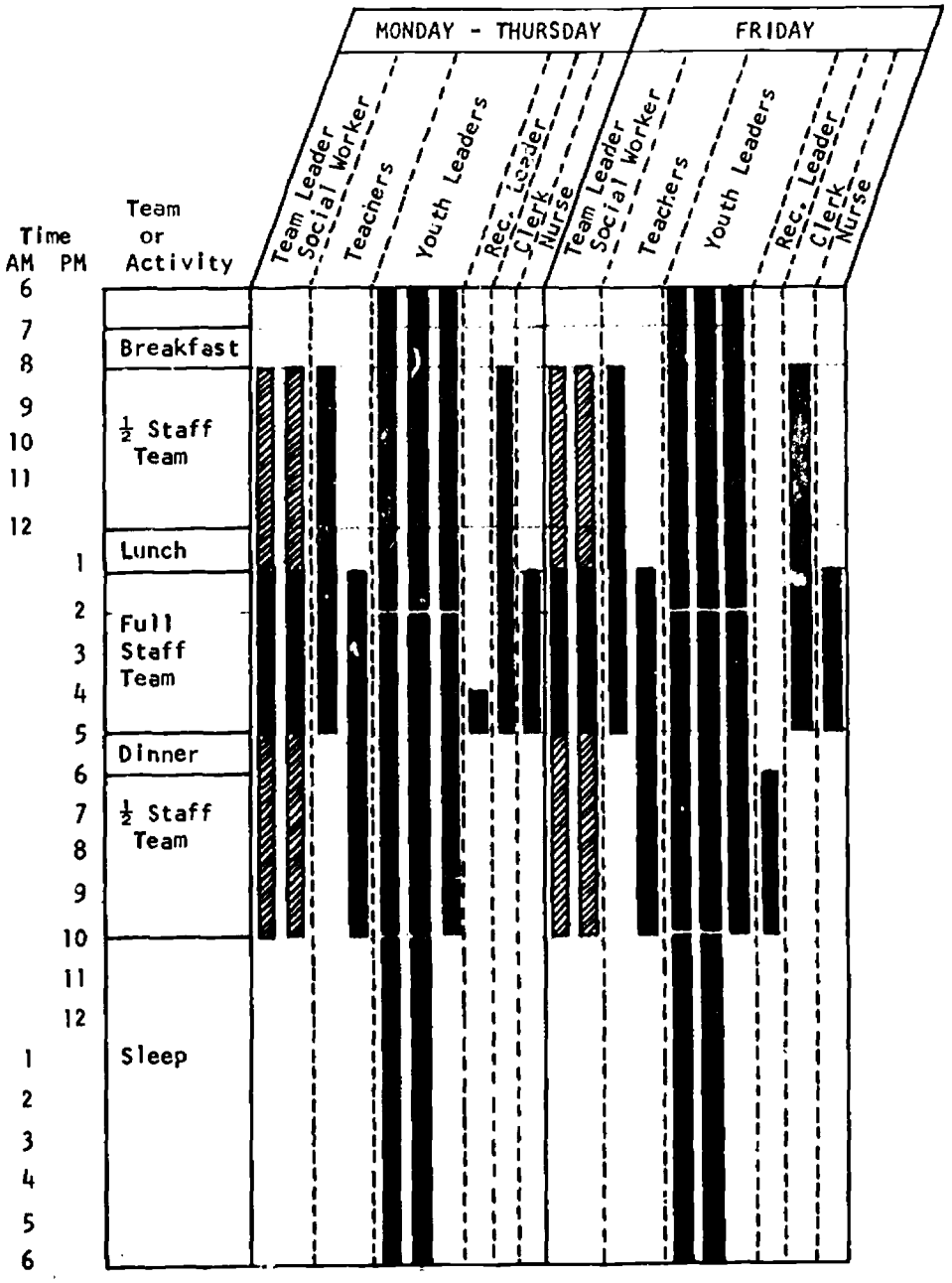



Figure 6

Potential Seven-Day Staff Schedules

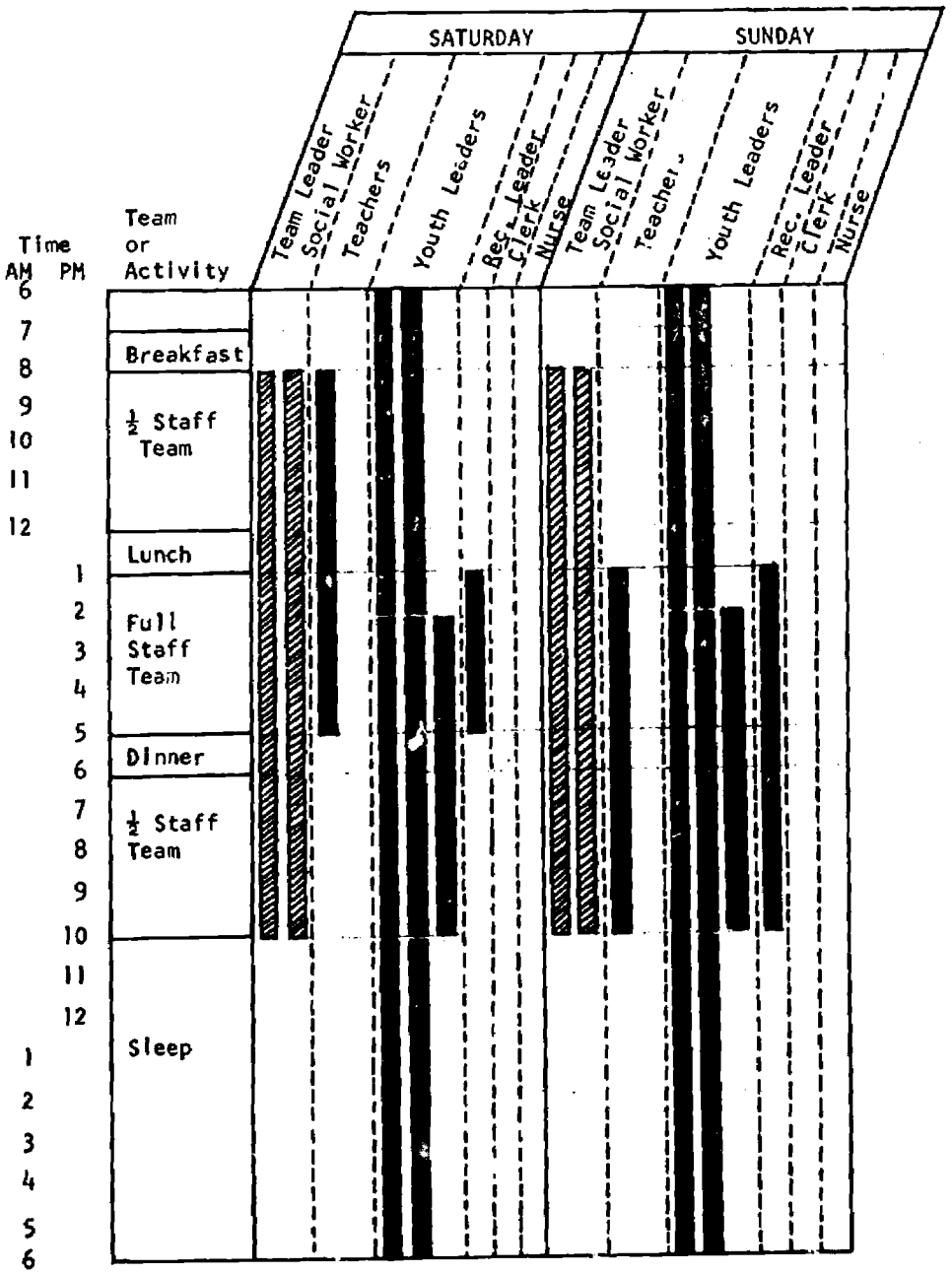



Figure 6

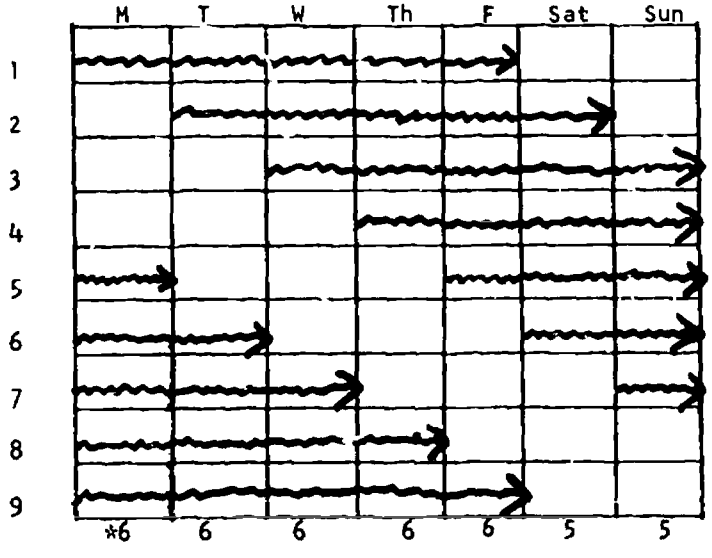
Continued

The 12 youth leaders are scheduled in three shifts of eight hours each to cover a span of 24-hours per day, seven days a week. Since two types of youth leaders are involved in the program -- upgraded, "professional houseparent" and "custody only" -- their schedules will be described separately.

Nine "professional houseparent" type youth leaders are needed to provide coverage for a 16-hour period daily, seven days per week. Each of the nine youth leaders works an eight hour day and 40-hour week. Their schedule, therefore, must be rotated so that some of the nine are on duty from 6:00 a.m. until 2:00 p.m. and some are on duty from 2:00 p.m. until 10:00 p.m. In addition, their schedules must permit some youth leaders to be on duty all seven days of the week.

As shown in Figure 6, and again in Figure 8, a possible schedule provides three youth leaders per eight-hour shift Monday through Friday and two and a half per eight-hour shift Saturday and Sunday. A slight adjustment in scheduling would provide three youth leaders per eight-hour shift on weekends and two and a half at other times during the week when coverage from other staff members may be greater.

Suggested Professional Houseparent Type
Youth Leader Schedule



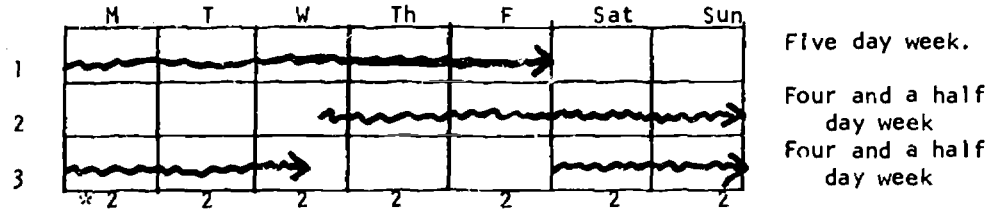

Five day week.

Figure 8

*Number of youth leaders on duty during 16-hour day

During the eight-hour sleep period, two custodial type youth leaders are in charge of the learning team. This is one youth leader per cottage, since in the example being described here the learning team is housed in two cottages. Three custodial-type youth leaders are needed to provide coverage for this eight-hour period, seven days per week which involves a total of 112 hours (8 hrs. X 7 days X 2 cottages = 112). Each youth leader works a five-day, 40-hour week. As shown in Figure 9, the schedules of the three youth leaders may be rotated to cover weekends.

Suggested Custodial Type Youth Leader Schedule




* Number of YL on duty during 8-hour sleep period.

Figure 9

A half-time recreational leader is provided for the team making a total of 20 hours per week. Utilization of this time may vary. One possibility is indicated in Figure 6 which allows one hour from 4:00 to 5:00 p.m. Monday through Thursdays, four hours each on Friday evening and Saturday afternoon, and eight hours on Sunday.

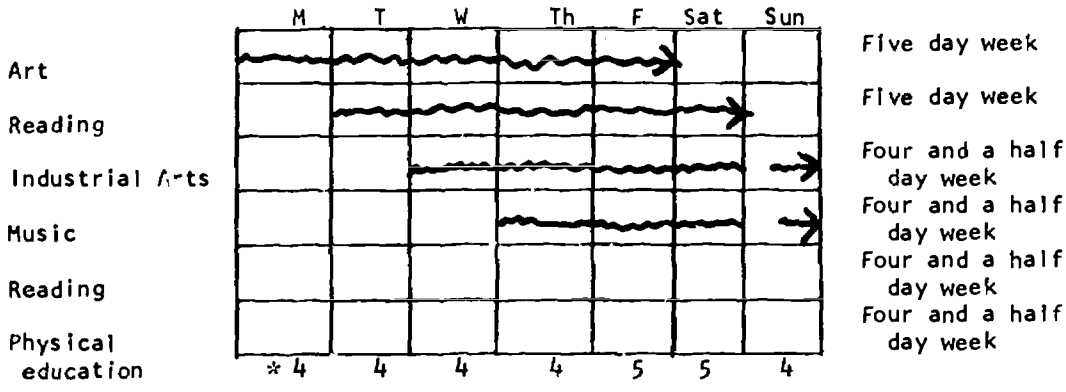
The team clerk is shown in Figure 6 to be available full-time from 8:00 a.m. until 5:00 p.m. during the week. The clerk could work instead from 1:00 p.m. until 10:00 p.m. or his time could be specially scheduled at times to include weekends.

The half-time services of a nurse are available to the team. This 20 hours is scheduled in Figure 6 from 1:00 p.m. to 5:00 p.m. Monday through Friday, but other arrangements could be made, for example, to include Saturdays.

Staff-team planning time is essential to the success of the program and will take place on a regular basis, probably during the period of the day when the staff team is concentrated. One compromise plan to allow time for planning might utilize the recreational leader to work with the learning team while other members of the staff team meet.

A second possible approach might provide planning time by spreading the 50 to 60 youngsters among four educational specialists at designated daily times. As shown below in Figure 10, four specialists will be available each day including weekends. The schedule of these various specialists will in-

both scheduled conference or class time and nonscheduled "on call" hours when specialists are available to individual children or groups from all teams according to special need or interest.




* Number of specialists on duty per day.

Figure 10

Initally, staffing seven days a week may present difficulties. Many persons, such as working mothers, are unable to work weekends, while others are unaccustomed to the idea and simply do not wish to work weekends. Consequently, some incentive must be offered - for example, working only four and a half days per week when one's schedule includes a Saturday or Sunday. Using the custodial-type youth leaders as an example (Figure 9) when the schedule includes a Saturday or Sunday their work week is reduced from five days or 40 hours to four and a half days or 36 hours. Thus, the youth leader on duty during the sleep period Monday through Friday would work a 40-hour week. The youth leaders on duty Wednesday through Sunday and Saturday through Wednesday would work a 36-hour week each. The three youth leaders together would be on duty 112 hours during a seven day week (40 + 36 + 36) as required by the program.

Staffing on a 12-month basis may also be a problem, since some teachers, expecially, may oppose this plan. However, this plan would permit better orientation of new personnel as well as strengthening the program for the children. It is obvious that implementation of the staff team schedule requires careful planning which includes a staff development program beginning with a rationale for the team approach.

Activities, Materials, and Methods

For administrative and ratio purposes the learning team has been defined as 50 to 60 children grouped initially on the basis of communities to which they may return. However, in actuality the program for the younger group will be thought of as flexibly planned on an individual basis with youngsters engaging in activities in various sized groups - one, three, six, ten, et cetera. These groups form and reform throughout the daily schedule according to general activities undertaken as well as specific needs and interests.

Program activities are planned in terms of living and include learning experiences involving the nine broad program areas previously identified under objectives:

1. Health, safety, and physical development
2. Emotional and social development on the individual level, including self-understanding and socialization
3. Ethical behavior, personal standards, and moral values
4. Growth in responsibility, and the ability to contribute to group life and well-being
5. Growth in understanding of broad social structures and relationships as well as of his own role in home, community and society
6. Growth in discovering knowledge of the physical world of plants and animals, nature, science, conservation, and technology
7. The development of esthetic appreciation, expression, and values
8. Competence in communication with other people through speaking, listening, reading, and writing
9. Competence in quantitative relationships - counting, measuring, computing, estimating, and reasoning

The institutional team approach makes it possible for these learning experiences to take place 16 hours a day and seven days a week, focusing staff resources on each child's needs.

Modes of Learning

Learning experiences can be divided into three rather distinct modes -- reaction learning, interaction learning, and action learning.

Reaction learning characteristics are:

1. Learner is primarily involved in passive activities
2. Activities tend to be largely adult centered and the focus is on teaching rather than learning
3. Learner activities are largely listening, observing, and sometimes taking notes
4. There is little or no feedback or interaction between adult and learner or among learners
5. Reaction learning takes place on either an individual or group basis and group size has little effect upon the quality of the learning experience if proper technological aids are used
6. Adult activities are largely lecturing and demonstrating
7. Relatively short optimum time span is used for such activities

Interaction learning characteristics are:

1. Both learner and teacher are active participants as both listeners and speakers
2. Largely intra-group, oral, face-to-face communications take place in this learning process, but "feelings" communications by facial or other expressions and diagramatic communications are evidenced
3. This learning mode requires a group but operates optimally in groups no larger than 15
4. Time span is dependent upon program area of activity but generally requires a longer time than reaction learning

Action learning characteristics are:

1. The learner learns by doing
2. Learning requires overt action of individual students, even though they may be functioning in a group setting
3. Activities are mostly individualized or in small learning groups although occasionally this learning mode is applicable to larger groups
4. Activities are highly learner directed
5. The adult's role is that of an environmental engineer and/or consultant to the learner

6. Time span is dependent upon program area but generally optimum time span is longer than for either reaction or interaction learning

General Program Activities. While the public school typically has been a book society emphasizing reaction learning experiences, the textbook approach is limiting and highly undesirable for the kind of program envisioned for the younger group. Accordingly, the program for the younger group will stress action learning with a lesser emphasis on reaction and learning experiences. In general, the program will:

1. Emphasize individual and small ad hoc learning group activities, with flexible, expedient, and often informal grouping patterns

2. Provide for large group activities of short duration when experiences are to be shared

3. Stress appropriate movement and physical activity with minimal sedentary activity

4. Involve each child actively in his own learning and in solving his own problems

5. Utilize the child's natural means of learning through inquiry (The "inquiry" process deals with how to find out and is broader than a single technique like the scientific method. "Inquiry" includes such methods as observation, interviewing, mapping, expermenting, and role playing. In any case, the child finds out for himself and does not simply accept information uncritically )

6. Consist of many first-hand, concrete, multi-sensory activities that are meaningful, stimulating, and satisfying to the learner

7. Allow many opportunities to explore, examine, and manipulate a wide variety of materials in a rich learning environment

8. Further the processes of rational or critical thinking through activities requiring choices, comparing, organizing, classifying, and problem solving

9. Place special emphasis on activities which develop more effective language skills and promote expression of ideas and feelings

10. Provide experiences that stimulate, encourage, and facilitate creativity

Such program activities are based on the best that is known about how children grow and learn, and are directed toward meeting their individual needs. The program as a whole:

1. Focuses on the total development of each child - physical, intellectual, emotional, and social

2. Establishes a climate and a plan that specifically develops feelings and individuality

3. Provides guidance for each child as he improves in his ability to relate to others, to develop warm human relationships, and to function effectively in a group.

4. Consists of experiences within his range of competencies and interests so that he has many chances for success that contribute to his sense of self-worth.

## The Unit Approach

The proposed approach strengthens an activity-centered, individualized treatment program, because it effectively integrates activities within a larger context. While individual needs must be met, it is also true that all people have needs and that people are basically more alike than different. From this standpoint, the program deals with the real content of life to be found in man's relationship to man and man's relationship to his physical environment.

The world consists of institutions men have formed to meet their biological, psychological, and social needs. The Ohio Youth Commission institutions represent an important example, offering the children in their care opportunities for social leving and experiencing each of the basic human activities of man. In the process, attitudes and behavior are developed requisite to the ultimate goal of returning each child to his home community and the public school as a contributing member.

In the comprehensive 16-hour per day, seven day per week program, team activities will be organized within the framework of units built around important human themes or problems. Thus instead of fragmented cottage, educational, or recreational activities, these will be blended together into a purposeful, coordinated total program where all staff effort is directed toward the same end.

The entire unit process may be described as a structural, functional, and analytic approach to program designing for communicating to the child an organized picture of the world. The work of Hanna outlines the structure of the world in terms of "expanding communities" and "basic human activities".[9]

[9] Focus on the Social Studies, Washington, D. C.; Department of Elementary School Principals, NEA, 1965, pp. 30,31,and 34

Between the individual child and his ultimate conception of the world lie a number of communities of varying size and scale. Hanna defines the term "community" as

> ...Any group or society of people who live in a definable geographic space; who possess sufficient historic values and customes in common to hold the society together; who face common problems; who have devised solutions (institutions, laws, customs) that are workable and somewhat unique to that community; who have developed ways of communicating; and who acknowledge membership in the group or society.

Home, school, neighborhood, city, state, region, and nation comprise the groups of "expanding communities." The sequence of unit activities will help each child grow in awareness of these communities and develop competency to participate effectively in them.

The "Basic human activities" of man found in every society regardless of time and place suggest the scope of unit activities. These are:

1. Communicating (Facts, ideas, and feelings)
2. Creating (New tools and techniques)
3. Educating (Providing education)
4. Expressing (Spiritual and esthetic impulses)
5. Governing (Organizing and controlling)
6. Producing, distributing, and consuming (Goods and services)
7. Protecting and conserving (Life, health, property resources)
8. Recreating (Providing rest and recreation)
9. Transporting (People and goods)

A well-organized and comprehensive unit deals with all the basic human activities of man which correspond on a societal level to the nine broad program areas described previously, treating each according to its particular importance in the child's world. A unit provides the broad framework of order necessary to the development of desirable understandings, skills, and attitudes relevant to the needs, problems, and interests of mankind. Man and how he lives, how he lived in the past, his government, his control over his physical environment, the constant changes he makes -- all of these influence human behavior and must be understood.

A specific unit for the younger group may be designed to extend throughout a time period of from three to six weeks, may be developed around a problem within any of the "basic human activities," may concentrate on one such "activity," or may relate a particular community at a given time and place to all the "basic human activities." Possibilities for unit themes are infinite, but to be most effective and meaningful the topics chosen should be related to the children's daily life and contemporary events and issues. Only one broad unit would be in progress at any given time.

The unit approach is interdisciplinary since learning experiences involving study, rest, and play as well as group living activities are organized around a central theme and not planned in isolation. Skills are taught within a unit on a needs basis when possible. It is recognized, however, that since the children are likely to be returning to the public school, they require certain "minimum essentials" within the disciplines themselves and all these skills may not fit into a particular unit. For example, in mathematics, problems appropriate to and contributory to the unit theme may easily be devised but children also need logical, sequential practice in developing computational skills.

Successful unit work necessitates through and constant staff and learning team planning and evaluating in order to coordinate all activities. The unit approach is difficult, but it is also a highly personal, gratifying organizational plan. Among its advantages are the provision for:

1. Involvement and participation of all members of the learning team
2. Understandings through the active use of inquiry and discovery techniques
3. Integrated, concomitant learnings which help children incorporate new experiences into their existing body of knowledge
4. Opportunities for critical and creative thinking
5. Opportunity for social learnings
6. Functional use of subject matter
7. Attention to individual differences

It is believed that the unit approach holds the promise of achieving the objectives of the program for the clients.

A detailed outline of a sample unit on "Communication" is presented in a subsequent section. This sample unit demonstrates the organization of activities, methods, and materials into a treatment system which will coordinate institutional services.

Individualized Program Activities

The unit theme offers a common frame of reference to all. However, within this broad framework, activities are individualized according to needs and interests with many choices made available.

An individualized treatment program implies highly individualized activities. It is not necessary for all children to do the same specific things, or to do what they do in the same way or for the same length of time. What a unit provides is a direction -- a framework of expectations within which opportunities involving people, places, objects, and time are abundantly available. Each child has the security of following a satisfying general routine that allows him to anticipate what will happen during the day. In addition, he has appropriate nonstructured, self-determined time available. He has freedom from the group -- freedom to think, to choose, and to act; but his freedom demands accountability and responsibility.

Activities which encourage the child to become increasingly sensitive to his own strengths and weaknesses, to his own sense of creative inquiry, and to his own individual worth and place in the world can develop the alert, motivated, self-directed learner. Only through self-understanding can he understand others. Only by coping successfully with his own interests, problems, and concerns can he begin to deal with those of others.

Within the unit, individualization not only allows for individual differences in needs, abilities, and interests but also provides short-term activities to accommodate the expected high turnover within learning teams. Possible individualized activities, which are not mutually exclusive, may be categorized as follows:

1. Skills - activities for skill practice in accordance with adult/child planning to suit individual child needs. Examples: language, mathematics, athletic, or social skills -- using programmed materials such as SRI reading labs or math teaching machines, games like word Lotto, older children, or a specialist

2. Content - experiences to gain information needed or desired in accordance with adult/child planning as well as free choice in using self-determined time. Activities include:

   a. Doing library research for elaboration of an idea, to answer questions, or to explore a special topic within a unit

   b. Using resources such as trade books, audiovisual aids, learning centers, or resource persons for depth of understanding and to expand information

   c. Writing reports to summarize ideas, concepts, or generalizations

d. Pursuing individual projects or an individual portion of a cooperative project within a broad unit of study

3. Process - experiences dealing with problem solving/inquiry techniques to satisfy individual needs and interests as determined by adult/child planning. Choices include:

   a. Carrying out simple research projects

   b. Performing simple experiments; manipulating objects and various materials, construction

   c. Writing descriptions, analyzing, categorizing, proofreading

   d. Doing critical thinking exercises; solving puzzles

4. Esthetics - free choice, self-motivated activities comprising such options as arts and crafts, listening to music, creative reading, and creative writing

Materials and Resources. The kind of activity program focused on the individual which is proposed necessitates a wide range of materials as part of a rich learning environment. This environment incorporates a diversity of resources (personnel, materials, technology, equipment, and facilities) in both institution and community within a warm, supportive climate where children feel wanted, respected, and liked.

Materials represent an integral part of the total institutional program and of each individualized treatment program which looks at the entire problem of changing the behavior of a particular child. Materials are broadly conceived to represent stored experience, ranging from potential direct experiences to contrived, vicarious, and abstract experiences. With this conception, material resources may be categorized as follows:

1. Community (involves taking children into the community of bringing community resources to the institution) -- field trips, field studies, service projects, community visitors and interviewers resource persons to share experiences, talents, abilities, et cetera

2. Audiovisual and technological aids -- models, specimens, objects and other realia, pictures, photographs, slides, filmstrips, films, recordings, tapes, maps, globes, charts, radio, television, teaching machines, recorders, projectors, typewriters, cameras, screens, and the like

3. Construction -- art supplies such as paints, fingerpaints, water colors, chalk, crayons, majic markers, paper, cardboard, paste, scissors, clay, and papier-mache; and wood, metalworking, and other craft supplies such as lumber, wood scraps, and sandpaper; sheets, cylinders, and other metal stock; hand and power tools; fibers, leather, yarn, beads, wire, spools, and cork

4. Reading materials -- basic textbooks and alternative multi-level texts, library or trade books (hard cover and paperbound), references, encyclopedias, dictionaries, magazines, pamphlets, newspapers, programmed materials such as skill builders and workbooks where that to be learned is arranged sequentially in small steps and work is self-instructional and self-evaluative

Principles for selection and use of materials include:

1. Discriminating choices of books and other materials for meaningful content and esthetic value

2. Provision for first-hand, sensory experience with real articles prior to symbolic representation

3. Consideration of many sources for valuable learning materials, including utilization of real objects and homemade (by adult or child) materials

4. Provision for materials that emphasized meaningful aspects of the background of delinquent children (race, socio-economic level, community culture) and encourage their building upon their own life experiences

5. Emphasis on materials that appeal to both boys and girls, that meet their particular learning and involvement needs; and that promote sex-role identification

6. Equipping of both indoor and outdoor program areas with a wide variety of materials that lend themselves to multiple use and flexibility of arrangement

7. Consideration to such qualities of materials as attractiveness, safety, and durability as well as to suitability for individual and group activity and to differing developmental levels of children

8. Grouping of materials strategically into learning laboratories where they are freely accessible to children

In the younger group program, the entire institutional environment may be thought of as an action learning laboratory, and this extends beyond the institution to include the planned field experiences needed to prepare youngsters to return to their home communities. The concept of a learning laboratory specifically entails the creation of a facilitating environment designed for the action mode and fitted with multi-discipline, multi-level materials and apparatus conveniently arranged to excite and invite self-selected activities involving independent or small group inquiry, experiments, project development, and the like. Learning takes place through the

child's interaction with his total environment under pleasant, friendly circumstances which promote responsible freedom and the joy of discovery.

Following the learning laboratory concept, team cottages may become centers of activities rather than being a place to go when there is nothing to do. Or, one of a team's two cottages may be used only for sleeping purposes, with staff team members coming into the other cottage for activities. Whatever arrangement is used, the staff team will generally accompany members of the learning team to activity centers and work with them there individually or in small groups. In the case of self-determined time, children may choose to work independently in activity centers where various specialists, such as art, are available for consultation.

While a diversity of carefully selected materials helps achieve program objectives, materials cannot in actuality be separated from methodology. For instance, there are no "teacher-proof" instructional materials. Many excellent materials are placed on the shelf where they remain unused or are used with dominative rather than integrative teaching strategies. Materials alone cannot achieve objectives. What each child in the younger group program learns depends as much on how members of the staff team interact with him -- i.e., the methods they use -- as well as what they try to teach him.

Methods, Roles, and Responsibilities. In general, it will be the responsibility of the staff team to cooperatively:

1. Examine and understand over-all institutional objectives

2. Analyze learning team's needs utilizing data concerning returnees, types of communities from which children come, type of homes (broken, size of family, step-parent, etc.), type of school programs and facilities, and the like

3. Set immediate program objectives along the lines of the Kearney behavioral objectives given on pages through , which cover the nine broad program areas

4. Organize program activities within the framework of a unit which follows a simple outline form:

    a. What (The Topic)
    b. Why (The Objectives)
    c. How
        (1) Motivation
        (2) Problems to be solved
        (3) Procedure
        (4) Evaluation

5. Involve children in learning experiences suitable to their needs during a 16-hour per day, seven-day per week time schedule following the unit design

6. Direct and guide children as they participate in such learning experiences

7. Provide situations for using anticipated learnings, i.e., tests

8. Evaluate outcomes

Additionally, it will be the responsibility of the staff team to cooperatively plan and implement an individualized treatment program.

The role of individual staff team members must be reconsidered in terms of the anticipated new kind of institutional learning environment. Innovative methods and strategies of effecting behavioral change must accompany innovative organizational patterns, and these methods include everything a staff person is and does. Since his entire personality functions as an instructional tool, the heart of method lies in the staff person himself.

Each staff team member must have, first of all, an understanding of general institutional program objectives as well as of specific program elements through which societal and individual child needs are met. Further, each team member must understand the staff team concept and the operation of the particular team to which he belongs. He must see how his field of specialization contributes to the total functioning of his staff team, realizing the necessity for coordination and cooperation in all group endeavors. He must expand his conception of responsibility to encompass all activities in the daily life of the children in his care.

The high order of competence involving a wide array of individual and group skills required by the team approach suggests an increasing professional self-image on the part of individual staff team members. The professional has an extensive knowledge base along with appropriate skills and attitudes gained from specialized training, seeks further personal and professional development, performs intellectual and judgmental duties, and is dedicated to service to children, society, and his profession. The team member with a professional outlook views himself as a fully functioning person with certain rights and responsibilities. He is at once self-directing and committed to group process.

In the younger group program, an individual staff team member will be called upon to engage in group decision-making, for example, during planning sessions. In addition, since much of the daily program requires spontaneous reaction to immediate situations, he must make individual decisions about how to act and what to do in order to achieve goals. Thus, it is vital that each member recognize his own importance to the functioning of his staff team and grow in professional awareness and competency. In this connection, the role of recreational leader may incorporate the idea of "activities specialist" or resource person.

Specifically, the role of youth leader has been redefined or upgraded in the staff team and in the program in accordance with the idea of "professional houseparent." The daytime youth leader, with other staff team members, is responsible for the day-by-day care of children in the learning team, hence must deal continually with the many socio-emotional problems experienced by children separated from parents and faced with the difficult adjustments of group living. The youth leader also plays a part in the children's recreational, educational, and other activities in their comprehensive, ongoing program. The word "professional" implies that there is a body of knowledge which the well-qualified youth leader needs to have, and that basic to child care are certain understandings, skills, and attitudes necessary to do the work well. It follows that the important, demanding work of the youth leader should not be attempted without pre or in-service training requirements and/or opportunities.

A crucial resource in the institutional learning environment, each staff team member should regard himself not only as a professional but also as a facilitator of learning. The facilitation of significant learning depends upon certain attitudinal qualities existing in the personal relationship between the team member and children in his care. The essential attitudes are liking, accepting, and trusting, compassionate, empathetic understanding, and realness or genuineness as he expresses his own feelings during daily contact with children.

In the process of facilitating learning, objectives imply methodology. Different types of objectives are achieved by a variety of means. For example, how does a child gain information or understandings? How does he acquire a skill? How does he develop attitudes and values? How does he solve a problem? In the younger group program, continuous activities conducted independently or in groups of various sizes provide children with opportunities to learn through living. A child seeks a reference book, employs a filmstrip, asks a friend, or attends a lecture to gain the information he wants. By carrying out his own small experiment in a laboratory setting or visiting a counselor to talk over a problem, he gains certain understandings. By practicing on the playing field, eating a meal with visitors, and looking up words in the dictionary he acquires desirable skills. In working, resting, playing, talking with others day-by-day he modifies his attitudes, recognizes and overcomes problems.

In the corresponding adult roles, a staff team member becomes, in conjunction with others on the staff team, an environmental manager or engineer, planning activities and preparing materials as needed. In the midst of ongoing activities, along with his colleagues he acts as guide or consultant to the learner, offering choices among projects, suggesting appropriate materials, showing a child how to operate a piece of equipment, asking and answering questions, listening, and being generally helpful. As problems arise, he becomes diagnostician at certain times, counselor at others. He makes referrals to staff team members or other institutional personnel when his level of competence is not adequate to the task at hand.

These roles are opposed to traditional adult directive or dominative ones which inhibit adult/child communication with a heavy emphasis on lecturing or "information giving," restrict physical activity by stressing passive, conforming behavior, and thus vastly reduce opportunities for growth. The younger group program stresses instead active learning experiences, responsible freedom, and extensive adult/child interaction. This emphasis permits and insures development of a professional role aimed at treatment of the individual.

## Individualized Treatment Program

The needs of any individual delinquent child are first of all the general needs of all children as represented by the nine broad program areas. Together with these general needs, however, the needs of a given individual have a specific character based on problems within any one or several of the nine broad areas. Such physical, intellectual, emotional, or social problems must be diagnosed and appropriate health, counseling, education, or other services provided.

For example, since institutionalized children have typically experienced failure in the public school and since each child must ultimately return to the public school, individual academic weaknesses must be diagnosed and attacked so as to attempt to bring a particular child up to his appropriate levels of attainment. Although the staff team would put no lid on individual strengths, which represent interests and abilities, an emphasis is needed on those areas which will help the child achieve success when he returns to the public school.

In order to implement this individualized treatment program, the staff team must have information concerning the following for each of the 50 to 60 children in its charge:

1. General level of child's health and physical development; health history
2. Child's self-image and personal/social adjustment; typical behavior history
3. Personal standards, moral values, attitude toward life, and general motivation
4. General level of ability, talents, and interests; hobbies, etc.
5. Levels of achievement in various academic subjects
6. Community and public school environment from which child comes and/or to which he will return
7. Family history including level of encouragement received from parents

8. Case history of deviant behavior and adjudication; explicit and implied personal problems and treatment needs

Some of this necessary information will accompany each child in the form of records and data derived from formal testing procedures when he is assigned to an OYC institution. Other information must be gathered in the continual staff team evaluation process wherein team members share at a professional level with one another results of observations, testing, appraisals of significant behavior, and the like.

Once certain prerequisite information with regard to individual children is available, it becomes the vital responsibility of staff team members (1) to interpret these data, analyzing each child's strengths and weaknesses, and (2) to make appropriate program decisions for the child based on revealed needs. Such decisions include the setting of individual behavioral objectives and the selection of individualized activities and materials within an ongoing unit framework. In the process of follow-up planning and evaluating, staff input of new information concerning the child's needs and problems will help to further personalize his program toward the achievement of his own objectives.

Decision-making in the tailoring of an individualized treatment program will be the responsibility primarily of the basic staff team. In addition, staff persons not attached to particular teams, such as medical or educational specialists and administrative personnel, will be brought into staff team planning sessions as needed. Occasions suggesting the involvement of persons other than the basic staff team include planning the program of a new child and seeking the solution to a severe problem regarding a child's health, personal or social adjustment, and/or academic progress.

It is believed by the Study Staff that each child should also be involved in an early stage of the planning of his own treatment program as well as in the implementation of this program and in follow-up planning and evaluating conferences to be scheduled at regular intervals. Counseling services which help the child interpret his previous experiences and become aware of his various strengths and weaknesses are an important part of the treatment process.

At this point in the child's understanding, staff team and child can identify desirable objectives and plan together his unique program of implementation. The staff team suggests possible activities and a variety of appropriate materials, taking into consideration the child's requests and preferences. Many alternatives and likely consequences of certain alternatives are called to the child's attention in making decisions. As decisions are made, both individual choices and the professional viewpoint of staff team members as to what opportunities seem most suitable are honored.

This involvement of the individual child in the diagnosis of his own needs and planning of his own treatment program is consistent with a treatment point of view and with generally accepted learning principles. The further involvement of the child in the implementation and subsequent evaluation of his program serves the purpose not only of developing individuality but also of making the child responsible for the personal growth and progress necessary for his return to society.

An individualized treatment program represents a total effort and point of view of the staff team which considers uppermost the individual child with his unique needs. As previously suggested in the discussion of activities, individualization takes place in numerous ways throughout the daily schedule. To illustrate, each child participates in a unit of group living experiences, because such a unit provides a framework of expectations and commonality. The unit meets each child's need for group experiences integration of learning, and security. Moreover, it offers a balance between individuality and conformity, since some activities and behavior patterns are required of all while self-determined activities allow independent choices and self-direction. The activities undertaken during specially scheduled self-determined time may or may not be "individual" in the sense of "one." Although at any given time a certain child may elect to read or paint alone, others may prefer to join friends in a game or project of mutual interest.

To further illustrate individualization, required activities within a unit are also individualized. For example, a core of "minimum essentials" based on public school grade-level requirements is an obligatory part of each treatment program. With the guidance of staff team members, a child pursues his "minimum essentials" in small groups of children of compatible ability and achievement levels. Within a base learning team of 50 to 60 youngsters, opportunities for grouping and flexible regrouping as needed are vastly increased over the typical self-contained classroom situation, and the many possible combinations facilitate compatible grouping in all skill and content areas.

That these activities take place in groups of varying sizes does not deny individualization when a new procedure is explained, a discussion conducted, an experiment undertaken, or a skill practiced. Forming a group is often expedient to avoid duplication of effort and to promote a feeling of sharing among participants. Individualization occurs in this case when particular children are assigned to particular groups which will best meet current needs in a program area.

Individualization also occurs when participants in a group of children utilizing similar materials and engaging in similar activities are immediately regrouped when it becomes apparent to vigilant staff team members that a change would encourage improved performance or is desirable for any one of a number of reasons. In this case, a child is neither held back nor pressured by others of unequal ability, and since he receives help as needed, continuous progress and successful achievement are more likely.

Again, individualization occurs when children of differing abilities, interests, needs, or ages are deliberately grouped both for diversity and to work cooperatively together. Such groups can provide a challenging learning experience for each individual as new viewpoints are presented, ideas shared, and questions asked. With the use of individually programmed materials, each member of such a group may also practice a variety of skills independently. The function of the group here is to furnish the companionship of working together and to assist one another as needed. An important point to note is that while grouping for likenesses tends to encourage competition, grouping for differences leads to cooperation. This procedure can encourage group members to develop an interest in and assume some responsibility for the progress of each individual member. Resulting team spirit is in keeping with the over-all idea of a learning team.

The process of individualization constitutes the heart of the total institutional program and is planned to take place on a one-to-one or staff-team/child basis in many formal situations. These situations are regularly scheduled and include individual planning sessions and daily guidance and consultation as individual activities within units are undertaken, and evaluation of progress which includes determination of specific new needs or problems. Diagnosed problems regularly receive specialized, professional services such as individual conferences with chaplain or social worker, psychological testing, or medical treatment.

Formal provision for individualization further includes aftercare service wherein a field counselor confers routinely with each child after placement to note condition of personal and social adjustment and offer assistance required. When a child leaves the institution, the staff team as a whole may assume responsibility for aftercare services, for example, through contacting and supplying information to his public school and working out the best procedure for entry or re-entry so the child has maximum opportunity for success. In addition, the staff team may have the child return periodically to the institution or to some other location with his parents for follow-up conferences.

The process of individualization is inherent in the total institutional program, occuring within the normal pattern of group living and in numerous informal daily interactions involving personal attention and direct communication. The program is designed to provide opportunities for healthy experience with authority, limits on behavior, peer associations and friendships, relationships with several adults, socially acceptable achievement, practice of moral values, and on-the-spot counseling.

Rebellion against authority (parents, school, society in general) is one of the most common elements in the personality of delinquent children. The institutional program helps each child learn through day-by-day living that authority can be exercised firmly but fairly, with sympathetic regard for his welfare and with respect for him as a worthwhile person. With regard to use of limits, a framework of expectations that designates acceptable

behavior without undue restriction simplifies the environment by letting the child know generally what he is to do in certain situations and that others care what he does. Delinquents typically have had difficulties making decisions and delaying gratifications. When some of the most difficult decisions are made for a child within the structure of a daily routine, he can concentrate on a fewer number of personally important decisions and gain confidence as he solves problems successfully.

Many delinquents have had trouble getting along with peers, tending toward withdrawal or overly aggressive behavior. The institutional program maintains an environment in which citizenship can be practiced as a child gains social acceptance in his own age group. The social pressures of group life encourage mutual tolerance, desire to cooperate, and ability to live with others without loss of individual identity. However, group life must be supervised in a positive way, and relationships with several adults help to assure individual rights and responsibilities. For instance, staff team members penetrate subgroups and cliques which tend to form through varied activities which allow all to participate, thereby generating friendly acceptance of each individual as goals and interests are shared. The several adults comprising the staff team also give each delinquent child, whose hero has frequently been a deviant type, a chance to find a desirable model. As a child is respected by an adult who demonstrates understanding and interest in him, he may come to identify with the adult. This provision for models of social values constitutes one of the most valuable program experiences for the individual.

The institutional program helps each child, who has usually had many experiences of failure in school and otherwise, gain a feeling of personal achievement and success through sports, arts and crafts, vocational activities such as part-time assignments outside the institution, and various tasks or functions with which recognition is associated. Educational activities give the individual child a chance to work at a level where he can be successful, stimulating him to move ahead at a pace which challenges without defeating. In general, the program allows each child to live a life different from the baffling series of frustrations which previously marked him as a failure.

The institutional program offers a living lesson in moral values which the individual learns through being on the receiving end of ethical behavior. While past experience may have shown a particular child it is not practical to be "good" or do what is "right," now he learns to respect the rights of others because others respect his rights. Now, he learns honesty because others are honest with him. Staff team members set the example and provide sensitive guidance as they observe the child in his casual, everyday relationships with companions.

The daily pattern of group living experiences allows many opportunities for kindness, immediate support, and on-the-spot counseling when the individual child experiences difficulties of any kind. Staff team members are ever alert to the need of a troubled child and quick to respond with the

few words in private which may interpret his feelings about the act of another or help him understand his own surprising behavior and the reactions of others to it. With the aid of such informal counseling, the child will be less likely to misinterpret in terms of his unfortunate past the experiences he is undergoing. He is continuously helped to relate the total institutional program to his personal objectives and own individualized treatment program.

To summarize, an individualized treatment program entails a complex, cooperative process of gathering information, setting objectives, and planning, implementing, and evaluating program activities. Primarily involved in this process are members of the staff team and each child in their care. Initially, program activities are organized in broad units built around important human themes or problems. The unit provides a framework of common expectations and group living experiences to meet the general needs of all children in a learning team. Within a unit, certain experiences are required--i.e., the core of educational "minimum essentials". Other experiences are optional, involving choices among suggested activities or the use of self-determined time in accordance with personal abilities and interests.

Individualization takes place throughout the 16-hour per day, seven day per week schedule in both formal and informal situations, in groups of varying sizes or as a child works and plays alone. Individualization is accomplished by any member of the staff team, by the staff team cooperatively, by other staff personnel, by various members of the learning team, or by an individual himself as he makes choices among activities, selects programmed, self-evaluative materials, or seeks a private conference with a counselor. Individualization encourages each child to accept responsibility for his own progress and to share responsibility for the growth of other members of his learning team.

An individualized treatment program demands a total staff team effort and point of view aimed at treatment of the individual delinquent child. It further demands a new professionalism and role on the part of each staff team member which begins with an awareness of the total institutional program and how one's area of specialization contributes to meeting over-all program objectives. This role requires a high order of individual competency as well as the ability to work cooperatively with others as environmental manager, diagnostician, guide, and consultant to the learning team as a whole and to each individual learning team member.

The Unit in Action

A large number of preplanned resource units are available for modification to meet the needs of the younger group and may be obtained from sources such as the following:

1. Units contained in local, county, and state courses of study.

2. Units in libraries and curriculum laboratories in local, county, and state school libraries and in libraries of colleges and universities.

3. Short units in magazines, for example, Grade Teacher, Instructor, and Junior Scholastic (For a detailed list, check Education Index under the subheading "Units.")

4. Units published by commercial organizations:

   Compton's Pictured Encyclopedia, 1000 North Dearborn Street, Chicago, Illinois.

   Pan-American Airways, P. O. Box 1908, New York 17, New York

   World Book Encyclopedia, Merchandise Mart, Chicago, Illinois

5. Hill, Wilhelmina, Selected Resource Units, Curriculum Series Number Eleven. Washington, D.C.: National Council for the Social Studies, National Education Association, 1961. (A collection of twenty-one units for kindergarten through grades VI.)

6. Michaelis, John U., Teaching Units Based on the Social Sciences. Chicago: Rand McNally & Co., 1966. (Three paperback volumes, one for each of the groups -- K-II, II-IV, and V-VI.)

7. Unit outlines presented in teachers' manuals accompanying social studies textbooks.

8. Units contained in professional textbooks for teachers.[10]

Most of these resource units, which are related to a particular topic, are designed to provide a rich source of content, activities, and materials from which the staff team in conjunction with the learning team can select. Resource units may, of course, also be planned by members of the staff team. In any case, a resource unit serves as a storehouse of ideas and a guide to daily planning for and with a particular group of children. While preplanned, the unit is suggestive only in order to permit tailored development and flexible implementation according to daily needs.

An outline for planning a resource unit includes the following categories:

Outline for Planning a Resource Unit

(Title of Unit)

I. (Title of Unit Restated as a Problem)

[10] John U. Michaelis, Social Studies for Children in a Democracy, Fourth Edition. Englewood Cliffs, N.J.: Prentice-Hall, Inc. 1968, p. 237

II. Importance of Unit

III. Objectives

A. Knowledge and Understanding
1.
2.
3.

B. Skills and Competence
1.
2.
3.

C. Attitude and Interest
1.
2.
3.

IV. Content of Unit

A.
1.
2.
3.

B.
1.
2.

V. Sources of Information

A. Bibliography

Books
1.
2.

Pamphlets
1.
2.

Periodical Literature
1.
2.

B. Sensory Aids

Films, 16mm
1.
2.

Film Strips
1.
2.

Charts, Maps, Tables
1.
2.

Recordings and Tapes
1.
2.

C. Community Resources
   1.
   2.
D. Group Discussion

E. Other Sources of Information

VI. Activities (Group and/or Individual)

A. Initiatory, Exploratory, or Motivational Activities
   1.
   2.
B. Assimilating or Developmental Activities

C. Concluding or Culminating Activities

D. Continuing Activities

VII. Evaluation

How this outline may be extended and detailed is exemplified here in a unit on "Communication" which demonstrates a possible organization of activities to coordinate institutional services.

Title: "Communication"

I. Problem:

How does increasing communication among people everywhere bring them closer together in time and space?

II. Importance of unit:

There is perhaps no basic human activity that pervades daily life more persistently than communication. The importance of communication has been justified previously in this report in the discussion of basic human activities and the nine program areas.

III. Objectives

A. Knowledge and Understanding

1. To increase students' knowledge and understanding of communication as a human activity

2. To develop understanding of the origin and changing nature of language

3. To learn about various communications media and the technical skill that is needed in making them work

4. To understand how efficient means of communication have overcome barriers of distance

5. To discover the relevance of communication in the democratic process

6. To increase students' ability to discriminate and be selective in reading and listening

B. Skills and Competencies

1. To improve students' own communication skills (reading, writing, speaking, listening)

2. To increase awareness of non-verbal communication and learn to recognize gestures, facial expressions, and other means of conveying impressions

3. To improve interpersonal relationships and become more effective in exchangeing ideas and information

C. Attitudes and Interest

1. To further students' appreciation of the knowledge and pleasures made available to them through mass media

2. To help students examine the concept of freedom of speech--the individual's right and his responsibility

3. To learn about the relevance of communication in promoting health, safety, education, and international understanding

4. To further the desire to write and speak clearly and correctly

5. To further the desire to communicate with others

6. To develop appreciation of the usefulness of speaking and writing in everyday life

IV. Content

Concepts will be developed as students identify and study problems and issues, ask questions, and seek answers. Big ideas that might be developed include:

1. Language as related to communication

What is language? Why does man need language? What are some possible explanations of how language began?

There are many languages. How are they alike? How do they differ from one another?

How does language grow?

The way some people pronounce words sounds strange to other people

Why is this true? What is dialect?

Read a short excerpt from Chaucer to illustrate how the English language has changed. Identify words that you know or can read such as lot for let, hymn for him, etc.

Identify obsolete words or words that are no longer in common use such as sums for addition and breeches for pants.

Try to write a message in pictures or picture writing similar to that used by the Indians.

2. Communication without language

What is non-verbal communication?

Try to communicate with another person using no language

Study methods that have been used such as drum beats, smoke signals, gestures, facial expressions

3. Communication through various media

How important are books, magazines, newspapers and other printed material?

What is the importance of the printing press?

How has the radio contributed to communication?

What has been the contribution of television?

What are other modern means of communication? Investigate use of typewriter, camera, telephone, telegraph, mimeograph, Braille, sign language, radar, traffic signals, etc.

How does the postal service work?

What is progaganda?

4. Communication before the development of modern technology

   How did primitive people communicate?

   Who invented the alphabet?

   Compare alphabetic-syllabic writing systems with the pictograph-ideographic

   What did people of early times use for writing materials?

   What kind of records did early man leave for us to study?

   Who invented printing?

   What is a scribe?

   What is a town crier?

   Study presidential elections of the past. Compare with recent elections.

5. The influence of modern communication on society

   How rapidly can messages and/or information be conveyed from one part of the country to another? One part of the world to another? One part of the universe to another?

   List reasons why it is important for you to communicate with others

   List reasons why others might need to communicate with you

   Develop a time line to show changes that have been possible as a result of modern communications

6. The future of communication

   What new possibilities may be anticipated in this age of satellites and men on the moon?

   What changes would facilitate improved communication among people all over the world?

   What kinds of new jobs may be available in the area of communications?

   What are the main problems to be faced in improving communications during the next decade?

7. Communication workers

Study job skills needed by workers in various aspects of the communication industry

Telephone linemen, operators, business representatives, etc.

Television repairmen, salesmen performers, photographers, producers, etc.

Mailmen, truck drivers, post office clerks, etc.

V. Sources of Information

A. Bibliography

Books

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Bachelor, Julie. Communication: From Cave Writing to Television. New York; Harcourt Brace and World, 1953

Branley, Franklyn. High Sounds, Low Sounds. New York: Thomas Y. Crowell Co., 1967

Buehr, Walter. Sending the Word. New York: G. P. Putnam's Sons, 1959

Coggins, Jack. Flashes and Flags, the Story of Signaling. New York; Dodd, Mead and Co., 1963

Colby, C. B. Communications, How Man Talks to Man Across Land, Sea and Space. New York: Coward-McCann, Inc., 1964

Epstein, Beryl and Samuel. Who Says You Can't? New York: Coward McCann, 1969

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Flaherty, John. Men Against Distance -- The Story of Communication. New York: Lippincott, 1956

Freeman, Mae and Ira. Fun With Your Camera. New York: Random House, 1955

Hine. Al. A Letter to Anywhere. New York: Harcourt, Brace and World 1965

Howard, Vernon. Talking to an Audience. New York: Sterling Publishing Co., 1963

Hirsch, S. Printing from a Stone, the Story of Lithography. New York: Viking Press, 1967.

Helen Jacobson and Florence Mischel. The First Book of Letter Writing. New York: Franklin Watts, 1957

McCabe, Sybil A. How Communication Helps Us. Chicago: Benefic Press, 1964.

Mahon, Julia C. The First Book of Creative Writing. New York: Franklin Watts, Inc., 1968

Nathan, Adele Gutman. The First Transatlantic Cable. New York: Random House, 1959

Nurnberg, Maxwell. Wonders in Words. Englewood Cliffs, New Jersdy: Prentice-Hall, Inc., 1966

Osmond, Edward. From Drumbeat to Ticker Tape. New York: Criterion Books, Inc., 1960

Powers, David Guy. The First Book of How to Make a Speech. New York: Franklin Watts, 1963

Rappaport, Dr. Aviel. The Story of the Dead Sea Scrolls. New York: Harvey House, Inc., 1967

Russell, Solveig P. A is for Apple and Why: The Story of Our Alphabet. New York: Abington Press, 1959.

Rogers, Frances. Painted Rock to Printed Page. New York: Lippincott, 1960

Shapp, Martha. Let's Find Out What the Signs Say. New York: Franklin Watts, Inc., 1959.

Slobodkin. Louis. Read About the Postman. New York: Franklin Watts, Inc.

Steinberg, I.N. Sound and Its Reproduction. New York: World Publishing Co. 1964.

Terrell, John. The United States Post Office Department. New York:

B. Sensory Aids

Films

Co munication and Our Town. Vocational Guidance Films.

Communication-Story of Its Development. Coronet.

Pony Express. Arthur Barr Films.

Filmstrips

Covering the News. Vis-Ta Films.

Mailman. Encyclopedia Britannica Films.

Our Post Office. Encyclopedia Britannica Films.

Preparation of Live Television. Vis-Ta Films.

Slides

Man-to-the-Moon-Project Apollo. Harpster Audio Visual Equipment, Inc.

Transparencies

Introduction to Listening. 3M.

Film Loops

Single concept loops dealing with phonics, spelling, and other aspects of language.

Other films, filmstrips and single concept film loops may be obtained from the following sources:

Cathedral Films
2921 Alameda Avenue
Burbank, California 90028

Coronet Instructional Films
65 East South Water Street
Chicago, Illinois 60601

Encyclopedia Britannica
Educational Corporation
425 North Michigan Avenue
Chicago, Illinois 60611

McGraw Hill Book Co.
330 West 42nd Street
New York 36, New York 10036

Jam Handy Organization, Inc.
2821 East Grand Boulevard
Detroit, Michigan 48211

V. Activities

1. Trips

Radio station
Television studio
Telegraph office
Telephone company
Printing plant
Newspaper publishing office

2. Interviews with resource people

Writers
Producers
Newsmen
Camera men
Telegraph operators
Actors
Police broadcasters
"Ham" radio hobbyists
Telephone operators
Postmen

3. Construction

Crystal radio sets
Clay tablets to illustrate cuneiform writing
Making paper using primitive methods
Make printing set
Build a telegraph set
Create an original alphabet and write a message using these symbols
Tin can telephone
Sound effects gadgets
Electromagnets as used in telephone and telegraph

4. Oral language

Discussions for planning, organizing activities, sharing ideas and experiences

Use of tape recorder to develop effective use of voice and good oral expression

Oral reports on reading, research, experimentation, etc.

Dramatization of selected ideas such as story of first telephone, talking with men on the moon, etc.

5. Reading

Newspapers and magazines to learn about various kinds of news communication such as reporting of actual events, editorials about actual events, announcements of coming events, market reports, advertising, etc.

Directions for how-to-do-it projects, maps, charts, graphs

Information books on communication media

Biographies of famous people in the communication industry

Job descriptions and opportunities as a communication worker

Critical reading and learning to identify the propagandists' techniques

Semantics or the significance of words

6. Writing

Recording information gained from reading
Letters seeking information, invitations, thank-you notes
School news
Charts
Creative writing

7. Listening

Radio programs
T.V. programs
Speeches
Recordings
Morse Code
Tapes
Critical listening

8. Viewing

Slides showing early methods of communication
Prints
Films, filmstrips
Realia, models

VI. Evaluation and Culmination

Share information gained from small group and independent study projects

Organize and summarize information from the various sources

Identify big ideas

Discuss learnings and list questions that remain unanswered

Plan next steps that might be considered

Keep anecdotal records of student's activities and evidences of growth

Evaluate participation and communication in committee work

Use check sheets and informal tests to evaluate individual learning

Standardized testing for evidence of growth in basic skills

## Evaluation

The final block in the Conrad-Wylie model of Program Development deals with determining the extent to which objectives have been achieved. This evaluation is concerned with both process and product in that it may refer to the progress of an individual child or group of children as well as, to the adequacy of an over-all program or separate element thereof, at any given point in time.

In the proposed program for the younger children, evaluation will be a cooperative, continuous, integral part of the program where information gained feeds back into appropriate channels for decision making to strengthen an individualized treatment program, improve the structure of a unit, or upgrade the institutional program as a whole. Evaluation thus considers the operational program in terms of broad and specific program purposes corresponding to needs of society in general and of institutionalized children in particular. In this report, evaluation of children will be discussed first.

Child Evaluation. An important function of evaluation is to assess each child's progress toward desired understandings, skills, attitudes, and action patterns in all of the nine program areas. Such evaluation involves every member of the staff team as well as the child himself in a continuing cycle including the following steps:

1. Formulating objectives in behavioral terms
2. Demonstrating achievement in a variety of situations
3. Selecting, trying, and improving various appraisal devices and procedures
4. Interpreting results of appraisals
5. Using interpretations (feedback) to improve learning

Evaluation is facilitated when objectives are defined behaviorally, because child growth toward them during a specified period of time can be measured. Additionally, stating objectives behaviorally clarifies meanings. For example, "responsibility" may be appraised specifically and concretely when defined as follows:

1. Helps in planning ways to meet needs and problems
2. Works on his own problems
3. Works on problems with others
4. Follows group plans and directions
5. Uses tools and materials carefully
6. Helps others when they need or ask for help
7. Seeks help when it is needed
8. Finishes individual and group jobs
9. Works well without supervision[11]

Such statements assist staff team and individuals in selecting activities and materials to increase "responsibility," and also indicate when and in what respects a child needs help.

When evaluation is made in a variety of situations, behavior reveals many evidences of growth. The ways in which a child uses materials, shares with others, takes and gives suggestions, accepts newcomers, selects activities, discusses an event, plays a game, or works with others are of special importance. These and other situations can be used to determine whether or not key learnings are carrying over into general group living experiences.

Many different instruments and techniques are needed for effective evaluation. The following list contains many devices commonly in use:

1. Tests (adult made and standardized)
2. Observation (of use, etc.)
3. Interviews (individual and group)
4. Samples of work
5. Group discussion

[11] Michaelis, op. cit., p. 576.

6. Checklists
7. Profiles showing progress
8. Rating scales (of beliefs, attitudes)
9. Inventories (of interests, etc.)
10. Cumulative records on file
11. Anecdotal records (of activities)
12. Case studies
13. Case conferences by staff team
14. Questionnaires and opinionnaires
15. Logs or diaries by the child
16. Records, films, photographs, tapes
17. Sociometric techniques
18. Autobiographies
19. Scrapbooks, collections
20. Graphs kept by each child

An example of a checklist for staff use appears in Figure 11, and a questionnaire for child self-rating is shown immediately afterward in Figure 12. The selection of evaluative devices depends on the objective being appraised, type of activity, and behavior desired. This is not to imply that a single device should be used exclusively to evaluate a given purpose, since a combination is generally better than a single device. The important point is to decide on the kind of evidence needed, and then to seek devices, such as the two examples just shown, that will secure it. As far as possible the various instruments selected for use in the program should meet the following criteria:

1. Validity -- measure what they say they measure
2. Reliability -- measure consistently and accurately
3. Objectivity -- give similar results when given by different persons
4. Practicality -- easy to give, inexpensive in time and money
5. Relatedness -- related to a particular program area or unit theme

SKILLS IN GROUP PARTICIPATION

Evaluation Period_____ Names of Children

| WORK HABITS | Joyce | Johnny | Paul | Helen | Henry | Elizabeth | George |
|---|---|---|---|---|---|---|---|
| 1. Takes part in group planning | | | | | | | |
| 2. Participates in discussion | | | | | | | |
| 3. Considers the opinions and ideas of others | | | | | | | |
| 4. Assumes leadership at appropriate times | | | | | | | |
| 5. Participates in making group decisions | | | | | | | |
| 6. Accepts and abides by group decisions | | | | | | | |
| 7. Assumes responsibilities in carrying out group plans | | | | | | | |
| 8. Participates in staff/learning team evaluation of group experiences | | | | | | | |

Figure 11, Example of Staff Checklist [12]

DO I PRACTICE DEMOCRACY IN MY LEARNING TEAM?

1. Do I say unkind things about other in the team?
   Never_____ Sometimes_____ Often_____
2. Do I let somebody else do a team job I should do?
   Never_____ Sometimes_____ Often_____
3. Do I try to be freindly to the people in other teams?
   Never_____ Sometimes_____ Often_____
4. Do I follow safety rules on the campus and in public places?
   Never_____ Sometimes_____ Often_____.
5. Do I do my part to keep recreational areas clean?
   Never_____ Sometimes_____ Often_____
6. Do I practice democracy in my team, clubs, and other groups?
   Never_____ Sometimes_____ Often_____

Figure 12 Example of Questionnaire for Self-Rating[12]

[12] Adapted from Maxine Dunfee and Helen Sagl, Social Studies through Problem Solving. New York: Holt, Rinehart and Winston, Inc., 1966, pp. 296, 297.

6. Usefulness -- yield evidence which can be put to use

7. Appropriateness -- related to the child's level of development

8. Descriptiveness -- gives evidence that describes the child's behavior

Information gathered during the evaluative process is used by the staff team to determine each child's progress toward desired goals as shown in Figure 13. Such information must be interpreted in terms of each child's development in the various program areas in as much as each child has his own unique rate of growth. Norms are frequently helpful, however, as a broad frame of reference for identifying serious deviations. Once reasons for such deviations are determined -- for instance, a certain methodology or situation is not working for this particular child -- additional needs of the child can be established. The staff team can then suggest more significant learning experiences. Interpretations of evaluative data are used, therefore, as continuous feedback to improve learning in an individualized treatment program. The necessity for pertinent information, manner of interpretation, and staff team follow-through has been previously discussed.

Involving the child himself is vital to the evaluative process, because self-evaluation is a mode of appraisal used throughout life. Self-evaluation leads to self-direction and personal responsibility as, in the course of daily activities, the child grows in ability to appraise his own behavior, feelings, strengths, needs, and success in achieving objectives. While some aspects of the program may tend to focus largely on diagnosing and improving areas of weakness, the process of self-evaluation is strongly directed toward positive reinforcement of the child's growing strengths in all areas. His own reading record stands as evidence of his proficiency in this area. He finds more pleasure and satisfaction in writing when spelling ceases to be a stumbling block. He begins to gain confidence in himself and to take a more active part in group discussions as he finds others are interested in his ideas. Through experiences of this kind, one success leads to other successes and one learning inevitably leads to other learnings, with the end result being a greatly improved self-concept. This emphasis on a growing sense of worth and accomplishment is particularly important as reflected by a primary objective of the program for the younger group which recognizes that a poor self-concept is one of the most critical weaknesses of the delinquent child.

Group Evaluation. While the personal evaluation of each child is central to an individualized treatment program, group evaluation also plays an improtant part in the total younger group program. Evaluation within a unit of work goes on continually as the unit progresses toward its goals. From its beginning to its end, staff and learning teams engage in cooperative evaluation experiences utilizing any of the previously listed evaluative devices to discover weaknesses and needs. Together they

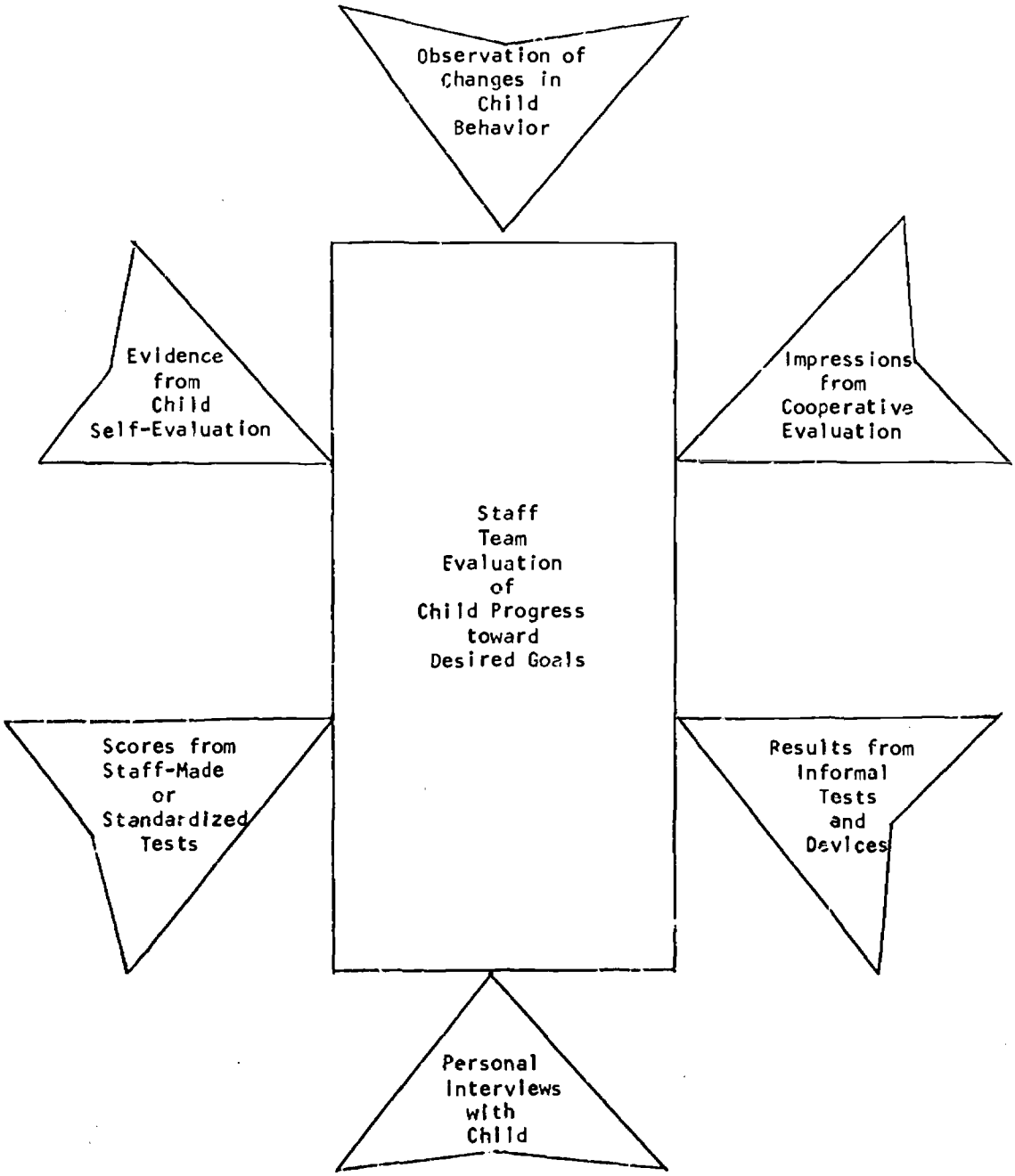


Figure 13
Child Evaluation[13]

[13] Adapted from Dunfee and Sage, op.cit., p. 288

look critically at the results of learning activities, analyzing the results as objectively as possible and judging them in terms of the original objectives to be achieved.

Specifically, staff-learning team evaluation experiences are directed toward assuring answers to the questions or solutions to the problems that led to the selection of a particular unit topic in the first place. Because unit activities are undertaken for specific purposes, it is natural to stop periodically to consider whether or not the group has achieved what it set out to do. In this connection, a progress report time when groups and/or individuals can share results of various activities is given a prominent place in the daily learning team schedule.

Two aspects of any unit activity are pertinent to the group's concerns: process and product. The following questions then, are typical of those likely to arise during a cooperative evaluation session as the group discusses a day's events:

1. Did we accomplish what we intended?
2. Did the experience help us to understand better our reading about (the topic)?
3. Is the product of our work useful, helpful, beautiful, etc.?
4. Did the experience help us to see what next steps we need to take to solve (the problem)?
5. What important understandings have we gained from our (construction) work?
6. How well did we work together as a team?
7. Did everybody do his job the way we planned? Did we have the materials we needed?
8. What do we need to know or to be able to do before we can go ahead with (the project)?
9. Did the (activity) turn out the way we expected?
10. What new problems did we encounter today?

Such questions lead automatically to additional staff-learning team planning, for it becomes obvious to the group that successful unit activities are not a matter of chance. The group must plan and carry out plans efficiently. The evaluation process shows group strengths and weaknesses, offers opportunities to try again when there are failures, and, in general, points the way toward improved learning experiences for all concerned.

As a particular unit draws to a close, charts, checklists, test items, and other means of appraisal may be used to evaluate concepts or generalizations learned and various other desired behavioral changes. There should be a final review of the unit plan as originally developed along with a checking to see if all problems, questions, and issues have been handled satisfactorily. Unfinished activities and unresolved questions should be identified. In addition, learning team members should evaluate what they learned as a result of group work in the unit.

At the end of a unit, there should be some consideration of related activities, possible next steps, and some examination of ways to be more effective in developing other units. Staff team members also need to examine their roles in the various unit activities and suggest other ways of organizing and working that might be more productive. Generally, all staff-learning team participants should feel a sense of satisfaction and accomplishment from the unit experiences, but at the same time they may be expected to have a new awareness of the interrelatedness and complexity of living and learning.

In the proposed program, group evaluation may also be an important function of a learning team (student) council composed of two or three representative members from each team plus a staff advisor. Such a council would meet regularly to discuss mutual problems and concerns as well as planning shared activities. For example, questions might include "Where are we going groupwise?" Or, "What do we want to do as an institutional group?" Discussions might lead to plans for sharing culminating unit activities, scheduled clean-up days, arrangements for shared use of facilities and equipment, and cooperatively produced programs or plays. Such a council would thus serve as a coordinating body for all learning teams in a particular institution, exemplifying democracy in action. Its overall function would be related to the development of citizenship and responsibility for helping to determine group goals in the institutional community where all learning team members live and work. As an adjunct, the learning team council might realistically be expected to contribute ideas and concerns through its staff advisor to periodic administrative-staff team evaluation of the total institutional program.

Program Evaluation. The younger group program, in utilizing a team approach and offering an individualized treatment program with supportive services to each child, will be field testing a variety of innovative approaches which have proven effective in similar institutional programs across the country. A broad objective of such a program is to develop evaluation and effective feedback mechanisms leading to continuing improvement in the learning opportunities for all children in the care of the younger group institutions.

In the program under consideration, program planning and evaluation will be continuous and they will be considered together as virtually synonymous undertakings. Evaluation will therefore indicate the direction of program development as well as the degree to which it has been effective.

It will constitute a joint administrative-staff team responsibility, but will incorporate learning team input via the council previously described.

Criteria for program development and evaluation along with appropriate instruments and techniques will be cooperatively defined. In accordance with the Conrad-Wylie Model of Program Development, four steps are basic:

1. Continuing analysis of societal conditions and various communities to be served (family socio-economic level, personal data, educational level, etc.) in order to identify general needs

2. Continuing analysis of the existing program in order to insure development on the basis of identified societal and community needs

3. Continuing analysis of specific program elements with regard to resources available and required (personnel, facilities, materials and equipment, etc.) in order to support the program adequately according to objectives

4. Continuing analysis of the program in terms of broad general objectives which have been interpreted in specific behavioral terms -- that is, stated as observable changes in behavior

Administrative or staff team evaluators, then, must make judgments about the nature of the program and its objectives, success in implementation, and proposed direction of change and improvement. Each staff team must examine critically its own program and assess it effectiveness within the framework of total institutional functioning. A variety of kinds of information will be necessary. Sources include observations and records made by staff team personnel such as social counselors whose daily work extends directly into the communities to be served. Other sources of information include data gathered by staff teams during evaluative sessions such as child achievement on staff-made and standardized tests; and administrative surveys and evaluation.

## Administrative Council

Coordination, supervision, and evaluation of the total younger group program within a given institution will be the responsibility of an Administrative Council comprising all administrative personnel in the institution along with team leaders from each staff team. This Council will handle administrative, inter-team matters in order to insure a smoothly running institutional program. These matters include selecting, orienting, and in-service training of personnel, arranging for purchase of materials and equipment, administering of services such as food and health, supervising custodial-type youth leaders, coordinating team scheduling of facilities and activities, facilitating public relations, and maintaining relationships and communication between teams and with other institutions.

The administrative Council will meet on a weekly basis for the express purposes of problem-solving, planning, evaluating, and the sharing of ideas from all teams represented. In some instances, decisions with regard to specific issues will represent a cooperative effort. At other times, certain administrators whose primary responsibility lies in the area being discussed will make the final decision taking into consideration the recommendations of staff team leaders and other group members.

In addition, more comprehensive evaluation sessions will be scheduled quarterly by the Administrative Council to examine broad program aspects. Utilizing relevant information gained through observations, interviews, questionnaires, and records, Council evaluators will address themselves specifically to the following kinds of questions which may serve as a guideline for evaluating the total institutional program.

1. What are the objectives of the program?

2. Are these objectives broadly conceived, yet attainable?

3. Are the activities planned for the program consistent with the stated objectives in the nine program areas?

4. Is the learning environment in all learning centers challenging and at the same time appropriate for the age range of the children involved?

5. Do the staff team and specialized personnel use a variety of instructional methods and interaction patterns to suit differences in learning styles and tasks?

6. Does staff team methodology consistently allow for personal exploration and individual freedom? Is individual inquiry used to support children's learning?

7. Do the learning environment and methods used by staff team members and others help children learn to think critically and creatively?

8. Are the children always treated with respect as worthwhile individuals?

9. Is the program as a whole organized to allow for individual differences in pace, level, and range of learning? Is intra-team grouping consistent with this emphasis?

10. Are the children encouraged to become independent, self-directed learners?

11. Is the total institutional environment supportive of individual growth and development?

12. How effective is the program in achieving its total range of objectives according to an analysis of data obtained?

A further important Administrative Council responsibility involves periodic staff team evaluation. The staff team concept represents a departure from previous organizational schemes; hence evaluative devices must be created to fit the new pattern. As a first step, existing job descriptions should be re-examined and updated according to program innovations. While team self-evaluation and interpretation of role should be encouraged as an inherent feature within day-by-day cooperative activities and structured planning sessions, more objective administrative appraisal is likewise essential. The Administrative Council, therefore, must ask pertinent questions about individual staff team members treating such items as "contribution to team planning," "ability to prepare learning team units," "willingness to abide by group decisions, " and "respect for team channels of authority." Since team leaders are members of the Administrative Council, these persons are automatically involved in the evaluation of their team's members.

Questions must also be asked and evidence sought by the Administrative Council with regard to functioning of the staff team as a whole in its new relationships. For example:

1. Does the team work well together, exhibiting a cooperative, cohesive group spirit?

2. Are learning team activities well organized and coordinated with all staff team members fulfilling their assigned responsibilities?

3. Does the team cooperate with specialists and other institutional personnel to maintain integration of children's learning experiences?

4. Are new team members properly oriented regarding the team concept and rapidly assimilated into appropriate roles and responsibilities?

5. Is the team proficient in group process and decision-making techniques during group planning sessions?

6. Are staff competencies being utilized to best advantage?

7. Is staff communication adequate, and is the team leader facilitating intra and inter-team communication?

8. What major staff team problems have arisen?

9. How does the group go about solving its problems?

10. Is team effectiveness growing both in terms of individual competencies and cooperative functioning?

The Administrative Council will also be concerned with evaluation of team leadership. Provision should be made to estimate the effectiveness of a particular team leader as well as to further define the role of this new position. Conferences scheduled at regular intervals would afford the opportunity to apprise this person of the estimate of his performance, and also allow him to express questions and concerns related to his work. Systematic examination of leadership responsibilities should thus contribute to the inservice growth and efficiency of the team leader.

In general, inservice training, viewed in terms of promoting staff growth and development, constitutes a major responsibility of the Administrative Council. This responsibility is particularly vital in view of innovations planned.

## Staff Growth and Development

Staff growth and development is an implied, integral part of a cooperative staff team evaluative process. Thus, this topic appears in the evaluation block of the Conrad-Wylie Model of Program Development. As the program is planned, implemented, and continuously appraised evaluation will reveal weaknesses and further needs and suggest modifications in the program to improve its effectiveness in achieving stated objectives. Staff team functioning will be particularly visible at every stage of program development, with individual and/or group weaknesses and need for upgrading apparent. In a very real sense, it is staff growth in awareness of problems and inadequacies as team members work together in the operational program that stimulates the continuing cycle of program planning, evaluating, and re-planning described in the Conrad-Wylie Model.

To promote staff growth and development, the younger group program will include provision for formal training procedures. Because of the innovative nature of several aspects of the proposed program, staff teams cannot be expected to perform their respective duties successfully thereby contributing to overall institutional functioning without adequate preparation. A staff development project, therefore, should include both advance training before innovative organizational patterns and activities are initiated along with provision for additional, regular opportunities for staff growth on-the-job once the new institutional program is underway. In order to help staff team members become more effective in achieving program objectives, such a staff development project would:

1. Include all staff team members and other staff personnel such as specialist teachers in the training process

2. Allocate appropriate time (summer institutes, released time, etc.) to support the project

3. Use up-to-date training techniques such as micro-teaching, simulation, workshops, interaction analysis, sensitivity training, and group process

4. Use modes of learning - reaction, interaction, and action--along with concepts such as the unit approach, individualization of instruction, and self-determined time which play a prominent part in the institutional program as developed

5. Focus on real problems like improving the lower-class self-image, discipline of delinquent children, and how to use new media; and on techniques of team problem-solving

6. Organize content around prerequisite understandings, skills and attitudes stated in terms of behavioral objectives. Provide opportunities for self and team evaluation

7. Clarify the relationship between program development and staff development. (For example, the Conrad-Wylie Model of Program Development is an appropriate guide to both. Clarify the relationship between evaluation and staff development)

8. Include learning experiences to facilitate personal growth of individual staff personnel as well as those directed toward improving cooperative functioning and team contribution to program operation

The preceding features may be incorporated into a 10-week summer staff development workshop planned to offer advance training as institutional teams prepare to implement the new program. An outline of the workshop's projected activities is presented here as an example and can be appropriately extended to suit project needs.

Week 1 - Phase I

Orientation and overview of the "Younger Group" program: use of consultants, films, lectures and discussions to give rationale for change, history of program development, staff personnel and team role in the program, new emphasis on institutional treatment et cetera.

Week 2 - Phase II

Analysis of program framework, philosophy and goals: the objective is to sharpen understandings of key concepts related to topics such as:

1. Needs of society, the community

2. Needs of children, individual child needs

[14] Creative Developments in the Training of Educational Personnel (Washington D.C.: U.S. Dept. of Health, Education, and Welfare, 1969)

3. Principles of child growth and development, guidance, discipline

4. Principles of learning

5. Characteristics of delinquent children, their problems and learning style, emphasis on need to improve self-image of lower-class children and importance of staff team attitudes (exemplified in Rosenthal's study of Pygmalion in the Classroom, which explains the self-fulfilling prophesy)

6. Objectives of education

In this phase, staff will read widely, react to speakers, view films, and the like. Many opportunities for discussion and exploration of feelings and attitudes will be arranged under the direction of the Administrative Council.

Week 3 - Phase III

Group process: this phase of the program will be conducted by an outside consultant and attempt to facilitate development of group process skills needed for the human interrelationships, cooperative decision-making, and team problem-solving inherent in the institutional team approach. Through practice with simulated materials and problem-solving games, etc., staff hopefully will learn techniques of working effectively with one another to achieve a goal or accomplish a task. Attention will also be given to role definitions or job descriptions and respective responsibilities of team leaders and various professional personnel.

Weeks 4 - 6, Phase IV

Analysis of program elements: with emphasis on methodology, materials, and evaluation. Activities in this phase will include, along with self-study and discussion, actual trying out or experimentation with new techniques and media. Examples of activities include:

1. Visiting other institutions with innovative programs

2. Presenting demonstrations to large groups of children, participating in interaction groups with children, working with small groups of two or three children, working with an individual child

3. Interaction analysis using Flander's and Galloway's categories for observation of others and feedback on own performance regarding verbal and nonverbal behavior[15]

[15] "A Workshop in the Analysis of Teaching," Theory Into Practice, volume VIII, Number 5, December 1968, pp. 177. (Entire issue provides an excellent review of techniques. Available from College of Education, The Ohio State University, 249 Arps Hall, 1945 N. High Street., Columbus, Ohio 43210. $1.50)

4. Micro-teaching to analyze leadership strengths and weaknesses

5. Simulated problem-solving, for example -- discipline

6. Practice in use of media (film projector, filmstrip projector, tape recorder, overhead projector, television, and other aids)

7. Practice in use of and becoming familiar with multi-level books programmed materials, Unipac and Learning Activity Packages for self-determined time

8. Practice in individualizing instruction

9. Practice in evaluation techniques

Weeks 7 - 9, Phase V

Preparing Learning Team Units: this is a vital phase of the summer workshop's activities in as much as the integration of program areas depends on coordination of activities to avoid a segmented, impersonal, departmentalized approach which would not achieve desired program objectives.

Preparing the units involves setting behavioral objectives, gathering resource ideas, and planning activities. Units based on broad human themes or problems taken from Hanna and as suggested by Michaelis will be used as models. (See bibliography and unit description elsewhere in this report.) Adaptations of these units must be made, however, to meet anticipated individual and group needs within learning teams.

Week 10 - Phase VI

Final planning and evaluation: here a simplified systems analysis approach will be used to carefully and critically examine every facet of the program. This is according to Murphy's Law that "anything that can go wrong will," and allows anticipation of problems while providing a checklist of needs. It also points up the interrelationship of program elements and emphasizes the need for coordination.

During this phase, final preparation for implementing the program will be made including manner of child orientation.