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ABSTRACT

The Youth Advocacy Projects of the Teacher Corps are those that deal with the educational needs and ways of responding to the needs of criminal offenders. The program involves two-year programs for teacher training and utilization. The number and scope of these projects, originally called Corrections Projects, is outlined and illustrated. The six operating projects are presented and analyzed in a comparative fashion that highlights critical areas of the programs: shared goals and objectives, governance and administration, staffing patterns, educational and curricular emphasis. There are changes needed in all facets of education, particularly as it relates to troubled youth. Some critical elements of these changes are examined including: educational content/curriculum; learning and teaching techniques; interdisciplinary curricula and collaborative decision-making; and local education agencies. The unique concept of the community in the Youth Advocacy Projects is discussed as a support system and in its relationship with the criminal justice system. The final section of the report describes a number of issues related to education and troubled youth and cites some examples where the issues are being dealt with. The issues are: curriculum, teacher training, alternative school structures, integration of human services, and interorganizational cooperation. (JMF)

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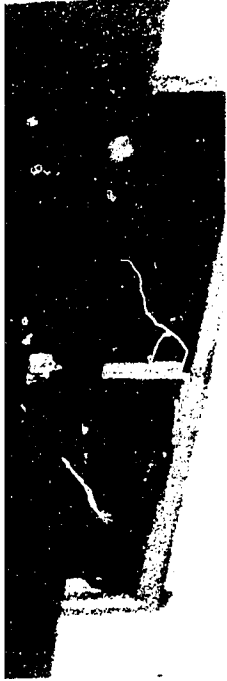
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U.S.

PROJECTS:
EDUCATION FOR
TROUBLED YOUTHS



1



TEACHER CORPS/

EDUCATION FOR TROUBLED YOUTH

Approximately 45 million students now attend public elementary and secondary schools in the United States. Of these, about 5 million are from families whose income is below federal poverty lines. These children — whether in Appalachia, the South, the North, urban ghettos, poor rural areas, barrios, or on reservations — have historically received an inferior education. The educational process now offered them has changed very little in substance from what it was 50 years ago. The result is that most of these children are labeled as probable failures even before they reach kindergarten.

If these children are to be spared constrictive lives and are to have a reasonable opportunity to shape the content of their lives, then the forms and processes of education must be fundamentally changed.

Teacher Corps, established by Congress under Title V-B of the Higher Education Act of 1965, is a nationwide effort to give children from low-income families better educational opportunities and to improve the quality of teacher-interns. Teacher Corps gives school districts in low-income areas, their communities and nearby universities the chance to work together, plan, and operate innovative two-year programs for better training and utilization of teachers.

In 1970, amendments were added to Public Law 90-35, the enabling legislation for Teacher Corps. The language of the amendment is important because the language reflects an acknowledgement of a more specialized educational problem — the educational needs and ways of responding to the needs of criminal offenders. The amendment is: "attracting and training educational personnel to provide relevant remedial, basic and secondary educational training, including literacy and communications skills, for juvenile delinquents, youth offenders, and adult criminal offenders."

Although there has been legislative authority to develop corrections-related Teacher Corps projects other pressing educational projects have taken priority. As a result, the number of corrections-related projects has been relatively small.



The following chart illustrates the number and scope of Teacher Corps Corrections Projects from 1968 until the present. Each two-year period is referred to as a cycle.

TEACHER CORPS CORRECTIONS PROJECTS

Cycle	Participation Agencies	Program Thrust
3rd	New York University and the New York City Department of Corrections	Young adult offenders; high school GED; pre-release postrelease model with VISTA
4th	University of Hartford and the Connecticut Department of Corrections University of Georgia and the Georgia Department of Corrections Southern Illinois University, Illinois Juvenile Corrections, and Carbondale High School	Interns established a high school GED project at Cheshire Reformatory Provided basic education and counseling as part of MDTA project at Buford Prison Tutoring and counseling of high school dropouts and educational support for a state institution for juveniles
5th	University of Southern California, Compton schools, and Los Angeles special schools University of Oregon, Oregon state juvenile institutions and Portland high schools	Established learning centers in large juvenile detention center and support to continuation high schools Alternate programs within high schools and juvenile institutions and re-entry program for returning juveniles
6th	New Jersey Urban Education Corps and Montclair State College Sacramento State College and city, county, and state institutions for juveniles Fordham University and New York City special schools	Teams with probation, departments, a county jail, and an ex-offender origin Teams rotate between state, county, and city delinquency programs Interns as advocates, mediators, activists, and community organizers as well as teachers
7th	University of Southern California University of 5th cycle University of Oregon 5th cycle New Jersey UEC returning of 5th cycle	Expansion of learning center concept within Los Angeles juvenile lockups Further development of re-entry program Teams in state adult facilities as well as with community-based facilities
8th	University of Wisconsin, Milwaukee and community-based corrections projects University of Southern California Urban Corrections, Los Angeles, California	Teams to form a coalition of agencies working with juveniles outside of public schools Six justice offender education re-entry into community learning center

Forham University, New York, New York	Graduate — corrections young adults — adults
Union for Experimenting Colleges and Universities, c/o Antioch College, Yellow Springs, Ohio	Graduate, undergraduate — four projects
a) Loretto Heights College project site, University Without Walls, Denver, Colorado	Graduate, undergraduate, University Without Walls
b) Morgan State College project site, University Without Walls, Baltimore, Maryland	Graduate, undergraduate, urban University Without Walls
c) University of Minnesota, Minneapolis, Minnesota	Graduate, undergraduate, University Without Walls
d) Roger Williams College, Providence, Rhode Island	Graduate, undergraduate — educational diagnosis — remediation re-entry, special education component, learning center
4th. Arizona State University	Graduate, k-6, 7-12 urban corrections education component, learning center
University of Vermont, Burlington, Vermont	Graduate, 2-year teacher training, work-study education for offenders, ex-offenders, new certification in field of corrections
Montclair State College, Upper Montclair, New Jersey	Graduate, developing diagnostic learning center mainstreaming, cross-institutional educational, re-entry program
University of Southern California, urban correction program, Los Angeles, California	Current projects
10th. Loretto Heights College, Denver, Colorado	Current projects
Baltimore City Public Schools, affiliated with Morgan State College in Baltimore	Current projects

As is quite evident by examining the chart, the corrections-related projects were few and quite small in size for the first few years. The largest commitment to corrections projects was during the 8th cycle (1973-1975). During this cycle a number of problems were identified. Some of the more significant problems were:

1. The location of correctional institu-

2. The institutional policies of adult corrections is oftentimes inconvenient in terms of delivery of educational services
3. The institutional policies of adult corrections are more often than not inconsistent with sound educational objectives and methods
4. The limitations of access to adequate information and ex-

periences regarding career options due to incarceration make sound career decisions extremely difficult for prison inmates.

4. The lack of career options outside of education available through the Teacher Corps program created difficulties in responding to the needs of a large number of well-qualified potential interns who were not necessarily interested in pursuing educational careers.
5. Locating staff with skills in both education and corrections proved to be a difficult task.
6. The expectations of educational personnel were found to be quite different from the expectations of correctional staff.

Recognition of these problems led to changes in the nature and scope of corrections-related projects. The changes included a shift toward concentration on youthful offenders and the development of work opportunities for interns in a variety of human service areas. Adult offender participation was not excluded, but limited to participation in community settings and functioning as "community volunteers." The title of Corrections-Related Projects was changed to Youth Advocacy Projects.

EXISTING YOUTH ADVOCACY PROJECTS

Today there are six operating Teacher Corps/Youth Advocacy projects. This section will present and analyze these six programs. The programs are:

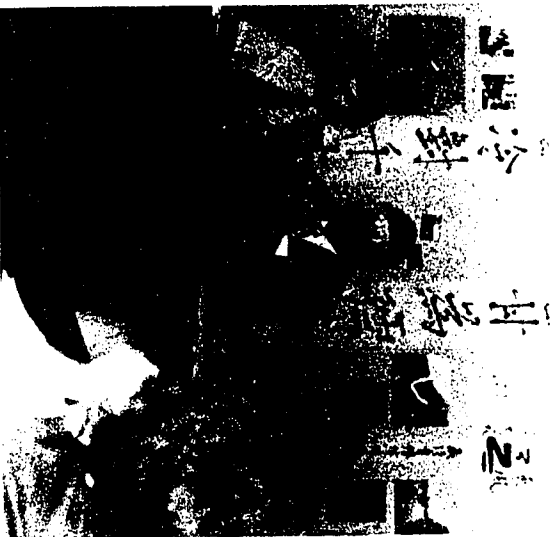
- New Jersey Teacher Corps Correctional Education Project — 9th Cycle
- Vermont Teacher Corps — 9th Cycle
- University of Southern California Urban Corrections Program — 9th Cycle
- Arizona State University — 9th Cycle
- Loretto Heights College at Denver — 10th Cycle
- Baltimore City Public Schools — 10th Cycle

Rather than describing each program separately, the programs will be analyzed in discrete categories. The purpose of this approach is to present information in a comparative fashion that highlights critical areas of the programs. Hopefully this manner of presentation will be helpful for colleges and universities and local school districts that might consider sponsoring a Youth Advocacy program. The categories to be analyzed are:

- Shared Goals and Objectives
- Governance and Administration
- Staffing Patterns
- Educational and Curricular Emphasis

SHARED GOALS AND OBJECTIVES

All Youth Advocacy programs share common goals and objectives. These goals and objectives were created through a lengthy process of program experiences, both positive and negative, several years of dialogue among program staff in:



Washington and staff in participating states, and considerable contributions from criminal justice and other allied fields in education. Seven common features are:

1. Youth Advocacy focuses on strengthening the educational opportunities of troubled youth who are currently ignored or "pushed out" by the public school system. Often these youth have been identified as predelinquent, unmanageable, or potential dropouts. In many cases they have dropped out or been officially processed as delinquent.
2. Although it is not a specific requirement, Youth Advocacy typically works with older age levels in the educational system, youth at the secondary level.
3. Youth Advocacy attempts to provide such youth with positive alternatives to official processing by the Juvenile Justice System. In some cases this may involve work relating or returning the youth to the educational system. In other cases it may involve creating community-based alternatives for such youth.
4. Youth Advocacy programs have a clear relationship to the Juvenile Justice System. The relationship may be formal and contractual wherein a juvenile justice facility becomes a training site within the project. It may also be a relationship defined by the project's focus on training educational personnel to work with youth who have had juvenile justice contact. The project's objectives for institutional change will include a range of modifications being sought in the Juvenile Justice System as well as in public education. To insure collaboration between and among secondary and postsecondary educational systems and the Juvenile Justice System, written endorsement of each project from the highest level of administration must accompany each project application (e.g., state department of education, state department of corrections).
5. The development of an effective program dealing with this population typically requires Youth Advocacy projects to junction in more than one site. Local education agencies (LEAs) must include public schools, the Juvenile Justice System, and community-based alternatives.
6. The nature of the needs of the youth served requires that the



training goals of Youth Advocacy be more broadly defined than those of other teacher training and training projects. The goal-training of human service educators indicates the concern of Youth Advocacy for preparing personnel who can work with the youth outside the regular classroom as well as those who can work with the youth in the schools.

Youth Advocacy programs attempt to develop linkages with other federal programs having convergent interests.



GOVERNANCE AND ADMINISTRATION

Every Teacher Corps program consists of three basic organizational components:

The institution of higher education (IHE)

The state department of education (SDE) and

The local education agency (LEA)

In addition to these components, Youth Advocacy projects have one additional component -- the juvenile justice system or agencies.



(IHE) Typically, the IHE is the prime sponsor or grantee. The six IHEs involved in Youth Advocacy programs are

Montclair State College, New Jersey

University of Vermont

University of Southern California

Arizona State University

Loretto Heights College, Denver, Colorado

Morgan State College, Baltimore, Maryland

(SDE) The state departments of





education correspond to the six participating states.

(LEA) The local education agencies are many and quite varied. They are:

In New Jersey — a prevocational school in Newark, a Newark inner city high school, and a New Jersey juvenile training school.

In Vermont — there are five distinct sites: a junior high in Burlington, a middle school at Winooski, an elementary school at Rutland, an elementary school at Hartford, and a bilingual program at an elementary school in Franklin.

In southern California — two junior high schools from Compton Unified School District, and six sites from the Special Schools Section of the Los Angeles County Schools in correctional settings.

In Arizona — Phoenix Union High School, a juvenile training school, a juvenile detention school, and a continuing education center in Phoenix.

In Colorado — a juvenile training school and an alternative community school, both in the Denver area.

In Maryland — a city jail site, and a community learning center, both in Baltimore.

Additionally, there is an overall governance board, usually called the steering committee or advisory committee. The membership of this committee is normally made up of representatives of the participating agencies. For example, a typical steering committee for a Youth Advocacy project might include the following people

An educational director or a juvenile training school

The director of youth services

The director of teacher certification from the state department of education

The chairman of the department of education of the IHE

Other Juvenile Justice System representatives

Other educators from the community

Some client or consumer representatives

The director of the Youth Advocacy project

STAFFING PATTERNS

Every Teacher Corps project has a central staff which normally includes a director, a program de-

velopment specialist, a liaison person for field operations, a secretary, team leaders, and interns. There are some minor variations from program to program, based on different program emphases. The organizational chart, illustrated below, is a representative example of a Teacher Corps project.

In a regular Teacher Corps project, the LEA coordinator works with the local school district personnel. In a Youth Advocacy project, the LEA coordinator works with educational and administrative personnel in juvenile justice agencies and sometimes public school personnel as well.

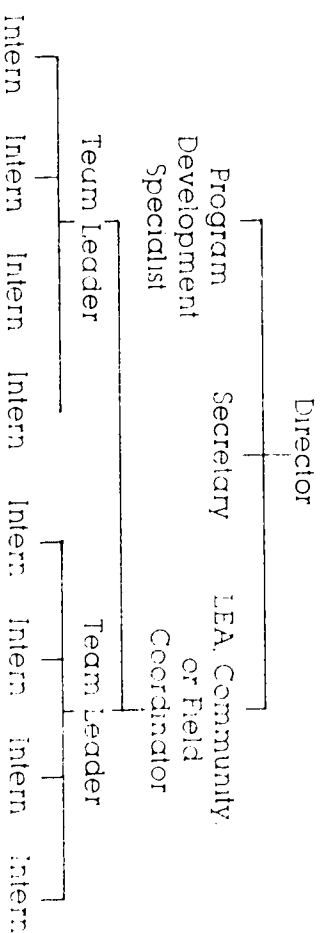
EDUCATION/CURRICULUM THRUSTS

As previously explained, all six Youth Advocacy programs have simi-

lar goals and objectives. However, each program has unique ways to arrive at those goals and objectives. This section will describe the educational thrusts of each program.

New Jersey The program emphasis is the role of teacher-interventionist. This is a field-based role with a particular focus on the orchestration of several teaching competencies. The task of intervention through education is facilitated by the Teacher Corps intern acting as a learning manager, an instructor, an interventionist, and an educational innovator

Vermont The main thrust of this project is the training of teacher counselors. These new educational roles require people who have skills in curriculum development, diagnosis, remediation, and evaluation in basic skills areas. Three principal academic



areas — counseling curriculum and psychology and sociology — serve as the foundation of academic preparation for program participants.

California This is an interdisciplinary program drawing its curriculum primarily from the disciplines of education, sociology and psychology with emphasis in special education offered at the secondary level. The program attempts to integrate educational and social strategies to meet the needs of rejected youth. It is competency-based with a self-paced, personalized modular curriculum and is organized around a series of profiles which examine the environment of troubled youth and potential intervention strategies.

Arizona The Arizona program is developing both a masters degree in education with a specialization in correctional education and a bachelor's degree in education with a special minor in correctional education. A competency-based teacher preparation core for each program makes use of an interdisciplinary framework. The disciplines involved are education, social work, law, counseling psychology and criminal justice.

Colorado Loretto Heights College offers a special educational program called the University Without Walls (UWW). This program permits the student, with the assistance of an academic advisor, to construct an individualized degree program with an emphasis on field-based, experiential learning. The UWW program is utilized by 12 R.A.-level community volunteers. Additionally, four interns are candidates for masters' degrees from the School of Educational Change and Development at the University of Northern Colorado (SECD). SECD is organized along the same conceptual lines as UWW.

Maryland The educational program focuses on urban education. Four graduate-level Teacher Corps interns are enrolled in an alternative educational program in which they work with young adult inmates in a correctional facility. These interns develop innovative career-oriented curricula involving inmates students in the curriculum planning. This alternative approach is helping to bring about attitudinal changes among the students by involving them in the restructuring of their learning environment and curricular content.

THE LOOP

The directors of the six Youth Advocacy projects attempt to address a number of complex educational and organizational issues. The LOOP is an organizational network that provides a vehicle for communication among the six projects (soon to be ten), and also functions as a vehicle for dissemination of information. The LOOP is staffed by a full-time person who acts as a liaison between the Office of Education in Washington, D.C., and the six Youth Advocacy sites.

Periodically the field liaison staff person and the six directors get together to discuss the operations of the projects. Of increasing importance is program evaluation. Specialists in program evaluation and other areas related to Youth Advocacy are brought in to meetings. The meetings, in effect, become the in-service training for the directors.

The LOOP offers an opportunity for project personnel to gain a broader perspective on the worlds of education, juvenile delinquency, treatment strategies, the community, and teacher training.



SUMMARY

This is an overview of the six existing Youth Advocacy projects. Starting in the summer of 1976, there will be ten operating Youth Advocacy projects:

There are many new educational experiments underway. New curricula are being developed for students and activities planned that will work with

EDUCATION, JUVENILE DELINQUENCY, AND COMMUNITY

According to the 1970 census, nearly two million school-age children seven to seventeen were not enrolled in any school three consecutive months prior to enumeration in April 1970. More than one million of them were between the ages of seven and fifteen." (*Children Out of School in America*, Children's Defense Fund, 1974)

Young people between the ages of 11 and 17 constitute only 13.2 percent of the general population, but this group is responsible for over 50 percent of arrests for property crimes of burglary, larceny, and motor vehicle theft. (*National Advisory Commission on Civil Disorders*, 1968)

Despite the much heralded movement toward handling adjudicated delinquents within communities where they live, the traditional training school or public institution continues to be the dominant choice for incarcerating juvenile offenders in the care and custody of state agencies. On an average 137 in 1974, 28,001 juvenile offenders were reported in state-run training schools, camps, and ranches; only 5,653 were reported in community-based residential programs, and an even smaller number in day treatment programs (excluding probation). In fiscal 1974 the states spent more than \$300 million operating their institutions, while spending less than \$30 million for community-based programs. (*Juvenile Corrections in the States*, National Assessment of Juvenile Corrections, November 1975, p. 9)

Any one of the above quotations is quite startling. The three quotes, when considered together, are the theme of this section. There are changes needed in almost all facets of education, education as it relates to everyday social problems in the community, and particularly education as it relates to troubled youth. This section examines some of the critical elements of these needed changes.

NEEDED CHANGES IN EDUCATION

There are many facets of public education. Teacher Corps, Youth Advocacy programs, because of their complexity, touch almost all aspects of the educational

system. The institutions of higher education (IHE) are a vital element in the total educational system. IHEs have the mandate to train new teachers or retrain existing teachers. Teacher Corps has a legal mandate from Congress to develop innovative changes in the teacher-training programs. What follows are the basic components of a teacher-training program that addresses the needs of potential or existing teachers who might teach in conjunction with a Teacher Corps Youth Advocacy program.

Educational Content Curriculum

There are many areas of content that a competent teacher is expected to know and to be able to present to students. In the past a teacher was thought to be prepared if areas of specialization (math, social studies, reading) were mastered.

There are three distinct teacher training formats -- regular, non-Teacher Corps educational programs, regular Teacher Corps projects, and Teacher Corps Youth Advocacy projects.

The regular non-Teacher Corps educational program has the following components: (a) usually two semesters of student teaching during the last

year of college; (b) an area of concentration; (c) general educational methods courses; (d) a specific level of education -- elementary or secondary; and (e) other electives.

The regular Teacher Corps projects differ from the regular, non-teacher Corps projects, in that the Teacher Corps internships, referred to as insertive training segments, replace the student-teaching semesters.

The Youth Advocacy Teacher Corps projects differ from both of the above-mentioned formats in that they normally include the following educational experiences:

- a An understanding of the factors related to delinquency
- b The role of law enforcement in low-income neighborhoods and communities
- c Examination of the relationship between basic attitudes and values, delinquency, and teaching frameworks
- d The role of education as a preventive and rehabilitative process
- e The development of educational strategies to intervene in the cycle of delinquency

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schools. All too often the college experience of student teachers is physically and mentally exhausting, rigid in structure, and the student feels subordinate throughout. The college experience must change if there is an expectation that the graduates of colleges are to insert leadership and creativity in local educational systems. Learning both for college student teachers and for low-income public school students should be intellectual.



1. Community development strategies to alleviate problems of poverty in relation to students and parents.



ally challenging but not physically exhausting, accent the life experiences of the learners, deal with the everyday living problems of the learners, and be useful and functional for the learners.

In a regular school the number of troubled youth is relatively small. In a juvenile training school almost the entire student body is troubled youth. There are some unique classroom management skills needed when adults work with troubled youth, and most Youth Advocacy projects include these as a part of the teacher-training techniques.

A Youth Advocacy internship may include experiences (a) where youth are incarcerated, (b) where youth are having problems of adjusting to regular, traditional educational programs, and (c) where youth returning to the school-community environment.

Interdisciplinary Curricula and Collaborative Decision Making

Youth Advocacy programs are discovering that the academic disciplines of education and psychology are insufficient to explain delinquency, understand the social environment of troubled youth, and create alternative learning strategies for youngsters excluded from the normal public

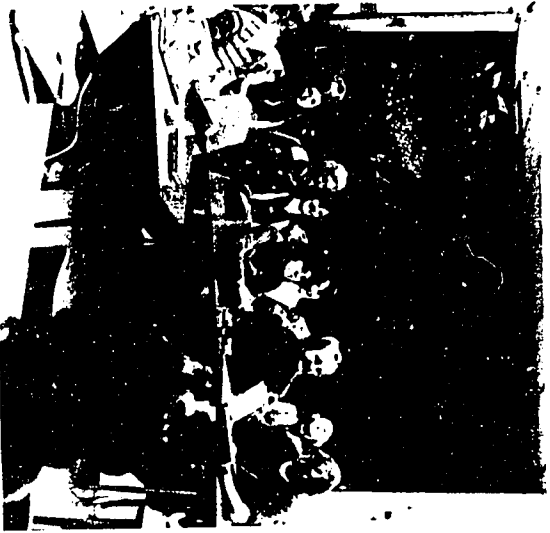
school. A much more diversified, interdisciplinary curriculum is being developed in most Youth Advocacy projects.

This modification in curriculum planning and implementation has come about by means of collaborative decision making. This type of decision making is necessary to incorporate the varied needs of interns, the number of social problems of the student, the different community agencies involved, and the different academic disciplines. To the extent that this type of collaborative decision making can be accomplished and

implemented early in the development of Youth Advocacy projects, the probability of success for the overall program is greatly enhanced. As this process normally evolves, participants in shared planning become learners. The state of the art of community correctional education is such that most of the learning is yet to be discovered.

Local Education Agencies

All Teacher Corps projects involve local public schools. Youth Advocacy projects are no exception. As stated earlier, the existing Youth Advocacy projects, with a few exceptions in Vermont, are cooperating with junior and senior high schools.



Teacher Corps provides resources to assist existing teachers with inservice training in conjunction with the Teacher Corps goals and objectives. For the most part this means that money is provided for existing teachers to take graduate-level courses in areas that relate to project goals and enhance their specific competencies that pertain to working with troubled youth. Through the Teacher Corps Youth Advocacy LOOP, a wide variety of technical assistance is utilized to increase competencies in allied fields. Examples of the types of consultants utilized are lawyers, community organizers, judges, juvenile justice specialists, and other human service delivery specialists.

Local schools need to examine existing practices related to troubled youth and the exclusion of these youngsters from school. Youth Advocacy programs can be the catalyst in such examinations. The most current and comprehensive analysis of why young people are out of school is presented in a document produced by the Children's Defense Fund. This study, **Children Out of School in America** (1974), discovered that 27 percent of the children (7-17 years old) out of school did not like school, 30 percent had barriers to attendance such as

pregnancy, employment, school would not readmit, etc.; 15 percent had special needs such as illness, physical and mental handicaps; 11 percent were not attending because of disciplinary actions; and the remaining 17 percent were out for other miscellaneous reasons.

The study recommends several strategies for remediation. Some of these recommendations are:

- Disciplinary exclusion from school should apply only to those offenses involving violence against person and property
- Suspension should always be a last resort
- Suspensions should be accompanied by a prior hearing and the grounds for exclusion should be clearly stated
- Diversified curricula and modes of teaching should be adopted

Teacher Corps Youth Advocacy projects attempt to facilitate discussions among community agencies, local schools, and parents of troubled youth. These discussions can be the focal points for problem solving and involvement for a variety of people who

normally feel excluded from educational policy making. In most instances, Teacher Corps Youth Advocacy projects have established advisory boards that systematically include local school staff, IHE staff, criminal justice personnel, parents, and students.

THE COMMUNITY

George Hillery (1955), in his attempt to discover some common elements of community, found 94 distinct community studies, each with its own notion of what community was. A synthesis of Hillery's work and a review of many community studies since 1955 have generated the following definition of community. It is a group of people living together, making decisions together, having certain things in common, all occurring within a specific locality.

The concept of community is necessarily more complex in the Youth Advocacy projects because in addition to a public school site and its surrounding neighborhood, the projects do involve a correctional agency where youth are incarcerated. Occasionally cor-

rectional agencies are located in the home communities of the offenders; more often than not, correctional agencies are located outside the home communities of the offenders.

The unique features of Youth Advocacy require that certain work roles within the projects be defined differently from those in other Teacher Corps projects.

As in other Teacher Corps projects, the Youth Advocacy community coordinator has two primary concerns: the first is to insure that the school or agency provides responsive educational programs which involve parents in the educational process, with specific emphasis on the re-entry of institutionalized youth to the community; the second is to see that the university adequately trains the Teacher Corps team members in the skills required for effective community involvement in both types of communities. This then, provides for two different types of community involvement: one in the neighborhood sense and another in the sense of the institutional/residential type. The pay scale should be sufficiently high so

that the person recruited will have the competencies necessary for this complex task and will be able to establish credibility with the agencies involved

Educators and criminal justice personnel either have not tried to involve the community in their services or have had only limited success when attempts have been made. Most attempts at community involvement have been organized in such a way that form takes precedent over substance. The agency's self-interest is given top priority, and shared policy making with parents and community representatives is seen as less urgent

One of the problems of most community agencies is that the funding source is viewed as the prime constituent. Community residents are relegated to the category of "client population."

Better understanding of what community is, what everyday routines are, how significant political decisions are made, how problems are solved or left unsolved, are the learning objectives of Teacher Corps interns and staff of the people associated with the Teacher Corps projects

The most difficult but possibly the most valuable goal is the integration and coordination of community services for the benefit of troubled youth. One of the most important outcomes of this integration is the possible retention of troubled youth in their home communities. The negative effects of institutionalization and separation from home and community are just now being researched and documented (Waller, 1971; Zimbardo, 1973; Sykes, 1958)

Another difficult issue is that of re-entry of youthful offenders back into their home community after release from correctional institutions. A number of Youth Advocacy projects are now attempting to establish curricula and train staff in an attempt to deal with this complex problem. The re-entry issue will be taken up in the next section in greater detail.

In general, the community should be viewed as a complex but positive support system, not as a source of all possible evils. More study and analysis of community life will aid in this redefinition of community in its relationship with the criminal justice system.

EMERGING TRENDS AND ISSUES

OVERVIEW

There have been a number of critical comments made about education and corrections up to this point. This concluding section will present a more positive perspective. The intent of this section is to describe a number of issues related to education and troubled youth and cite some examples where the issues are being dealt with in a fresh, effective manner. The issues are the same or similar to the ones presented in previous sections of this booklet: curriculum, teacher training, alternative school structures; integration of human services; and interorganizational cooperation.

INTEGRATING HUMAN SERVICES FOR YOUNG PEOPLE AT THE NEIGHBORHOOD LEVEL

20

The Youth Service Bureaus represent the most comprehensive effort to date to integrate services for troubled youth at the community or urban neighborhood level

Youth Service Bureaus (YSBs) are community-based programs designed to be responsive to the needs of young people in the areas in which they are established. Where services are nonexistent, YSBs develop them. Where services are poorly provided, YSBs attempt to improve them. In theory YSBs are intended to stimulate the system of services for youth so that services will be of better quality and more available, but not to become the service delivery system (paraphrased from article in **Soundings**, Vol 3, No 1, January-February 1976 Alan F. Spear, p. 14)

Some YSBs have "succeeded" that is, they have stimulated the human service delivery system but have not become entrenched bureaucracies themselves. Two of the more successful examples are found in King County



Washington (suburban Seattle), and the West Side Youth Development Program in Denver.

When certain critical services are not available, the YSBs become the deliverers of services themselves. The most comprehensive evaluation of YSBs was completed in August 1975. Three hundred seventy-two projects were interviewed. This national survey found that most YSBs were providing direct services, primarily counseling. Also, many YSBs were found to have questionable types and degrees of involvement with juvenile justice agencies, which resulted in potentially coercive and stigmatizing practices.



On the positive side, the YSB is an example of one of the few existing helping services for youth in trouble with the law which serves to fill large gaps among such services in communities of all sizes. (Summary Report: Phase I — Assessment of Youth Service Bureau, Youth Service Bureau Research Group, August 28, 1975).

TRAINING SCHOOL PERSONNEL IN DELINQUENCY ISSUES

In Indiana, local school districts are involved in a program in which teachers, primarily at the high school



level) work with troubled youth inside juvenile training schools during the summer months. The program is coordinated by the Indiana Department of Public Instruction. The title of the program is the Summer Counseling at Correctional Institutions.

Three groups of education personnel, about 24 people per group, participate in a three-week training experience.

The first week includes a general orientation to the juvenile justice system. The orientation includes tours of the various departments, courts, and agencies that deal with young



people in trouble. The second week is spent at the boys' training school, and the last week is spent at the girls' training school.

In October all three groups attend a general conference and discuss the variety of ways that they have utilized their new information for the benefit of the young people.

A number of things are being attempted in the Summer Counseling Program. First, school personnel are exposed, in an experimental manner, to the intricacies of the Juvenile Justice System. Also they observe the daily operations of a juvenile training institution. This exposure to juvenile institutions is intended to sensitize the educational personnel to the problems and pressures experienced by young people who go through the Juvenile Justice System. Further, there is an expectation that educational personnel will create ties with young people during the summer that will result in productive interaction when the young people return to the public schools during the following school year.

Evaluations are now underway to determine the extent of success in reaching these goals. Early indications are that the program is having the desired effect.

"LINKAGE" OR FOLLOW-THROUGH PROGRAMS FROM CORRECTIONAL FACILITIES BACK TO THE COMMUNITY

If a youngster is unfortunate enough to be sent to a juvenile training school, camp, or ranch, there is the inevitable problem of reintegration back into the home community. Following is the description of one program that has made great progress in addressing this problem of reintegration.

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The name of the program is the Minnesota Youth Advocacy Corps. According to their 1974 evaluation report, a youth advocate is a certified teacher or school social worker specially trained to perform a new role in the school — that of aiding a delinquent's transition from a correctional institution to the public school. During the 1972-1973 evaluation period, 25 advocates served in public secondary schools of Minneapolis, St. Paul, and Duluth. Of the 216 returnees evaluated (this group was matched with another group of 40 who returned to schools without the services of advocates), the youths served by advocates were better adjusted than those not served by the special program. Adjustment was measured by a composite of indices including school attendance,

grades, offenses, and institutionalization. At the end of the evaluation period (March 1973), the youths served by advocates were more likely to be in school; the youths not served were more likely to be in correctional institutions. Of the youths served by advocates, over half were enrolled in an "alternative-type" school.

ALTERNATIVE SCHOOL EXPERIENCES

There are many attempts to create alternative school structures, curricula, and programs. Some of the new programs are recognized by the public schools, some are not.

Florida One of the more creative attempts to work with young people in trouble is in Florida. The program is known as the Florida Associated Manne Institute (FAMI). FAMI is a public, nonprofit organization that is funded in part by the state and in part by private donations. The general idea is to use the resources of the sea and people knowledgeable in matters related to the sea to work with troubled youngsters.

The youngsters have been adjudicated by the courts and are committed to the state's Division of Youth

Services. Since the inception of the program, 2,000 youngsters have been served by one of six programs around the state. The average length of stay in the program is six months.

The course offerings include water safety, first aid, marine construction, marine biology, chemical oceanography, navigation, diving techniques, photography, mathematics, reading, and career planning. High school credits are earned through the county school system's adult education program, with the opportunity of completing high school for many of the young people being available while enrolled at the institute.

The strengths in the program include the curriculum, the career education, job training components, the use of a diverse faculty, and innovative teaching techniques. The main weakness is that the local school districts are reluctant to offer full credit for learning at the institutes.

Sixty-nine percent of the youngsters that have completed the program are working full time, in the military service or have returned to school.

Wisconsin For the last three years there has been a very creative alternative school in the Wisconsin Rapids



press. These are but two examples of the ways in which the alternative school is capturing the interest and creativity of students who were previously uninterested in school.

Oregon The Opportunity Center in Eugene has approximately 80 students. The Center is in its fifth year of operation. The school is designed for junior high and 10th grade students. Students enroll in this alternative school for a variety of reasons. Classes are felt to be too big in the regular public school; some students have been terminated from other Eugene schools; some had been chronic truants. About 30 percent of the



area. The school is a part of the Tri-City Youth Service Bureau. The program works with young people who have been terminated or dropped out of the public school or those who are returning from juvenile correctional institutions

There are 30 to 35 young people enrolled in the school. All the teachers are certified and appear to be unusually well suited for this type of work, in that they have life styles,

student body of the Opportunity Center have been involved in the juvenile court system. Some students live in group or foster homes while attending the Opportunity Center.

The classes are small, about 10 students in each. The curriculum includes social studies, two science classes a year, individualized mathematics, tutoring, reading, literature, and music. In addition to these core courses there are elective courses such as a natural foods class and an outdoor education class.

The Center takes full advantage of its close proximity to the University of Oregon. Most of the tutors are university students.

When asked about the possible stigmatizing effects on students attending an alternative school such as the Opportunity Center, the staff responded in a way that might be instructive to the readers of this booklet. When the Opportunity Center opened five years ago there were virtually no other alternatives for

young people who had problems with the courts or the public schools. The issue of negative stigma was a real problem at that point. Today there are numerous alternatives to the public school in the Eugene area. Also, in the last two years, the Opportunity Center has had an open enrollment policy. This, along with the development of many additional alternative schools, appears to have reduced the negative stigma once associated with the Center.

CONCLUSION

Young people in trouble in school or with the law or both, have very special needs. Meeting these needs necessitates substantial changes in many facets of education. Further changes are needed in coordination and integration of human services with education in the communities of the troubled youth. The development of Teacher Corps Youth Advocacy Projects is an attempt to make these sorts of changes.

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