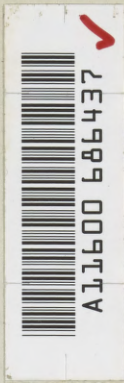


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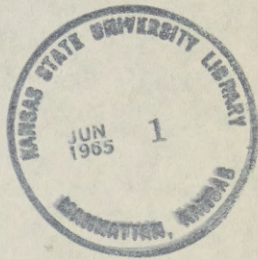
EXTEND THE JUVENILE DELINQUENCY AND YOUTH
OFFENSES CONTROL ACT OF 1961



HEARINGS
BEFORE THE
SUBCOMMITTEE ON
EMPLOYMENT AND MANPOWER
OF THE
COMMITTEE ON
LABOR AND PUBLIC WELFARE
UNITED STATES SENATE
EIGHTY-NINTH CONGRESS
FIRST SESSION
ON
S. 1566

TO EXTEND THE JUVENILE DELINQUENCY AND YOUTH
OFFENSES CONTROL ACT OF 1961

APRIL 7 AND 8, 1965



Printed for the use of the
Committee on Labor and Public Welfare

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EXTEND THE JUVENILE DELINQUENCY AND YOUTH OFFENSES CONTROL ACT OF 1961

WEDNESDAY, APRIL 7, 1965

U.S. SENATE,
SUBCOMMITTEE ON EMPLOYMENT AND MANPOWER
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 9:30 a.m., pursuant to call, in room 4232, Senate Office Building, Senator Clark presiding.

Present: Senator Clark (presiding), Randolph, Nelson, Javits, and Murphy.

Also present: Senator Kennedy, of New York, member of the full committee.

Committee staff members present: Stewart E. McClure, chief clerk, and William C. Smith, counsel to the subcommittee; Stephen Kurzman, minority counsel.

Senator CLARK. The subcommittee will be in session.

We open this morning hearings on S. 1566 which would extend the Juvenile Delinquency and Youth Offenses Control Act of 1961 for 2 additional years upon its present termination date of June 30, 1966, to June 30, 1968. The bill authorizes \$6,500,000 to be appropriated for fiscal year 1966 and such sums as may be necessary for fiscal years 1967 and 1968.

A copy of the bill will be printed in the record at this point.
(S. 1566 follows:)

[S. 1566, 89th Cong., 1st sess.]

A BILL To extend the Juvenile Delinquency and Youth Offenses Control Act of 1961

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 6 of the Juvenile Delinquency and Youth Offenses Control Act of 1961 is amended to read as follows:

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 6. For the purpose of carrying out the programs provided for in the preceding sections of this Act during the period ending June 30, 1968, there is hereby authorized to be appropriated to the Secretary for the fiscal year ending June 30, 1962, and each of the three succeeding fiscal years, the sum of \$10,000,000, for the fiscal year ending June 30, 1966, the sum of \$6,500,000, and for the two succeeding fiscal years such sums as may be necessary."

Senator CLARK. Our first witness this morning is the Honorable Wilbur J. Cohen, Assistant Secretary for Legislation, the Department of Health, Education, and Welfare.

Mr. Cohen has prepared a statement with a number of tables and appendixes attached. It will be printed in the record in full at this point.

(The prepared statement of Mr. Cohen follows:)

PREPARED STATEMENT OF WILBUR J. COHEN, ASSISTANT SECRETARY OF HEALTH,
EDUCATION, AND WELFARE

Mr. Chairman and members of the subcommittee, I appear before you today in support of S. 1586 introduced by the distinguished chairman of the Committee on Labor and Public Welfare, Senator Lister Hill, for himself and Senator Clark, the distinguished chairman of the Subcommittee on Employment and Manpower. This bill authorizes \$6.5 million for fiscal year 1966 and extends the Juvenile Delinquency and Youth Offenses Control Act for 2 additional years. The bill provides for grants to public and private nonprofit agencies, for programs to demonstrate new techniques of delinquency prevention and control, for the training of personnel working with youth and youth problems, for technical assistance to communities seeking to combat delinquency, and for the dissemination of information.

As President Johnson said in his recent speech on law enforcement and the administration of justice, "The Federal Government has been giving active support to juvenile delinquency control efforts. Under the Juvenile Delinquency and Youth Offenses Control Act, programs have been developed to provide new approaches to the prevention and control of juvenile delinquency, and to train needed personnel. Under this act important studies have shed new light on the complex causes of delinquency.

"The Department of Health, Education, and Welfare will shortly submit requests for urgently needed additional appropriations in this field. I support these proposals and request the Congress to act on them favorably and rapidly."

Juvenile delinquency is not a simple single problem calling for a simple single solution. Rather it is a tangle of profoundly interwoven problems, many of them deeply rooted in the fabric of our entire social system, and the basic changes taking place in it. No one would contend that the projects established under the Juvenile Delinquency and Youth Offenses Control Act in the past 4 years have "solved" the problem of juvenile delinquency. They have, however, shown an encouraging measure of success; they have been a beginning; they have developed some new ideas and approaches. The commitment made by the enactment of the Juvenile Delinquency and Youth Offenses Control Act was a commitment to ingenuity. It was a commitment that we would not be complacent with the complexity of juvenile delinquency. The President, in his recent message to the Congress on law enforcement and the administration of justice, asks now that we continue our resolve, that we intensify our efforts to deal with the causes of crime. The extension of the Juvenile Delinquency and Youth Offenses Control Act provided for in this bill is designed to further that objective.

The Federal delinquency program has attempted to stimulate communities and universities to develop prevention and control programs which take into account these many social forces which spawn delinquency. The program has urged that communities bring together knowledge and abilities from many fields—sociology, psychology, social work, education, economics, law and corrections, business and labor—uniting them in a common effort to change those conditions which encourage delinquent behavior.

Our activities at the Federal level have been undertaken with the realization that the health, education, and welfare agencies in the community must work together with the job finding, training, and law enforcement agencies. Hence, we have fostered through the President's Committee on Juvenile Delinquency and Youth Crime the active cooperation of the Federal, State, and local agencies—public and private—to this end. The committee is made up of the Attorney General, as chairman, and the Secretaries of Labor and Health, Education, and Welfare. The staffs of these three agencies have worked together to assure effective utilization of all available resources. The distinguished junior Senator from New York, Senator Robert F. Kennedy, as the first chairman of the committee, served to spark the entire enterprise with his energy and whole-hearted support.

COMMUNITY DEMONSTRATIONS

The Federal program has assisted 16 communities to develop and implement such demonstration action programs. These are listed as appendix A to this statement. Fourteen of these selected target areas are located in the decaying inner core of our large cities since it is these areas which account for the major

portion of delinquency. It is these areas, too, which provide the least opportunity for behavior acceptable to the larger society and provide the least preparation for youth to take advantage of those opportunities which do exist. At the same time, it seemed that all these conditions which breed antisocial behavior—inadequate housing, limited employment opportunities, marginal family income and family instability, school programs which were not adapted to the needs of the youth they serve—could be attacked simultaneously in a massive effort to prevent delinquency. Indeed, it was the goal of these programs to expand the opportunities in the environment in which these youth find themselves while at the same time providing maximum services to equip them with social skills to enable them to take advantage of greater opportunities.

This subcommittee heard extensive testimony on these programs a year and a half ago. Most of these programs are now in their second and third years of action, providing a wide variety of service in such areas as education, employment training, counseling, family and group services, community development, legal aid, enforcement, and corrections. Many young people are participating in these programs, and the new and expanded services are giving these young people new skills to become self-supporting.

I would like to comment briefly on three aspects of these community demonstrations:

Each community demonstration has shown that neighborhood development is an important part of delinquency prevention programs. Increasing the capacity of local residents to plan and implement programs with and for their youth is an important deterrent force to youthful misbehavior. Target area residents serve on boards and committees along with representatives of the larger community. These are, in fact, programs with rather than for people—programs embodying the concepts of grassroots democracy and emphasizing self-sufficiency.

Extending even further the involvement of target area residents in the projects, and in an effort to meet the manpower requirements of such extensive programs, many of the community projects have developed new capabilities among area residents to serve as leaders, aids, and assistants in tutoring, community development, and seeking out those who most need help but are so frequently the unnoticed and unseen.

Communities thus became aware that the success of a many-sided attack on delinquency required the best efforts and wholehearted support of the total community. This meant not only utilizing to the full the knowledge and abilities found in the many social sciences, but enlisting the cooperation and support of the political, business, labor, and civic forces of the community. There was and is no set formula for organizing all these forces; each community develops a pattern suited to its own local situation.

Indeed, it is not surprising that communities organizing to cope with the problem of poverty have looked to the delinquency projects as models. Many of the delinquency projects have been designated by their communities as the agency to develop and implement antipoverty programs. These are also noted in appendix A.

In light of these developments, we plan, in the coming year, to continue support from the juvenile delinquency program of only four of the major demonstration projects—in Boston, New York, New Haven, and Washington. As the current grants to the other 13 projects expire, these projects will be transferred to the Office of Economic Opportunity and financed from the Office of Economic Opportunity program.

We will fund for 1 more year the Boston, New Haven, and Mobilization for Youth projects. These three were selected because they have been in operation the longest and have developed the most comprehensive programs. The demonstration aspects of these programs will conclude after another year, and we will be able to secure maximum evaluation of this overall approach to delinquency prevention and of the separate program elements. Additionally, the Congress provided for a program in the District of Columbia subject to a \$5 million limitation. You will be hearing representatives of these four projects during your deliberations on this measure.

SPECIAL DEMONSTRATIONS

In stimulating communities to attack delinquency on a broad scale in inner-city slums where it is most prevalent, we have left, relatively untouched, other areas and other forms of delinquency. There are, indeed, children who are more resistant to conventional behavior, who isolate themselves from schools, jobs, and

adults. There are middle-class youngsters who disrupt the community. The use of addictive drugs and sexual deviance are the kinds of difficult problems in delinquency requiring special solutions.

Furthermore, the police, the courts, and training schools tend to find it difficult to deal with the hard-to-reach children, making more difficult the return of such children served by these agencies to the larger community. At the same time, such agencies as clinics, family service associations, and settlement houses which serve children in the larger society, tend to concentrate on the easier to reach. Both kinds of organizations have expressed interest in new approaches.

In the present fiscal year we turned our attention to deal with these problems more intensively. We earmarked \$1.8 million for special demonstration projects in specialized subject areas. These have been 1-year grants averaging about \$80,000, to such agencies as the MacLaren Training School in Oregon, Salt River Pima-Maricopa Community Council, Kentucky Child Welfare Research Foundation, and the Hampton Beach Chamber of Commerce. These projects are listed in appendix B.

Projects have been undertaken in such areas as education within boys' correctional institutions, assisting youth to make the transition from such institutions back into the larger community, prevention and control of youth disturbances and riots, and the treatment of sexually delinquent girls.

It is our plan to expand support of such projects in the coming fiscal year. We expect to increase the variety and range of areas, to deal with social problems which now are receiving little attention. We will encourage, to the extent possible, programs sponsored by State correctional systems; and possibly development of State-county programs for children coming from the State correctional system into county or city care. Grants will not be limited to the formal correction and control agencies; encouragement will be given to child welfare agencies, churches, citizens, and business groups, public housing agencies, and other important sources of potential for delinquency control.

TRAINING

Of equal importance have been the training programs initiated under the Juvenile Delinquency and Youth Offenses Control Act. There has long been a shortage of trained manpower for youth-serving programs. This shortage becomes more acute as new antidelinquency and antipoverty programs have been established.

The Federal antidelinquency program has sought, through its training programs, to improve the quality of training by making available new knowledge, new materials, and new methods. It has sought to increase quantity of personnel through development of training methods and programs which make possible much greater participation by lay persons in youth programs. Such programs have reached not only laymen from the educated, middle-class community, but persons with little formal education and few specialized skills whose close contact with the youth of the community enables them to work in programs in their own immediate neighborhoods.

As in the demonstration programs, we have stimulated programs drawing the best from the wide variety of social sciences, utilizing the facilities and forces of the university, the social welfare agencies, and the community at large. The Federal program has fostered partnerships among many institutions and agencies in joint pursuit of the solution to major social problems.

Twelve training centers have been established at universities throughout the country. These are listed in appendix A. Each center provides a concentration of resources, knowledge, staff, and facilities for the training of all categories of youth personnel, including employees of demonstration projects.

Recipients of curriculum development grants are producing a variety of new course materials. Subjects include group treatment techniques, family counseling, work with delinquent girls, techniques for gang workers, new texts for teachers, and studies of bail bond and legal practices as they affect youth and their families. Several formats have emerged: a handbook for detached workers, audiovisual aids for the education of teachers who work in depressed areas, manuals for police, and a guide for probation officers in the handling of juvenile offenders.

More than 100 grants have been awarded to universities, colleges, and non-profit organizations for training, and more than 12,500 youth workers received such training. These are listed in appendix A. These short-term workshops and institutes, which may last a few days or a few weeks, are designed for

workers who cannot leave their jobs for extended periods. They stress new techniques and information which can be communicated to other agencies and can be fed into the university-based training centers. These programs are reaching all levels of school personnel, welfare workers from all kinds of institutions and agencies, law enforcement officers, civic leaders, judges, volunteers, clergymen, and citizens with an interest in delinquency.

In the coming year we hope to strengthen and expand these efforts.

The shortage of trained personnel in this field is well known. In the social work field alone, with fewer than 3,000 graduates coming out of the social work schools each year, there are still some 10,000 to 12,000 budgeted social work positions remaining vacant. Add to this the fact that only a small proportion of the graduates go into the correctional field, and it is clear that the personnel needs are tremendous. The same story can be told for the other disciplines which prepare for work in the correctional field.

New knowledge in the social sciences is developing at a rapid rate. A major task—for we have only scratched the surface—is to make this information applicable and available to large numbers of youth workers effectively and efficiently. The training centers, curriculum development projects, and short-term workshops have all moved in this direction.

INFORMATION

As new information has been gained from the demonstration projects and as new training methods and materials have been developed, these have been made available to other projects, communities, and individuals in a number of ways.

An information center has been established through the National Council on Crime and Delinquency. This center contains all of the written materials from all of the training and demonstration projects, and it can be reproduced electronically on request. It is possible to meet requests for material by subject or by project.

In addition, a number of conferences and workshops, on a local, State, regional, or National scale have been held. A conference on legal services for the poor held here in Washington last November drew on the experience of a number of demonstration projects which have established such services. Another important conference was sponsored by the VERA Foundation in cooperation with the Department of Justice, and financed by the juvenile delinquency program, which explored alternatives to bail so that the poor would not be jailed unnecessarily. Since that conference, some 90 experimental projects are being initiated around the country.

The Office of Juvenile Delinquency has made a number of publications available, either directly or through the projects which developed them. As new information is gained, we expect to continue to make the information gained in one community available to others. We are submitting to the committee some samples of recent publications.

SUMMARY

In summary, then—

(1) Many of the concepts developed by the broad-based community action programs have been adopted by other programs.

(2) Most of the present comprehensive programs will be transferred to the Office of Economic Opportunity upon expiration of their present grants during the coming year or so they may be effectively related to broad community action programs.

(3) The Office of Juvenile Delinquency will continue to support three of these community-based projects in the fiscal year 1966 to assure maximum evaluation. These are Mobilization for Youth on New York City's Lower East Side, Boston, and New Haven. Because of the special Federal responsibility for the Nation's Capitol, the Washington project will receive continued support to the limit of \$5 million specified in existing law.

(4) The special projects will be expanded in number and variety to provide additional information in such special areas as new correctional and rehabilitation programs, problems of drug addiction and sexual deviance, delinquency among girls, and antisocial behavior among middle-class youth.

(5) Training activities through the training centers, curriculum development programs, and short-term workshops will be continued and expanded.

(6) As new information is gained from the demonstration and training programs, these findings are disseminated to other communities.

Mr. Chairman, the juvenile delinquency bill before you today is important because it is an experimental and demonstration program which can show us new directions we must take to help the youth of our Nation. But this bill cannot do the job all by itself. The Elementary and Secondary Education Act of 1965, which you will be acting on shortly, is a vital necessity to help our disadvantaged youth and to prevent school dropouts in the future. An effective manpower training program which you have sponsored, and an imaginative and comprehensive vocational education program are basic programs that undergird any antidelinquency efforts.

In all of these measures, Mr. Chairman, you have shown a depth of understanding and have provided the necessary leadership to enable us to attack these problems in a meaningful and purposeful manner. The continued operation of the Economic Opportunity Act is part of this picture. And so is the Law Enforcement Assistance Act recently recommended by the President. We need all these measures working together in a properly coordinated manner to attack the causes of ignorance, illiteracy, delinquency, unemployment, squalor, and poverty.

Mr. Chairman, we believe S. 1566 is worthy of your wholehearted support. We urge favorable action on the bill.

OFFICE OF JUVENILE DELINQUENCY AND YOUTH DEVELOPMENT

APPENDIX A-1

16 DEMONSTRATION-ACTION COMMUNITIES

Grantee agency	City
1. Mobilization for Youth, Inc.	New York, N.Y.
2. Community Action for Youth, Inc.	Cleveland, Ohio.
3. United Community Fund of San Francisco (Committee on Youth)	San Francisco, Calif.
4. Community Progress, Inc.	New Haven, Conn. ¹
5. Youth Opportunities Board of Greater Los Angeles	Los Angeles, Calif. ¹
6. Action for Boston Community Development, Inc.	Boston, Mass. ¹
7. Action for Appalachian Youth, Inc.	Charleston, W. Va. ¹
8. Lane County Youth Study Board, Inc.	Eugene, Oreg. ¹
9. St. Louis Human Development Corp.	St. Louis, Mo. ¹
10. Houston Action for Youth, Inc.	Houston, Tex.
11. Crusade for Opportunity in Syracuse & Onondaga County, Inc.	Syracuse, N.Y. ¹
12. Progress for Providence, Inc.	Providence, R.I.
13. Community Health & Welfare Council	Minneapolis, Minn. ¹
14. HARYOU-ACT, Inc.	New York, N.Y.
15. Joint Youth Development Committee	Chicago, Ill.
16. United Planning Organization	Washington, D.C. ¹

¹ Indicates projects which have been designated by their communities as the agency to develop and implement antipoverty programs.

TRAINING CENTERS ESTABLISHED UNDER PUBLIC LAW 87-274

- | | |
|---------------------------------|-----------------------------|
| 1. Southern Illinois University | 7. University of Texas |
| 2. Western Reserve University | 8. Howard University |
| 3. Wayne State University | 9. Boston University |
| 4. University of Washington | 10. University of Minnesota |
| 5. University of Utah | 11. University of Hawaii |
| 6. University of North Carolina | 12. University of Denver |

TRAINING GRANTS -- FISCAL YEAR 1962 THROUGH MARCH 31, 1965

A. Training Centers

Grant No. Appl. No. Type	Grantee and Project Director	Grant period and Duration	Funds		Comments
			Federal	Grantee	
62202 T-28 (TC)	Southern Illinois University (Center for the Study of Delinquency, Crime, and Corrections) Edwardsville, Illinois (Carbondale) Dr. Charles V. Matthews	Apr. 1, 1962- Mar. 31, 1965 36 months	\$182,181	\$104,932	
62208 T-100 (TC)	University of North Carolina (Institute of Government) Chapel Hill, North Carolina Mr. V. L. Bounds	July 1, 1962- June 30, 1965 36 Months	153,744	98,277	
62212 T-84 (TC)	University of Washington Department of Sociology Seattle 5, Washington Dr. Clarence Schrag	Sept. 16, 1962- Feb. 15, 1965 29 months	112,488	20,552	
62214 T-48 (TC)	Wayne State University Detroit, Michigan Dr. William W. Wattenberg	Sept. 1, 1962- Aug. 31, 1965 36 months	152,201	76,624	
62223 T-56 (TC)	University of Utah (Utah Training Center for the Prevention and Control of Juvenile Delinquency) Dr. Ray R. Canning	July 1, 1962- June 30, 1965 36 months	150,000	7,500	
62226 T-88 (TC)	Western Reserve University Cleveland 6, Ohio Dr. Arthur Blum,	Sept. 1, 1962- Aug. 31, 1965 36 months	151,500	41,700	
63208 T-58-R (TC)	University of Denver (The Graduate School of Social Work) Denver 10, Colorado Mr. John Ferguson	June 15, 1963- Sept. 1, 1964 14½ months	35,191	7,155	Completed. Con- tinued by grant 65202.
63211 T-120 (TC)	The University of Texas Austin 12, Texas Dr. Jay Hall	June 1, 1963- Aug. 31, 1964 15 months	49,975	6,931	Completed. Con- tinued by grant 64232.
63215 T-185 (TC)	Howard University (Center for Youth Studies) Washington 1, D.C. Dr. Jacob R. Fishman	June 1, 1963- June 10, 1964 12 months, 10 days	108,108	33,228	Completed. Con- tinued by grant 64221.
63221 T-187 (TC)	Boston University Boston 15, Massachusetts Professor William J. Curran	June 15, 1963- June 14, 1964 12 months	51,953	15,370	Completed. Con- tinued by grant 64229.

Training Grants--Continued

Grant No. Appl. No. Type	Grantee and Project Director	Grant period and Duration	Funds		Comments
			Federal	Grantee	
63222 T-160 (TC)	University of Minnesota Minneapolis 14, Minnesota Professor John R. Ellington	June 15, 1963- Aug. 31, 1964 14½ months	\$50,456	\$15,250	Completed. Continued by grant 64236.
63236 T-164-R (TC)	Rutgers - The State University (Urban Studies Center) New Brunswick, New Jersey Dr. Harry C. Bredemeier	June 28, 1963- June 27, 1964 12 months	48,627	5,494	Completed.
64221 T-267-R (TC)	Howard University Administration Building (Center for Youth and Community Studies) Washington, D.C. Dr. Beryce W. MacLennan	June 2, 1964- Dec. 1, 1964 5 months	60,237	12,942	Continuation of grant 63215.
64229 T-264 (TC)	Boston University Boston, Massachusetts Dr. William Curran	June 15, 1964- June 14, 1965 12 months	147,913	11,275	Continuation of grant 63221.
64232 T-273 (TC)	The University of Texas (Southwest Center for Law and the Behavioral Sciences) The University of Texas Austin 12, Texas Dr. Jay Hall	Sept. 1, 1964- Aug. 31, 1965 12 months	54,826	2,965	Continuation of grant 63211.
64236 T-256 (TC)	University of Minnesota Minneapolis 14, Minnesota Professor John R. Ellington	Sept. 1, 1964- Aug. 31, 1965 12 months	50,436	8,900	Continuation of grant 63222.
64240 T-251 (TC)	University of Hawaii Honolulu, Hawaii Dr. C. K. Cheng	Sept. 16, 1964- Sept. 16, 1965 12 months	50,216	17,000	
B. Curriculum Development					
62201 T-6 (CD)	Hunter College (Department of Education) 695 Park Avenue New York 21, New York Professor Marjorie B. Smiley	Sept. 1, 1962- Aug. 31, 1964 24 months	109,200	46,100	Completed. See grant 64227
62209 T-76 (CD)	New York University (Graduate School of Social Work) New York 3, New York Dr. Herman Piven	June 1, 1962- June 28, 1963 13 months	7,465	100	Completed. Continued by 63234 and 64209.
62213 T-77 (CD)	Harvard University (Laboratory of Social Relations) Cambridge 38, Massachusetts Mr. Stanton Wheeler	Sept. 1, 1962- Aug. 31, 1964 24 months	68,892	15,935	Completed.

Training Grants--Continued

Grant No. Appl. No. Type	Grantee and Project Director	Grant period and Duration	Funds		Comments
			Federal	Grantee	
62215 T-35 (CD)	International Association of Chiefs of Police, Inc. 1319 - 18th Street, N.W., Wash., D.C. Mr. R. Dean Smith, Director	Aug. 1, 1962- July 31, 1963 12 months	\$50,000	\$ - 0 -	Completed. Continued by grants 63226 and 64235.
62216 T-106 (CD)	University of Chicago (Division of Social Science) 5801 South Ellis Avenue Chicago 37, Illinois Professor Morris Janowitz	July 1, 1962- June 30, 1965 36 months	90,000	33,541	
62217 T-98 (CD)	University of California (School of Criminology) Berkeley 4, California Dean Joseph D. Lohman	July 1, 1962- Jan. 31, 1964 19 months	75,000	14,000	Completed. Continued by grant 64205.
62218 T-99 (CD)	University of Michigan (School of Social Work) Ann Arbor, Michigan Dr. Robert D. Vinter	July 1, 1962- June 30, 1965 36 months	200,014	104,520	
62220 T-65 (CD)	Washington State University (Department of Sociology and Anthropology) Pullman, Washington Mr. James F. Short, Jr.	Sept. 1, 1962- Aug. 31, 1965 36 months	40,423	39,248	
62221 T-66 (CD)	Citizens Committee for Children of New York, Inc. 112 East 19th Street New York 3, New York Dr. Alfred J. Kahn	Sept. 1, 1962- Nov. 30, 1963 14 months	15,125	15,610	Completed.
62222 T-101 (CD)	University of Southern California (Youth Studies Center) Los Angeles 7, California Dr. LaMar T. Empey, Director	Aug. 1, 1962- June 30, 1964 23 months	125,000	19,566	Completed. Con- tinued by grant 64231.
62224 T-40 (CD)	University of California (Center for the Study of Law and Society) Berkeley, California Dr. Philip Selznick	Sept. 1, 1962- Aug. 31, 1965 36 months	139,991	- 0 -	
63201 T-108 (CD)	Associated Community Teams, Inc. 179 West 137th Street New York, New York Mr. Carl Johnson	Aug. 1, 1962- July 31, 1963 12 months	250,000	9,315	Completed. Con- tinued by grant 64202.
63202 T-114 (CD)	Brigham Young University (Provo Experiment in Delinquency Rehabilitation) Provo, Utah Mr. Maynard Erickson	Jan. 1, 1963- Dec. 31, 1963 12 months	29,845	8,399	Completed. Con- tinued by grant 64210.

Training Grants--Continued

Grant No. Appl. No. Type	Grantee and Project Director	Grant Period and Duration	Funds		Comments
			Federal	Grantee	
63205 T-121 (CD)	Philadelphia Psychiatric Center Ford Road and Monument Avenue Philadelphia 31, Pennsylvania Dr. Alfred S. Friedman	Jan. 1, 1963- Dec. 31, 1963 12 months	\$ 39,268	\$ 8,153	Completed. Con- tinued by grant 64208.
63209 T-123 (CD)	Council on Social Work Education 345 East 46th Street New York 17, New York Dr. Elliot Studt	June 15, 1963- Dec. 31, 1964 18½ months	39,690	4,350	
63216 T-190 (CD)	United Planning Organization, Inc. (Board of Directors on Juvenile Delinquency) 1420 New York Avenue, N.W. Washington 4, D.C. Mr. Jack R. Goldberg	June 20, 1963- July 19, 1964 13 months	118,700	- 0 -	Completed.
63218 T-135 (CD)	The University of Chicago (School of Social Service Administration) Chicago 37, Illinois Professor Thomas D. Sherrard	June 1, 1963- Oct. 31, 1964 17 months	70,183	26,141	Completed. Con- tinued by grant 64239.
63225 T-184 (CD)	The Vera Foundation, Inc. 30 East 39th Street New York 16, New York Mr. Herbert Sturz	June 1, 1963- Jan. 15, 1964 8½ months	24,457	4,460	Completed. Con- tinued by grant 64212.
63226 T-177 (CD)	International Association of Chiefs of Police, Inc. 1319 - 18th Street, N.W. Washington 6, D.C. Mr. R. Dean Smith	Aug. 1, 1963- July 31, 1964 12 months	60,971	8,980	Completed. Con- tinuation of grant 62215. Continued by grant 64235.
63228 T-151 (CD)	University of California (School of Criminology) Berkeley 4, California Dean J. D. Lohman	June 15, 1963- Dec. 31, 1964 18½ months	67,860	5,557	
63230 T-154 (CD)	Harvard University (Laboratory of Social Relations) Cambridge 38, Massachusetts Dr. Brendan A. Maher	Sept. 1, 1963- Aug. 31, 1964 12 months	25,668	2,065	Completed. Con- tinued by grant 64225 at the University of Wisconsin.
63232 T-188-R (CD)	University of Southern California (Youth Studies Center) University Park Los Angeles 7, California Mr. Rudy Sanfilippo	July 1, 1963- Oct. 31, 1964 16 months	8,704	675	Completed.
63233 T-155 (CD)	St. Louis University School of Social Service 3801 West Pine Boulevard St. Louis 8, Missouri Bernard J. Coughlin, S.J., Dean	June 27, 1963- Dec. 31, 1964 18 months	49,874	8,038	

Training Grants--Continued

Grant No. Appl. No. Type	Grantee and Project Director	Grant period and Duration	Funds		Comments
			Federal	Grantee	
63234 T-159-R (CD)	New York University (Graduate School of Social Work) 3 Washington Square North New York 3, New York Dr. Herman Piven	June 29, 1963- Dec. 28, 1963 6 months	\$11,691	\$250	Completed. Con- tinued by grant 64209. Continuation of grant 62209.
63235 T-173 (CD)	University of Michigan (Institute for Social Research, Research Center for Group Dynamics) Ann Arbor, Michigan Dr. Ronald Lippitt	June 27, 1963- June 26, 1964 12 months	45,554	1,680	Completed. Con- tinued by grant 64216.
63237 T-175-R (CD)	University of Southern California (Youth Studies Center) University Park Los Angeles 7, California Dr. LaMar T. Empey	June 28, 1963- June 30, 1964 12 months	47,898	2,526	Completed.
63238 T-162-R (CD)	Council on Social Work Education 345 East 46th Street New York 17, New York Mr. Meyer Schwartz	July 1, 1963- July 31, 1964 13 months	71,156	4,400	Completed. Con- tinued by grant 65201.
64202 T-195 (CD)	Associated Community Teams, Inc. 179 West 137th Street New York 30, New York Mr. Livingston Wingate	Aug. 6, 1963- Dec. 31, 1963 5 months	124,601	89,004	Completed. Con- tinuation of grant 63201.
64204 T-206-R (CD)	University of California School of Criminology Haviland Hall Berkeley 4, California Dean J. D. Lohman	Nov. 6, 1963- Jan. 31, 1965 17 months	23,079	2,590	
64205 T-207-R (CD)	University of California School of Criminology Haviland Hall Berkeley 4, California Dean J. D. Lohman	Jan. 1, 1964- Jan. 31, 1965 13 months	43,063	2,586	Continuation of grant 62217.
64207 T-192 (CD)	New York Medical College Flower Fifth Avenue Hospital 105th St. and 5th Avenue New York 28, New York Dr. Richard Brotman	Nov. 15, 1963- Nov. 14, 1964 12 months	29,808	17,000	
64208 T-211 (CD)	Philadelphia Psychiatric Center Ford Road and Mounment Avenue Philadelphia 31, Pennsylvania Dr. Alfred S. Friedman	Jan. 1, 1964- Dec. 31, 1964 12 months	39,268	8,153	Continuation of grant 63205.

Training Grants--Continued

Grant No. Appl. No. Type	Grantee and Project Director	Grant Period and Duration	Funds		Comments
			Federal	Grantee	
64209 T-219 (CD)	New York University 3 Washington Square North New York 3, New York Dr. Herman Piven	Dec. 29, 1963- Dec. 28, 1964 12 months	\$29,244	\$500	Continuation of grants 63234 and 62209.
64210 T-212 (CD)	Brigham Young University Provo, Utah Mr. Maynard L. Erickson	Jan. 1, 1964- Dec. 31, 1964 12 months	28,041	6,874	Continuation of grant 63202.
64212 T-218 (CD)	Vera Foundation, Inc. 30 East 39th Street New York 16, New York Mr. Herbert Sturz	Jan. 16, 1964- Jan. 15, 1965 12 months	89,682	7,500	Continuation of grant 63225.
64213 T-242 (CD)	Howard University (Center for Youth and Community Studies) Washington, D.C. Dr. Beryce W. MacLennan	Apr. 1, 1964- Oct. 15, 1964 6½ months	4,293	56,930	
64216 T-231 (CD)	The Regents of the University of Michigan, Institute for Social Research Post Office Box 1248 Ann Arbor, Michigan Dr. Ronald Lippitt	June 27, 1964- June 26, 1965 12 months	44,226	2,800	Continuation of grant 63235.
64217 T-210-R (CD)	Ohio Legal Center Institute 33 West 11th Avenue Columbus 1, Ohio Mr. James L. Young	May 1, 1964- Apr. 30, 1965 12 months	12,965	2,500	Continuation of grant 63204.
64223 T-246 (CD)	New York University Washington Square New York 3, New York Mr. Melvin Herman	Sept. 1, 1964- Aug. 31, 1965 12 months	53,488	1,000	
64225 T-266 (CD)	University of Wisconsin Madison, Wisconsin Dr. Brendan A. Maher	Sept. 1, 1964- Aug. 31, 1965 12 months	30,659	1,950	Continuation of grant 63230 con- ducted at Harvard.
64227 T-255 (CD)	Hunter College School of Education 695 Park Avenue New York, New York Professor Marjorie Smiley	Sept. 1, 1964- Aug. 31, 1965 12 months	86,602	22,090	
64230 T-243-R (CD)	California State College at Los Angeles 5151 State College Drive Los Angeles, California 90032 Dr. Lyle V. Hanna	June 16, 1964- June 15, 1965 12 months	78,181	23,376	

Training Grants--Continued

Grant No. Appl. No. Type	Grantee and Project Director	Grant Period and Duration	Funds		Comments
			Federal	Grantee	
64238 T-232-R (CD)	Dade County Sheriff's Office 1320 N.W. 14th Street Miami, Florida 33125 Mr. Leonard McNutt	Sept. 1, 1964- Aug. 31, 1965 12 months	\$32,842	\$3,380	
64239 T-272 (CD)	University of Chicago (School of Social Service Administration) 5801 Ellis Avenue Chicago, Illinois Mr. Thomas D. Sherrard	Nov. 1, 1964- Aug. 31, 1965 11 months	63,716	- 0 -	Continuation of grant 63218.
C. Workshops, Institutes, Seminars, Etc.					
62203 T-11 (WISE)	Union Free School District #3 (Hawthorne Cedar Knolls School) Hawthorne, New York Mr. Harry Krohn	Mar. 3, 1962- Mar. 2, 1963 12 months	12,074	7,581	Completed.
62204 T-14 (WISE)	National Federation of Settlements and Neighborhood Centers 226 West 46th Street New York 36, New York Mr. Arthur Hillman	May 1, 1962- March 31, 1963 11 months	36,990	7,675	Continued by grant 63224.
62205 T-25 (WISE)	State of Washington (Department of Institutions) (Bureau of Juvenile Rehabilitation) P.O. Box 867, Olympia, Washington Mr. Thomas G. Pinnock	June 1, 1962- Aug. 31, 1964 26 months	5,616	3,000	
62206 T-61 (WISE)	Civic Center Clinic, Inc. 44 Willoughby Street Brooklyn 1, New York Dr. Genevieve P. Hunter	Sept. 1, 1962- Dec. 31, 1962 4 months	800	- 0 -	Completed.
62207 T-29-R (WISE)	Hunter College (School of Social Work) 695 Park Avenue New York 21, New York Mr. Paul Schreiber	July 1, 1962- June 30, 1965 36 months	66,940	10,525	
62210 T-107 (WISE)	Board of Commissioners Washington, D.C. Mr. Jack Goldberg	July 1, 1962- June 30, 1964 24 months	100,767	- 0 -	Completed.
62211 T-94 (WISE)	Kings County Court (Probation Department) 120 Schermerhorn Street Brooklyn 1, New York Mr. Joseph G. Shelly	Feb. 1, 1963 May 31, 1965 28 months	12,135	22,790	

Training Grants--Continued

Grant No. Appl. No. Type	Grantee and Project Director	Grant period and Duration	Funds		Comments
			Federal	Grantee	
62219 T-43 (WISE)	National Council on Crime and Delinquency (Advisory Council on Parole) 44 East 23rd Street New York 10, New York Mr. Milton Rector, Director	Sept. 1, 1962- Aug. 31, 1963 12 months	\$80,373	\$7,450	Continued by grants 63231 and 64226.
62225 T-37 (WISE)	St. Louis University (School of Social Service) 3801 West Pine Boulevard St. Louis 8, Missouri Bernard J. Coughlin, S.J., Dean	July 1, 1962- June 30, 1965 36 months	84,975	28,800	
63203 T-82-R (WISE)	Youth Research, Inc. 155 Washington Avenue Albany, New York Dr. Edmund Gordon	Jan. 1, 1963- Feb. 19, 1964 13½ months	54,880	43,000	Completed. Con- tinued by grant 64219.
63204 T-85-R (WISE)	Ohio Legal Center 33 West 11th Avenue Columbus 1, Ohio Mr. Paul O. Hunsinger	Feb. 1, 1963- Apr. 30, 1964 15 months	29,268	3,125	Completed. Con- tinued by grant 64217.
63206 T-133 (WISE)	National Committee for Children and Youth (National Conference on Problems of Rural Youth in a Changing Environment) 1145 - 19th Street, N.W. Washington, D.C. Miss Isabella J. Jones	Apr. 1, 1963- Mar. 31, 1964 12 months	25,000	50,000	Completed.
63207 T-126 (WISE)	The Community Chest and Council of the Cincinnati Area, Inc. 2400 Reading Road Cincinnati 2, Ohio Mr. William P. Walton	May 15, 1963- May 14, 1964 12 months	26,740	7,040	Completed.
63210 T-41-R (WISE)	The University of Wisconsin (Bureau of Government) Madison, Wisconsin Mr. James R. Donoghue	July 1, 1963- Oct. 31, 1964 16 months	38,593	21,584	Completed.
63212 T-132 (WISE)	Southern Illinois University (Center for the Study of Crime, Delinquency, and Corrections) Carbondale, Illinois Dr. Charles V. Matthews	May 3, 1963- Aug. 31, 1964 15 months	21,561	2,313	Completed.
63213 T-139 (WISE)	The University of Michigan (Institute for Continuing Legal Education) Ann Arbor, Michigan Mr. E. Donald Shapiro	June 15, 1963- Oct. 14, 1964 16 months	68,553	11,394	Completed.

Training Grants--Continued

Grant No. Appl. No. Type	Grantee and Project Director	Grant period and Duration	Funds		Comments
			Federal	Grantee	
63214 T-131 (WISE)	International Association of Chiefs of Police, Inc. 1319 - 18th Street, N.W. Washington 6, D.C. Mr. R. Dean Smith	May 20, 1963- July 31, 1963 11 weeks	\$1,877	- 0 -	Completed.
63217 T-138 (WISE)	Institute for the Study of Crime and Delinquency Suite 605, Crocker-Angio Bank Bldg. Sacramento, California Dr. Norman Fenton	June 1, 1963- Aug. 31, 1964 15 months	130,583	30,480	Completed. Con- tinued by grant 65203.
63219 T-168 (WISE)	Southern Illinois University (Center for the Study of Delinquency, Crime, and Correction) Edwardsville, Illinois Dr. Charles V. Matthews	June 1, 1963- Mar. 31, 1964 10 months	5,750	1,857	Completed.
63220 T-178 (WISE)	Bank Street College of Education 69 Bank Street New York 14, New York Mrs. Elizabeth C. Gilkeson	June 1, 1963- May 31, 1964 12 months	32,446	3,840	Completed.
63223 T-186-R (WISE)	Columbia University (School of Social Work) 2 East 91st Street New York 28, New York Dean Thomas F. Lewin	July 1, 1963- Nov. 30, 1964 18 months	45,765	7,650	
63224 T-172 (WISE)	National Federation of Settlements and Neighborhood Centers 226 West 47th Street New York 36, New York Mr. Arthur Hillman, Director	June 15, 1963- July 15, 1964 13 months	55,422	6,225	Completed. Con- tinuation of grant 62204.
63227 T-146 (WISE)	University of California (School of Criminology) Berkeley 4, California Dean J. D. Lohman	June 15, 1963- June 14, 1964 12 months	15,212	1,948	Completed.
63229 T-156 (WISE)	University of California (School of Criminology) Berkeley 4, California Dean J. D. Lohman	June 15, 1963- Apr. 30, 1964 10½ months	18,025	2,094	Completed.
63231 T-169 (WISE)	National Council on Crime and Delinquency 44 East 23rd Street New York 10, New York Mr. Vincent O'Leary	Sept. 1, 1963- Oct. 31, 1964 14 months	79,505	6,465	Completed. Con- tinuation of grant 62219. Continued by grant 64226.

Training Grants--Continued

Grant No. Appl. No. Type	Grantee and Project Director	Grant Period and Duration	Funds		Comments
			Federal	Grantee	
64201 T-163 (WISE)	Federal Bureau of Prisons Department of Justice Washington 25, D.C. Mr. John J. Galvin	July 1, 1963- June 30, 1964 12 months	\$59,320	\$15,900	Completed.
64203 T-198 (WISE)	Tufts University (Lincoln Filene Center) Medford 55, Massachusetts Dr. William C. Kvaraceus	Sept. 16, 1963- Dec. 16, 1963 3 months	6,480	5,300	Completed.
64206 T-201 (WISE)	Council on Social Work Education 345 East 46th Street New York, New York Dr. Katherine A. Kendall	Jan. 1, 1964- Dec. 31, 1964 12 months	6,715	1,546	
64211 T-220-R (WISE)	University of Utah Salt Lake City 12, Utah Dr. Ray R. Canning	Jan. 1, 1964- July 31, 1964 7 months	29,444	12,435	Completed
64214 T-239 (WISE)	Action for Appalachian Youth, Inc. Suite 208, Nelson Building Charleston, West Virginia Mr. Gordon S. Jaeck	May 1, 1964- Oct. 31, 1964 6 months	60,000	- 0 -	
64215 T-221 (WISE)	University of Utah Salt Lake City, Utah Dr. Ray R. Canning	Apr. 15, 1964 Apr. 14, 1965 12 months	12,339	- 0 -	
64218 T-241 (WISE)	Western Reserve University Cleveland 6, Ohio Dr. Arthur Blum	Apr. 29, 1964- Dec. 31, 1964 8 months	6,821	754	
64219 T-238 (WISE)	Youth Research, Inc. 155 Washington Avenue Albany 10, New York Dr. Edmund W. Gordon	May 1, 1964- Apr. 30, 1965 12 months	45,718	34,785	Continuation of grant 63203.
64220 T-235 (WISE)	Bank Street College of Education 69 Bank Street New York 14, New York Mrs. Elizabeth C. Gilkeson	May 15, 1964- May 14, 1965 12 months	51,027	5,648	
64222 T-230 (WISE)	Wayne State University Detroit, Michigan Dr. William W. Wattenberg	July 1, 1964- June 30, 1965 12 months	51,045	7,500	
64224 T-258 (WISE)	Southern Illinois University Center for the Study of Crime, Delinquency and Corrections Edwardsville, Illinois Dr. Charles V. Matthews	July 1, 1964- June 30, 1965 12 months	7,293	- 0 -	

Training Grants--Continued

Grant No. Appl. No. Type	Grantee and Project Director	Grant Period and Duration	Funds		Comments
			Federal	Grantee	
64226 T-270 (WISE)	National Council on Crime and Delinquency 44 East 23rd Street New York, New York Mr. Vincent O'Leary	Nov. 1, 1964- Oct. 31, 1965 12 months	\$76,296	9,079	Continuation of grants 62219 and 63231.
64228 T-252 (WISE)	National Federation of Settlements and Neighborhood Centers 226 West 47th Street New York, New York 10036 Dr. Arthur Hillman	June 15, 1964- June 15, 1965 12 months	50,250	11,015	
64231 T-268 (WISE)	University of Southern California (Youth Studies Center) University Park Los Angeles, California Dr. LaMar T. Empey	July 1, 1964- June 30, 1965 12 months	103,375	7,900	Continuation of grant 62222.
64233 T-260 (WISE)	Regents of the University of Michigan Administration Building University of Michigan Ann Arbor, Michigan Mr. E. Donald Shapiro	July 1, 1964- June 30, 1965 12 months	29,349	11,875	
64234 T-216-R (WISE)	Division of Institutional Management Kansas Boys Industrial School State Office Building Topeka, Kansas Mr. Jack C. Pulliam	Sept. 1, 1964- Aug. 31, 1965 12 months	21,743	3,711	
64235 T-254 (WISE)	International Association of Chiefs of Police 1319 - 18th Street, N.W. Washington, D.C. Mr. R. Dean Smith	Aug. 1, 1964- July 31, 1965 12 months	79,337	12,932	Continuation of grants 62215 and 63226.
64237 T-261 (WISE)	University of Southern California (Youth Studies Center) University Park Los Angeles, California 90007 Mr. William Fawcett Hill	July 1, 1964- June 30, 1965 12 months	47,769	3,031	
64241 T-274 (WISE)	Youth Opportunities Board 220 North Broadway Los Angeles, California Mr. Joe P. Maldonado	July 1, 1964- June 30, 1965 12 months	78,293	26,510	

A. TRAINING CENTERS

Grant No. Appl. No.	Grantee and Project Director	Grant period and Duration	Funds	
			Federal	Local
65207 T-293	Howard University Administration Building Washington 1, D.C.	Dec. 2, 1964- June 1, 1965 6 months	\$71,338	\$9,475
Beryce W. MacLennan, Ph.D.				

B. CURRICULUM DEVELOPMENT

Grant No. Appl. No.	Grantee and Project Director	Grant period and Duration	Funds	
			Federal	Local
65201 T-277	Council on Social Work Education 345 East 46th Street New York, New York 10017	Aug. 1, 1964- June 30, 1965 11 months	\$18,024	- 0 -
Dr. Arnulf Pins				
65203 T-224	Institute for Study of Crime and Delinquency Suite 605, Crocker-Anglo Bank Building Sacramento, California	Sept. 8, 1964- June 7, 1965 9 months	\$50,490	\$15,300
Dr. Norman Fenton				
65204 T-282	National Council on Crime and Delinquency 44 East 23rd Street New York 10, New York	Sept. 15, 1964- June 15, 1965 9 months	\$68,804	- 0 -
Dr. Herman Piven				
65205 T-281	New York University 3 Washington Square New York 3, New York	Nov. 1, 1964- Dec. 31, 1965 13 months	\$50,171	\$500
Dr. Herman Piven				

B. CURRICULUM DEVELOPMENT (continued)

Grant No. Appl. No.	Grantee and Project Director	Grant period and Duration	Funds	
			Federal	Local
65211 T-279	University of Wisconsin Madison, Wisconsin 53706 Dr. James R. Donoghue	Jan. 1, 1965- Dec. 31, 1965 12 months	\$43,373	- 0 -
65212 T-288	Philadelphia Psychiatric Center Ford Road and Monument Ave. Philadelphia, Pennsylvania Dr. Alfred S. Friedman	Jan. 1, 1965- Dec. 31, 1965 12 months	\$39,268	\$8,157

C. WORKSHOPS, INSTITUTES, SEMINARS, ETC.

Grant No. Appl. No.	Grantee and Project Director	Grant period and Duration	Funds	
			Federal	Local
65202 T-257-R	University of Denver Denver, Colorado Mr. John R. Ferguson	Sept. 1, 1964- June 30, 1965 10 months	\$30,042	\$7,225
65206 T-250-R	New York Medical College Flower Fifth Avenue Hospital 105th Street and 5th Avenue New York 29, New York Dr. Richard Brotman	Dec. 2, 1964- Dec. 1, 1965 12 months	\$28,755	\$9,000
65208 T-286	University of Texas Austin 12, Texas Dr. Jay Hall	Jan. 1, 1965- Aug. 31, 1965 8 months	\$28,240	- 0 -
65209 T-280	Western Interstate Commiss. for Higher Education University East Campus 30th Street Boulder, Colorado Mr. William T. Adams	Dec. 16, 1964- Dec. 15, 1965 12 months	\$10,331	- 0 -

C. WORKSHOPS, INSTITUTES, SEMINARS, ETC.

Grant No. Appl. No.	Grantee and Project Director	Grant period and Duration	Funds	
			Federal	Local
65210 T-290	Columbia University 2 East 91st Street New York 27, New York Dean Thomas F. Lewin	Dec. 17, 1964- Dec. 16, 1965 12 months	\$47,380	- 0 -
65213 T-307	Community Action for Youth, Inc. 1959 East 79th Street Cleveland, Ohio Mr. Ray Lewis	Mar. 17, 1965- June 30, 1965 3½ months	\$5,230	- 0 -

APPENDIX B

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, OFFICE OF JUVENILE DELINQUENCY AND YOUTH DEVELOPMENT

List of approved special demonstration grants (as of Mar. 31, 1965)

Grantee	City	Summary	Amount
1. University of California.	Berkeley, Calif.....	Work with school discipline problem children.	\$38,967
2. Oregon State Board of Control.	Salem, Oreg.....	Provide a half-way house for boys coming out of training school—teach vocational skills—help child readjust to community.	67,040
3. Salt River Pima-Mari-copa Community Tribal Council.	Scottsdale, Ariz.....	Provide a tribal program for boys who would otherwise be sent to the State Training School—try to combine revived tribal values with the teaching of business skills—tribe will build the (institution) which will be open to entire community.	53,276
4. San Francisco State College.	San Francisco, Calif..	Train indigenous teenage leaders to become subprofessional workers engaged in street work activities—to evaluate closely the feasibility of this approach.	15,648
5. Vera Foundation, Inc....	New York, N.Y.....	To spread the already demonstrated success of the first bail projects—training new personnel in new communities.	83,308
6. Welfare Federation of Newark.	Newark, N.J.....	Extend the guided group interaction technique to a group of boys on probation in the community—reorient attitudes, increase educational skills, motivate completion of formal education, counsel families.	125,290
7. Institute for Behavioral Research.	Silver Spring, Md....	Educational and motivational efforts at the group of boys at the National Training School for Boys—increase reading skills.	31,656
8. Community Child Welfare Research Foundation.	Frankfort, Ky.....	Apply guided group interaction technique to young probationers in community (as alternative to institutionalization use group treatment to increase educational skills and work habits.	99,551
PROJECTS APPROVED BUT GRANT NOT YET AWARDED			
1. Community Chest and Council.	Cincinnati, Ohio.....	An interagency panel receives referrals from police and courts (alternative to sending to court hearing) and makes arrangements for appropriate agency to deal with the problem.	55,650
2. Rutgers State University.	New Brunswick, N.J..	Work with junior high school students who have education and behavior problems in school and who are potentially delinquent—increase child's self-evaluation—work with parents—widen community experience and participation of children.	89,732
PROJECTS RECOMMENDED FOR APPROVAL (UNDER NEGOTIATION)			
1. Chamber of commerce....	Hampton Beach, N.H.	A community program to cope with the Labor Day riots that threatened to become a tradition at Hampton Beach. Townspeople and local youth will operate semi-structured recreational activities, intergroup communication, and part-time job programs for the incoming youth.	(1)
2. Southern Arizona Mental Health Center.	Tucson, Ariz.....	Training and developing roving consultants to work in natural environment of school problem children. Consultants work consistently with parents, teachers, relatives, etc. in attempts to stop delinquent behavior.	(1)
3. Friends Neighborhood Guild.	Philadelphia, Pa.....	Guild operates half-way house for children released from State correctional institution, but who have no approved home. Guild will work with parents to see if natural home can be used. If this fails, attempt will be made to recruit and supervise middle-class homes on an interracial basis.	(1)

List of approved special demonstration grants (as of Mar. 31, 1965)—Continued

Grantee	City	Summary	Amount
4. Nonprofit corporation.....	Detroit, Mich.....	Community intervention team (lawyer, social worker, education expert, neighborhood representative, community organizer) receives referrals from police and courts (alternative to sending to court hearing), makes a diagnosis and contacts and persuades appropriate agencies to help child.	(1)
5. Juvenile court.....	Denver, Colo.....	Group treatment methods with young addicted glue sniffers. Natural groups will be used. Special tutoring programs will attempt to raise the child's confidence in his school performance.	(1)

¹ Amounts not available. Budget is being negotiated.

Senator CLARK. The subcommittee has also been furnished a memorandum with a number of tables entitled, "Progress Report, Federal Anti-Delinquency Program," this has been prepared by the Office of Juvenile Delinquency and Youth Development in the Welfare Administration of the Department of Health, Education, and Welfare, in cooperation with the President's Committee on Juvenile Delinquency and Youth Crime, it is dated April of 1965.

This report will be printed in the record as part of the appendix.

Mr. Cohen, it is a pleasure to welcome you before the subcommittee. We have had the benefit of your advice many times before, we are glad to have you with us again.

I suggest that instead of reading your statement you and your associates, whom I wish you would introduce for the record, would tell us why you think this act should be extended.

STATEMENT OF HON. WILBUR J. COHEN, ASSISTANT SECRETARY FOR LEGISLATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE; ACCOMPANIED BY HON. ELLEN WINSTON, COMMISSIONER OF WELFARE, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE; AND HON. BERNARD RUSSELL, DIRECTOR, OFFICE OF JUVENILE DELINQUENCY AND YOUTH DEVELOPMENT, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. COHEN. Thank you very much, Mr. Chairman. Accompanying me is Dr. Ellen B. Winston, the Commissioner of Welfare, under whose jurisdiction the Office of Juvenile Delinquency is located, and Mr. Bernard Russell, who is the Director of that office in the Welfare Administration.

Senator CLARK. We are happy to welcome you both here this morning. Will they be making separate statements?

Mr. COHEN. They will be glad to answer any questions, I think, that my statement and the attachment that I have in the record, plus the document that you placed in the record, attempts to give you all of the detailed information on the operation of the program and, of course, we will be glad to answer any questions and supply any more information that you request.

Mr. Chairman, as you know, President Johnson recently sent to the Congress a special message on crime and in that message he talked

about the importance of extending this particular piece of legislation as part of the total attack on the problems of crime and juvenile delinquency.

For that reason we are hopeful that the committee will act favorably on this legislation.

Senator CLARK. Mr. Cohen, it occurs to me that it would be useful to have President Johnson's message on crime printed in the record at this point. If you have a copy available I would ask you to furnish it to the reporter. If not, we will get one.

Mr. COHEN. I will be happy to put this into the record. I think it is important, as we go into this problem, to recognize that the problem of juvenile delinquency has ramifications into so many aspects in the fabric of our society and our economy. It is so pervasive that you have to take up innumerable factors to really try to understand and certainly try to control this problem. I think the President's message here is important because he talks about not only the presence of crime but what is more alarming the tremendous increase in the crime rate that has occurred in the United States.

(The message of President Johnson follows:)

[House of Representatives, 89th Cong., 1st Sess., Doc. No. 103].

CRIME, ITS PREVALENCE, AND MEASURES OF PREVENTION

To the Congress of the United States:

Crime has become a malignant enemy in America's midst.

Since 1940 the crime rate in this country has doubled. It has increased five times as fast as our population since 1958.

In dollars the cost of crime runs to tens of billions annually. The human costs are simply not measurable.

The problems run deep and will not yield to quick and easy answers. We must identify and eliminate the causes of criminal activity whether they lie in the environment around us or deep in the nature of individual men. This is a major purpose of all we are doing in combating poverty and improving education, health, welfare, housing, and recreation.

All these are vital, but they are not enough. Crime will not wait while we pull it up by the roots. We must arrest and reverse the trend toward lawlessness.

This active combat against crime calls for a fair and efficient system of law enforcement to deal with those who break our laws. It means giving new priority to the methods and institutions of law enforcement—

to our police, who are our frontline, both offensive and defensive, in the fight against crime. There is a great need not only for improved training of policemen but for all people to learn about, to understand, and to assist the policeman in his work;

to our courts, traditionally the symbol and guardian of our cherished freedoms. Local criminal courts are so overloaded that their functioning is impeded and their effectiveness weakened. More courts and judges is one answer, but every possibility of improvement must be explored; and

to our correctional agencies. We cannot tolerate an endless, self-defeating cycle of imprisonment, release, and reimprisonment which fails to alter undesirable attitudes and behavior. We must find ways to help the first offender avoid a continuing career of crime.

No right is more elemental to our society than the right to personal security and no right needs more urgent protection.

Our streets must be safe. Our homes and places of business must be secure. Experience and wisdom dictate that one of the most legitimate functions of government is the preservation of law and order.

Our system rejects the concept of a national police force. The protection responsibilities lie primarily with State and local governments.

That is right and proper.

Yet, crime is no longer merely a local problem. Every city, every State is troubled by the same hard statistical—and human—facts. The extent and seriousness of the problem have made it of great national concern.

Crime is as old as history. It is hardly new to America. But in our increasingly mobile, urban society, crime problems are not only greater, they are immensely more complex.

We have not stood idly by in the face of these problems. Many cities and States, as well as the Federal Government, have developed new programs reflecting their growing concern.

Yet the crime rate continues to increase.

The time has come *now*, to check that growth, to contain its spread, and to reduce its toll of lives and property.

I believe the way to do so is to give new recognition to the fact that crime is a national problem and to intensify our crime prevention and crime fighting at all levels of government.

THE ROLE OF THE INDIVIDUAL

The starting point for such efforts is the individual citizen. Law enforcement cannot succeed without the sustained—and informed—interest of all citizens.

It is not enough to reflect our concern over the rise in crime by seeking out single answers or simple answers. They do not exist. The people will get observance of the law and enforcement of the law if they want it, insist on it, and participate in it.

It has been said, for example, that the fault lies with courts which “coddle criminals,” or, on the other hand, that police officers do not observe the rights of the individual.

There is misunderstanding at times between law enforcement officers and some courts. We need to think less, however, about taking sides in such controversies and more about our common objective: law enforcement which is both *fair* and *effective*. We are not prepared in our democratic system to pay for improved law enforcement by unreasonable limitations on the individual protections which ennoble our system. Yet there is the undoubted necessity that society be protected from the criminal and that the rights of society be recognized along with the rights of the individual.

As Mr. Justice Frankfurter once said, “A democratic society, in which respect for the dignity of all men is central, naturally guards against the misuse of the law-enforcement process”.

It has been said that the fault lies in poor living conditions, limited education, and the denial of opportunity.

Plainly, laws are less likely to command the respect of those forced to live at the margins of our society. Stability and order have little meaning and small advantage to those who exist in poverty, hopelessness, and despair.

The longrun solution to this view of crime is jobs, education, and hope. This is a goal to which this country is now committed. But we should remember that not all crime is committed by those who are impoverished or those denied equal opportunity. In any event, we cannot postpone our responsibilities to act against crimes committed today.

It has also been said that the fault lies in a deep moral decay, particularly among the young; that juvenile delinquency and high crime rates among younger adults have their origins in this decay.

In our increasingly complex society, it is becoming harder to perceive and maintain clear moral values. But the great majority of our young people lead law-abiding, creative lives. We need only look to the spirit which characterizes our youth today—the spirit of the Peace Corps, of VISTA, of commitment to the well-being and welfare of society. While crime by young people in our society is of very serious concern, it involves only a small proportion of our youth.

We must, in short, understand that the reasons for the growth of crime are many and complicated. We must accept hard facts at every turn. But like the related problems of poverty and of education, we must face them squarely if we are to succeed. *And we must succeed.*

Thus, while recognizing that the basic responsibility rests on local authorities, we must also recognize the burdens they now bear. To assist them in bearing these burdens successfully, I propose:

Increased Federal law enforcement efforts;

Assistance to local law enforcement efforts;

A comprehensive, penetrating analysis of the origins and nature of crime in modern America.

FEDERAL LAW ENFORCEMENT EFFORTS

The average citizen is most directly concerned with what is called crime in the streets. Crime of this kind—robberies, muggings, housebreakings—are the primary law enforcement responsibility of State and local governments. When criminals cross State lines, however, Federal enforcement is also available. Thus, Federal, State, and local investigators may all join to pursue the bank robber, the kidnaper, or the auto thief. Federal assistance in these activities has been and can continue to be helpful.

In some areas, however, the Federal Government has a special responsibility—organized crime, narcotic and drug control, regulation of gun sales, and law enforcement activities in the District of Columbia.

1. ORGANIZED CRIME

Organized crime is a cancer in the city. It has become an entrenched national industry. It embraces gambling, narcotics, stock and bankruptcy fraud, usurious loans, or corruption of public officials or labor-management relations.

Racketeering feeds on itself. Illegal gambling, for example, channels enormous profits to other criminal arenas. The citizen is the loser.

Organized crime also breeds lesser crime. The police in our large cities know from daily experience how much street crime results, for example, from narcotics addiction.

Perhaps the most alarming aspect of organized crime, however, is that it erodes respect for the law. Corrupting a public official may lend respectability to the racketeer, as it destroys the underpinning of law enforcement in a community.

Since 1961, the Federal Government has responded to this challenge in force. We have secured new legislative authority. We have achieved new levels of co-operation among the 26 different Federal law enforcement agencies. We have achieved new prosecutive energy. *The result has been a tenfold increase in racketeering convictions.*

But this accomplishment represents a mere beginning. Much remains to be done.

Consequently, I am calling on the Attorney General, the Secretary of the Treasury, and the other heads of the Federal law-enforcement arms to enlarge their energetic effort against organized crime. *The Department of Justice will submit legislative proposals to the Congress to strengthen and expand these efforts generally.*

I urge the prompt enactment of these measures.

2. DRUG CONTROL

The return of narcotic and marihuana users to useful, productive lives is of obvious benefit to them and to society at large. But at the same time, it is essential to assure adequate protection of the general public.

To meet these objectives, the President's Advisory Commission on Narcotic and Drug Abuse recommended enactment of a Federal civil commitment statute to provide an alternative means of dealing with those narcotic and marihuana users likely to respond to treatment and achieve rehabilitation. The Commission also recommended that those penalty provisions of the Federal narcotics and marihuana laws requiring mandatory minimum sentences and precluding probation or parole be applied restrictively in order to provide a greater incentive for rehabilitation.

The Justice Department will shortly submit proposals for a Federal civil commitment statute to the Congress and for limiting the coverage of the mandatory minimum penalty sentences. The proposals will seek to the fullest extent consistent with the public safety to give offenders a maximum opportunity for return to a normal life.

Increasing illegal sales of psychotoxic drugs, such as barbiturates and amphetamines, must be controlled. These sedatives and stimulants, taken so easily in pill form, have been termed the "dangerous drugs"—and with good reason. Senseless killings, robberies, and auto accidents have resulted from the radical personality changes induced by the indiscriminate use of these drugs. Because they are less expensive and more available than narcotics, these drugs appeal to a much broader cross section of our population, particularly the young.

Our existing legal weapons are inadequate. *I therefore urge the Congress to enact legislation to control the abuse of these dangerous drugs without constricting their legitimate medical uses.*

3. FIREARMS CONTROL

Drugs are, of course, only one cause of the rise in violent crime in the United States. Another significant factor is the ease with which any person can acquire firearms. Lee Oswald sent for and received a rifle through the U.S. mail. I believe that the people of the United States have learned, through the recent tragic loss of President Kennedy, the need for strengthened control.

Here the Federal Government's jurisdiction is limited. State and local action will be necessary. But at minimum, we must make effective local regulation of firearms possible by increasing Federal control over interstate shipment of firearms. In addition, limits must be imposed on the importation into this country of surplus military weapons and other used firearms.

I am proposing draft legislation to accomplish these aims. *It would amend the Federal Firearms Act to prohibit firearms shipments in interstate commerce except among importers, manufacturers, and dealers licensed by the Treasury Department.*

Mail-order sales to individuals would thus stop. The legislation would also strengthen the present statutory standards for Treasury Department licenses and prohibit licensees from selling firearms to persons under 21 years of age (or under 18 in the case of rifles and shotguns). Other provisions of this legislation are designed to make it feasible for the States to impose effective controls over firearms within their own boundaries. I urge the Governors of our States and mayors and other local public officials to review their existing legislation in this critical field with a view to keeping lethal weapons out of the wrong hands.

I recommend this legislation to the Congress as a sensible use of Federal authority to assist local authorities in coping with an undeniable menace to law and order and to the lives of innocent people.

4. DISTRICT OF COLUMBIA

A fourth opportunity for Federal leadership is the Nation's Capital. As I said in my special message on the District of Columbia, we must improve law enforcement and the administration of criminal justice in the District. Washington shares with our large cities the special and acute problems associated with rapid urban population growth.

Both in its own right and as a model for other cities, Washington can and should be a focus for intensive efforts in crime prevention, the detection and prosecution of crimes, rehabilitation, and related activities.

To assist in this effort, I will shortly appoint the Commission to which I referred in my message on the District of Columbia.

ASSISTANCE TO LOCAL AUTHORITIES

Whatever we may do to strengthen Federal law enforcement, the principal enforcement responsibility still rests on State and local governments—and that has become a very large burden indeed.

The cost of operating our police departments has risen by 50 percent in the last 5 years alone. Yet our law enforcement and corrections personnel are overworked. Our courts are overcrowded. Our penal and rehabilitative facilities and programs are understaffed or underdeveloped. To meet their large and growing burdens, State and local law enforcement agencies must have additional training and technical assistance from the Federal Government.

Federal assistance has long been provided in various forms to local law enforcement. Because of Mr. J. Edgar Hoover's early recognition of the need for such assistance, the Federal Bureau of Investigation has provided a number of valuable services to State and local police organizations. It assists them with training activities and the FBI National Academy in Washington gives comprehensive instructions to State and local career law-enforcement officers each year. The Federal Government also provides support for short-term vocational training for police officers and more extensive training in related fields through the Department of Health, Education, and Welfare. The Treasury Department provides instruction for narcotics enforcement personnel through the Bureau of Narcotics Training School.

The Federal Government has been giving active support to juvenile delinquency control efforts. Under the Juvenile Delinquency and Youth Offenses Control Act, programs have been developed to provide new approaches to the prevention and control of juvenile delinquency and to train needed personnel.

Under this act important studies have shed new light on the complex causes of delinquency.

The Department of Health, Education, and Welfare will shortly submit requests for urgently needed additional appropriations in this field. *I support these proposals and request the Congress to act on them favorably and rapidly.*

These are present and continuing endeavors. But we must do more. I believe a major opportunity lies in the development and testing of experimental methods of crime control. To this end, *I am proposing the Law Enforcement Assistance Act of 1965. This legislation would authorize the Attorney General to assist State, local, and private groups to improve and strengthen crime control programs and make generally available information as to their effectiveness.*

This act would bolster present training programs for local law enforcement personnel and would support the development of new training methods. Fighting crime effectively under modern conditions requires professional police who are expertly trained in a variety of skills. The Federal Government now provides financial assistance for research and training in other professions—science, mathematics, foreign languages, medicine, nursing. Trained, professional law enforcement personnel are fully as essential to the preservation of our national health and strength—and no less deserving of increased Federal support.

This legislation would also authorize Federal support for the development of improved methods of enforcing criminal laws and administering justice. For example, experiments might be undertaken with different kinds and intensity of police coverage in high crime districts in order to learn more about the effective allocation of manpower. The effectiveness of different communication and alarm systems might be studied. By pilot projects in the administration of justice, we may find ways of making the judicial process fairer and speedier and the correctional process more effective.

The dissemination of information about projects supported under the Law Enforcement Assistance Act will be of substantial value to other communities in designing their own crime control programs.

PRESIDENTIAL COMMISSION

The proposals which I have discussed are promising immediate approaches to a number of the specific problems of controlling crime. In the longer run we must also deepen our understanding of the causes of crime and of how our society should respond to the challenge of our present levels of crime. Only with such understanding can we undertake more fundamental, far-reaching, and imaginative programs.

As the first step, I am establishing the President's Commission on Law Enforcement and Administration of Justice. The Commission will be composed of men and women of distinction who share my belief that we need to know far more about the prevention and control of crime. I will ask the Commission to make a comprehensive report to me by the summer of 1966 and to make interim reports when early action on the basis of its recommendations may be possible.

No agency of government has ever in our history undertaken to probe so fully and deeply into the problems of crime in our Nation. I do not underestimate the difficulty of the assignment. But the very difficulty which these problems present and the staggering cost of inaction make it imperative that this task be undertaken.

It is of the utmost importance that the people of this country understand what is at stake in controlling crime and its effects. I believe, therefore, that the Commission should disseminate information on its work and findings and build a broad base of public support for constructive action.

Typical of the examples of important and troubling questions on which I believe the Commission can furnish guidance are—

(1) *How can law enforcement be organized to meet present needs?*

In too many instances present divisions of responsibility for law enforcement reflect unexamined precedent rather than practical organization. In addition to exploring improved law enforcement and correctional techniques, the Commission can be helpful in suggesting possible reorganization of law enforcement functions and methods of achieving greater cooperation where there are separate responsibilities.

(2) *What steps can be taken to create greater understanding by those involved in the administration of justice at the State and local level of the efforts of Federal courts to insure protection of individual rights?*

The Commission should seek understanding of the needs of those responsible for carrying out our criminal laws and the relationship to these needs of the historic protections our Nation has accorded to the accused. The Commission may well serve as a bridge of understanding among all those involved in the fair and effective administration of criminal justice.

(3) *Through what kinds of programs can the Federal Government be most effective in assisting State and local enforcement?*

The Commission can recommend new and imaginative ways in which the Federal Government can render assistance—without infringing on the primary responsibility of States and localities.

(4) *Is the Nation as a whole providing adequate education and training opportunities for those who administer the criminal laws?*

The Commission should evaluate the programs and institutions now available for law-enforcement officers, correctional personnel, and both prosecution and defense attorneys and make recommendations on necessary additions.

(5) *What correctional programs are most promising in preventing a first offense from leading to a career in crime?*

A large proportion of serious crimes is committed by persons who are previous offenders. Thus, reducing the total volume of crime is, to a large extent, a problem of reducing the rate of recidivism. The first offender's initial contact with our correctional system is often a turning point in his life. The Commission should consider how we can best insure that his first contact will be his last.

(6) *What steps can be taken to increase public respect for law and law-enforcement officers?*

In a free land, order can never be achieved by police action alone, no matter how efficient. There must be a high level of voluntary observance of the law and cooperation with public authorities. Citizens too often shun their duty to report crimes, summon assistance, or cooperate with law enforcement in other ways. In the light of recent examples of what happens when private citizens remain bystanders at tragedy, I hope the Commission will suggest means of improving public attitudes toward the individual's sense of responsibility to his community and to his neighbor.

These questions only illustrate those which this Commission must put to itself. It must also—

- consider the problem of making our streets, homes, and places of business safer;

- inquire into the special problems of juvenile crime;

- examine the administration of justice in our shockingly overcrowded lower courts through which so many citizens are herded wholesale;

- explore the means by which organized crime can be arrested by Federal and local authorities.

In its task, the Commission will not be working alone. In addition to its own staff and subpanels of experts in various fields and disciplines, it will have the close cooperation and support of representatives of the Federal Government.

I have directed the Attorney General, the Secretary of the Treasury, the Secretary of Health, Education, and Welfare, and the Director of the Office of Economic Opportunity to work closely with the Commission and to assist it in every possible way. Because of the importance of the Attorney General's responsibilities within the Federal Government for these problems—ranging from investigation and enforcement through administration of the Federal prison system—I anticipate that the Department of Justice and especially its newly created Office of Criminal Justice should take a particularly active role in assisting the work of the Commission.

The Commission also will work closely with representatives of State and local government; with such groups as the American Bar Association, the American Law Institute, State and local bar groups and appropriate law enforcement organizations, and with universities and other institutions and individuals engaged in important work in the social sciences, mental health, and related areas.

The task before the Commission is one of consummate difficulty and complexity. But it could scarcely be more important. I hope and expect that its work will be a landmark to follow for many years to come.

CONCLUSION

This message recognizes that crime is a national problem.

That recognition does not carry with it any threat to the basic prerogatives of State and local governments. It means, rather, that the Federal Government will henceforth take a more meaningful role in meeting the whole spectrum of problems posed by crime.

It means that the Federal Government will seek to exercise leadership and to assist local authorities in meeting their responsibilities.

It means that we will make a national effort to resolve the problems of law enforcement and the administration of justice—and to direct the attention of the Nation to the problems of crime and the steps that must be taken to meet them.

This effort will involve great difficulties.

It will not produce dramatic, visible results overnight. But it is an effort we must begin now.

I ask the help of the Congress. I believe that these actions and proposals are soundly based and give promise of meeting urgent needs of a growing nation. I commend them to the American people and to the Congress and urge their prompt enactment.

LYNDON B. JOHNSON.

THE WHITE HOUSE, March 8, 1965.

Mr. COHEN. I would like to read this one paragraph from my statement. I will just take some things out of context, because I think this is important to our discussions today.

Juvenile delinquency is not a simple, single problem calling for a simple, single solution. Rather, it is a tangle of profoundly interwoven problems, many of them deeply rooted in the fabric of our entire social system and the basic changes taking place in it.

No one would contend that the projects established under the Juvenile Delinquency and Youth Offenses Control Act in the past 4 years have solved the problem of juvenile delinquency. They have, however, shown an encouraging measure of success, they have been a beginning, and what I think is more significant, Mr. Chairman, they have developed some new ideas in approaches which I think the local communities find worthy of attention.

The commitment made by the enactment of this act in 1961 was, I think, a commitment to ingenuity, it was a commitment that we would not be complacent with the complexity of juvenile delinquency. The President in the message that we have just talked about asks now that we continue our resolve and that we intensify our efforts to deal with the causes of crime. The extension of this bill is designed to further that objective.

Senator CLARK. What have you got to show for the 4 years that the bill has been in effect?

Mr. COHEN. Well, I think we are able to show that in the 16 communities in which there have been demonstration projects that we have attempted to galvanize these communities into more effective action in dealing with their problems at the local level.

On the one hand, when we say that juvenile delinquency is a national problem, that may be true because we see it in its manifestations in many communities and many places throughout the country. When you finally get down to working on this problem you have not only got to work in your community, but you have to work in the neighborhoods and the homes in that local community. What we have tried to do is to get the communities, through their neighborhood development, through the organization of local residents, to plan and implement programs to try to deal more effectively with this problem.

In my testimony I deal with the question of fact that in these 16 communities we feel that there has been a many-sided attack. We have brought together the people in the community who many times were working separately or not working at all, people in the social sciences, people in the political, the business, the labor field, the civic forces of the community, to try to organize them more successfully.

Now, I will take as an illustration, if I may, just one that happens to be right on top of my list of programs.

Here I have a program summary for Syracuse, N.Y., which is one of the projects. Let me read you a few of the things that they have been doing in those projects that I think are of interest.

In their youth employment program, because one of the big aspects of juvenile delinquency is to get some of these young people into jobs, in this particular project, at the end of the first 6 months of operation, 494 youth had applied for this program.

The great majority had been referred by schools and other private and governmental agencies. This is what I think is interesting—approximately 85 percent of these youth were school dropouts, one-third had never reached ninth grade, 36 percent had prior police records.

As news of the program spread in the community, more and more youth responded. And I think that is significant. When you develop these programs there is a receptivity, I mean we are only touching really the surface because there is a lot more of these young people who show that they are willing to work and willing to be trained.

During this 6-month period, the program provided 80 of these young people in its skill center with a host of services including counseling, remedial education, and job exploratory opportunities.

Here is a fact I know that you will find of interest because of your initial sponsorship of the Manpower Development and Training Act—132 more were referred to the Manpower Development and Training Act training programs in the State employment services for appropriate help; 92 had been placed on its job training, some after prior counseling and education in the skill center; 22 youth returned to school. Several others returned to previous places of employment. Only one of these youths was sent to jail.

We do not claim 100 percent success, of course, in all of these operations.

Now, what I think is important also is the tie-in of these local projects with the educational system. Of course, this is an auspicious day to be talking about it because certainly the Elementary and Secondary Education Act that your committee has reported out is going to do a lot to make other educational opportunities available to these disadvantaged youth.

But there is a guidance program, there are rehabilitation classes, there is corrective reading, time planning on the part of the teachers, a group of study centers. Some 175 to 200 youth per day attend these after-school study centers located in local public health and recreation centers.

And two neighborhood help centers have been opened quite recently.

I would be glad to put that whole statement in the record, of which I read parts.

Now, that just—

Senator CLARK. I think we better put the whole statement in. That is a good example.

(The statement referred to follows:)

PROGRAM SUMMARY

CRUSADE FOR OPPORTUNITY, INC., SYRACUSE, N.Y.

A. YOUTH EMPLOYMENT PROGRAM

At the end of its first 6 months of operation 494 youth had applied to this program. The great majority had been referred by schools and other private and governmental agencies. Approximately 85 percent of these youth were school dropouts; one-third had never reached ninth grade. Thirty-six percent had prior police records. As news of the program spread through the community, more and more youth responded. Many of the 494 are recent referrals awaiting placement.

During this 6-month period the program provided 80 of these young people in its skills center with a host of necessary services, including counseling, remedial education, and job exploratory opportunities. One hundred and thirty-two more were referred to Manpower Development and Training Act training programs and the State employment services for appropriate help. Ninety-two had been placed on on-the-job training, some after prior counseling and education in the skills center. The OJT placements included such occupations as auto body repair, woodpress operator, truck mechanic, pinsetting mechanic, and preapprenticable carpentry. Forty-four youth were placed in private employment. Twenty youth returned to school; several others returned to previous places of employment. Only one youth was sent to jail.

B. EDUCATION PROGRAM

Guidance.—Four hundred and forty youth in two action area elementary schools, plus 100 parents who meet weekly with counselors and other staff, participate in this program which has been highly commended by school personnel.

Rehabilitation classes.—Sixty youngsters who pose severe problems for the school and who don't fit into the regular classroom were served in four special rehabilitation classes. Three-fourths of these youngsters would have been suspended, retarding their progress further, if this alternative had not been available. In the first few months 10 had progressed to the point where they were able to return to their regular classroom.

Corrective reading.—Three thousand youth in action area elementary schools, 200 from junior high, and 60 from senior high participate in this program which, for a special period of every schoolday, helps them improve their reading skill. This program and the one above have been heartily welcomed by the admiration and faculty of the local public schools.

Team planning.—One hundred and thirteen teachers—all of the elementary and junior high teachers in the action area, plus several from the closest high school, meet in groups with instructional specialists to refine and improve school curriculums. The school system is so impressed with this program that they are adding more high school teachers to their staff, with local funds, in order to expand the program.

Study centers.—One hundred and seventy-five to two hundred youth per day attend these afterschool study centers, located in local public health and recreation centers. In addition to project staff, 25 volunteer college students and other older youth from the local community work closely with the youngsters, with noticeable changes emerging in attitudes toward academic work.

C. COMMUNITY SERVICE

Two neighborhood help centers have been opened quite recently. When fully operative they will help neighborhood residents receive a variety of needed services, and give them a say in what types of service they think their community needs. At one of these centers, the Community Chest operates a local planning service. A lawyer on the staff is developing a program of legal services for the neighborhood.

The bulk of the staff now working in these help centers are residents of the neighborhood. They are reaching out to young people and families with problems, seeing to it that they get the help they need. In addition they are working with neighbors' groups around common community problems and needs.

Senator CLARK. Let me ask you, Mr. Cohen, why you do not phase all of these programs into the poverty program and wind up this juvenile delinquency program which, after all, was largely pilot projects, and demonstration projects which have been going for 4 years now.

I am sure there will be questions in the committee and possibly on the floor, and I know over in the House, as to why we should not phase out and let the poverty program take it all over.

Mr. COHEN. Yes; I think that is a very appropriate question and I can see why it will be important.

As you know, from my statement here, quite a number of the projects are going to be phased into the community action program and we are doing that—

Senator CLARK. All except four, I gather. Now are we starting any new ones?

Mr. COHEN. No; we are not starting any new comprehensive demonstration projects. We are working on some smaller special demonstration projects, but not any of the new comprehensive ones.

Let me deal with that. First let me say the fourth one, the District of Columbia, has a special provision of \$5 million in the law.

Senator CLARK. I think you better tell us right there, since you brought it up, what the present status of the District of Columbia program is, how you evaluate it, and whether you think the \$5 million is being well spent, and perhaps how long you are going to take to spend it, and what you expect to get out of it.

Maybe one of your associates could answer that?

Mr. COHEN. I think Mr. Russell could give you a report on that, Mr. Chairman.

Mr. RUSSELL. Mr. Chairman, I would like to preface my statement by saying that Mr. Banks, of the United Planning Organization will be here later this morning and can possibly fill in more details.

Senator CLARK. Mr. Banks is representing a civic organization; is he not?

Mr. COHEN. United Planning Organization, which is the sponsoring organization of the project in Washington, D.C.

Senator CLARK. But they get their money from you?

Mr. RUSSELL. They get funds from us. They also get funds from the Ford Foundation.

Senator CLARK. So I think we would like to have your evaluation of the program.

Mr. RUSSELL. Yes, the Washington action for youth program started in October of 1964. It had been preceded by about a year and a half of planning during which time it pulled together the relevant organizations in the District of Columbia which have a stake and which have some competence in dealing with youth.

They also gathered a good deal of data to indicate what some of the major problems were in the Cardozo area of Washington.

They then designed a series of programs which would deal specifically with the various problems which they delineated during their

planning period. Some of these projects got underway even before the major action grant was made to them. Others are in the process of being implemented now.

During the summer of 1964 there was a large pilot project of a summer job program for more than 100 District youth. They have also carried out a program in which 10 returning Peace Corps teachers have been employed in the Cardozo schools to bring some of the know-how that they learned in their service with the Peace Corps to what amounts to another undeveloped area.

The goal was both to see if the imaginative approaches which they had learned in the Peace Corps could be utilized in such an undeveloped area as Cardozo, an area that had been deprived of many things.

Senator CLARK. How far along is the actual work and how much money has been spent to date?

Mr. RUSSELL. They have spent roughly three quarters of \$1.5 million which was allocated to them in fiscal 1964, and they expect to complete the expenditure of the \$1.5 million which was allocated during this year.

Senator CLARK. That would be a total of \$3 million.

Mr. RUSSELL. No, that would be a total of \$1.5 million.

Senator CLARK. How about the other \$3.5 million?

Mr. RUSSELL. The \$3.5 million we are requesting for this coming fiscal year.

Senator CLARK. In other words, you have the authorization, but you only have appropriation for \$1.5 million?

Mr. RUSSELL. We have the authorization for the full \$5 million, we allocated only \$1.5 million for the first year.

Senator CLARK. What was appropriated?

Mr. RUSSELL. \$1.5 million was appropriated for fiscal 1964, we are requesting an appropriation of \$3.5 million for fiscal 1965.

Senator CLARK. You are planning to spend the full \$5 million by the end of fiscal 1965? Fiscal 1965 is going to be over in June, do you want to clarify that?

Mr. RUSSELL. I am sorry, Mr. Chairman, I said 1964 and I meant 1965. The additional \$3.5 million is being asked for fiscal 1966 and 1967.

Senator CLARK. And 1967?

Mr. RUSSELL. We expect the expenditures will run into fiscal year 1967.

Senator CLARK. You have \$1.5 million appropriated, you are going to ask for how much for fiscal 1966?

Mr. RUSSELL. \$3.5 million.

Senator CLARK. But you do not expect to spend it all in fiscal year 1966?

Mr. RUSSELL. No, we do not.

Senator CLARK. What makes you think the Appropriations Committee will give it to you?

Mr. RUSSELL. The authorization of our bill lasted through 1966 only; we felt we should ask for the full appropriation.

Senator CLARK. How much did you ask for for fiscal year 1965?

Mr. RUSSELL. \$1.5 million.

Senator CLARK. You got everything you asked for?

Mr. RUSSELL. Yes, sir.

Senator CLARK. What have you got to show for it today?

Mr. RUSSELL. I mentioned the Cardoza project. There are also 10 District elementary schoolteachers who attended a 1-month training program for disadvantaged children which they are putting to use now in the schools in the Cardoza area. The Washington Parking Association has made several large hard-surface parking lots in this area available as playgrounds.

Senator CLARK. Do you keep an account of how the money is spent?

Mr. RUSSELL. Yes, sir.

Senator CLARK. Will you please furnish the amount of money broken down by function which has already been spent and the amount you expect to spend by the end of this fiscal year 1965?

Mr. RUSSELL. Yes, sir.

(The information requested follows:)

Cardozo juvenile delinquency project

	Funds expended Oct. 12, 1964-Mar. 31, 1965			Projected expenses Apr. 1-Nov. 30, 1965			Total annual project		
	Ford	Office of Juvenile Delinquency	Total	Ford	Office of Juvenile Delinquency	Total	Ford	Office of Juvenile Delinquency	Total
Preschool.....	\$61,848	\$56,549	\$118,397	\$139,996	\$95,295	\$235,291	\$201,844	\$151,844	\$353,688
Neighborhood law offices.....	18,109	25,008	43,117	79,774	87,650	167,588	97,883	112,802	210,685
Field office administration.....	11	59,552	59,563	---	83,650	83,650	---	142,202	143,202
Group foster homes.....	---	33	44	20,239	51,118	81,357	---	61,151	81,401
Shelter facilities.....	---	---	---	---	51,126	51,126	20,250	51,126	51,126
Community Residential Center.....	---	---	---	---	79,129	79,129	---	79,129	79,129
Youth aid.....	424	1,934	2,358	15,596	79,129	85,947	---	72,355	88,305
Research.....	12,178	24,007	36,185	191,360	203,234	324,594	---	227,241	300,779
Neighborhood Development Center.....	65,727	49,584	115,311	172,688	127,812	300,505	238,420	177,396	415,816
Neighborhood Development Center-Junior Police and Citizen Corps.....	---	---	---	---	---	---	---	---	---
Neighborhood Development Center-consumer education.....	---	---	---	---	26,060	26,060	---	26,060	26,060
Neighborhood Development Center-credit unions.....	---	2,842	2,842	---	30,158	30,158	---	33,000	33,000
Curriculum development and teacher training, Cardozo.....	---	2,267	2,267	---	27,733	27,733	---	30,000	30,000
Halfway House.....	---	63,418	63,418	---	69,407	69,407	---	132,825	132,825
Roving leaders.....	---	---	---	---	20,000	20,000	---	20,000	20,000
Newcomers.....	---	4,289	4,289	---	47,440	47,440	---	51,729	51,729
Urban League.....	---	---	---	---	---	---	---	---	---
Travelers Aid.....	---	---	---	---	18,619	18,619	---	18,619	18,619
Health.....	---	---	---	---	15,011	15,011	---	15,011	15,011
Executive Division.....	55,715	46,510	102,225	24,835	50,000	74,835	24,835	50,000	74,835
Total.....	214,012	335,993	550,005	701,101	1,164,007	1,865,107	915,113	1,500,000	2,415,113

Senator CLARK. Let us get back to you, Mr. Cohen.

Mr. COHEN. The question you had directed to me earlier had to do with the absorption of the program by the Economic Opportunity Act. I said there would be four that we were going to continue; the rest we were going to transfer to the economic opportunity program.

Senator CLARK. One of the four is Washington?

Mr. COHEN. One of the four is Washington, and the other three are the Boston, New Haven, and the mobilization for youth projects.

Now the reason why we are not transferring those three is, first, those were the earliest ones to get started. They are the farthest along. They are very comprehensive projects.

Senator CLARK. I should think that would be additional reason for transferring them since they have been going long enough to have gotten their roots in, you could sort of wean the baby.

Mr. COHEN. Well, I think the point that I was going to make is that we felt, in terms of the objectives of the original legislation as a demonstration program, that these three should be evaluated and that their overall evaluation should be made available both to the Congress and to the communities as a whole on the basis of a very intensive evaluation.

Now, I want to say this: I think that we have to be careful here in that no one is saying that all juvenile delinquency is related to poverty. There are a lot of other aspects of juvenile delinquency in relation to our society that are not solely poverty-related.

Senator CLARK. Let us just mention Leopold and Loeb and move on.

Mr. COHEN. Yes, I think we can accept that.

It was our thought that if we were to make available the findings to the Congress and to other communities and to the Nation as a whole for the future, there ought to be a rather comprehensive evaluation on the basis of what has actually been performed so that the Congress and the communities can judge whether there was anything valuable out of this.

In other words, Congress did not establish this program to, in effect, be a support program in 1961 for juvenile delinquency. It really looked upon it as saying, try some new ideas in these communities and see if something will work or if something will not work, and report back to the Nation as a whole as to the meaning and significance of this, and we felt that that responsibility could be carried in these three rather comprehensive projects, plus Washington.

Senator CLARK. Now, Mr. Cohen, why do you need \$6.5 million in 2 years to evaluate something that has already reached its conclusion?

Mr. COHEN. That is not solely for the evaluation; that is for both the continuation of the projects and the training during that period of time. I have not come to the aspect of training which I would like to because it is appropriate at this time.

In answer to your question, Senator, even with the termination of the comprehensive projects I think that there is going to be a continuing need for what I call special demonstration programs and certainly for training of personnel.

Now, I need not tell you because practically every program that comes before your committee demonstrates the tremendous shortage of personnel that exists to carry out education, manpower, training, delinquency, health programs, and so on, but as you know—

Senator CLARK. Include municipal, regional, and metropolitan area planning, will you. I am hoping to get some money for a program on that which the House Appropriations Committee turned down. The Congress adopted the legislation and now they will not fund it.

I think you would agree, would you not, that shelter has a very real impact on delinquency?

Mr. COHEN. There is, I think, no program that is more important in relation to poverty, in relation to squalor, delinquency, and so on, than effective housing and community planning and urban concern over the totality of the environment and I know there is a great dearth of trained and competent people in that area. That is really one of our great dilemmas in our society. Here, we have a lot of unemployment and yet in all of the key areas in which we want to make progress in the future toward the Great Society there is a tremendous shortage of professional and skilled and competent and trained people.

You can go down every field of endeavor and find that to be true, and certainly in this area we have a tremendous shortage of social workers, we have a tremendous shortage of people who can go into the correctional field, we have a tremendous shortage of people in probation and we have a tremendous shortage of people who are competent to work in the recreation field, youth serving agencies and so on.

Therefore, I would say, Senator, one of the big things, and I think it will be a continuing responsibility and it should be a continuing responsibility of the Federal Government, to help the local communities in the training of personnel.

Senator CLARK. Now, will you just give me a little bit more specific answer to the original question as to why the Office of Economic Opportunity cannot carry on these demonstration projects and three outside of Washington, just as well as the Juvenile Delinquency and Youth Crime Office can, and what is the relationship, administratively, to the poverty program and Mr. Russell's office?

Mr. COHEN. All right. Let me answer the first part and then I would like Mr. Russell to speak for himself about his continuing relations with the office.

I certainly have a very high regard for Mr. Shriver and his office. You ask why could they not administer it? The answer is "Yes, I think they could." They have very competent people who are handling this, but I do think it would be unwise to just terminate the whole responsibility for analyzing the elements of comprehensive demonstration programs in juvenile delinquency when they have such a great significance to other programs in the Department of Health, Education, and Welfare and the State and local agencies that we work with.

I think what we are looking forward to is that these comprehensive projects will have an impact on our rethinking and redirection of other types of programs in the Children's Bureau, in the Welfare Administration, in the health agencies, and in local communities.

We want to be effective in those continuing relations in the future and I think we would like to see that whatever these lessons are they are distributed and become embedded in the fabric of the State and local public and private agencies that have to carry on.

Senator CLARK. What were the factors which persuaded you and Mrs. Winston and Mr. Russell to abandon 12 of your 16 projects to the poverty office and retain four? What were the factors in that decision?

Mr. RUSSELL. I would not say we abandoned them, Mr. Chairman, we transferred the responsibility for funding over to the Office of Economic Opportunity.

The main factor which persuaded us to keep the projects was the fact that these projects with 1966 funding will be able to complete the demonstration phase, the demonstration aspects of the projects. This will enable us to milk these projects of the hard data which would tell us which programs were useful, which were not useful, and why.

As Secretary Cohen has said, this will have tremendous significance for programs throughout Health, Education, and Welfare and other Departments. It was the ability to complete the demonstration projects and milk the information from them that persuaded us to retain responsibility for these projects.

Senator CLARK. You could have kept all 16 or asked us to give you the money to keep all 16, or you could have kept 8, but why did you decide to keep 4? Is there anything significant about these four which make them more useful than others?

Mr. RUSSELL. They are far enough along so we can complete them within this fiscal year's funding. We feel that the other projects being transferred to the Office of Economic Opportunity may well have the demonstration and evaluation aspects muddled up by the inclusion of large sums of money and projects all over the city. We do have baseline data for these projects which will enable us to measure change, among other things.

Senator CLARK. Now, as of now, would you be prepared to recommend that if this extension you seek is granted that you can phase the program out at the end of fiscal 1968, or do you intend to keep it going indefinitely if you can get appropriation for the organization?

In other words, I am interested in your reaction to Parkinson's law.

Mr. RUSSELL. I am not really competent to discuss Parkinson's law. There are others who are much more competent than I in this aspect, Mr. Chairman, but we do feel there are specific aspects of delinquency which we have not been able to get into because we have devoted most of our energy and money to the comprehensive projects.

We think that the assumption by the Office of Economic Opportunity for the responsibility of most of these projects enables us to get into these specialized areas of delinquency which have been neglected.

Mr. Cohen has mentioned the fact that we have already started on a number of special demonstration projects. In the next 2 years we would hope, in addition to the completion of these three projects and their thorough evaluation, to further extend our efforts in these special demonstration projects to neglected areas where we do not have a great deal of information.

Senator CLARK. In other words, you intend to start some more projects.

Mr. RUSSELL. We have already started, this year, a number of smaller projects and we intend to continue investigating specialized areas of concern with delinquency with small projects, not comprehensive projects. Projects such as the Portland, Oreg., project where we are investigating the——

Senator CLARK. Mr. Smith tells me that the new, rather small projects which you are starting are fully described in this blue memorandum, "Delinquents Are People."

Mr. RUSSELL. Yes, they are.

Senator CLARK. So, perhaps we do not need to go into this any further.

I refer to my earlier question, perhaps Mr. Cohen could answer it better than you. Are you going to be back here so far as you now know in 1968 asking for another authorization?

Mr. COHEN. Not that I know of, Mr. Chairman. I, perhaps, am a little bit of an expert on Parkinson's law from my experience, so I would say at this time it was our intention that with the transfer of these projects, most of them, to the poverty program and then the analysis of these comprehensive projects, we would not come back for any more money for comprehensive projects; but as I tried to say to you, I think in the area of these more limited special demonstration programs and the training program, those two areas, I do see as a continuing responsibility in the Department of Health, Education, and Welfare.

Also for our continuing to work with States and localities I see those fields as a continuing responsibility.

Senator CLARK. Well, would this be part of the regular Health, Education, and Welfare budget for the Office of Juvenile Delinquency or would you want special authorization to continue the program which is now under consideration in S. 1566?

Mr. COHEN. Well, I think that is a matter that we would have to study very carefully. I think we want to give more attention to the problem of the President's program in the whole field of crime and how juvenile delinquency fits into that.

There has been a juvenile delinquency unit in the Children's Bureau for some time that has worked on technical consultations and worked with States. I think that is an important function of our Department which should be encouraged and continued, and I would hope that in the course of time it could be dealt with in the normal relationship of working with the State agencies in the youth field rather than our necessarily having a specific piece of juvenile delinquency legislation as such.

Senator CLARK. Now, have you and have your associates been in active coordination with Mr. Shriver and his people with respect to the proposed transfer of your work to him?

Mr. COHEN. Yes, we are, and I would like Mr. Russell to tell you about that because he has been responsible for those relations.

Senator CLARK. I would like it to be noted that the subcommittee has sent a letter of inquiry to Mr. Shriver regarding this whole area. The subcommittee's letter and Mr. Shriver's reply will be printed in the record at this point.

(The letter and reply follow:)

MARCH 30, 1965.

MR. R. SARGENT SHRIVER, Jr.,
Director, Office of Economic Opportunity,
Washington, D.C.

DEAR MR. SHRIVER: The Subcommittee on Employment and Manpower of the Committee on Labor and Public Welfare will hold hearings on S. 1566, extension of the Juvenile Delinquency and Youth Offenses Control Act, on April 7 and 8, 1965.

I understand that all but a few of the comprehensive demonstration and evaluation projects which have been conducted under section 3(a) of the Juvenile Delinquency Act have been or will shortly be taken over by the Office of Economic Opportunity as they come up for refunding.

The subcommittee in reviewing S. 1566 should be apprised of the circumstances, procedures, and policies under which these projects are being transferred to and administered by the Office of Economic Opportunity.

I therefore request that you submit to the subcommittee, if possible, by Tuesday, April 6, a written statement covering the following, in addition to such other matters as you may wish to include:

1. The relationship between projects conducted by the Office of Juvenile Delinquency and Community Action Programs.

2. The stage at which OEO has or will assume control of juvenile delinquency projects.

3. How the transferred projects will be administered as part of community action programs so as to preserve the policies and achieve the results intended under the Juvenile Delinquency Act.

4. How, and by what office, the collection, evaluation, publication, and dissemination of information relating to the transferred projects will be administered.

5. The effect of the transfer of projects to OEO on the funding of remaining programs under the Juvenile Delinquency Act.

With kindest regards,

Sincerely,

JOSEPH S. CLARK,

Chairman, Subcommittee on Employment and Manpower.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF ECONOMIC OPPORTUNITY,
Washington, D.C., April 9, 1965.

Senator JOSEPH S. CLARK,

Chairman, Subcommittee on Employment and Manpower, Committee on Education and Labor, U.S. Senate.

DEAR MR. CHAIRMAN: This is in response to your request for information concerning the transfer to this Office of most of the community demonstration projects now being conducted under section 3(a) of the Juvenile Delinquency and Youth Offenses Control Act of 1961. Your letter indicated that this information is needed by the subcommittee in connection with its consideration of S. 1566, a bill which would extend the Juvenile Delinquency and Youth Control Act and authorize appropriation of \$6,500,000 for carrying out juvenile delinquency programs for fiscal year 1966.

The Office of Economic Opportunity is most anxious to lend whatever assistance it can to facilitate early enactment of S. 1566, and I hope that the following information on each of the five areas of interest indicated in your letter will be helpful to the subcommittee.

1. The relationship between projects conducted by the Office of Juvenile Delinquency and community action programs

Juvenile delinquency comprehensive demonstration projects pioneered in the development of the community action concept now being implemented in hundreds of communities throughout the country under title II-A of the Economic Opportunity Act of 1964. There exists, accordingly, a pattern of similarity between these projects and community action programs that extends to almost every phase of operation. Both are based upon the belief that basic social problems can best be overcome through a many-sided attack requiring the mobilization of community resources; both encourage an approach which involves the disadvantaged themselves in an affirmative, active, and creative way in the solution of these problems; and both typically involve specific programs of components in similar areas, such as education and training, use of neighborhood centers and legal services to the poor.

In light of these similarities, it is hardly surprising that juvenile delinquency grantees have commonly been designated as the local community action agencies with overall responsibility for developing and implementing community action programs under the Economic Opportunity Act of 1964. This is true of the local

agencies administering 6 of the 12 projects to be transferred for future funding through this Office. In these cases, the local juvenile delinquency programs are already being operated as an integral part of local antipoverty programs. In the other cases, we believe that necessary working relationships between local juvenile delinquency grantees and community action agencies, to the extent they do not already exist, may readily be developed which will be fully consistent with the organizational framework within which community action activities are conducted.

2. The stage at which OEO has or will assume control of juvenile delinquency projects

The Office of Economic Opportunity will assume responsibility for transferred juvenile delinquency projects as their current grants from the Office of Juvenile Delinquency expire and as they are shifted to funding under the Economic Opportunity Act. For most, as indicated by the attached list of projects, this means a transfer this spring or summer and, at latest, early next year. Special efforts will, of course, be made to complete negotiations in each case in sufficient time before the expiration date to assure a smooth transition and to minimize the possibility of any program lapse. Since the projects can typically be treated as components of existing community action programs, rather than new or separate projects or demonstrations, no substantial difficulties are anticipated in this respect.

Transferred projects will receive grants on the same annual basis generally applicable to community action program grants. Because it is expected that they will normally become a regular part of community action programs instead of being treated specifically as demonstration projects, they may, of course, be continued by way of renewal grants beyond the period initially foreseen at the time the juvenile delinquency grant was initially made—a total of 3 years in most cases—to the extent this is warranted by an evaluation of program accomplishments.

3. How the transferred projects will be administered as part of community action programs so as to preserve the policies and achieve the results intended under the Juvenile Delinquency Act

Any transferred project which is funded under regular community action authority must of course meet the legal and basic policy requirements for community action programs. However, in view of the similarities between juvenile delinquency programs and community action programs, and the broad range of activities that may be included as part of a community action program, we anticipate few problems in funding components now being carried on in connection with these projects. In some cases, it may be desirable to continue support through our own demonstration authority, under section 207 of the Economic Opportunity Act, which provides latitude for some types of activities which are not necessarily appropriate for inclusion in a regular community action program. Should a project involve activities which cannot legally be financed as part of a community action program, as in the case of any program involving general aid to elementary or secondary education in any school or school system, the Office of Economic Opportunity will endeavor to assist the grantee in finding alternate sources of financing or support wherever this is appropriate.

Whatever specific arrangements are made in particular cases, the Office of Economic Opportunity expects that transferred projects will continue to reflect the policies and objectives under which they were initiated. To the extent they place special emphasis on problems contributing to delinquency, we believe there will be no serious problem in continuing that emphasis so long as it is consistent with local plans and desires and justified by performance. We will consult with the Office of Juvenile Delinquency, in this connection, prior to the time of transfer in each case, as necessary to assure that the conditions of what is essentially a renewal grant do in fact appropriately reflect the policies under which the program is now being carried on pursuant to the Juvenile Delinquency and Youth Offenses Control Act. We expect to maintain a continuing relationship with that Office that will permit us to secure its continuing advice and technical assistance with respect to these projects as well as problems of juvenile delinquency prevention and control generally as they relate to Economic Opportunity Act programs.

4. *How, and by what office, the collection, evaluation, publication, and dissemination of information relating to the transferred projects will be administered*

Principal operating responsibility for administering programs to be transferred, insofar as they will be funded as regular community action programs, will be assigned to the Operations Division, community action program, Office of Economic Opportunity. Evaluation plays an important part in connection with all community action programs, and the Research and Evaluation Section of the community action program Policy and Development Division will be responsible for this phase of program findings secured from these projects, just as in the case of other community action programs. It may be noted in this connection that the Chief of this Section, Dr. Sanford Kravitz, was formerly program coordinator for the President's Committee on Juvenile Delinquency, and is thoroughly familiar with practices and objectives of the juvenile delinquency program.

The Office of Economic Opportunity recognizes the special importance of evaluation in connection with the transferred projects. We are prepared to accept this emphasis and will work with the Office of Juvenile Delinquency to assure that information and findings from these projects can be analyzed in depth for their specific relevance of juvenile delinquency and disseminated in an appropriate manner by the Office of Juvenile Delinquency.

5. *The effect of the transfer of projects to OEO on the funding of remaining programs under the Juvenile Delinquency Act*

As pointed out in Mr. Cohen's statement to the subcommittee, the three projects, other than the District of Columbia program, which are being retained by the Office of Juvenile Delinquency, will conclude after another year and an evaluation will be made of their effectiveness in overall approach as well as the success of separate program elements. If these projects are to continue after that time, we would of course be prepared to consider them for community action funding on the same basis as any other proposal for title II-A assistance. Apart from this, the principal effect of the transfer should be to facilitate expanded support of the Office of Juvenile Delinquency for special demonstration projects and training programs. We would welcome such an expansion, as we believe it should contribute significantly to the success of our own efforts in the war against poverty. Special demonstrations, for example, may focus on some of the "hard core" problems for which solutions must be found if the objectives of the Economic Opportunity Act of 1964 are to be fully realized.

I very much appreciate the opportunity to advise the subcommittee of our plans. Please let me know if I can supplement or add to this statement in any way.

Sincerely yours,

SARGENT SHRIVER, *Director.*

OJD demonstration-action communities

OJD grantee	City	OJD expiration date
1. Crusade for Opportunity in Syracuse and Onondaga County, Inc.	Syracuse, N.Y.	Apr. 30, 1965
2. Houston Action for Youth, Inc.	Houston, Tex.	May 31, 1965
3. St. Louis Human Development Corp.	St. Louis, Mo.	June 30, 1965
4. Community Health and Welfare Council.	Minneapolis, Minn.	July 31, 1965
5. Youth Opportunities Board of Greater Los Angeles.	Los Angeles, Calif.	Do.
6. HARYOU-ACT, Inc.	New York, N.Y.	Sept. 2, 1965
7. United Community Fund of San Francisco (committee on youth).	San Francisco, Calif.	Sept. 13, 1965
8. Joint Youth Development Committee.	Chicago, Ill.	Sept. 30, 1965
9. Action for Appalachian Youth, Inc.	Charleston, W. Va.	Oct. 31, 1965
10. Community Action for Youth, Inc.	Cleveland, Ohio.	Dec. 31, 1965
11. Progress for Providence, Inc.	Providence, R.I.	Jan. 17, 1966
12. Lane County Youth Study Board, Inc.	Eugene, Oreg.	Feb. 14, 1966

Mr. RUSSELL. We have been consulting with them. Staffs of our offices have already visited two of the communities where we have, at this point, joint responsibility for projects. We expect that joint

staff will visit each of the communities where the transfer is going to be made, to continue with our fiscal management of the projects until the money which we have allotted to these programs runs out, at which point we expect an orderly transition since we will have already involved the staff of the Office of Economic Opportunity in considering their programs.

Senator CLARK. Do you happen to know if their judgment is in accord with yours with respect to your retaining these four projects?

Mr. RUSSELL. Yes, they are.

I would like to add that we have agreed to continue supplying consultation on the juvenile delinquency aspects of these programs even though the responsibility is being transferred to the Office of Economic Opportunity.

Mr. COHEN. I might say, Mr. Chairman, on that one point, that in the decisionmaking process in arriving at their handling these projects and our continuing those, I was not only with Mr. Shriver's office but the Bureau of the Budget and the Labor Department, I think this represents a Government-wide decision and a unanimous one, might I say, that this would be the proper thing to do under the circumstances.

Senator CLARK. As you know, the mobilization for youth project on New York's Lower East Side has been a very controversial project and has gotten a lot of newspaper publicity. I would like your evaluation as to the validity of the criticisms which have been leveled against that project and your own thinking or perhaps Mrs. Winston's or Mr. Russell's as to how effective that project has been and how well it stands up against the criticisms which have been leveled against it.

Mr. COHEN. I will let Mr. Russell give you his own impressions of that, but I think it might be wise at this point to put in the record a summary of those program, a very brief summary, that I think will give you a background of the activities of that particular program.

Senator CLARK. I will ask that the summary referred to by Mr. Cohen be printed in the record at this point.

(The summary referred to follows:)

SUMMARY OF THE PROGRAMS OF MOBILIZATION FOR YOUTH

PREPARED BY STAFF OF OFFICE OF JUVENILE DELINQUENCY AND YOUTH DEVELOPMENT

The Mobilization for Youth (MFY) program is based on the belief that successful efforts to prevent or control delinquency must provide young people with genuine opportunities to be nondelinquent. MFY holds that obstacles to legitimate achievement are chiefly responsible for juvenile delinquency among low-income groups. Through a network of programs in education, employment, services to families and individuals, group services, and community organization, MFY has created a new climate of opportunities on the Lower East Side.

The goal is not only to provide needed services, but to increase the responsiveness of existing institutions to the needs and interests of low-income groups. High priority is placed on programs designed to engage residents in organized community action.

MFY's work program includes counseling, work orientation, remedial education, subsidized work experience, on-the-job training, formal trade training, and job placement. Nearly 2,000 youths (70 percent of the jobless youths on the Lower East Side) have been registered in the work program. Ninety percent of these youths are school dropouts; 95 percent are Negro or Puerto Rican; 60

percent are on probation and parole; and a majority of their families are recipients of public assistance.

The youth employment program is a pioneering effort which has attracted national attention. In August 1964, the Department of Labor published a monograph which states that MFY's work programs have had a significant impact on the youth employment field. One of its most innovative features is the job ladder: a series of phased transitions in which youths progress rung by rung through training and work experiences tailored to their individual aptitudes and interests. MFY was the first nongovernmental agency authorized to handle Federal funds to reimburse employers for the costs of on-the-job training for handicapped youths.

MFY's educational programs are carried out in 25 Lower East Side schools. More than 10,000 children and youths have been served through these programs which include corrective reading, tutoring, preschools, guidance, counseling, and summer schools. New teaching techniques and materials have been developed for the teachers in the area.

The homework helper program has employed 250 high school youths as tutors of 570 elementary school pupils. This program provides needed assistance to disadvantaged children; at the same time, it provides incentives for student tutors to remain in high school.

The early childhood and preschool programs provide 860 children with enriched educational experiences. The youngsters enrolled in these classes show significant improvements in IQ test scores.

Through a variety of special in-school programs, 2,374 elementary and junior high school students have received special assistance in reading.

Four highly visible neighborhood service centers operate out of easily accessible neighborhood stores to serve area residents. Each center offers information, referral, and direct services.

These services range from advice on filling out employment applications to aid for newly released youthful offenders. Center workers deal with such problems of low-income persons as understanding the maze and policies of large municipal services, adjustment to the community, language barriers, discrimination, and poor housing.

Fears that low-income residents might have to be enticed to use the services proved unfounded. A statistical review showed that 2,213 families representing about 10,000 individuals sought them out during the first 16 months. In a typical month the caseload is 459 families.

The centers offer immediate service to those requesting help with or information about housing, education, public welfare, legal problems, and consumer problems. Small financial grants are made in emergency situations. Home-making assistance, babysitting, legal aid, and other concrete services are also provided.

Bureaucratic systems are at best difficult to manage, and low-income persons who need them most are least able to manage them. Therefore, one of the main functions of the center workers is to serve as "social brokers." The worker intervenes in the client's behalf and helps him to negotiate with the welfare department, schools, landlords, etc.

Along with services to families, the centers have established the following:

- A consumer clinic to provide consumer education and advice.

- A welfare clinic to assist residents receiving welfare by increasing their awareness of rights and responsibilities.

- Housing clinics to provide tenants with help in coping with landlord and code enforcement problems.

- An apartment-finding service geared to the reduction of discriminatory barriers in housing.

A legal services unit was established in January 1964 to provide legal advice, defense services, and legal counsel. MYF is only the third organization in the history of New York City to be granted the right by the courts to provide legal aid assistance. The unit provides legal representation in police stations, plays an active role in the disposition of convicted persons, assists in the conduct of trials, and helps in major areas of civil law such as housing, welfare, unemployment insurance, and consumer fraud.

More than half the people on the Lower East Side live in tenements, and over 60 percent of these tenements have been classified as substandard. Although replacement of slum tenements is seen as the long-range solution, short-term programs are directed toward the improvement of existing low-cost housing.

The housing services unit compiles information on rent control, building and health regulations, and code enforcement strategies. The unit has developed a set of procedures for use by all MFY staff members when they encounter evidence of housing code violations. It also maintains a housing information file of violations. The file has become an important resource for local organizations in their attempts to achieve code enforcement.

MFY's systematic collection and analysis of data on housing has made it possible to handle complaints efficiently and to make a concerted attack on the most serious housing conditions. During its first 6 months of operation, the unit received information on violations in more than 600 Lower East Side buildings.

Housing clinics not only provide information and advice, but also help tenants to initiate action against landlords who violate housing codes and rent control and to petition officials to enforce the codes. Several tenants have put their rent in escrow until the violations have been remedied. MFY has been empowered by the New York City Commission on Human Rights to process complaints of discrimination in housing.

On a pilot basis, youths enrolled in MFY's work crew program have assisted in the rehabilitation of two tenement buildings, and plans are now underway to cooperate with governmental agencies in an enlarged program of rehabilitation.

Services to groups include five major programs: the Young Adult Action Group, the Adventure Corps, the preadolescent program, the detached worker program, and the coffeshop program. More than 1,250 young people have been served through these programs.

The Young Adult Action Group (YAAG) began in November 1963 with 15 older teenagers and now has a membership of more than 100. The goal is to channel the energies and drives of older youths into constructive action for community improvement. The group conducts institutes on pending legislation, education, problems with the police, and civil rights. The members have found pleasure not in dances and camping trips, but in visiting public officials, publishing a community newspaper, and in sponsoring communitywide meetings on problems of concern to local residents. In February 1964, a group of 70 members visited Washington to support the youth employment bill and to meet with governmental officials and Members of the Congress. Available evidence suggests that members of YAAG have improved in their performance on the job, in school, and in the neighborhood.

The Adventure Corps serves 325 boys and girls from 9 to 13 years old. Each squad is composed of about 25 youngsters who meet weekly under the sponsorship of churches and community agencies. The focus is on programs congenial with a lower-class-life style which slum children can feel a part of and be comfortable with. Leaders and assistants are recruited from the community. Activities include physical fitness, drill, drum and bugle, bongo drums, music, and modern and folk dancing. Members have participated in community parades, jazz concerts, and a youth jamboree. Some squads raised funds to visit the grave of President Kennedy.

The preadolescent program provides small group services for 300 8- to 12-year-old boys and girls who are having difficulty at school. The goal is to prevent school failure by providing after-school social and remedial group programs, individual services to members and parents, close collaboration with teachers, and parent education. Programs are carried out through contracts with local youth agencies, all of which report high rates of attendance and enthusiastic support from parents and teachers.

The detached worker program provides a reaching out service to 18 street corner gang groups representing nearly 300 teenagers. The goals are to redirect the energies of gang members into acceptable activities, and to forge links between delinquent youths and needed community resources. Workers help gang members utilize MFY's work programs, legal services, tutoring, and neighborhood services. Educational programs are conducted with parents of gang members, and special group programs are being developed for gang members who are narcotics addicts.

The coffee shop program is directed toward older teenagers who are not normally attracted to existing recreational programs. The shops feature Spanish music, calypso, rock and roll, and folk music. Crafts, theater, and the arts supplement the dance programs. Coffee shop personnel provide a number of specialized services such as vocational counseling and tutoring.

As one means of increasing local residents' participation in community programs, Mobilization for Youth employs nearly 50 nonprofessional workers who

live on the Lower East Side. These workers serve as homemakers, tutors, parent-education aids, and community development workers. Mobilization for Youth has found that low-income, nonprofessional workers have particular expertise in coping with the life problems of the inner city and thus they are able to provide many useful services for their neighbors. Increasingly, other communities are following Mobilization's lead in employing indigenous workers in welfare and community programs.

The community organization program is another means of assisting residents to participate in the social and political life of the community. Mobilization for Youth holds that "participation by adults in decisionmaking matters about their interests increases their sense of identification with the community and the larger social order. People who identify with their neighborhood and share common values are more likely to try to control juvenile behavior."¹

The goals of the community organization program include (1) increasing the ability of local residents to participate in and influence community life; (2) dramatizing community needs and mobilizing public action to deal with those needs; (3) increasing the responsiveness of community institutions to the needs of low-income groups; and (4) improving the competence of local leaders to defend their constituents' rights.²

Mobilization for Youth provides staff and facilities to help local groups participate in community action on social issues—encouraging residents to act within their legal rights to deal with the problems confronting them.

In selecting local groups for service, Mobilization for Youth uses three criteria: First, the group must be composed of low-income people—that is, people in the bottom 20 percent of the economic structure.

Second, the group must be devoted to goals and strategies of action which are entirely within the law.

Third, the group must be interested in working toward goals consistent with those of Mobilization for Youth—such as expanding employment opportunities, educational opportunities, improved housing, or advancing civil rights.

Parent-education aids play an important role in the community organization program. In addition to providing direct service to newcomers, they help parent groups to discuss problems with school personnel and to take action when their concerns are not resolved.

Community workers cooperate with staff of the housing unit in conducting housing clinics, organizing tenant groups, and assisting residents to take direct action on their problems.

Mobilization for Youth also operates a store-front community organization program which serves as a base for a number of action groups, such as the Puerto Rican Mothers' Organization and the Negro Action Group.

The community organization activities are closely related to all other Mobilization for Youth programs. Participation in community action programs has helped residents to make greater use of the resources of agencies and institutions.

Through a contract with Mobilization, the Lower East Side Neighborhood Association coordinates the activities of several agencies, schools, and local organizations. Mobilization for Youth offers resources and advice to several existing organizations and councils, and has helped residents to form new groups to deal with their concerns around housing, urban renewal, consumer aid, schools, and welfare. The goal is not only to help the residents find solutions to their immediate problems, but to increase their ability to participate in the solution of community problems.

The community organization program stresses the necessity of autonomy and independence among the action groups which it serves. The Mobilization for Youth board of directors has not endorsed the activities in which local groups have engaged, but it does endorse the right of these groups to engage in constructive social action, and it provides, on a selective basis, staff assistance, financial assistance, and facilities. Many of the groups served by Mobilization for Youth have participated in nonpartisan voter registration, in the march on Washington, school boycotts, and group rent withholding.

Mobilization for Youth recognizes that efforts to help low-income people to bring about social change entails risks. "Mobilization is responsible to a wide variety of groups. Issues with which lower class organizations deal may

¹ Mobilization for Youth: A proposal for the prevention and control of juvenile delinquency, December 1961.

² Ibid.

threaten some of these groups, which may exert pressure to control the fledgling."³ The protests of parents and tenants have, in fact, met with resistance from established institutions, but Mobilization for Youth has not abandoned low-income action groups because they chose to grapple with controversial issues.

Mr. RUSSELL. Mr. Chairman, I would like to again preface my statement by saying that the new director of the project will testify before this subcommittee tomorrow and you can question him more extensively on it.

From the Federal point of view of the question about Mobilization, the controversy can be broken down into roughly two areas: (1) The area of fiscal management; and (2) the other area of social protest.

In the area of fiscal management our auditors discovered very early that there was, at the very least, sloppy bookkeeping and we have gone through the process with Mobilization which preceded the various newspaper attacks on it, of ascertaining precisely what the state of their accounting was, and they have now instituted a fully acceptable accounting procedure and auditing procedure. They have a very reputable firm engaged in redoing their fiscal accounting system and this process is now complete.

Senator CLARK. How do you evaluate the effort made to arouse the people in the area where the project was underway to assert civic and perhaps political pressures to achieve the aims of the project as a whole? This was what seems to have aroused all the bureaucracy of New York City.

Mr. RUSSELL. I think the first statement that should be made, Mr. Chairman, is the fact that neither the board nor the staff ever authorized anything that would be illegal. The two things that aroused the most controversy were the march on Washington, and the so-called rent strikes. I do not need to dwell on the march on Washington. The President was invited to this. The youth from the neighborhood who went to the march on Washington paid their own way; the staff that accompanied them were paid for by our project funds, but this was their assignment to see that these kids did not get into trouble. And I think they succeeded in seeing to this.

The other thing that aroused the controversy was the so-called rent strikes. I would like to point out this was a legal procedure by New York State statute enacted in 1938 which permitted tenants who have grievances to put their rent in escrow—

Senator CLARK. I am more concerned, Mr. Russell, with the problem of administrative judgment than I am of legality.

Is it the view of you and your people that the efforts which were made by the staff to encourage the families within the project to be active in their own interest, was a sound judgment?

Mr. RUSSELL. I believe that the efforts of the staff to arouse the people in the Lower East Side not to be complacent with such things as bad housing, overcrowded housing, unsatisfactory conditions in schools, is a worthwhile effort and one that we would share in.

Senator CLARK. I agree with you.

Now, Mr. Cohen, there is one other matter I would like to ask you about.

³ Ibid.

If you will turn to your statement, the paragraph No. 4 of your summary where you refer to special areas as new correctional and rehabilitation programs.

As you know, legislation has been introduced over in the House by Mrs. Green to authorize a program of research into the personnel training and other needs in the field of correctional rehabilitation. The bill is an amendment to the Vocational Rehabilitation Act.

There have been some suggestions that perhaps we ought to consider putting such a project in this act if we were going to do it at all, and I wonder what your reaction is. I am most anxious that we should not get into cross purposes with the House either in connection with this bill or any other bill.

I gather this is a matter where there may be some difference of opinion; I wonder whether you have a view on it.

Mr. COHEN. Mrs. Green, I believe, is starting hearings in the House today on that.

Our present thinking in preparation for this hearing is that the overall question of support for correctional personnel should supplement the President's programs on crime and law enforcement. We must look at the whole training problem in the larger correctional area for adults in relation to the President's other legislative proposals for crime and law enforcement.

Senator CLARK. Is there anything else you fine people would like to say. My questioning has been critical, not because I am opposed to this bill—I am not—but because I want to try to anticipate questions which may be raised by some of the other members of this subcommittee who were unable to come here this morning.

Mr. COHEN. I think perhaps Dr. Winston would like to say one thing, but I think I might also like to put in the record, since you asked me, at this point, what our criteria are for the special demonstration programs.

Senator CLARK. If you will just pause for a moment, I am going to ask Senator Randolph to take over as I unfortunately have to go to deal with the problems of foreign aid and South Vietnam.

Mr. COHEN. Thank you, Mr. Chairman.

Senator RANDOLPH. Off the record.

(Discussion off the record.)

Senator RANDOLPH (presiding pro tempore). Back on the record.

Mr. COHEN. Could I complete the one thought I had when Senator Clark left the hearing room, that I was just putting in the record the criteria for the special demonstration grant programs that the Senator has asked me about. I would like to have that included in the record at this point.

Senator RANDOLPH. Without objection it will be so included.

(Document referred to follows:)

CRITERIA FOR A SPECIAL DEMONSTRATION GRANTS PROGRAM

For the past 3 years the Office of Juvenile Delinquency and Youth Development, in cooperation with the President's Committee on Juvenile Delinquency and Youth Crime, has assisted communities throughout the Nation in the development and implementation of comprehensive demonstration projects aimed at the prevention of delinquency. Support for comprehensive projects now operating will continue to be a major focus of the Federal delinquency program under the Juvenile Delinquency and Youth Offenses Control Act of 1961, as amended.

With the extension of this act a new series of grants will be available to demonstrate innovative approaches to specific elements of the juvenile delinquency and youth crime problem.

WHO MAY APPLY

Grants may be made to any State, local, or other public or nonprofit agency, organization, or institution. Applications may be received from such organizations as community agents of control and socialization; for example, law enforcement agencies, schools, courts, juvenile departments, child welfare agencies, youth serving agencies, training schools, or other organizations working with law violating youth or youth in trouble. Priority will be given to demonstrations which recognize and relate to other services and activities of the community.

TARGET POPULATIONS

Grants will be made to applicants who propose to demonstrate effective approaches for working with youth who are deviant from societal norms or the norms of an agency or institution of society, and in particular, those youth who are, or have been, juvenile delinquents or youthful offenders or are in danger of becoming delinquents or youthful offenders.

It is the intent of this section of the Federal program to support demonstrations of direct services to those youth who represent society's greatest concern—the youth who deviate from the normative patterns of society and its institutions.

Although these demonstration projects must deal directly with youth, they may include work with their families and others who have significant impact upon the behavior and activities of these youth.

This means that acceptable projects must propose to work with individuals or groups of young people who fall into one of the following categories:

- (a) Have come to the attention of law enforcement agencies or of the courts because of delinquent activities;
- (b) Are involved in such activities that might bring them to the attention of police or courts if they were apprehended;
- (c) Have not been served effectively by educational, socializing, or treatment agencies because of conflict, actual or potential, with the rules, regulations, or normative behavior patterns of those agencies.

In dealing with such youngsters, special attention will be paid to supporting demonstrations aimed at particular groups with whom the Nation has had little experience, such as special minority groups, rural, suburban or small town delinquents, female offenders, etc.

TYPES OF PROJECTS

Applications should contain innovative approaches to the direct service of youth in the categories described above. These demonstrations should be aimed at affecting the kind, degree, or amount of deviant behavior. They should also offer ways of increasing the capacity and competence of communities, institutions, and agencies to deal more effectively with youth in trouble. This will include projects which demonstrate—

- (a) Innovations in methods and techniques of helping youth to achieve progress toward productive participation in society and toward reducing delinquent and deviant behavior; or
- (b) Revisions in agency or institutional structures, practices, and programs which are designed to assure more effective service; or
- (c) New interorganizational arrangements which relate the services of agencies and institutions more effectively to each other and to the needs of such youth; or
- (d) New roles for personnel, professional, nonprofessional, or lay, in service to such youth (and the training for such roles); or
- (e) Some combination of these.

These applications should deal with factors seen as causal to delinquency rather than symptomatic of its presence. In addition, granting priority will be given to those projects which seek to create new opportunities for nondeviant behavior on the part of youth.

SPECIFIC PROBLEM AREAS AND SUGGESTED APPROACHES

The following is in no way intended as a complete list of problem areas to be supported under the special demonstration grants program. However, they do represent concerns related to the problems of delinquent and deviant youth

where new approaches will be particularly encouraged by the special grants program.

(a) Alternates to institutionalization for youth: The sending of youth to a correctional school is often a choice of last resort for the juvenile court. Judges are aware of the generally crowded conditions of such institutions, their high cost to the taxpayer, and the high rates of recidivism for their inmates. In recent years, efforts have been made to offer alternatives to the commitment of youth. Such alternatives differ from probation in that they offer more intensive counseling (often on a group basis), greater emphasis on educational and vocational preparation, in some instances group residence in the home community, and in every case experimental methods for working with youth whose prognosis for success is generally less favorable than those placed on probation. The results to date represent much promise and little risk in the offering of non-correctional institution alternatives to youth who would have been formally committed. Further experimentation in this area of alternatives to commitment will be encouraged under the special grants program, and appropriate applicants will be courts, correctional institutions, and other public or volunteer agencies able to enter into a relationship with the courts for the purpose of a demonstration.

(b) Community services for the near-delinquent: Both the police and the juvenile court reject for processing a great number of the youth they see. While this rejection becomes a "breather" for these youth, for society it is an opportunity missed. The youth who was picked up by the police and not arrested, the youth whose misbehavior was not seen as serious enough to be labeled delinquent by the court are nevertheless youth who are apprehended displaying public misbehavior which may continue into future arrest and commitment.

The special grants program seeks to support programs of intervention at the point of first police contact which seek to channel the youth and his family to services already available in the community which may provide opportunity for conforming behavior in the future. Such services may include vocational training assistance, legal aid counseling, etc. Grants will not be available to establish such services, but rather to demonstrate new social mechanisms by which youth in trouble can get needed help. Often in such demonstrations, there will need to be changes in patterns of agency service so as to be more appropriate for these new clients. The programs of potential grantees will be scrutinized for awareness that help extended at the time of "pickup" can itself constitute a process of labeling and stigmatization which may enforce a youngster's definition of himself as a delinquent. Plans should be presented for keeping such stigmatization to a minimum.

(c) Intermediate modes of school system response to deviant behavior: Schools often have a very limited range of response to youngsters who are disruptive in their classrooms. In many schools there is little to choose from as between the regular classroom situation and expulsion (or the marking of time until dropping out is legally possible). The special grants program will be interested in supporting alternate modes of working with youth having difficulty in school, so as to forestall their being cut off from the school situation. Such alternate modes of response for youth in difficulty may include special tutoring efforts (e.g., employing youth who have displayed similar behavior in the past), special school groupings, cooperative schoolwork programs, etc.

(d) Special programs for the dropout: With society's increasing sensitivity to the problem of youth, we have sought to provide new employment and educational opportunities for those who were formally unreachable. Now we are beginning to learn that even the programs for dropouts have their own dropouts. The special grants program is interested in supporting efforts aimed at reinvolving these twice defeated youth. Such efforts may include innovative school programs for youth who had been dropouts, special programs to help youth reach and cope with employment, training opportunities, etc.

(e) "Halfway" programs: The transition from correctional institutions to home community is a frightening one for affected youth. For those without family support, it is a transition to make alone or with those peers whose values supported the delinquency responsible for the original commitment. Often the nature of the transition back to community life determines whether the youthful offender will recidivate. There have been a number of exciting efforts to stand with youth halfway between institution and community. The special grants program will support additional "halfway" programs (exclusive of facilities) of an innovative nature.

In addition to the above program areas, the special-grants program will give particular attention to applicants prepared to deal with the problems of drug addiction, female offenders, middle-class and rural delinquency.

EVALUATION

A demonstration program is hopefully a prelude to a change in the way things are done in a particular agency or community. We would expect any such change to more easily take place when there is evidence that the demonstration program has achieved its objectives. Toward this end, it is the policy of the special-grants program to support only those demonstrations which are prepared to evaluate their activities. Where the skills to conduct such an evaluation are not present in the applicant agency, we will expect the applicant to indicate the involvement of a university or other professional sources able to design and conduct the evaluation. The costs of such an evaluation should be submitted as an integral part of the applicant's budget.

TRANSFERABILITY

Careful attention will be given to evidence in an application which indicates that the grantee or other agency in the community is prepared to adopt the proposed program if it proves effective. Priorities will be given to those applicants who are capable of implementing the demonstration or are working in cooperation with agencies which are interested in adopting the innovation if proved successful. In some instances, grants will be given with the primary focus of producing knowledge of the effectiveness of a particular approach. Such grants will only be given to applicants who are in a particularly strategic position to disseminate and encourage the adoption of successful demonstrations. Applicants in this category might be State agencies, national standard-setting organizations, and academic settings.

WHAT MUST BE INCLUDED IN THE APPLICATION

(a) A description of specific problems and target groups to be dealt with in the demonstration.

(b) A statement of project goals in such form that their attainment can be evaluated.

(c) A detailing of the methods by which demonstration goals are to be achieved. The capacity of these means to attain stated goals will be of major concern in approving the grant.

(d) The proposed organization for dealing with the problem. Evidence that other agencies included in the project agree to participate.

(e) Resources available for commitment to the project. In addition to a detailed budget, evidence of resources should include appropriate facilities and available manpower to staff the demonstration.

(f) A procedure for evaluation. Where the applicant plans to contract for evaluation, evidence of the contractor's skills and interest in the project must be presented.

(g) Other activities and grants of the applicant which relate to the proposed demonstration.

Additional supporting information should include—

(a) Reference to other work or literature which has a bearing upon the proposed project;

(b) The potential for adoption of the demonstration program upon termination of the Federal grant;

(c) Connection between the demonstration project and other community agencies and services.

TIME LIMIT

Projects will not be supported for a period longer than 18 months. There is a special interest in grants of a shorter duration.

FINANCES

There is no stipulation as to the amount or kind of resources which an applicant must furnish as a counterpart of the Federal funds sought. However, applicants are expected to contribute as many of the resources necessary to the project as possible. Such resources may include facilities, equipment, over-

head, and other administrative costs. The extent of applicant participation in project finances will be seen as evidence of local interest and potential for making the activity permanent if the demonstration is successful. Grants, small in scope and budget, but large in their capacity to innovate and experiment, will receive funding priority.

PROJECTS NOT ELIGIBLE FOR FUNDING

(a) No project will be considered which is dependent upon conditions not easily duplicated in other areas of the Nation, because of such factors as utilization of personnel not readily available, because cost makes repetition unlikely, etc.

(b) Those projects which do not include direct work with youth.

(c) Those projects which seek Federal support for services they have performed in the past or for those activities which may be considered a normal part of the applicant's operation.

SUBMISSION DATES, REVIEW PROCEDURE, AND CONSULTATION

Applications may be submitted at any time to the Office of Juvenile Delinquency and Youth Development, Welfare Administration, Department of Health, Education, and Welfare, Washington, D.C. 20201. Such applications will be reviewed quarterly by a technical advisory panel which makes recommendation to the Commissioner of Welfare. Requests for consultation in the development of proposals may be made to the Office of Juvenile Delinquency and Youth Development. They will be honored consistent with the availability of Federal staff time. Forms and instructions are available from the above office.

Senator RANDOLPH. Thank you, Mr. Secretary. I wish to discuss the demonstration program at this point. I think it is appropriate to comment on one in focus with which I am familiar.

I am delighted that the former distinguished Attorney General, Robert Kennedy, from New York, is here today. He is not a member of this subcommittee but is intensely interested in these proceedings. I want him to feel that he is in every sense a participant with the subcommittee and express the hope that he will participate as he might desire in questioning.

Both of us have had an active, direct interest in Action for Appalachian Youth at Charleston, W. Va.

I see that some of the projects under appendix A-1 are marked by stars. I am not sure that that means they are going to continue to be luminous because there are some of us that might feel there could be some damage done by the proposed funding which would come under the Office of Economic Opportunity. Is that right?

Mr. COHEN. The asterisks here that you are talking about are for the projects that have been designated by their communities as the agency to develop and implement antipoverty programs and I believe there is one more you should correct on your sheet there, No. 12 should also have an asterisk—Providence, R.I. That was unfortunately omitted.

Senator RANDOLPH. I realize that what you are saying is that local agencies have been designated to develop and implement the anti-poverty programs.

Now I ask the question, Why are those agencies, which are not in this category starred, being turned over to the Office of Economic Opportunity?

Mr. RUSSELL. That is not quite accurate, Senator.

Senator RANDOLPH. All right.

Mr. RUSSELL. The agencies that are starred are those agencies which have acted as the poverty vehicle in the local community. This was

a local community decision. You are referring to the fact that a number of these communities will no longer receive funds from us but will get their funds for their community action programs from the Office of Economic Opportunity.

That decision was made on the basis that the Office of Economic Opportunity was authorized to support the same kind of programs that we were developing.

As I explained to Senator Clark, we have retained responsibility for three communities that are furthest along, that will enable us to complete the demonstration project and get the evaluation data from them. The other communities, with agreement with the Office of Economic Opportunity, will be supported at the same level that we had proposed to support them, so they can, in fact, continue their demonstrations without interruption.

Senator RANDOLPH. When will OEO assume control of the projects?

Mr. RUSSELL. We have been in contact with the staff of OEO and we have, in fact, visited several communities together. As their money runs out they will make their application to OEO instead of us. We have a firm agreement with OEO that they will treat them as we would have treated them and we will continue to give consultation as necessary.

Senator RANDOLPH. Mr. Russell, I was hesitant as I began this discussion. Those of us who are interested in the Juvenile Delinquency Act and the intent of the Congress in connection with this program want to be sure that these community action programs will be safeguarded. In other words, the policies which we sought to achieve should be protected. That is why I am asking you to discuss this a bit more fully.

Senator Clark may have had that information.

Mr. RUSSELL. I share your concern, Senator. I think we have accomplished one of the first responsibilities that we were charged with; namely, to develop a number of programs that are vital to undergird any delinquency effort, and as the responsibility for such programs is provided in different legislation with a different office administering it I think it is appropriate to commit that office to take the responsibility for such efforts while we continue to zero in on the more intensive delinquency problems, on the specialized delinquency problems that you cannot attack on a broad-scale basis.

Senator RANDOLPH. Well now, Mr. Russell, how will we do this job? What office will have charge of collection, evaluation, publication, and dissemination of information that will relate to these projects that have been transferred?

Mr. RUSSELL. The Office of Economic Opportunity also has an interest in evaluation and I cannot speak for them but I assume that they will continue to be interested in it. We will also continue to try to get the data from the other communities which they are taking responsibility for; we are not as optimistic about getting hard data from these communities since there will be an infusion of large sums of money, possibly even in the target area that we have already designated but we are sure that the four projects for which we are retaining responsibility will give us enough hard data to generalize for other communities around the country.

Mr. COHEN. Senator, I would like to make a comment——
Senator RANDOLPH. Secretary Cohen.

Mr. COHEN. Irrespective of the way in which this particular 1961 law or its continuation is handled, we have a continuing responsibility in the Department of Health, Education, and Welfare and particularly through the Welfare Administration Children's Bureau for the continuing work in juvenile delinquency. Senator Clark asked me before you came in what happens if this act ultimately terminates? We had specific responsibility before the 1961 act for the whole general field that pertains to juvenile delinquency and we would still have the responsibility of dissemination of information, technical assistance to the States and localities within the framework of our appropriations, even if this 1961 act ultimately were repealed or were no longer effective.

I want to assure the committee that the Department is going to continue to exercise its responsibility to work with the States and the localities, public and private groups, in this whole field of juvenile delinquency.

Senator RANDOLPH. Thank you, Secretary Cohen.

I was naturally concerned because sometimes we feel that a program is initiated, committed and cared for and then it becomes lost in a bigger program that does not have the emphasis on it which was attached at the beginning. This is the reason for our discussing the project I know best, which is the West Virginia project.

Mr. COHEN. Dr. Winston wanted to say something on this, Senator.

Dr. WINSTON. What you have just said, Senator, underscores the importance of these special demonstrations which we propose to be able to continue where we can focus specifically on particular areas of juvenile delinquency because we regard it as so important that we retain the highly specialized skills and knowledge about juvenile delinquency so there will be a focal point in government which is recognized as having great knowledge and experience, that is constantly seeking better ways of very specifically dealing with the many facets of juvenile delinquency today.

Senator RANDOLPH. Then you will have published and distributed information to individuals and groups based on what is going to be done and what has already been done. Is that true? I am just interested in the flow of information.

Dr. WINSTON. I really do not think that is enough; the first stage is to summarize the data and get your findings out, but it is also important to have a continuing responsibility to see that what we learn is built into ongoing programs so that we get the full benefit of what we have learned.

Senator RANDOLPH. We are speaking of \$6.5 million as an authorization, and I am just wondering how that money is going to be spent. How much for community projects? Special projects? And training?

Perhaps other areas and categories.

Mr. RUSSELL. We are proposing to spend \$3.6 million for demonstration projects. This will be broken down into \$1.8 million for the three comprehensive projects; \$1.8 million for the special demonstration projects; in addition we will spend \$2 million for training, and about \$900,000 for technical assistance and administration.

In addition, there is \$3.5 million being requested for the District of Columbia comprehensive project which is provided for by special amendment.

Senator RANDOLPH. Well then, Mr. Russell, could you be a little more definitive on the functions of the interrelationships among these youth employment demonstrations and action programs as they now are set into three or four Federal programs?

Mr. RUSSELL. You mean the relationships between the different departments?

Senator RANDOLPH. Yes; do they overlap—I will make it very blunt—do they overlap, because that is what you are now getting into?

Mr. RUSSELL. No, sir; I do not think there is any particular overlap. The projects are receiving funds from a number of different sources, although the programs were designed by the projects which we originally mounted.

The funds for youth employment programs, for example, have come from OMAT. Each department has kept in close touch with the other funding sources and we have had joint consultation among ourselves as to what was going on. There is no duplication of funds from different departments or sources going into different programs.

Senator RANDOLPH. I am very delighted you reassured the subcommittee on that fact; there has been some question in the minds of members as to the possible overlap.

I do not want to continue questioning at too great length. But has the number of youth offenders increased any from year to year? What figures do you have that might help to make this record meaningful?

Mr. RUSSELL. I will be glad to submit the exact figures. We have two sources of data, one from the FBI and one from the Children's Bureau, they are based on different sources. The FBI data are based on police arrests, the Children's Bureau on the juvenile court adjudications, both on samples. Both of them show a continuing rise in juvenile delinquency.

It is difficult to put these into numbers so we can make estimates. But the fact that both of these sources coming from different bases of data show a relative parallel rise, leads us to believe that the rate has, in fact, been increasing.

I will be glad to submit for the record, Senator, the latest data available.

Senator RANDOLPH. How do you characterize a youth offender?

Mr. RUSSELL. It is difficult. There are a number of different ways, as you know, Senator, to characterize it. My own definition would be a person under a certain age who breaks the law, whether or not he has been apprehended.

Senator RANDOLPH. Off the record.

(Discussion off the record.)

Senator RANDOLPH. On the record.

Mr. RUSSELL. I think the incident which you told us about is definitely a delinquent incident and the youths who were involved are delinquent whether or not they have been apprehended.

Senator RANDOLPH. Yes; it is difficult to apprehend, is it not?

Mr. RUSSELL. Yes, it is, and it is even more difficult to convict if you observe the rules of legal evidence.

Mr. COHEN. I think, Senator, one of the big problems you are raising by your question, I know I have given thought to a great many times, is when one of these offenders in a case like that is apprehended, what is the course of action that you should take in connection with the first offense because some of those people are not likely to become juvenile delinquents in the normal sense.

There is a certain youthful exuberance, lack of judgment, immaturity, many times it arises out of specific events, but I do not think we need to conclude necessarily in every case that those people are going to exhibit very antisocial behavior in the future.

I know as I have talked with men in the ensuing years we all tell about certain activities when we were a youth that we would not be very proud of talking about today, but that does not mean that every young boy or young girl who engages in some rather unfortunate episode is necessarily going to become a delinquent in the sense that we are dealing with today, but it does mean, I think, that we have to have more facilities and arrangements and personnel at the local level to deal with this adolescent exuberance.

Senator RANDOLPH. Secretary Cohen, I think the persons who should be dealing with it are the parents.

You have in being already the people that should be dealing with these problems as well as those that are hired specifically to deal with it. We know that much of this difficulty, Secretary Cohen, is coming because when the children come home in the afternoon from school, the father is working and now the mother is working; is this not true?

Mr. COHEN. There is a great deal of truth in that, Senator, that a large part of our failures in this field is due to the lack of adequate parent supervision and parental guidance and I may put it this way—immaturity on the part of parents themselves in dealing with these very grave problems.

Here, of course, we come into a very difficult and complex field. It is neither the purpose nor the function of the Federal Government to interfere with how the parents raise their families, but we do so the end product of this lack of preparation and supervision. What I was talking about in connection with persons, friends, as you know from the work that we have done with you on the education bill, refers to guidance and counseling people right down into the third and fourth grade in the elementary and secondary schools.

You have to be able to help the children and help the parents and help the community to deal with these things. You have to have adequate recreational facilities so that this youthful enthusiasm and activity can be constructively channeled. You have to have programs for these young boys and girls—

Senator RANDOLPH. Summer programs as well as during the school year.

Mr. COHEN. Summer camps, you have to have programs as we have talked so many times with you on the vocational education side for the young boy and girl who is not interested in the academic program, who becomes the disturbed child in the 8th, 9th, and 10th grade.

In other words, this whole problem we are talking about proliferates into every aspect of our family life, into the educational system, the recreation system, into the responsibility of the local community for

having the kind of people and facilities that will take care of these problems.

Senator RANDOLPH. I do not want to be misunderstood, Secretary Cohen and Dr. Winston and Mr. Russell, I have sponsored the original legislation and support the continuance of the program. I feel that it is imperative that we continue constructive efforts in this area. I do become concerned that sometimes we lay program on top of program; we create layers of programs, which tend in part, to cause this—let us say—immature parent that you are talking about to feel, now, someone else is doing this job, so it is not necessary for me to make my contribution.

Is this a concern of yours?

Mr. COHEN. Yes; it is a concern in this sense: I do not think of them so much in the sense of layering. I think as we develop these different programs we have gaps in which problems and responsibilities fall through; I mean, we have an educational system and when you talk with educators sometimes they say, well, it is not our problem to handle all the other social, noneducational needs in the community, and the health agency, or the welfare agency, so on, might speak similarly about their responsibility, but when you are dealing with a problem like juvenile delinquency that involves all of them, that is why we have been so concerned about tackling this problem from a comprehensive point of view.

Senator RANDOLPH. Thank you, Mr. Secretary.

Mr. Russell, as I understand, you will make figures available to the subcommittee in reference to the question I asked?

Mr. RUSSELL. Yes; I will.

(The figures referred to follow:)

INCREASE IN YOUTH OFFENDERS, FBI ANNUAL UNIFORM CRIME REPORTS

From 1955 to 1960 (pp. 18 and 19 of 1960 report) the youth population increased 25 percent, while juvenile crime rates were up 48 percent. After 1960 the following trends are reported:

Persons arrested under 18 years of age

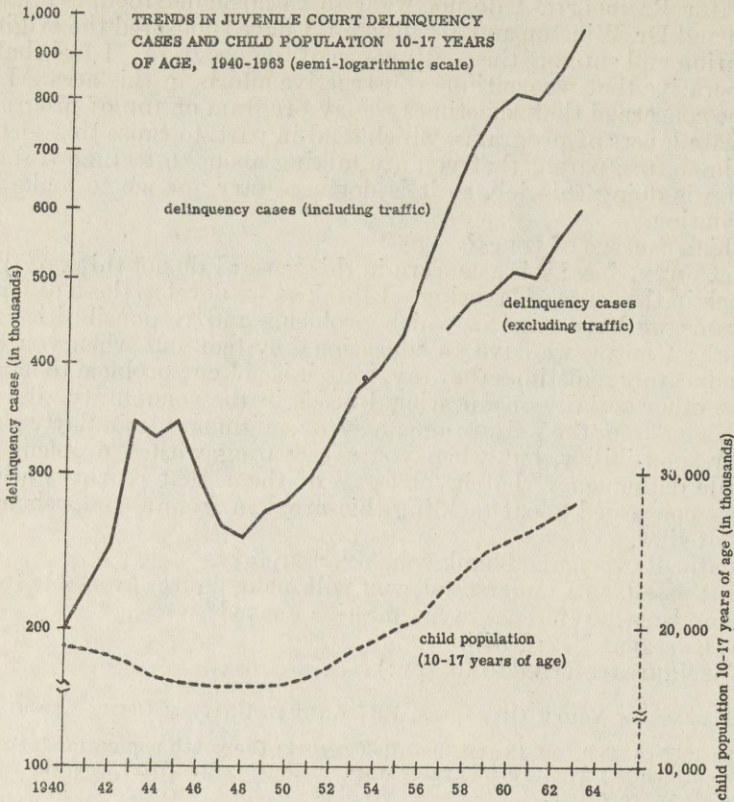
Year	Percentage increase over prior year	Page number of reports
1960.....	8	P. 16 of 1960 Uniform Crime Reports.
1961.....	4	P. 15 of 1961 Uniform Crime Reports.
1962.....	9	P. 18 of 1962 Uniform Crime Reports.
1963.....	11	P. 26 of 1963 Uniform Crime Reports.

The FBI has not at this time published adjusted figures which would make the earlier ones comparable to those of 1963 except that in the 1963 report, 1962 adjusted figures are given. All earlier reports are based upon selected cities and rural areas which are not reported.

The latest comparable statistics for arrests in the age group under 18 years are:

Year:	Number arrested under 18 years of age
1962.....	575, 625
1963.....	638, 671

The Children's Bureau using juvenile court cases shows a similar trend:



From Juvenile Court
Statistics, 1963 - Children's Bureau
Statistical Series #79, P-14

From 1960 through 1963, the trends in court cases as compared to changes in the population of the age group under juvenile court jurisdiction are shown below.

Juvenile court statistics

Year	Juvenile court cases (excluding traffic)	Percentage change in cases over preceding year	Percentage change in population
1960	510,000	+6	+3
1961	503,000	-1	+3
1962	555,000	+10	+4
1963	601,000	+8	+4

Senator RANDOLPH. Also, can you tell us the number of youth offenders and the potential youth offenders that have in your opinion been constructively influenced by the workings of these programs

under the Juvenile Delinquency Act? I think this is important. We feel the impact of good. What do you say on that?

Mr. RUSSELL. Senator, if I tried to make those figures available now I would just be speculating. I would much rather wait until we had hard data.

Senator RANDOLPH. Yes. Perhaps you might project that in fiscal 1966, how many you feel might be influenced; show what we are attempting to do.

(The information requested follows:)

NUMBER OF YOUTH OFFENDERS AND POTENTIAL YOUTH OFFENDERS

There are over 98,000 youth presently participating in programs operated by the juvenile delinquency demonstration projects. We expect that within the next year over 150,000 youth will be constructively influenced. Indirectly over 270,000 youth in the demonstration target areas are constructively influenced by these programs.

Senator RANDOLPH. I think Dr. Winston spoke of evaluation or at least we discussed the success of the demonstration programs, how as they are being conducted and the time they are returned or completed.

Now, what will be the procedures, what will be the guidelines, what will be the criteria? Will these be flexible or will you have a set of rules?

Dr. WINSTON. Well, in this whole business of evaluation you tailor your methods of evaluation to the type of project which has been undertaken. We have reports that are made periodically with regard to all of these projects so that we have a pretty good idea of the direction in which they are going, but the staff has brought in or insisted that there be available competent people to do these special evaluations for us. Mr. Russell can tell you who is carrying out the evaluation of each of the three projects that we anticipate will be terminating at the end of this fiscal year.

Mr. RUSSELL. If I may, each of the projects when they presented their programs to us also had to present an evaluation design and research people have been employed in each of these projects to do a continuing evaluation. We will have the hard data and it will take another year or so to get the hard data to see what the effect of these projects have been.

Senator RANDOLPH. Are you trying to think in terms of these projects helping the children service programs under the Health, Education, and Welfare program?

Mr. RUSSELL. Absolutely. We feel some of the techniques and ideas generated by these projects will have great significance for many of the programs in the Department of Health, Education, and Welfare and other departments.

Senator RANDOLPH. Then you will have specific benefits that you think will flow—information and evaluation?

Mr. RUSSELL. We would be greatly disappointed if we did not.

Mr. COHEN. Senator, you see that is a very important point, we have such a pervasive problem here unless we can take this evaluation data and get them back onto the thinking of the Governors, the State youth commissions, and State institutions and at the local level, this will all be just some more literature in the library. We do not want that; we want to get the results of this into the thinking, into the activity,

into the training of the personnel at the local and State level where you have continuing responsibilities in this area.

The police, the probation and parole people, the judges, the State youth agencies, the boards of private agencies in the communities. All of those will have to be influenced if we are to make a more effective attack on this problem, in my opinion.

Senator RANDOLPH. Yes. Mr. Secretary, I am not sure when I asked this question whether I am critical or in the posture of commending, but I am wondering, could not these benefits which you want, these answers that you desire, could these not be given to you and still have the programs transferred to the so-called antipoverty program rather than held by you?

Mr. RUSSELL. If I may, it is very difficult to get hard data on any project of this kind.

Senator RANDOLPH. You mentioned that before.

Mr. RUSSELL. Yes, sir. The poverty program has a tremendous assignment and they have to devote a great deal of their energies to developing programs to getting them started. I think it is much more likely that we can extract the data from these projects, having had continuing experience with them over 3 years, than if we transferred them to another program, and assure the extraction of the data if we maintain continuing responsibility, and I think the poverty people agree with us.

Senator RANDOLPH. Thank you.

Dr. WINSTON. I think there is another facet, and that is that we have long continuing relationships with the State and local people who would be in the best position to build in new knowledge and new ways of handling these problems across the country. So you need to look at the opportunity for widespread use of the findings as contrasted with selected communities.

Senator RANDOLPH. Thank you, Dr. Winston.

In the statement, I believe the figure 12,800 was mentioned as having received training.

Mr. RUSSELL. 12,500.

Senator RANDOLPH. 12,500 who have received training.

What are the professions, the disciplines, that have been given to these trainees?

Mr. RUSSELL. We have a list in the testimony, Senator, but briefly they cover the whole range of people who have an effect upon children—juvenile court judges, parole officers, boards, social workers of various descriptions, sociologists, subprofessionals with no particular disciplinary training, and even people on the management level in cities.

Senator RANDOLPH. I ask this question, Mr. Secretary, because I think many people are wondering how qualified are the people that are carrying out this program? Do you have difficulty in finding adequately qualified people?

Mr. COHEN. I do not think—let me put it this way: I think there are a lot more people who would be willing to be trained in these programs and who have competence if there were greater opportunity to give stipends to them and if, as I hope we will, we would be engaged in a little bit longer duration training.

Obviously, if you have a 1-week or 2-week training course you can do something; if you have a 6-week training course for some people you do better. There are some people that need a year or 2 years of training if they are to be making a real contribution, and I think it is true that we have only started, really, in this. We need to intensify our efforts in the training area much more than before.

Senator RANDOLPH. Are you saying that these people dealing with the juvenile problem need a training different than those that are trained for handling adult offenders?

Mr. COHEN. Yes, I think many of them do. I think people working in juvenile courts.—I happened to be talking with a number of people the other day who are concerned about juvenile court judges. Let us take an area there.

Juvenile court judges, in the past, have thought that their work was in the probate field largely, but, actually, if you are getting these youthful offenders coming before the courts you are going to have to train and give the judges the value of a lot more of the knowledge of the social sciences and of criminal behavior; you are going to have to bring into the courts trained workers—social workers and other people—who can work with the judges and the family.

You mentioned the family before. One of the points at which you can—it is probably a little bit too late but never too late really to have somebody working with the parents at the point where delinquent behavior has become present in the community and the child, let us say, has been apprehended.

The juvenile courts of this country are not equipped to do that on an across-the-board basis with qualified personnel. In my own State of Michigan, I know the judges, the court staffs. I know that the competence of the people is not there today and we have to put in a lot more in the training of those and it would be very helpful and make a very great contribution.

Senator RANDOLPH. Secretary Cohen and Dr. Winston, and Mr. Russell, we are helped by your testimony, by the response to our questions; the majority of us feel, I believe, with you, that the program is important, that it must be carried forward. We trust and believe that you have found some answers that are going to help you to do a better job in the future.

I do not want to be negative in any sense; my questions have been, perhaps, probing because I think we have to be certain that we can go before the Senate and not only justify but substantiate in very constructive degrees that which has been accomplished.

Thank you, very much.

Mr. COHEN. Thank you, very much.

Senator RANDOLPH. Sam Merrick?

Mr. Merrick, will you identify yourself and the position you hold and also identify or have your associate who is at the witness table identify himself?

Mr. MERRICK. I certainly will.

**STATEMENT OF SAMUEL V. MERRICK, ESQ., SPECIAL ASSISTANT
TO THE SECRETARY FOR LEGISLATIVE AFFAIRS, DEPARTMENT
OF LABOR; ACCOMPANIED BY EARL T. KLINE, ASSISTANT DIRECTOR,
THE OFFICE OF MANPOWER, AUTOMATION, AND TRAINING,
DEPARTMENT OF LABOR**

Mr. MERRICK. I am Samuel V. Merrick and I have the honor to represent the Secretary of Labor as special assistant for legislative affairs. I have with me Mr. Earl T. Kline, who is the Deputy Assistant Director of the Office of Manpower, Automation and Training, and whose charge in that organization is evaluation, and I, a mere generalist, thought, perhaps, in case we got beyond depth, that he would be able to supply the committee with technical answers.

Senator RANDOLPH. Off the record.

(Discussion off the record.)

Senator RANDOLPH. On the record.

We will include your prepared statement at this point in the record.
(The prepared statement of Mr. Merrick follows:)

**PREPARED STATEMENT OF SAMUEL V. MERRICK, SPECIAL ASSISTANT TO THE
SECRETARY OF LABOR FOR LEGISLATIVE AFFAIRS**

I welcome the opportunity to testify in favor of S. 1566, a bill to further extend the Juvenile Delinquency and Youth Offenses Control Act of 1961.

I have the pleasure and privilege of appearing before the committee in two roles: I have served the past 12 months as Assistant Manpower Administrator for Youth Programs, and for 2 years I have represented the Secretary of Labor in his role as one of three Cabinet members on the President's Committee on Juvenile Delinquency and Youth Crime.

It is significant that in the Department of Labor responsibility for the alleviation of juvenile delinquency is expressed in terms of manpower programs. While employment is not the only answer to delinquency, nor jobs the only cure for youth crime and hostility, it is true that there is a high correlation between the incidence of delinquency and joblessness.

You have been told that the level of juvenile delinquency is now at the highest point in the history of this country. Our newspapers and magazines are daily reminders of what rather inexact statistics suggest is becoming a threat to our very safety and certainly an ugly blot on a way of life which promises equal opportunity for all. We know that a national unemployment rate among teenage youth of 15 percent gives little clear grasp of large areas of urban slums where 50 percent or more are unemployed—where conditions of social disruption and hopelessness permit emancipation only for the heroic.

Furthermore, just any job is not enough. The need is for meaningful employment which will serve to provide income sufficient to live in decency and to prevent the vicious cycle of antisocial behavior from repeating itself in future generations.

Therefore, as part of its own manpower role, its concern for the causes and results of unemployment, the Department of Labor favors the continuation of programs supported by the Juvenile Delinquency and Youth Offenses Control Act. It further favors the continuation of the President's Committee on Juvenile Delinquency and Youth Crime which has drawn its support from the existence of the act.

1. THE NEED FOR COORDINATED SERVICES

The enormous job of combating juvenile delinquency does not seem likely of fulfillment absent the coordinated effort of several departments, several disciplines. Successful government in this day of challenge and change cannot serve within the neat jurisdictional limits of traditional duties. Crime solution and prevention relate to welfare, health, education, and job preparation and job holding. The President's Committee has been a constructive force in bringing many agencies and disciplines together. It has spawned new ideas, new institu-

tions, and whole new programs. There is no reason to believe that its mission has been fulfilled or that this year's legislation is the apogee of its influence.

The Committee's notable accomplishments have not solved the situation by any means. They have served more to reveal the vast complexity of the problems; the widespread ramifications which had only been partially appreciated and the urgency of prompt and concerted action required to stem the situation from worsening to a stage beyond our control.

2. THE OPPORTUNITY FOR EVALUATION

The four urban projects—ABCD in Boston, CPI in New Haven, Mobilization for Youth in New York, and UPO in Washington, D.C.—under the supervision of the President's Committee, afford likely prospects for carefully structured research and evaluation.

The Department of Labor, as this committee is aware, is fully cognizant of its responsibilities to evaluate the successes and the failures of manpower programs. Unfortunately the laboratory conditions for measuring human change are much more difficult to contrive than those which permit analysis of the natural sciences. The variables in the social sciences are not yet in hand, much less the formula for solution.

It is particularly difficult when the cry for service from a generation of young people imposes an imperative for action now.

There has recently come to light a thought-provoking debate among some of the topmost professionals in the area of youth employment. As article followed article, it became obvious that the task of finding out program impact upon individuals had hardly started. Assuming that agreement could be reached on what constitutes successful placement in what kind of job (and how far away we are on that) many factors have to be considered before a placement record can be properly evaluated—such as minority status, education attainment, family status, police record, etc., of the trainees.

In summary, therefore, the four projects which continue to be the concern of the President's Committee on Juvenile Delinquency afford ideal opportunities for structuring an evaluation program. I hope the Department of Labor will not miss this chance to find answers to very sophisticated questions.

3. DEMONSTRATION OF SUPPORTIVE SERVICES

The Department of Labor has about completed approval of the 1965 round of a nationwide system of increased youth employment services. The Youth Opportunity Centers now being started in a hundred cities derive from many sources for their inspiration and conception. Not least is the pioneering activity in coordinated demonstration projects sponsored by the President's Committee.

The basic service of ABCD in Boston, like YOB in Los Angeles, was to reach out into the neighborhood where the youth were reaching maturity; provide counseling and then training experience in preparation for employment; develop job opportunities among employers whose interest in the kids had been enlisted; and finally, place the youngster in a job and provide him with followup service and help so that he can keep the job. This type of service is identical to that now being planned by the Youth Opportunity Centers.

The juvenile delinquency projects developed by the Department of Labor thus provided the working models, the know-how and skilled manpower which have helped, beyond a doubt, the now production-line model of a Youth Opportunity Center.

I should warn, however, that the production model is not complete—the Model T did not have a heater, a self-starter or fuel pump. It is to demonstrate the need for, the feasibility of, and the operating problems in providing supporting services that a program under this bill will be of great help to the Department of Labor's manpower programs.

Examples of services which we want to know more about and which cannot be performed under present statutory authorization are prerelease training for youth in penal confinement, legal services, health examinations and care, dope addiction treatment, halfway houses for rehabilitating hostile youth.

The Department of Labor will look to the juvenile delinquency program for demonstration projects showing the usefulness and operational techniques for such services which might properly be coordinated with the Youth Opportunity Centers.

4. TRAINING OF YOUTH-SERVING PERSONNEL

The extreme shortage of youth-serving skills is well known. Counselors, counselor aids, youth workers, work supervisors, and these and many others with sufficient educational background, experience, aptitude and desire for work with today's youth are much sought after.

The training grants already made constitute an enormous contribution to the alleviation of this shortage. They have not only trained many personnel, they have developed curricula for others to use and they have established some 12 university centers for training. The Department of Labor in the establishment of its Youth Opportunity Centers has already reaped a bountiful harvest from the seeds sown by the President's Committee.

The specific project to which I have reference was last summer's Project CAUSE.

Project CAUSE was a remarkable training program for which the Department of Labor has full justification to boast. In a short space of a few months 22,000 applications for the training course in counseling were processed. Ultimately some 1,830 persons were selected and referred to an intensive 10-week training period. The training was conducted at 27 universities and colleges throughout the country. I have with me a more detailed description of this program and I feel quite sure that the members of this committee will welcome the opportunity for examining it.

The moral of the CAUSE project, however, today is that the 12 universities with their training know-how formed a critical nucleus for the assembling of this outstanding training program. The training centers already had developed curriculum materials and had learned some of the mistakes to be avoided for the training of the personnel to be utilized in youth servicing activities. Over 1,000 of the CAUSE trainees already are employed by the State employment services. As the Youth Opportunity Centers are developed I suspect we shall have to turn once again to the training know-how which the President's Committee on Juvenile Delinquency so largely stimulated.

Enactment of S. 1566 will continue a program that is dwarfed in these days of giant legislative accomplishments toward goals of the Great Society. Nevertheless the metaphor of the acorn seldom had a more apt application—and it is yet early in the life of the oak.

Mr. MERRICK. Let me attempt to summarize what I have said.

I have been for the past couple of years the Secretary's representative on the President's Committee on Juvenile Delinquency. It is a significant fact, I think, that this program has been administered by a three-Cabinet-member President's Committee, of which the Senator from New York, Mr. Kennedy, was the Chairman.

It therefore is particularly appropriate that he should have been here at this hearing because of the fact that this program really owes its success to his leadership as Chairman of the President's Committee.

My own involvement with the Committee from the Department of Labor's point of view points up something which I think I would like to dwell on.

The point is that the Department of Labor in its manpower role is concerned with unemployment, the causes, effects, and certainly the cure of unemployment. The Department of Labor from this point of view has a major interest in the question of juvenile delinquency and the part that as a Department it could play in its alleviation.

There are perhaps four points that I would like to emphasize.

One of them is the need for coordinated services. The enormous job of combating juvenile delinquency does not seem likely of fulfillment absent the coordinated effort of several departments and several disciplines.

The President's Committee has been a constructive force in bringing many agencies and disciplines together. It has spawned new ideas

and this I should like to emphasize: new institutions, new institutions of the Government; and whole new programs.

There is no reason to believe, in my opinion, that the Committee's mission has been fulfilled by last year's or this year's legislation.

The Committee's notable accomplishments have, of course, not solved the situation, they have served merely to reveal the very complexities of the problem, the widespread ramifications which had only been partially appreciated, and the urgency of appropriate and concerted action required to stem the situation from worsening to a stage beyond our control.

The second point is the opportunity that we see for evaluation. Four urban projects, ABCD in Boston, CPI in New Haven, mobilization for youth in New York, and UPO in Washington.

Senator RANDOLPH. And Action for Appalachian Youth in Charleston, W. Va.

Mr. MERRICK. Mr. Chairman, I should have mentioned that one. Of course, that is one of the ones that has been ceded as it were, to the Office of Economic Opportunity.

These four projects, however, seem to us—the reason they were retained by the President's Committee on Juvenile Delinquency—to afford likely prospects for carefully structured research and evaluation.

Senator RANDOLPH. What was the first project under the Juvenile Delinquency Act in these action programs?

Mr. MERRICK. I am guessing, my guess is Mobilization For Youth, but that first activity under this program took place while I was still an employee of this committee and so I am just making a guess at it, but I think that is a correct guess, and if it is not I will correct it for the record.

Senator RANDOLPH. I mention this only because our West Virginia project was very early in this program. I am sorry that the Senator from New York found it necessary to go to another committee because he had wanted to discuss some of the programs.

Mr. MERRICK. Action for Appalachian Youth, for a part of its existence was a planning operation. The President's Committee on Juvenile Delinquency had two kinds of comprehensive demonstration projects, two phases; one, the planning phase and two, the action phase. I think probably Action for Appalachian Youth got into the action phase rather later than some of the others.

Unfortunately, the laboratory conditions for measuring human change are much more difficult to contrive than those which permit analysis of the natural sciences. The variables in the social sciences are not yet in hand, much less the formula for solution.

As an example of this kind of problem is a recent thought provoking debate among professionals, in the area of youth employment arising out of experience in mobilization for youth. There have been a number of articles, and it has become obvious as article followed article, that the task of finding out program impact upon individuals has really hardly started.

Assuming that agreement could be reached on what constitutes successful placement in jobs, how long, how satisfactorily, and so on, in what kind of job, and here again we are a long way from agreement as to what constitutes a proper job and proper goal for a job, many

factors have to be considered before a placement record can be evaluated, evaluated fairly. If you pick a well-motivated high school success and put him into a program you are likely to get a success, whereas a youngster whose handicaps in these terms are extensive is not likely to be a success.

So, therefore, there are many variables in the evaluation process.

The four projects which continue to be the concern of the President's Committee on Juvenile Delinquency afford ideal opportunities for structuring an evaluation program. I would say on behalf of the Department that I hope very much that we will not miss the chance to find answers to very sophisticated questions.

I would like to add in view of the questioning that has gone along in the past hour, that it seems to us very important to have on-going projects with which we have had a close association and into which we can put some sophisticated evaluation mechanisms in order to find out some of the answers in manpower programs.

And I am sure this would be true with respect to other disciplines.

No. 3. There is the opportunity here of demonstrating what can be done in supportive services.

The Department of Labor has nearly completed approval of the fiscal 1965 round of a nationwide system of increased youth employment services.

The youth opportunity centers now being started in 105 cities this year derive from many sources for their inspiration and conception.

Not least is the pioneering activity in coordinated demonstration projects sponsored by this program.

Senator RANDOLPH. Mr. Merrick, will you place in the record at this point the names of the cities in which these programs are going to move forward during the coming months?

Mr. MERRICK. I certainly will be glad to. I do not have a list of the cities, I have here a plan of the youth opportunity centers; it is not extensive, maybe this would make an addition to the record if that is agreeable.

Senator RANDOLPH. We will include it in the record and we may decide to quote portions of it if it seems to be helpful to the record testimony.

(The documents referred to follow:)

Cities in which Youth Opportunity Centers exist or will be established in fiscal year 1965

State:	Designated areas
Alabama-----	Birmingham.
	Mobile.
Alaska-----	Anchorage.
Arizona-----	Phoenix.
Arkansas-----	Little Rock-North Little Rock.
California-----	Bakersfield.
	Fresno.
	Los Angeles.
	Sacramento.
	San Bernardino.
	San Diego.
	San Francisco.
	San Jose.
	Stockton.

Cities in which Youth Opportunity Centers exist or will be established in fiscal year 1965—Continued

State:	Designated areas
Colorado-----	Denver.
Connecticut-----	Hartford.
Delaware-----	Wilmington.
District of Columbia-----	District of Columbia.
Florida-----	Fort Lauderdale.
	Jacksonville.
	Miami.
	Orlando.
	Pensacola.
	Tampa-St. Petersburg.
Georgia-----	Atlanta.
	Augusta.
	Columbus.
Hawaii-----	Honolulu.
Idaho-----	Boise.
Illinois-----	Chicago.
	East St. Louis.
Iowa-----	Des Moines.
Indiana-----	Evansville.
	Gary-Hammond-East Chicago.
	Indianapolis.
Kansas-----	Wichita.
	Kansas City.
Kentucky-----	Louisville.
	Covington.
Louisiana-----	Baton Rouge.
	New Orleans.
	Shreveport.
Maine-----	Portland.
Maryland-----	Baltimore.
Massachusetts-----	Boston.
Michigan-----	Detroit.
	Grand Rapids.
Minnesota-----	Minneapolis-St. Paul.
Mississippi-----	Greenville.
Missouri-----	Kansas City.
	St. Louis.
Montana-----	Billings.
Nebraska-----	Omaha.
Nevada-----	Las Vegas.
New Hampshire-----	Manchester.
New Jersey-----	Camden.
	Jersey City.
	Newark.
	Paterson.
New Mexico-----	Albuquerque.
New York-----	Albany.
	Buffalo.
	New York.
	Rochester.
	Binghamton.
	Utica.
North Carolina-----	Charlotte.
North Dakota-----	Fargo.
Ohio-----	Akron.
	Canton.
	Cincinnati.
	Cleveland.
	Columbus.
	Dayton.
	Toledo.
	Youngstown-Warren

Cities in which Youth Opportunity Centers exist or will be established in fiscal year 1965—Continued

State:	Designated areas
Oklahoma-----	Oklahoma City. Tulsa.
Oregon-----	Portland.
Pennsylvania-----	Johnstown. Philadelphia. Pittsburgh. Wilkes-Barre.
Puerto Rico-----	San Juan.
Rhode Island-----	Providence.
South Carolina-----	Charleston. Columbia.
South Dakota-----	Sioux Falls.
Tennessee-----	Chattanooga. Knoxville. Memphis. Nashville.
Texas-----	Beaumont. Corpus Christi. Dallas. El Paso. Fort Worth. Houston. San Antonio.
Utah-----	Salt Lake City.
Vermont-----	Burlington.
Virginia-----	Norfolk. Richmond.
Washington-----	Seattle.
West Virginia-----	Charleston. Huntington. Wheeling. Beckley.
Wisconsin-----	Milwaukee.
Wyoming-----	Casper.

A PLAN: YOUTH OPPORTUNITY CENTERS IN THE EMPLOYMENT SERVICE SYSTEM

By Bureau of Employment Security, Robert C. Goodwin, Administrator, U.S. Employment Service, Louis Levine, Director

"The young man or woman who grows up without a decent education, in a broken home, in a hostile and squalid environment, in ill health or in the face of racial injustice—that young man or woman is often trapped in a life of poverty. He does not have the skills demanded by a complex society. He does not know how to acquire those skills. He faces a mounting sense of despair which drains initiative and ambition and energy."

—President Johnson, Message to the Congress on March 16, 1964

The youth problems that are giving rise to so much concern today are relatively new to this Nation. They reflect a number of economic and social trends which are not new but have been greatly accelerated in recent years. High and increasing unemployment among young people may well be our most formidable manpower problem in this decade. The unemployment rate for youth between the ages of 16 and 21 was about 15 percent in 1963, almost three times the national average of 5.7 percent.

Although total employment and national output rose to recordbreaking heights in 1963, the new jobs generated by our expanding economy were generally filled by adult workers and the number of unemployed teenagers actually increased. The problems are serious and can be expected to become even more so, for growing numbers of untrained and inexperienced youth will be competing for jobs in the face of a steady shrinking demand for unskilled workers both in industry and on the farm.

Overall averages of unemployment tend to conceal a multitude of problems. The average of 1.2 million jobless in 1963 was made up in individuals who need help of many kinds. In addition, during the nonsummer months in 1963 there were about 265,000 young men between the ages of 16 and 21 who were not in school, not at work, or even looking for work. We have come to recognize that the concentration of out-of-school and out-of-work youth in the slum areas of our large urban centers has many social as well as economic implications.

Despite the many obvious advantages of urban living, for some people, urbanization brings with it a host of problems. They are compelled by poverty and discrimination to live in slum areas. Many youths drop out of school because of economic necessity or because their environment of poverty, frustration, and hopelessness robs them of motivation. Further, since slum areas frequently have the poorest educational facilities and curriculums ill adapted to their interests, needs, or capabilities even those who do finish school are often inadequately prepared to compete in the labor market.

It is among the young members of disadvantaged minority groups that some of our most serious problems of chronic unemployment are to be found. In 1962, for example, about one out of every four nonwhite youth, 16 to 21, in the labor force was unemployed, compared with about one out of every eight white youth. Moreover, since 1955 the jobless rate of nonwhite youth has been rising twice as fast as among white youth. Even when nonwhite youths have high school diplomas, their unemployment rate is double that of their white counterparts. Seeing little to inspire hope and ambition, some children of the slums may turn to unlawful acts. Delinquency rates are about three times higher in urban than in rural areas, and within the cities, delinquency tends to be concentrated in slum sections.

In large part, the unemployment problems of youth can be traced to the matter of sheer numbers—the rapidly growing number of young people who are reaching working age and will be entering the labor market in the years just ahead. Between 1964 and the end of the current decade, about 17 million new young workers—an unprecedented number—will begin their labor market experience. The problems of about a third of these young people will be greatly complicated by the fact that they dropped out of school before completing the 12th grade. Approximately a third of the dropouts will not have had even an elementary school education.

Many of these young people are the product of poverty—urban and rural, white and nonwhite. The 35 million poor of this Nation include over 11 million children under 18 years of age. All of these are being raised in families that have less than \$3,000 annual income. But at least 3.5 million are growing up in families with five or more young children to support out of totally inadequate income. Many of these children of poverty drop out of school by the time they are 16 and begin a lifelong drift through a series of low-skill jobs, plentifully interspersed with periods of joblessness. Others may have the ability and the ambition to continue their schooling, but cannot find the part-time jobs that would help meet school and family expenses.

While the numbers of new labor force entrants continue to grow, the net effect of rapidly paced shifts in industry and the impact of automation and other technological developments are resulting in a continuing loss of unskilled and entry jobs for youth. Although mechanization and automation are popularly associated with nonfarm industry, in recent years technological change in agriculture has far surpassed that in urban industries. This is reflected in a stepped-up exodus of farm youth who seek jobs in urban centers. These young people are likely to be quite unprepared, however, by either training or experience for the highly competitive urban labor market.

Over 3 million rural families are living on less than \$3,000 a year—about a third of these have only \$80 a month to cover their needs. Their children get little, sometimes no schooling. More than half a million rural young men between the ages of 16 and 21 have not completed elementary school. Many of them join the legion of unskilled and uneducated workers who come to the city in search of better opportunities. Some find that they have merely exchanged rural privation for an urban slum.

Large numbers of the young men who have grown up in the midst of urban or rural poverty are found among the one-third of all selective service registrants who are judged unfit for military service. Most of those who failed the Armed Forces Qualification Test (80 percent) have not completed high school; nearly a third are unemployed; and their rate of unemployment is four times that of other young men of comparable age.

EMPLOYMENT SERVICE YOUTH SERVICES

The Employment Service has had, since its very beginning in 1933, a special concern for youth employment problems. Through the facilities of its 1,900 local offices, the service has the basic organizational structure to provide a major contribution in the greatly expanded effort that is now required to meet the special needs of youth. Its continuing concern is evident in services provided to youth by employment offices during 1963. The offices registered 3½ million youth (under 22 years of age) seeking employment and placed 1,548,000 in non-agricultural jobs. Employment counseling was provided to 695,000 youth to assist them in analyzing their interests and potentialities and in relating them to suitable fields of work.

As the result of counseling, many youth were referred to training (vocational school, apprenticeship, on-the-job, Area Redevelopment Act and Manpower Development and Training Act programs, State youth conservation camps, private industry, etc.) to increase their employability and help them to achieve their vocational goals. During the first 17 months (through Jan. 31, 1964) of the operation of the Manpower Development and Training Act program about 156,000 screening interviews were held with youth to determine their interest in and qualifications for Manpower Development and Training Act training, 26,000 of whom were referred to Manpower Development and Training Act training.

The Employment Service has, for the past 17 years, carried on cooperative programs with high schools in the Nation, directed primarily to serving seniors planning to enter the labor market upon graduation. In 1963, formal programs were carried on with 10,866 high schools, or with 51 percent of the secondary schools in the Nation. Of the 588,500 graduates, 381,400 were counseled, and 344,900 given aptitude tests to prepare them for making an occupational choice. Arrangements with many of the schools included the referral of 49,900 dropouts to the Service for counseling and placement assistance; of these, 21,200 were placed in jobs.

Late in February 1964, selective service began referring all young men who failed the Armed Forces Qualifications Test to the Employment Service. These young men are primarily disadvantaged and educationally deficient so they will need intensive counseling and assistance to prepare them for gainful employment. These are the types of services to youth which the Employment Service is uniquely qualified to provide.

PROPOSED NETWORKS OF YOUTH OPPORTUNITY CENTERS

In order to meet the growing employment adjustment needs of youth it is proposed that a nationwide network of youth opportunity centers be established within the Employment Service system. Youth opportunity centers established under this proposal will provide a focal point for all governmental and community efforts to aid youth—and particularly disadvantaged youth—to take their proper self-sustaining position in society. The main thrust of each center will be to help provide a youth with the capabilities and occupational competence he needs to make him competitive in the job market with due consideration for his own needs as well as for national goals.

Each youth opportunity center will be staffed by a group of highly skilled, specialized personnel under State administration, with Federal direction, trained to assist youth by means of diagnostic interviewing, testing and counseling, and supporting technical and developmental services on the three major fronts: (1) Preparation for employment; (2) development of job opportunities; and (3) placement in a suitable job.

In other words, the nationwide network of centers would enhance the achievement of the following benefits:

1. Provide youth, particularly the disadvantaged, with one clearly designated place to which to go for personalized service relating to preparation for, and how to obtain and hold, a suitable job.

2. Provide a focal point for the coordination of community efforts directed toward employment problems of youth so as to eliminate costly duplication of effort.

3. Provide a source of comprehensive information about the employment preparation needs of youth which is necessary and useful in the wise planning of community programs, educational curriculums, as well as State and Federal legislative measures.

Each youth opportunity center will be so organized and competently and adequately staffed as to meet the employment directed needs of all youth in the particular area; giving the special personal intensive attention and emphasis needed to serving disadvantaged youth. The center will be under the direction of a youth center director who will be responsible for giving program direction and technical assistance to the overall youth employment program. The center will work closely with the schools, community agencies, governmental groups, and employers so that there is close cooperation in achieving the best possible utilization and coordination of the community's resources for the employment needs of youth.

Youth opportunity centers will necessarily vary in size and organizational structure to meet the particular needs of the community or area served but the functions and goals to be realized will be the same in all.

Three major types of areas to be covered are—

1. Metropolitan areas, of large disadvantaged youth population concentration;

2. Smaller combination urban-rural areas; and

3. Predominantly rural areas.

The main thrust of each center will be to provide a youth with the capabilities and occupational competence necessary to find him a suitable job consistent with his own qualifications and needs.

The youth opportunity centers will be an administrative part of the State employment service system. The centers will be located in areas readily accessible to youth, particularly the disadvantaged youth group.

The primary emphasis of the center will be on action to give immediate, direct, and meaningful help to youth in preparing for and securing a suitable job. Many disadvantaged youth are alienated, hard to reach, and disillusioned, for they have in the past been too frequently promised help and too frequently failed by those who purport to help them. The staff of the centers will reach out to these youths. The staff will identify as rapidly as possible the individual needs of each youth to make him employable; develop, with his participation, a plan to get the special services he needs; help him directly to become enrolled in these services; maintain a continuing relationship with him while he receives these services; and when ready, work with him in followup visits to help him achieve successful and satisfying employment.

The procedures of the center will emphasize as far as possible continuity of service to youth. To the maximum extent possible, each youth will have his counselor who will work with him from the time he first has contact with the center, through training and remedial services, to satisfactory employment. Counseling will always be a goal focused on employment through a vocational plan. Recognition will be given to one of the principal problems of disadvantaged youth—that their span of tolerance between effort and reward is short and that most of them need concrete evidence of their ability and worth.

LOCATION OF YOUTH OPPORTUNITY CENTERS

One or more centers will be located in each of the 55 largest metropolitan areas—those having over 500,000 population. They will also be established in 39 of the areas of 200,000 to 500,000 population which have the greatest concentration of disadvantaged youth. To round out the coverage of the States, 11 major cities with smaller population would also have centers. Thus, 105 areas would each have one or more centers. Rural areas and some very small communities will be served by mobile units operating out of the larger centers.

Mobile youth service units operating out of the center would be one means of bringing service to youth in rural areas and small communities. These units would be staffed by counselors and other specialists drawn from the staff of the center. The unit would remain in the area as long as necessary to provide the youth with the same kinds of services given at the center. Another method will be assigning special staff from the nearest center to give this special type of service in a local office which is accessible to the major number of disadvantaged youth in the surrounding rural area.

During the transition period to get the center started, the employment service will use existing staff resources and facilities as a nucleus. Arrangements for suitable space will be made; additional counseling and other staff recruited; basic employment service training given; and interdisciplinary training provided for counselors.

Training programs for all personnel will emphasize the ways in which the challenge of serving poorly motivated, inadequately trained and jobless youth in the centers has redefined the scope and character of employment counseling of the past and why these new services are essential parts of obtaining employment in today's labor market. These new concepts will be explained in terms of their relationship to what is known about the culture of poverty and the measures necessary to eliminate it.

Supporting staff from existing local offices will be utilized to step up job-finding efforts for youth, to analyze labor market trends, to help pinpoint promotional efforts, to begin adapting occupational information about jobs in the area for use with youth who are deficient in verbal skills, to work with employers, community groups, and agencies in getting needed vocational training and work-training programs organized. All of these efforts will be expanded as the youth opportunity centers are established and intensified direct service to youth is begun.

YOUTH TO BE SERVED IN THE CENTER

Any young person—male or female—who is in need of job preparation or adjustment and job-finding help will be served by the center.

The center will provide special individualized and intensive counseling service to youth who are disadvantaged in their obtainment of employment.

The specialized counseling service will be given to disadvantaged youths 16 to 22 years of age who are—

1. Out of school;

2. Unable to find or hold suitable employment without further special schooling and/or special training tailored to meet their needs;

3. School dropouts or high school graduates with preference being given to those who are school dropouts or are functioning below the ninth-grade level; and

4. From an environment which results in a significant combination of the following characteristics:

(a) Unskilled.

(b) Young men found ineligible for military service by the Selective Service System.

(c) Member of minority group.

(d) Language or cultural problem.

(e) Undermotivated or unrealistically motivated.

(f) Problem of social adjustment interfering with employment.

(g) Emotional or attitudinal problem requiring personal adjustment or assistance.

Youth would be referred to the centers by outlying employment offices, by schools, by selective service boards when rejected for educational reasons and by community agencies and organizations, church groups, etc., who work with disadvantaged youth.

In addition, the staff of the centers would "reach out" to youth not known to organized community sources. This recruitment will be conducted by representatives of the center, such as volunteers, youth advisers, etc., in places in the community where youth congregate: street corners, recreational centers, settlement and neighborhood houses, etc.; and through the use of public relations media.

SERVICES TO BE PROVIDED TO YOUTH

A youth coming into the center would first be seen by a highly trained interviewer or counselor. Experience with disadvantaged groups has clearly demonstrated the need for a thorough interview. Detailed socioeconomic data, including his personal attributes, education, employment history, family background, and attitudes toward training and relocation would be recorded.

A youth who is occupationally prepared will be referred to a job immediately. If he appears to possess problems which would affect or delay his employment, he will be given intensive counseling service. The counselor will help him to identify the specific causes which portend occupational maladjustment and will assist him in developing a sound vocational plan which incorporates ways of solving his particular problems.

The counselor will evaluate his vocational abilities and potentialities, point out any deficiencies and relate them realistically to prevailing occupational requirements and conditions. Aptitude, performance, and other tests will be administered to augment subjective information about the youth. The test results will be carefully discussed with him.

Based on the knowledge gained in the course of the counseling interviews and an assessment of all available information including available school records, a suitable vocational plan will be developed jointly by the counselor and the youth. For those who need help to become ready for employment, depending on his individual needs, a decision may be made to refer him to Manpower Development and Training Act vocational or on-the-job training, an apprenticeship training program, to literacy training, to the Job Corps, or to other local, State, or regional training and remedial services. He may benefit by referral to a work-training program which would provide him with part-time employment in State or local government or in a nonprofit establishment. Referrals to part-time employment in private industry will be made also. A combination work-study program will be planned for him if he needs a tangible incentive for continuing his education or return to school if he has already dropped out. Effective arrangements for expediting the issuance of necessary work permits will be established.

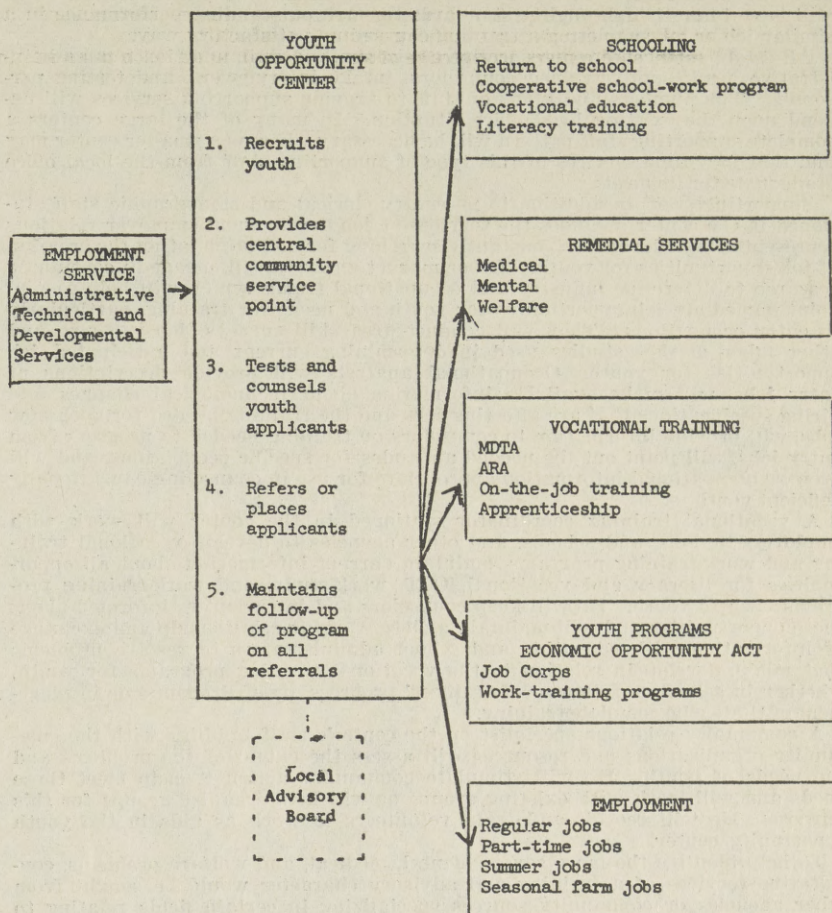
A youth with medical, mental, or rehabilitation problems would be referred to the proper community agencies equipped to help him. His progress in training or in a remedial facility would be followed closely. The youth would return to the center for help in finding a job upon the completion of his training and/or remedial service. Thus, the counselor would aim to bring the youth along step by step to provide successive positive actions—a temporary job, training and remedial services, a full-time job. The ultimate objective for each youth will be that of getting him a suitable job.

The center will have information on the best types of jobs available for youth through use of up-to-date occupational and labor market information and as a result of special job development efforts. Special promotional efforts with employers would be aimed at developing more job opportunities for youth. Area skill surveys, job vacancy studies, occupational guides, job descriptions, and other occupational and labor market data and regular contacts with employers will serve as basic sources of information for directing these promotional efforts.

To determine the effectiveness of the services rendered and to assure that the young person makes a satisfactory adjustment to the world of work, the counselor will follow up with the applicant as well as with employers after each job placement, particularly to help prevent job dropout. The youth would be encouraged to get in touch with the counselor for advice on any training or job adjustment problem which troubled him.

Through group counseling sessions held regularly at the center, youth will be informed about and discuss such fundamentals as the importance of preparing a legible application; the necessity for suitable dress and appearance; how to engage in a job interview with a prospective employer and how to "sell" himself to the employer, etc. Visual aids will be used extensively in the conduct of these group sessions. (See functional chart of youth opportunity center on opposite page.)

FUNCTIONAL CHART OF YOUTH OPPORTUNITY CENTER



STAFF IN THE CENTER

Staffing patterns will vary in accordance with the size and character of the area which the center serves. In any event, all staff selected to man the centers will have to meet high quality standards through outstanding performance in a similar job or by completing a training course in a satisfactory way.

All established centers, irrespective of size, will need, in addition to an administrative head, highly trained counselors, intake interviewers, and testing personnel. The numbers and kinds of staff to provide supporting services will depend upon the existing local office situation. In many of the large centers a complete supporting staff pattern will be necessary whereas a smaller center may find that part-time services of this type of supporting staff from the local office is adequate for its needs.

Supporting staff, in addition to necessary clerical and stenographic staff stationed in the center, includes the services of job development-employer relations representatives who will be constantly searching for and stimulating the creation of job opportunities for youth. Labor market analysts will engage in continuing research to determine industry and occupational trends which will help to pinpoint immediate job opportunities for youth and needs for training, particularly in entry occupations. They will conduct area skill surveys, job vacancy, and other labor market studies used in determining current and anticipated job opportunities for youth. Occupational analysts will provide descriptions of entry jobs, will make available information about technological changes and hiring specifications that are affecting jobs and the training needed for such new jobs, will provide information to counselors on training needed to progress from entry jobs, will point out the needed aptitudes for specific occupations, and will prepare occupational information appropriate for use in counseling educationally deficient youth.

A vocational training coordinator stationed in the center will work with employers, unions, and schools, and other agencies to develop vocational training and work-training programs, maintain current information about all opportunities for literacy and vocational, OJT, work-study, and work-training programs open to youth. He will keep counselors and interviewers informed about these opportunities and will maintain a close working relationship and exchange of information with education and school administrators to resolve problems that might develop in relation to the vocational training programs for youth, whether in selection, followup of trainees' progress, or of dropouts, or in placement of those who complete training.

A community relations specialist on the center's staff familiar with the community organizations and resources will assess the extent of the problems and the needs of youth. He will stimulate community action to help meet these needs and will work with existing groups or will help organize groups for this purpose. He will recruit and train volunteers to work as aids in the youth opportunity center.

To help identify the more severe mental, medical, and welfare problems, consultative services of a training and advisory character would be sought from other agencies or community sources specializing in certain fields relating to youth such as services of psychologists, psychiatrists, caseworkers, and medical professional personnel. Youth needing treatment would be referred to the proper community agency equipped to deal with the remedial problems. Services of rehabilitation agencies would be fully used.

Each center will be urged to make extensive use of volunteer workers, carefully selected and trained to supplement the efforts of the center staff. Care will be exercised to see that volunteers are not used as an "inexpensive substitute" for essential professional services. Volunteers would be recruited from community sources to assist in reaching out to identify and to interest disadvantaged youth who have not yet availed themselves of the services open to them at the center. Volunteers and organized community groups also would be used in contacting employers and business groups for the purpose of developing job opportunities, and staffing out-station employment offices for summer or part-time jobs.

RECRUITMENT AND TRAINING OF ADDITIONAL STAFF

It is well recognized that there is a national shortage of professionals qualified to work with disadvantaged youth in providing the services contemplated at the centers. In order to compensate for this shortage, intensive inservice staff training will be given to present employment service counseling staff in the

characteristics of disadvantaged youth and the techniques of working with them, in the use of public and nonpublic, local, State, and regional training and remedial services for these youth, and in guidance and placement of youth in employment.

Special recruitment efforts would be undertaken to assure the needed additional number of qualified staff to supplement the nucleus that would be provided by the experienced counselors of the employment service. Sources of recruitment might be new master's degree graduates in counseling and guidance, returning Peace Corps volunteers, college graduates in such fields as guidance and counseling, psychology, social work, education, personnel administration, and related fields; and individuals with professional training in these fields not now in the labor market, such as housewives and retired persons, would be encouraged to enroll in special training courses in selected universities and colleges in preparation for work in the centers. Appropriate training would be designed for persons with lesser qualifications to assist or aid counselors in carrying out their duties.

A proposal for the recruitment, selection, and training of a large number of potential employment counselors in cooperation with a group of universities is described in the appendix. Although designed primarily as a measure to develop a group of trained counselors needed immediately, efforts will be made to see that the specialized training will be conducted on a continuing basis.

COMMUNITY RELATIONSHIPS

Paramount to the success of the operations of a center is the full cooperation and assistance of the community in which it operates.

To achieve the aim of an organized and coordinated community effort in the preparation and obtaining of jobs for youth, the center will be urged to take the necessary leadership to see that all community groups who can contribute either advice or actual service are enlisted to participate.

Each center will be expected to organize a community advisory board or committee for its activities if there is no suitable one in existence. The advisory committees will be comprised of representatives from local government, labor, management, agriculture, education, health services, churches, social agencies, civic organizations, and other leaders in the community who have a vital interest in resolving the employment problems of disadvantaged young people.

Full use of an existing committee such as the local Manpower Development and Training Act committee or local youth commission groups will be recommended as far as possible to avoid unnecessary duplication. In many places, representatives from educational and welfare agencies, church groups, and selective service boards will need to be added to round out the representation on the existing Manpower Development and Training Act committees. The center's community relations specialist will see that required staff assistance is given the committee to assure continuity of service and to keep members currently informed about manpower developments.

In addition to the overall advisory boards or committees some centers may find it advisable to organize technical advisory committees to consult with them on the procedures and testing measures used in the evaluation of the employability qualifications of youth. Representatives of the community knowledgeable in the professional fields of education, testing, and psychological measuring techniques would be asked to serve on the committee.

REPORTING, RESEARCH, AND EVALUATION

Appropriate arrangements will be made in each center for reporting activities in a manner which provides useful information to meet the needs of management and administration as well as the needs of cooperating community groups outside of the center.

Research activities designed to learn more about disadvantaged youth would be undertaken. It is hoped that the Department of Labor will be authorized to make research grants to persons qualified to study problems dealt with in the work of the centers.

Periodic evaluations of performance would be conducted to assure that expected goals are reached.

APPENDIX

PROPOSAL FOR RECRUITMENT, SELECTION, AND TRAINING OF COUNSELORS IN COOPERATION WITH UNIVERSITIES

I. ATTACKING THE PROBLEM OF COUNSELOR SHORTAGES

A radical and rapid rise in the supply of counseling personnel is required immediately to meet present and prospective demand for qualified staff to help disadvantaged youths achieve parity in the job marketplace.

Although there are 50,000 counselors currently employed in the United States—42,000 in the public schools, 3,500 in the Employment Service, 2,500 by State and local rehabilitation agencies, and 2,000 in nonpublic service activities—the Secretary of Labor's report in manpower requirements, resources, utilization, and training, submitted to Congress by the President in March 1964, estimated that an additional 32,000 full-time counselors will need to be trained during the next 3 years—25,000 for the public schools, 5,500 for the Employment Service, and about 600 for rehabilitation counseling.

The increase in the counseling staffs of State employment service offices was predicated on a need for adding 3,500 "well-qualified counselors to service regular agency programs and Manpower Development and Training Act activities," plus another 2,000 to provide counseling services to those young men found unfit for military service and referred by Selective Service to the Employment Service for assistance.

On top of these existing shortages and demands for counseling personnel, the establishment of youth opportunity centers throughout the United States and the enactment of the President's antipoverty program, including job camps and work-training programs, will create a further need for thousands of qualified and trained people capable of working with, guiding, and counseling youth. Depending on the size of the initial program of establishing youth opportunity centers, these alone could require from 1,000 to 6,000 new counseling personnel within the next year.

To meet these shortages of qualified personnel, every avenue of training will need to be greatly intensified. For the Employment Service, this means that it will have to—

1. Encourage the State employment services to increase their salaries for counselor positions (including master counselors, journeymen counselors, and counselor trainees), and launch intensive recruitment and training programs to attract fully qualified master degree counselors; and

2. Provide intensive inservice and outservice training for present Employment Service personnel to qualify them for the more demanding requirements of counseling disadvantaged youths.

"But," as the Secretary's report to Congress stated in March 1964, "the current and prospective demand for counselors in these programs far exceeds the supply foreseeable on the basis of existing counselor education programs * * * if the counseling profession is to fulfill the important responsibilities for the development and conservation of this country's human resources which are being laid upon it, its personnel must be strengthened in both numbers and quality. Otherwise, the conduct of Government programs for meeting the needs of all young people and the particular problems of the unemployed and other disadvantaged groups may be seriously handicapped."

To increase dramatically the supply of trained counseling personnel, the Bureau of Employment Security proposes to supplement existing counselor education programs by a plan to recruit, select, train, and employ, in cooperation with State employment security agencies, universities, and counseling and youth experts, from 1,000 to 2,000 counselor trainees during the summer months of 1964. While many details remain to be discussed, developed, and resolved, the broad outlines of the BES proposal to augment the supply of counseling talent and make it possible to man the proposed youth opportunity centers are sketched below.

II. RECRUITMENT OF TRAINEES

A nationwide campaign would be launched during May 1964 to recruit applicants for the counselor trainee summer training program. The drive would be launched at a presidential or Secretary of Labor press conference.

Object of the recruitment campaign would be to obtain completed application forms (modeled on those of the Peace Corps) from many thousands of qualified and interested applicants.

The recruitment drive would be beamed particularly at students graduating from college this June who have majored in relevant fields such as psychology, sociology, education, social work, etc., as well as returning Peace Corps volunteers, who will be returning to the States at the rate of 800 per month in June and July.

Recent college graduates, including those who have registered for jobs with the State employment services, would also be canvassed, as would the 13,784 school personnel who have received professional upgrading at National Defense Education Act counselor training institutes during the past 5 years.

A recruiting leaflet explaining the counselor trainee training program would be prepared for distribution and distributed with application forms through the 1,900 local offices of the employment service. It will also be mailed to returning Peace Corps volunteers, to college presidents and other officials, interested organizations, and to members of the public who inquire about the program.

Radio and TV and speeches by Department of Labor and State employment security personnel would publicize the program. Assistance of the Advertising Council would be solicited. Colleges participating in the training program would be asked to take a particularly active role in recruiting their June graduates and alumni for the program.

The drive will stimulate applications from some very highly qualified persons. These will be referred to the appropriate State agencies for consideration for immediate employment.

III. SELECTING THE SUMMER TRAINEES

The selection process will be rigorous and continuous. It will apply some of the techniques utilized so successfully by the Peace Corps for the past 3 years.

Candidates for the training program will be informed at the outset that they cannot be guaranteed jobs and that, in fact, they will not be recommended for employment until they successfully complete the training program. Selection will continue throughout training and some persons will be weeded out during training.

From among those who submit applications for the program will be selected the men and women with the highest possible personal qualifications and technical preparation. We will be seeking those candidates who have not only the education and experience that constitute technical qualifications, but also the personal qualifications of emotional stability, sensitivity, social effectiveness, flexibility, ingenuity, dedication, sound motivation, and demonstrated leadership.

Techniques of selection will include a comprehensive application blank, solicitation of detailed references from those who have known the candidate best at work and at school, a thorough aptitude examination, and continued appraisal and interviews during training.

To insure placement of the graduates of the training program at the end of the summer, the initial selection panels, as well as the final interviewing teams, will include representatives of the State, as well as Federal, employment security, and civil service agencies. Representatives of the State agencies will participate jointly with the Federal agencies (and relevant university or private agency personnel) at every stage of the recruitment, selection, training, and placement process. If some States cannot waive their civil service residence requirements, it may be necessary to establish quotas by State in selecting trainees.

When the trainees have been selected, they will be notified to report for training at the university site nearest their homes. Transportation will be paid for by the program.

IV. TRAINING THE COUNSELOR AIDS

Training of 1,000 to 2,000 counselor aids (or youth advisers) will take place this summer at 10 to 20 university campuses geographically dispersed throughout the United States.

Fourteen universities with existing contracts to train subprofessional personnel for work with disadvantaged youths (under the auspices of the President's Committee on Juvenile Delinquency) have already indicated an interest in training about 100 counselor trainees each. If the summer program proves successful, year-round arrangement will be made to continue and expand training of counselor trainees. Additional colleges can also be brought into the program this summer and fall.

The residential summer training would be rigorous. Training would be arranged for 8 to 10 weeks, running up to 10 hours per day, 6 days per week. The 480-600 hours could cover the equivalent of a year's graduate work. In addition to classroom work, an increasing proportion of the training time would be spent in on-the-job training, working at local employment service offices, and in neighborhood youth programs near the campuses.

Arrangements have been made to have a broad curriculum for the training program worked out by a committee which includes university and youth experts, as well as Federal and State employment security personnel. It would cover such areas as counseling techniques, the culture of poverty, employment service operations, etc. The details would be left to each university faculty to permit some experimentation and innovation.

Faculty would be recruited not only from relevant university departments, but from Federal, State, and local agencies and private groups skilled in the field.

The training program would be arranged by contract between the Bureau of Employment Security and the universities involved under the Manpower Development and Training Act. Manpower Development and Training Act funds would cover educational costs, transportation and subsistence for the trainees. Some supplementary funds could be obtained from other Federal and private sources.

V. PLACEMENT OF THE TRAINEES

By the time the summer training program ends early in September 1964, funds should be available to the State agencies (from regular ES grants, Manpower Development and Training Act youth programs, selective service rehabilitants program, and the work-training and job camp programs of the poverty bill) to permit them to hire the trainees who have successfully completed the training program. Even if all of these anticipated funds are not available, some of the trainees could be hired by the State agencies and none should find any difficulty in securing jobs in view of the great shortage of counseling personnel. Their prospects of employment are more than reasonable.

Final selection of the trainees to be hired by a particular State will, of course, rest with that State's employment security agency. However, full participation by representatives of the State in the recruitment, selection and training of the counselor aids should guarantee their acceptability.

Arrangements will be undertaken immediately with the State agencies and States civil service personnel to develop appropriate job descriptions, salary schedules, job titles, examinations, etc.

Senator RANDOLPH. These centers, how many States do they cover? Can you tell me that?

Mr. MERRICK. Every State of the Union will have at least one center. Many cities have more than one center, particularly if they are large ones. West Virginia will have at least three.

I brought with me just because it was available as I left my office, an announcement which just was made by the Secretary for five additional centers. The announcement might also be included in the record since it summarizes the present status of things. These are scattered cities, California, Indiana, New Jersey, Texas, and Puerto Rico. But the point the status of our program is set forth in this announcement and I think it would be helpful for the committee to have as a reference the situation as of the present.

Senator RANDOLPH. Thank you for making that available to the subcommittee.

(The information referred to follows:)

SECRETARY WIRTZ ANNOUNCES SIX MORE YOUTH OPPORTUNITY CENTERS

Secretary of Labor W. Willard Wirtz today approved the establishment of Youth Opportunity Centers in Sacramento, Calif.; Gary-Hammond-East Chicago, Ind.; Jersey City, N.J.; El Paso and San Antonio, Tex.; and San Juan, P.R.

Thus far, 173 centers in 87 cities have been designated for a network that will include 200 centers in 105 cities.

The centers will be administered by the U.S. Department of Labor's Bureau of Employment Security and affiliated State employment security agencies. Every State will have at least one center.

In all six cities approved today, plans for establishment of the Youth Opportunity Centers have been coordinated with local community action groups sponsored by the Office of Economic Opportunity.

All youth 16 to 21, inclusive, will be served at the centers, which will act as focal points for governmental and community programs to aid young people, particularly the disadvantaged who often need special help to prepare for and find jobs.

The centers will be staffed by specially trained personnel, many of them graduates of the Labor Department-sponsored CAUSE program that equipped them with added techniques for dealing with the employment problems of youth.

Personalized service will be an important feature of the YOC program. A team of youth specialists assigned to the young person when he first enrolls will see that youth through all the stages of YOC assistance including followup to assure satisfactory adjustment to either training or job referral.

Youth opportunity centers will emphasize employability. They will focus on the whole youth with the aim of providing services needed to help overcome deficiencies in education, training, motivation, or other factors that affect his or her employability.

Youth may visit the YOC's on their own initiative or they may be referred by the schools, selective service boards, community agencies or other groups who work with young people. The YOC's will also have outreach personnel to seek out those youth needing its services but not taking advantage of them.

If the youth is not prepared for employment, several means to opportunity may be open. He may be referred to—

A Neighborhood Youth Corps—which provides employment to enable youth to stay in school, or to return to school if they have dropped out. The corps also provides work-training jobs for those permanently out of school.

The Job Corps—where young men and women work, train, and learn in residential sites away from home.

Referral to community agencies for remedial education or medical help.

Programs of the Manpower Development and Training Act which provide skill training and remedial education.

The list of cities whose YOC's were approved today by Secretary Wirtz follows:

City	Youth population	YOC staff size
Sacramento, Calif.	48,790	26
Gary-Hammond-East Chicago, Ind.	47,150	25
Jersey City, N.J.	46,650	33
San Juan, P.R.	68,930	36
El Paso, Tex.	29,360	16
San Antonio, Tex.	73,430	39

In Jersey City, the New Jersey State Employment Service will operate a central YOC, containing 25 staff members, and, as a result of an agreement reached with CAN-DO, the local community action program, 8 additional YOC staff members will be outstationed in 6 CAN-DO centers.

Mr. MERRICK. The basic service given to the youth at ABCD in Boston, like YOB in Los Angeles, and any one of these other communities that this committee has aided, was to reach out into the neighborhood where the youth lived provide counseling and then training experience in preparation for employment; develop job opportunities among employers whose interest in the youngsters had been enlisted; and finally, place the youngster in a job and provide him with followup service and help so that he can keep the job.

This type of service is identical to that now being planned in the youth opportunity centers.

It seems to me it is a unique example of what initial demonstration projects can do in terms of teaching us how to do things differently and give birth to this new institution that we are so busy putting together.

I should warn, however, that the production model is not yet complete. If you will excuse the reference, a model T did not have a heater, a self-starter, or a fuel pump. It is to demonstrate the need for, the feasibility of, and the operating problems in providing additional supporting services that a program under this bill will be of great help to the Department of Labor's manpower programs.

Examples of services which we want to know more about and which cannot be performed under present statutory authorization are release training for youth in penal confinement, legal services, health examinations and care, and their relationship to employment preparation, dope addiction treatments, half-way houses for rehabilitation of hostile youth.

Senator RANDOLPH. What do you mean by halfway houses? What do you mean by that?

Mr. MERRICK. Well, very often in the steps leading toward a reintegration of the youth into society, into the adulthood, there have been some interesting experiments to help youth back into society, between his confinement in penal institutions and his complete release and discharge from his obligation to society.

Senator RANDOLPH. I wish to note the presence of Senator Murphy of California, and Senator, we are happy that you have come here today. In connection with these projects there are two in California. Mention has been made in varying degree to the efforts in the State you represent and I am sure that later perhaps you will want to question the witness and check the testimony of others that have spoken. I am sure the staff will back you up on whatever you desire to do, but I am grateful for your presence here.

Senator MURPHY. Thank you, very much, Mr. Chairman.

Senator RANDOLPH. Go ahead.

Mr. MERRICK. The Department of Labor, therefore, looks to the possibility of demonstration projects sponsored by this bill in order to show the usefulness and operational techniques for such services which might properly be coordinated with the youth opportunity centers.

Then point four. The point was made by the previous witnesses, the extreme shortage of youth-serving skills; counselors, counselor aids, youth workers, work supervisors, all these and many others with sufficient education, background, experience, aptitude, and desire for work with today's youth are much sought after.

The training grants already made by this program constitute an enormous contribution to the alleviation of this shortage. They have not only trained many personnel, they have developed curriculums for others, and they helped to establish some 12 university centers for training.

The Department of Labor in the establishment of its youth opportunity centers has already reaped a bountiful harvest from the seeds sown by the President's Committee.

A prime example was the CAUSE project we operated last summer. It was a remarkable training program for which the Department of Labor has full justification to boast. In a short space of a few months 22,000 applications for the training course in counseling were processed. Ultimately some 1,830 persons were selected and referred to an intensive 10-week training program. The training was conducted at 27 universities and colleges throughout the country.

I have with me a more detailed description of this program, if the committee desires to examine it.

Senator RANDOLPH. The description will be printed in the record at this point.

(The document referred to follows:)

THE EFFECT OF CAUSE

(A summary of the Counselor-Advisor University Summer Education program which was conducted during the summer of 1964 by the Bureau of Employment Security of the U.S. Department of Labor, in cooperation with its affiliated State employment security agencies.

U.S. DEPARTMENT OF LABOR, MANPOWER ADMINISTRATION, BUREAU OF EMPLOYMENT SECURITY

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I. INTRODUCTION

A retired Army colonel from Amarillo, a 20-year-old college graduate from the Bronx, a 65-year-old teacher from Los Angeles, and an engineer from Illinois decided last June that they were needed to help the disadvantaged youth of this Nation whose outlook for the future without such help could only be described as bleak.

These individuals are a typical cross section of the nearly 22,000 persons who responded to a call from the Department of Labor's Bureau of Employment Security to man-jobs which were termed "outposts in the war against poverty."

The project that attracted this wide cross section was the Counselor-Advisor University Summer Education program, popularly known as project CAUSE. This is the program that trained 1,832 persons in the basic techniques and methods of dealing with the economic and social problems of the more than 1 million jobless youths whose ages range from 16 to 21.

The CAUSE training was conducted at 27 universities and colleges ranging from Boston University in New England to San Diego State College in southern California. Of those trained, 54 percent were men and 46 percent were women. The oldest was 65; the youngest 20.

The Federal Government has seldom matched the speed with which the CAUSE trainees were recruited, tested, screened, and selected. Secretary of Labor W. Willard Wirtz announced on June 17 that approximately 2,000 counselor aids and youth advisors would be recruited and trained to "help salvage the Nation's disadvantaged youth."

Between June 17 and June 27 a nationwide publicity and recruiting campaign was mounted to inform the public of the need for candidates for the CAUSE project.

During this same period State employment security agencies were provided with a sufficient quantity of the examination which each candidate was required to take at his local employment service office and detailed instructions on how the examination should be presented and graded.

After the first application was received on June 20, it was necessary to select a sufficient number of qualified trainees who possessed not only the ability, but also the flexibility and freedom to accept an offer for training on extremely short notice. In some instances, this was a matter of as little as 24 hours.

There was an overwhelming response to the Secretary's plea for "qualified applicants who feel deeply about the problems faced by disadvantaged youth to apply for this training immediately." On the first day the test was given, Saturday, June 27, 1964, 15,506 persons set for the examination.

The number of applicants so swamped the local employment service offices that it was necessary to repeat the examination. On the days following June 27, an additional 6,487 persons took the examination. In all, 21,993 persons completed the 1½-hour, 22-page examination, which was designed to measure whether the candidates possessed the ability and personal characteristics that would enable them to utilize fully the skills they would acquire through the intensive 50-hour-a-week training program.

In all, 3,497 applicants were invited to participate in the training. Of this number, 1,901 accepted and arrived at the universities. Of these, 1,832 completed the university training and 1,724 have been certified as either counselor aids or youth advisors.

More than 1,000 certified trainees have been placed in jobs with the State employment security agencies and are being transferred to the youth opportunity centers as they become operational. Some 200 trainees are available for hiring by State agencies, and more than 400 found positions in other youth programs.

Throughout the entire project, the State employment security agencies gave unstintingly of their time and effort to the program. Without their cooperation in the publicity, recruiting, testing, and placement phases of the project it could not have succeeded. Equally valuable were the State agencies' interest in the trainees and their staffs' participation in the training program.

The principal reason that counselor aids and youth advisors were trained by project CAUSE was to meet the urgent present and prospective demand for qualified staff to help disadvantaged young persons achieve parity in the Nation's economy. CAUSE was designed not to supply fully-trained counselors, but to provide persons sufficiently skilled in the techniques of counseling to establish the rapport necessary to channel disadvantaged young persons into opportunities that could give them another chance at life. It came on the heels of widespread criticism of both the quality and quantity of counseling rendered by the employment service.

A recent survey showed there were 2,933 counselors in the employment service, 1,706 of which spent 50 percent or more of their time in counseling. Sixty-eight percent of the 1,706 held baccalaureate or advanced degrees, 26 percent had some college training but had not earned a degree, and 7 percent had no college training.

With the university contracts comprising two-thirds of the costs and most of the rest going to State agencies and trainee allowances, Project CAUSE required an expenditure of slightly more than \$3 million in Manpower Development and Training Act funds. Considering the monumental size of the project, and the speed with which it was executed, the Federal administrative costs were relatively low.

Secretary Wirtz, in an address in Washington, described the CAUSE training program as "probably the most worthwhile thing that is going on in Government in this country today." The project so praised by the Secretary was administered, in large part, by a group of consultants who were recruited from backgrounds that ranged from international labor unions to the ministry. The secretarial help was drawn chiefly from 17- to 22-year-old college students who were part of the Federal Government's inservice training program. Other key personnel were detailed to the CAUSE project from the Bureau of Employment Security of the Department of Labor and from other Federal departments and agencies.

This is a report on Project CAUSE—and its effect.

II. THE PLANNING STAGE

Although Project CAUSE had some of the elements of a crash program, several months went into its planning. On April 6 and 7 of 1964, an ad hoc advisory committee was called by the Bureau of Employment Security. This task force was composed of leaders and authorities in the field of youth problems who were drawn from both Government and private agencies. It recommended the establishment of a network of federally sponsored youth opportunity centers that would, in the words of the task force's report, adopt—

"A new approach to the counseling functions and selection of staff, with broadened use of counseling aids, indigenous workers, and group counseling. Innovations in inservice training should be employed. Centers should have a continuing responsibility for youth service, including followup after placement."

It was at this conference that the idea was first broached of a federally sponsored training program along the lines developed by the Peace Corps. The personnel to be trained would help to staff the youth opportunity centers. The concept received enthusiastic support.

The ad hoc committee recommended that "youth guidance centers" be established within the Employment Service system and that the centers should serve a cross section of youth, with the highest priority given to disadvantaged youth, as defined in the Manpower Administration Order 15-64.

YOUTH OPPORTUNITY CENTERS PLANNED

Following the meeting of the ad hoc committee, and the submission of its report, another document concerning youth opportunity centers was produced by the Bureau of Employment Security. This 27-page document was entitled "A Plan: Youth Opportunity Centers in the Employment Service System." Although chiefly concerned with the establishment of youth opportunity centers, this plan also laid the groundwork for the CAUSE training program. In its appendix, the following suggestion was made:

"To increase dramatically the supply of trained counseling personnel, the Bureau of Employment Security proposes to supplement existing counselor education programs by a plan to recruit, select, train, and employ, in cooperation with State employment security agencies, universities and counseling and youth experts, from 1,000 to 2,000 counselor trainees during the summer months of 1964."

Both the plans for Project CAUSE and for youth opportunity centers were quickly approved by the Manpower Administrator and the Secretary of Labor.

III. RECRUITMENT

"In a very real sense," a leaflet read, "Youth opportunity centers will be advance posts in the war against poverty. Their immediate target will be over 1 million young people floundering in the labor market, without jobs and without expectations." This leaflet, of which more than 400,000 copies were printed and distributed, helped in the initial recruitment of nearly 22,000 persons who applied for the CAUSE training.

ANNOUNCEMENT OF THE PROGRAM

In his statement which announced the nationwide program to recruit and train counselor aids and youth advisers, Secretary of Labor Willard Wirtz said:

"I strongly urge qualified applicants who feel deeply about the problems faced by disadvantaged youth to apply for this training immediately. Not only will they make an important contribution to relieving youth unemployment, but they will also be joining the war against poverty and helping to eliminate the hopelessness and despair which are poverty's twin companions."

CHAIRMAN INVITED

After CAUSE was announced, Secretary Wirtz wrote to the presidents of 1,200 colleges asking each to serve as "an honorary chairman of the counselor aid and youth adviser recruitment drive." Most accepted enthusiastically.

PUBLICITY PLANNED

In addition to the publicity, directed at virtually all media, which was provided by the Bureau of Employment Security's Information Office and issued locally by the State employment security agencies, an intensive direct mail campaign was designed to attract recent Negro college graduates; Peace Corps applicants who had been turned down for reasons other than competency; Peace Corps volunteers who were then overseas, but who were expected to return in time to take part in the training, and national organizations which had expressed interest in the problems of disadvantaged youth. These organizations used their own communications systems to inform potential candidates of the project and its purpose.

MINORITY GROUPS APPROACHED

Not only was every possible safeguard built into the recruitment and selection program to make sure that no one was excluded because of race, color or creed, but Project CAUSE made a special effort to attract members of minority groups to the training.

The presidents of 35 predominately Negro colleges and universities received personal letters from Secretary Wirtz asking them to cooperate in publicizing the program among their recent graduates. In addition, 2,100 letters were mailed to the 1962 graduating class of these colleges informing them of the training program. Similar letters were sent to those who had graduated in 1963 and 1964.

Because the project did make every effort to recruit counselor aid and youth adviser candidates from minority groups, 169 (or 9 percent) of the trainees were nonwhites—a far higher percentage than nonwhites represent among the total of college students or graduates for the nation as a whole. This could be learned only from a head count of the trainees on each individual campus. The application form, of course, contained no reference to race, color, or creed.

CONTACTS MADE

In its efforts to recruit candidates from virtually all walks of life, Project CAUSE turned to national organizations. On June 18, 1964, the day following the Secretary's announcement of the training program, 174 telegrams were sent under Secretary Wirtz's name to national, professional, religious, civic, service, and labor organizations, seeking their assistance in the recruitment of candidates.

After the telegram was dispatched, individual contacts were made with 55 national organizations and conferences. A personal followup was conducted by three staff teams and a consultant to Project CAUSE. One team worked out of Chicago; one out of New York; and one out of Washington, D.C. The consultant called on organizations and conferences in Daytona Beach; Atlanta; St. Louis; Kansas City; and Chicago. An additional 15 organizations were reached by long-distance telephone calls.

Almost without exception the national organizations made their channels of information available to aid in the recruitment drive. Although no extensive or detailed check was made, it has been learned that 43 out of the 55 organizations which were personally contacted took immediate action following the receipt of the telegram from the Secretary.

Some wired their local affiliates urging them to participate in the recruitment. Others issued formal announcements and resolutions at conferences, meetings, and conventions. Still others reviewed their own applicant files, or those of their affiliates, for possible candidates and then urged them to apply.

Several organizations could not take an active part in the recruitment drive because of the brief 9-day span between the Secretary's announcement of the program and the time of the first examination.

Of particular benefit to the recruiting campaign were the regional offices of the Bureau of Employment Security. These offices, each with a number of intimate and wide-ranging contacts, served to coordinate the supportive services of the State and local organizations.

PEACE CORPS RETURNEES SOUGHT

Particular effort was made to recruit Peace Corps returning because of their obvious dedication and motivation. A special airgram was sent to the Corps representatives throughout the world informing them of the program and urging them to ask those volunteers who would return to the United States before July 15 to wire collect an indication of their interest in CAUSE training. Peace Corps volunteers who had been accepted by the Peace Corps, but who could not serve were also sent recruiting letters. Four Peace Corps volunteers were selected for and completed the training program.

IV. SELECTION OF TRAINEES

The timetable for the selection process was as follows:

June 20: First applications received.

June 27: First national testing.

June 29: Test scores received and final rating of applicants begins.

July 1: Second national testing.

July 9: Completion of final rating and selection for universities beginning training in the week of July 13.

July 8, 9: Briefing of field assessment officers.

July 17: Completion of final rating and selection for universities beginning training July 20 and later.

PREPARING FOR THE EXAM

On June 24, 1964, 3 days before the first examinations were to be given at some 1,600 local employment service offices, the Bureau of Employment Security issued general administration letter No. 795 and a text manual outlining the procedures that the local offices were to follow in helping to recruit and to test the candidates for the training.

However, letter No. 795 failed to mention the nationwide physical mechanics of the testing, which were described in an article for the American Personnel & Guidance Association's publication, *Guidepost*, as "formidable." The article stated:

"Fifteen thousand, 22-page test booklets had to be distributed to some 1,600 local employment service offices along with 30,000 answer sheets and a set of scoring templates for each office. The Government Printing Office published the test booklet in record time and the Indiana plant of the International Business Machines Co. quickly provided a rush order of the answer sheets and the scoring templates."

Obviously pressed for time, this general administration letter informed the State employment security agencies that "candidates need not have completed an application in order to take the test for Project CAUSE on June 27, 1964. However, at the time the test is administered, candidates should be asked whether they have filled out an application. If they have not, they should do so upon the completion of the test. The application and the test should be mailed to Project CAUSE at the address given below."

In an effort to acquaint the State agencies with the aim and purpose of the CAUSE project, general administration letter No. 786 and region memorandum No. 1176 were issued by the Bureau. These communications helped to alert employment security personnel throughout the country to the scope and intent of Project CAUSE and the staffing patterns of the proposed youth opportunity centers. These communications, along with a series of biregional meetings, were the principal methods used to brief State agency personnel on the demands that would be made upon them in the recruitment, publicity, testing, and selection phases of the entire program.

The application referred to by the general administration letter was modeled on that used by the Peace Corps. It asked the usual statistical information including a record of experience, education, courses, studies, and language ability.

THE KEY QUESTION

Of particular importance was the final question, No. 24, which queried:

"Workers in the youth opportunity centers will have to exercise understanding and ingenuity in coping with disadvantaged and other youth on a person-to-person basis. These young people may be difficult to reach, requiring the youth opportunity center to go out into the community and to create the conditions which

will make it possible for disadvantaged and other youths, victims of educational deficiencies, economic poverty, work and learning maladjustments, and poor motivation to use the services of the center. Assignment to such work requires the highest personal resources and technical skill from the counselor aids and youth advisers. In the space below, please describe yourself in relation to the demands of such work."

This question in effect, required of the candidates that they write a critique of their qualifications.

The general administration letter pointed out that—

"College graduates and those noncollege graduates who are over 21 are eligible to take the test for Project CAUSE. However, local offices should permit anyone who wishes to take the test to do so, for subsequent screening by Project CAUSE will select out unqualified applicants * * *. The purpose of this wide latitude of eligibility to take the test for Project CAUSE is that the present and proposed programs for disadvantaged youth will require people with wide spectrums of experiences and backgrounds."

TWO EXAMS GIVEN

The Bureau also predicted that "our initial response from applicants indicate that the test will probably have to be administered again on another day." The prediction was correct. On June 27, some 15,506 persons sat for the examination in 1,600 local offices. In additional testings through July 1, another 6,487 persons took the examination bringing the grand total to 21,933. The smallest number taking the test in any one State was 30, the largest 3,301. In 38 of the States, the number exceeded 100.

That many more people took the tests than normally take State-announced examinations is evidence of the openness of the competition, and a testimony to the viability of the Federal-State relationship in the Employment Service.

The tests were not only administered, but also scored in State employment security offices throughout the country. The test booklets were reusable for the sake of economy. Local offices cooperated in security measures designed to maintain the utility of the tests for further programs.

THE SELECTION EXAM

Prepared for use in measuring attributes considered to be important for success in training for counseling with the disadvantaged, the test battery itself consisted of two major sections: Part I was the cognitive section, designed as a measure of ability to learn, analyze, and to reason on the job, as well as in training. The total cognitive section also included questions designed to measure already acquired specific information in the areas of social science and human behavior.

Part II was the noncognitive section, containing scales drawn from a widely used and extensively standardized personality test, designed to measure specific traits associated with successful counseling. The traits measured were those which define the acceptance and understanding of other people, adaptiveness and flexibility, emotional and social maturity, and habits of thinking in terms of the causes of human behavior, rather than in judgmental terms.

Minimum scores were established for each of the two parts of the examination. On the personality test there was some provision for compensation of minimal scores in one area by high scores in another. Rating points were assigned to the applicants for scores above the minimums, with eventual selection based on the number of such points assigned.

WHO WOULD BE SELECTED

From the beginning, the Department ruled that the trainees would have to be exceptional. The plan stated that "from those who submit applications for the program will be selected the men and women with the highest possible personal qualifications and technical preparation. We will be seeking those candidates who have not only the education and experience that constitute technical qualifications, but also the personal qualifications of emotional stability, sensitivity, social effectiveness, flexibility, ingenuity, dedication, sound motivation, and demonstrated leadership."

Selection was based on the proposition that among the characteristics of successful counselors are knowledge and technique elements which may be

acquired through relatively brief intensive training. Also taken into consideration were the personal characteristics of acceptance and the personal sensitivity which are relatively unmodified by brief training. Trainees were selected on the basis of whether or not they showed evidence of these latter characteristics, and whether they had the mental ability to use training to acquire the former set of characteristics.

The large number of applicants necessitated a set of procedures that would limit the selection process to as few steps as possible, use the fewest personnel, and require minimal use of subjective judgment.

THE SELECTION PROCESS

Ratings on suitability for training were based on two scores of information: the application filed by the candidate and his score on the selection tests. Selection for placement include the rating process of assessment during training, in which letters of reference were also used. Assessment procedures will be described in section VI of this report.

Application processing was broken down into rough screening, referencing, sorting, and fine screening. For each of these steps, objective criteria sheets were designed to specify the bases for the decisions which were to be made at each stage. These criteria sheets were prepared in sufficient objective detail so that they could be used in making the appropriate decisions. This permitted rapid, efficient, and nonprejudicial handling of the applications and related materials. The final processing stage, fine screening, required the most sophisticated judgment, and for this stage the services of the experienced people who were drawn from State and regional employment service offices were employed.

ROUGH SCREEN

Applications at this step were examined for completeness and for assignment to the following categories:

- A. Unqualified (underage, lack of citizenship, employed).
- B. Overqualified (education beyond a bachelor's degree).
- C. Counselor-aid (would meet job specifications recommended by the Department of Labor by the time training ended).
- D. Youth adviser (would meet job specifications recommended by the Department of Labor by the end of training).

This rough screening process worked with a great deal of efficiency and economy, being handled entirely by overtime clerks working evenings and weekends. They succeeded in screening 21,993 applications in less than 3 weeks. One price paid for this rapidity and economy was that a few applicants who were in fact overqualified according to the criteria were misclassified as counselor-aids and subsequently sent to training. However, the few overqualified who were erroneously selected were unemployed or underemployed with reference to their skills. Their inclusion in the project was not inconsistent with the aim of making available to State agencies a pool of people possessing skills needed to meet a national shortage. Furthermore, these trainees contributed much to the training of the others, serving both as leaders of the trainee group and as resource persons even though, in some cases, their graduate training was not directly related to counseling.

A second problem which became apparent during the rough screening was caused by training requirements. The design of the application on the basis of which the above classification decisions were to be made had been completed before the job specifications for counselor-aids and youth advisers were fully drawn. The result was that the application did not include some information required by the final job specifications. This was also true for youth advisers.

While those assigned to their classification were the most qualified of the pool of applicants below the counselor-aid level, it was not possible to discover precisely how much time the applicants had spent in volunteer and paid work related to counseling with the disadvantaged (how many hours are involved when one says that he worked as a volunteer with the police athletic league for 2 years).

Neither the screening nor the rating schedule for youth adviser incorporated a minimum education and experience requirement based on the draft specification. In many cases this did not turn out to be a problem. The youth adviser classification had originally been intended to approximate the concept of a local leader, and several States which had accepted the value and desirability of this kind of

worker felt that the job specifications were inappropriate in their requirements for levels of education and experience which do not characterize indigenous leaders.

REFERENCES SOUGHT

Reference forms were sent to five people named in the referencing section of the application. Applications had been designed so that the page containing these names and addresses could be separated and used for reference solicitation while the remainder of the application went through further processing.

SORTING

Counselor-aid and youth adviser applications were then sorted into three groups for each classification on the basis of qualifications such as the amount of education, the reported grade averages, the amount of job experience, and the extent of special relevant study. The sorting was designed so that the more detailed fine screening could be reserved for those applicants with the highest probabilities of being selected.

The criteria for assignment of applications to the three groups were based on a compensating balance of experience, special training, and educational level. Increased experience could compensate for minimal grades or relevant studies, and vice versa.

Processed applications were matched with the selection test scores of the applicants and sent to the panels of State and regional employment service representatives for fine screening.

FINE SCREENING

The last stage in evaluating candidates for selection consisted of the rating of applicants on personality (P-rate), and on educational and experimental qualifications (Q-rate), on a 1 to 5 scale. These ratings were derived from more basic ratings of factors in the application, reflecting life history materials, and independent ratings of the test scores.

P-RATING

Rating of the application was based on the extent to which the application contained evidence of commitment to work with disadvantaged youth, reliability in past employment and advancement potential, familiarity with the program and its needs, and familiarity with the milieu of poverty. These ratings were made by State and regional representatives working with explicit criteria sheets against which they could compare the application contents. Rating of the tests was based on assignment of points for the various score levels obtained on the non-cognitive sections of the selection battery.

Standards for the P-rating were identical for youth advisers and counselor-aids.

Q-RATING

Rating of the application involved the assignment of points to the applicant for amount of education and its relevance to the job, and the amount and relevance of job experience. For States with large Spanish-speaking populations among the disadvantaged, knowledge of Spanish provided extra points.

For counselor-aids, the points were distributed among the categories of education and experience so that 50 of the points could be earned through education and 50 through job experience. Standards were so set that it was very rare for a candidate to achieve an adequate number of points on the basis of education or experience alone, beyond the minimum educational level. For youth advisers, the distribution of points permitted 60 of the total to be obtained on the basis of experience, and 40 on the basis of education.

The minimum score on the general mental abilities section of the cognitive test was set at a point above the average score of currently employed employment service interviewers. This minimum score was the same for youth advisers and counselor-aids.

A minimum score was also set on the total cognitive test, which included, in addition to general mental abilities, sections on social sciences information and human behavior. For counselor-aids, this minimum was set at the 55th and 60th percentile for employment interviewers, estimated from data on the performance of these interviewers on the general mental abilities and social sciences parts

of the test. Since the youth advisers had less education than the counselor-aids, the total score for the former group was determined by increasing the weight of the general mental abilities section. This had the effect of deemphasizing the social sciences and human behavior sections, which were more dependent on past education. The minimum score for youth advisers corresponded to the 15th to 30th percentile for employment interviewers.

On the common parts of the examination (general mental abilities and social sciences information) the counselor-aids selected for training averaged above the 80th percentile for employment interviewers, and above the 70th percentile for college graduate employment interviewers. The youth adviser trainees averaged above the 75th percentile for employment interviewers and above the 60th percentile for college graduate employment interviewers.

Tests of the reliability of the P and Q ratings indicated that despite the diversity of experience and background in the employment security personnel who served as raters, there was extensive and significant agreement between the raters and professional psychologists who rerated a sample of the applications and tests.

This demonstrated that less highly specialized professional personnel could make important and difficult judgments with little loss in accuracy, compared to specifically trained professionals, given well defined criteria and adequate supervision.

VERBAL SKILLS

It was extremely rare for a trainee to experience difficulty in understanding the course work. However, the price paid for the high standards in this regard may have been an overemphasis on verbal skills which comprised the largest portion of the measure of academic aptitude used.

Although the test section on verbal skills was designed to measure verbal comprehension, reasoning and analytical ability rather than verbal articulateness, the total emphasis on verbal skills probably exceeded that needed for performance of the job for which the training was conducted.

PSYCHOLOGICAL CHARACTERISTICS

While a thoroughgoing analysis of the psychological data on the trainees is not available, several surface impressions are of interest.

University personnel confirm that the trainees as a group generally tended to reject unsubstantiated authority, were critical of the status quo, were deeply committed to social improvement, and acted on their beliefs.

There is also some evidence indicating that they are not indiscriminate in their reactions, but are familiar with and interested in the cultural setting of social practices and improvement efforts, giving a rather humanistic cast to their political and social attitudes. These characteristics contributed much toward making the trainees a stimulating and challenging group for university instructors.

While these characteristics of the trainees may be ascribed to the selection process to some extent, it may also be that they are the outcome of the brand of recruiting and of the crash nature of the program. When telegrams were sent to applicants inviting them to report for training almost immediately, those who could and did respond rapidly, involving as it did sudden changes in environment, quick decisionmaking, and a readiness to action, may have been more flexible, adaptable, and more highly motivated than those who received similar telegrams but declined training on the grounds of inability to change plans so suddenly. Although applicants were considered unemployed at the time of selection, family responsibilities, competing opportunities, and personal pressures made rapid decisions difficult.

There is thus some reason to think that future programs, while providing more leadtime for planning and operation, might also provide more leadtime to trainees to report to universities. The only risk here is that by giving the potential trainees more time to decide, a project might sacrifice a valuable device that self-selects the most suitable candidates.

V. ASSIGNING TRAINEES TO UNIVERSITIES

Prior to the training process, it was necessary to determine what students should be sent to which universities. Several proposals were considered. The first stated:

"Can the problem be solved by using computers? We talked with a scientist from one of the large computer centers in the United States. After discussing the problem thoroughly with him, we reached the conclusion that the computer was probably not the answer."

Further frustration by the experts is worth reviewing:

"Since we need the answer almost immediately, there is not time to write a program."

"A search for a program was complicated by the fact that at the time we didn't know exactly of what our input data would consist. It was felt undesirable to ask that the computers and personnel be asked to stand by until we had some meaningful data since we did not know when the data would be available."

"Due to the type of data we are working with, there is seemingly a need at the administrative level for a lot of flexibility for last minute adjustment."

In other words, it could not be done by machines. With the large number of applicants to be invited, and with the shortness of time involved, trainees were matched with universities on the basis of a system devised by the CAUSE staff which relied on commonsense rather than on mathematics.

SELECTION FOR TRAINING

Selection for training was made from cards bearing the applicants' ratings and State of residence. Quotas established for each State were met in the selection. For those States in which the assigned quota was smaller than the number of rated applicants, selection was made in order of the magnitude of the ratings with the highest rated applicants being selected first.

Assignment to universities was on (a) the basis of geographic location of the universities, (b) the applicants' States of residence, and (c) the number of credit hours needed by the applicants to meet the counselor aid requirements as compared to the number of credit hours being offered by the various universities. In most cases, applicants were assigned to the nearest university. There were cases, however, in which trainees were assigned to distant locations. This was either because there were fewer number of positions open at a university serving a region with a high quota of trainees or because the nearer university was awarding less academic credit than the applicant needed, while a more distant university was prepared to offer more credit.

In some cases this reasoning was vitiated when universities were unable to honor their verbal agreements to award credits in the agreed-upon amounts to some individual trainees without violating university standards.

Selection of trainees from the rated applicants continued until all training programs received close to a full complement. The selection process ceased when candidates with minimum acceptable standards had been exhausted in the pool of applicants available from any particular State.

VI. ASSESSMENT DURING TRAINING

The 1,901 trainees who reported to the universities were selected from a population of unemployed people who are frequently considered to be risks. The task of assessment during training was to study each trainee closely, both for the personal characteristics which make for job success, and for an evaluation of progress in acquiring the skills and attitudes necessary for the work.

The sensitiveness required in the jobs of youth advisers and counselor aids, their openness to public scrutiny, and the difficult problem of achieving public support and understanding of the program clearly indicated the need for a greater level of personal observation than could be obtained from the mass testing and rating of the initial selection process.

CALENDAR FOR ASSESSMENT

Assessment was divided into three periods as follows:

July 27-August 10: First assessment period.

August 10-August 24: Second assessment period.

August 24-September 12: Final assessment period.

A review of each trainee was first conducted by the university's assessment officer. The second and third reviews were also attended by State merit system and employment service personnel, service managers in the regions, and training officers and directors.

PRINCIPLES UNDERLYING THE ASSESSMENT PROCEDURES

Assessment made use of a complete range of sources of information, with no one source accepted as decisive.

The terms of the assessment were communicated to the trainees, who were kept informed of why they were assessed; how they were being assessed, and the results of the assessment.

Assessment was used to monitor student progress. It also provided the trainees with information which could be used to improve their performance.

1. The task of the selection-assessment officers was to decide whether the trainees were suitable for work as counselor aids or youth advisers.

2. The assessment was based on the assumption that characteristics which produce success in university training and those which make for job success are not necessarily identical.

3. Unsuitable trainees were aided in seeking and obtaining employment outside the youth opportunity center program.

4. The assessment materials are confidential. The pertinent assessment information has been communicated only to those agencies with which the trainee is seeking placement. Where such an agency is other than a State employment service, release of assessment information must be written permission of the trainee.

5. Issuance of a Department of Labor certificate of successful completion was the final evidence of the trainee's ability to perform the work for which he was trained.

6. Except for the required reports and test data to be used for research purposes, assessment materials either were to be destroyed by the university at the conclusion of the program, or be sent to the Department of Labor for safekeeping.

7. Except where a trainee disrupted the group interaction, or the teaching and on-the-job training programs, trainees were not terminated until they had been given every opportunity to profit from the instruction and modify their undesirable characteristics.

8. The obligation of the university to the project was to encourage trainee growth and development.

9. No trainee was separated prior to the completion of training unless he was informed of the reasons for his separation every effort was made to obtain the trainee's agreement to the separation, and to help the trainee make appropriate postseparation plans.

10. No trainee was separated without the approval of the project selection director or his staff.

ASSESSING THE TRAINEES

The aim of the assessment during the first 2 weeks was to identify obviously unsuitable trainees and to alert the assessment and training staffs to particular problems which might arise. A number of trainees were separated during this period, some by voluntary resignation, and the remainder because of personality problems that the assessment staff felt were incompatible with work in youth opportunity centers. While this latter group might have been identified by selection interviewing, the number was small enough (18) compared to the cost of routine interviewing to confirm the validity of selection for a training program of this kind without a personal interview.

During the second assessment period, a fairly complete and definitive picture of the trainee was developed, based on the observation of course instructors, seminar leaders, performance in small groups, relations with other trainees, individual interviews, and on-the-job-training performance.

The function of the assessment panel was to make the decision as to whether the trainee should be separated or continued in training. Recommending qualified retention proved to be a valuable procedure because many trainees were able to make quite striking readjustments during the final assessment period. This was accomplished through the use of specific training assignments, individual help, and a frank exploration of their strengths and weaknesses.

The common goal of the panel members during this assessment period established close working relationships among university officials, Department of Labor selection and training officers, and representatives of State and Federal employment security and merit system representatives.

The third and final panel made recommendations regarding the overall suitability of the trainee for functioning in the role for which he had been trained,

and as to whether the Department of Labor should issue to the trainee a certificate of successful completion. Many of the participating universities also issued certificates of attendance in the training program.

During the 3 assessment periods, 69 trainees were voluntarily and administratively separated, and 78 were not certified. The most common reason for the former were violations of university rules and personality disturbances.

ALTERNATIVE PLACEMENTS SUGGESTED

For trainees not certified, the panel suggested alternative placements, and the State employment service representatives participating in the panel were encouraged to help in their placement. In some cases trainees with administrative talents, who were unsuitable for direct person-to-person work, were encouraged to take other positions in State agencies.

THE NATIONAL AGENCY CHECKS

As national agency checks were received during the course of training, they were reviewed by the selection staff. Derogatory information contained in the reports was communicated to the selection officers working with the universities in which the affected trainees were enrolled. This information was used to reach a decision regarding certification of the trainee.

Use of national agency checks by the selection division was limited to their relevance to the trainee's ability to function as a subprofessional counselor. For this purpose, police and arrest records and similar materials were considered appropriate to an assessment of their capacity to function in counseling relationships with disadvantaged youths.

Although the national agency checks were frequently received too late to be of major value in assessments during training, and did not provide much useful information not already known on the great majority of trainees, they did prove useful in uncovering derogatory information on a small number of trainees (about 1½ percent) after training ended. This has resulted in decertification of 28 trainees. The bulk of these were for concealed arrests or unrevealed mental treatment.

HOW REFERENCES WERE SECURED

Forms for references were sent out during the application processing stage. While many references were received before invitations to training were to be issued, the bulk of the references were received during the last weeks of training.

These references were reviewed as received, and the pertinent information which they contained was given to the selection officers assigned to the universities where the affected trainees were enrolled.

It is likely that references would have been more fruitful had they been sent to former employers and supervisors, rather than to other people nominated by the applicants. However, the value of employer references would be limited by the extent of the applicants' job experience.

UNIVERSITIES SATISFIED

Evaluation by the university assessment officers indicates general satisfaction with the program. The assessment of CAUSE trainees was more thoroughgoing than universities typically use with their regular students and the universities' overall impression of the trainees was extremely favorable when they were compared with regular graduate students. The trainees, indeed, were considered to be superior in commitment, interest, enthusiasm, and life experience. There was some criticism that the assessment program was overly elaborate, especially when compared with the fairly minimal assessment characteristic in certain master of arts degree programs.

The universities expressed general satisfaction with the roles of the Project CAUSE selection and assessment officers, who were viewed as a major source of help. Some project directors warmly praised the selection officers who worked with them.

ON-THE-JOB TRAINING

Probably the weakest portion of the assessment program was the evaluation by the on-the-job supervisors. In a great majority of cases these supervisors had neither the time nor the experience for adequate supervision and evaluation of the trainees. Often their contacts with trainees were limited and superficial.

so that this important source of assessment material proved inadequate. It is evident that OJT assignments such as those in the CAUSE project should be accompanied by more adequately developed plans for supervision and evaluation of the training.

VII. TRAINING

After the initial plan for Project CAUSE had been approved by the Secretary of Labor, it was necessary to develop the training curriculum, select the universities and colleges which would conduct the training, and negotiate contracts with them.

On May 18 a group of specialists met in Washington for 2 days to develop curriculum guidelines. This group included representatives of the State employment service system, Bureau of Employment Security regional offices, national professional organizations, and other interested Federal Government agencies, such as the Department of Health, Education, and Welfare's Office of Education. A number of university personnel were also invited, as were several consultants.

That group, chaired by Dr. Melvin Herman of Mobilization for Youth and New York University, produced a guideline "for the development of curriculum for the training of the approximately 1,000 to 2,000 counselor trainees and youth advisers." The basic goal was defined:

"The summer training is intended to establish an adequate basis of knowledge and skill for the immediate performance of job responsibility as a counselor trainee or youth adviser in the youth opportunity program. It should be clear that these positions are not the equivalent of fully qualified professional counselors, and the curriculum should be developed to reflect this. This is not to negate the possibility that where appropriate, preliminary training can serve as a basis for further professional education for a relevant graduate's degree and the assumption of more advanced responsibilities."

UNIVERSITY PRESIDENTS INVITED

On May 22, 1964, Secretary Wirtz invited the presidents of 37 carefully selected universities to submit proposals for the training.

The responses to the Secretary's letter were immediate and 27 accepted. The 10 university presidents who declined did so reluctantly, because they felt they were already overly committed for the summer, or because they could not muster the needed resources in the limited time allowed.

HOW THE UNIVERSITIES WERE SELECTED

The selection of the 37 colleges and universities invited to participate in the training program was based on the following criteria:

1. At least 1 university had to be located in each of the Department's 11 regions, and a balance of rural and urban settings was also desired.

2. The universities must have demonstrated an ability to design, staff and implement special programs of an interdisciplinary nature. Colleges with past experience with Peace Corps and National Defense Education Act counselor training programs were given special consideration, as were universities whose departments of counselor education were recommended by such organizations as the American Personnel and Guidance Association.

3. Demonstrated concern and involvement by the university in special programs relating to youth, such as the President's Committee on Juvenile Delinquency, were deemed relevant.

4. The extent that the community in which the university was located had the civic resources to operate either an urban or rural oriented program of on-the-job training, as well as the university's previous experience in training counselors for State employment services, was considered.

5. Finally the university was required to have the physical facilities to house from 60 to 100 trainees, and the faculty to train them well at a reasonable cost.

With these criteria in mind, most of the 37 schools were personally visited during the 2 weeks following May 23. Although the selection of 15 to 20 training institutions was originally considered, it soon became evident that the training would be accomplished better and at less expense with 27 participating institutions.

They were:

Arizona State University
 Boston University
 California, University of (Berkeley)
 Denver, University of
 Fisk University
 Florida, University of
 Georgia, University of
 Howard University
 Minnesota, University of
 New York University
 North Dakota, University of
 Ohio University
 Oklahoma University

Oregon, University of
 Roosevelt University
 Rutgers, the State University
 San Diego State College
 Southern Illinois University
 Springfield College
 Texas Western College
 Tuskegee Institute
 Utah, University of
 Washington, University of
 Wayne State University
 Western Reserve
 West Virginia, University of

Each university and college was charged with the responsibility of developing the course content within the training curriculum guidelines prepared on May 18-19 by the Bureau's Advisory Committee.

THE TRAINING ITSELF

The training program was designed to accomplish a single purpose—to guide each trainee in developing the skills, knowledge, and attitudes for the successful performance of his duties as a youth adviser or counselor aid.

THE INTENT OF TRAINING

In establishing training guidelines, the following employment conditions were assumed: trainees would be supervised by a master counselor; many would progress toward a master's degree; they would be requested to perform a variety of duties; CAUSE training would equip trainees to act as subprofessionals; and they would receive in-service training from employment service officials.

The project outline described the course content and the recommended time allocations. The weekly schedule, it said, should include 50 hours of study. Of this 25 hours would be in the classroom, 10 hours in on-the-job training, and 15 hours in individual preparation. It was recommended that the time allocated to the 35 hours of organized activity would be: overview, 10 percent; understanding the individual, 15 percent; work, training, and supportive services, 15 percent; activities of the counselor trainees, (counseling theory and techniques) 15 percent; OJT, 25 percent; fieldwork, 10 percent, and integration of training program, 10 percent.

PROPOSALS SUBMITTED

Each university was required to submit a detailed proposal of the day-by-day activities of its training program. The proposals included faculty assignments, proposed textbooks, and methods of instruction.

Project CAUSE training officers who visited the universities on exploratory trips usually conducted the final contract negotiations. The negotiation of each budget required, as a general rule, that the average cost of each trainee would not exceed \$1,000, and that the cost of subsistence for each trainee would not exceed \$35 a week.

All contracts were reviewed by the Office of the Solicitor for legal validity, and by the Office of Financial and Management Services of the Manpower Administration for their economic feasibility.

TRAINING BEGINS

The training programs opened July 13 with welcoming addresses from Department of Labor officials who visited the first 13 schools. The remaining 14 training programs opened on July 20, with the exception of one opening on July 15.

During the 8 to 9 weeks that followed, the 27 training programs followed the curriculum guidelines assiduously, innovating often creative aspects to the advantage of the trainees' learning. The size of training groups varied from 25 to 189. The average size was 60.

The trainee was exposed to a series of educational experiences, many of them new and challenging. The word "education" is used in the broad sense to include social, cultural, and academic experiences. The training outline and course

sequence were specifically designed to complement the academic classroom work with general, social, and cultural experiences. These experiences were gained in practical contacts in on-the-job training and in planned cocultural experiences involving contacts with indigenous leaders, disadvantaged youths, their families, and the total milieu of the cocultural setting.

COURSES REQUIRED

The overview course provided the trainee with the broad academic framework that would enable him to absorb information acquired in the other academic courses and in the field. It also provided him with basic facts designed to prepare him for confrontation with realities of the motivations and aspirations of disadvantaged youths.

The overview sequence included the historical aspects of earlier attempts to eliminate poverty in America, including such programs as the WPA, CCC, and NYA. The trainees studied the development of the life cycle of disadvantaged Americans, including patterns of poverty and their impact on disadvantaged youths and their families.

The instruction relating to the cultural aspects concentrated on providing information and experiences that would enable the trainee to understand cocultural differences and the aspirational and motivational levels engendered, fostered, and developed by these differences.

The culture of poverty, including an introduction to demographical and ecological data and the self-fulfilling prophecy inherent in the culture of poverty was an important phase of this overview course.

A second and specific course on understanding the individual was developed. This course explored the dynamics of individual growth and personality, stressing adolescent psychology and the relationship of the individual to his peer group within the background of social structure, community value systems, and cocultural patterns of behavior.

A third course dealt with work, training, and supportive services within the work world and the changing patterns of employment opportunities. Focus here was on the status of occupations, career patterns, national and local labor turnover, mobility and job extension and development. All training programs incorporated presentations by labor union officials or university faculty who taught labor economics.

In a fourth course the trainee was introduced to counseling theory and techniques. Beginning skills were developed through practice experience in interviewing, observing counseling sessions, and exploring various techniques under the supervision of trained and experienced counselors. These sessions attempted to give the trainee an orientation to the problems of disadvantaged youths in perceiving the realities of counseling goals.

ON-THE-JOB TRAINING

The requirement of on-the-job training was made for a dual purpose. It was felt essential that trainees be exposed in vivid fashion to the existing conditions of poverty as well as the particular trap of out-of-school and out-of-work youths. Furthermore, it was important that the trainee become familiar with the programs of public and private agencies to alleviate some of the Nation's social, welfare, and health problems.

On-the-job training (OJT) was not designed as a substitute for inservice training, but was intended to be a practical educational program. Each trainee was under contract to the State employment service for 10 hours a week for OJT. This training provided the trainees with direct experience in counseling and interviewing situations with disadvantaged youths.

Some aspects of the OJT used by the State employment service included how to work with testing specialists and employment counselors. The trainees also learned to use the "Dictionary of Occupational Titles" and the "Occupational Outlook Handbook." They were briefed on how to make referrals to agencies providing services in the areas of health, education, law, welfare, and housing.

The State employment service was responsible for the actual supervision and coordination of the OJT experiences. However, the universities cooperated in all phases, especially in arranging placements in other community service agencies and evaluating the students' performance in the field.

Generally, OJT was a sequence of practical, realistic experience in a combination of community situations such as the State and local employment offices,

community centers, youth clubs, community action projects, Manpower Development and Training Act programs, and various other activities.

Field experiences were distinguished from OJT in that they tended to be observational experiences and did not involve actual participation. These included churches, schools, prisons, detention homes, playgrounds, social service activities, and community action programs. Trainees observed specific techniques used in working with disadvantaged youths, techniques that met with varying degrees of success.

Other field experiences dealt more with the employment factors. In West Virginia the trainees spent time at the corner drugstore, talking to the counter-girl about her work, background, and plans. They would then write a description of the job and compare it with the DOT. In Chicago, Cleveland, and elsewhere, trainees visited key industrial plants, and talked with employees and managers. Other trainees visited a fully automated lumber mill in Oregon, mining and fishing towns in Washington, and vocational training schools in Milwaukee and Seattle.

A few of the many ingenious highlights in the OJT and field experience portions should be cited. In New York, trainees worked intimately with the New York City Youth Board, Mobilization for Youth and JOIN where the face-to-face contact with youngsters developed into close, but informal, counseling relations. In California, trainees spent 2 hours a day in terms working in the Hunters Point project in West Oakland and Richmond. Inevitably trainees remained after the prescribed 2 hours and spent evening hours in the communities. One female trainee became acquainted with an unemployed man whose job had just been automated, enrolled him in a Manpower Development and Training Act training program for gardeners, and after 4 weeks received a call that he was working.

In Alabama and North Dakota, trainees set up simulated youth opportunity centers in abandoned schools or other community agencies. Their colleagues meanwhile worked intensively with the rural white and Negro farm families in Alabama with amazing success in developing empathy and understanding between the two groups. In North Dakota, seven trainees spent a week on an Indian reservation working with an enlightened, progressive action program run by a few priests. Similar innovations occurred in all of the programs and were usually considered by trainees as the most important single part of the training.

SEMINARS HELD

One of the most important aspects of the entire course sequence was the integrated seminar, held once or twice a week, in which faculty and trainees met together to discuss the integration of the course work. Though the integration seminar was recommended for only 10 percent of the training period, it actually took place far more frequently. This process of discussing and exploring the meaning of field experience and OJT, as related to the theoretical classroom learning was probably the most important aspect of the program.

This seminar usually provided the channel to integrate the course work, the special lectures, the OJT and field experiences into a cohesive experience. A common occurrence in these formal and informal seminars was self-examination and insight into one another as to value, attitudes, prejudices, and anxieties. The discussions between the students, faculty members, and sometimes the local employment service and Department of Labor staff facilitated the assimilation process.

Common to all of the programs was the use of group discussion leaders. These were usually Ph. D. candidates, though some were postdoctoral students and instructors from sociology, psychology, and counseling fields. They also tended to be critical members of the staff in that they worked closely with small numbers of trainees on an intimate basis in an attempt to integrate the classroom and field experience.

AIDS SELECTED

Some 232 texts were utilized in the training, along with hundreds of reserve reference books, periodicals, magazine articles, Department of Labor materials and statistics, and other governmental agency materials.

Outstanding consultants from a variety of fields, including specialists and authors on the disadvantaged, participated in various programs and contributed materially to the creative aspects of the program.

Many audio visual devices including video tapes and tape recordings were also utilized. One-way vision counseling booths for groups and individuals were widely used as part of the counseling fieldwork.

GUIDANCE GIVEN

The Project CAUSE training officers provided continuous guidance to the universities to insure that each of the programs met the objectives of the national plan. They made at least three visits to each university to evaluate and report on the program and to recommend changes and new directions where indicated. They discussed the program with university administrators, project staff and faculty, the trainees, State and regional employment service personnel, and persons from the community. They reported on the general progress of the program as well as specific aspects such as facilities, staff-trainee-State employment service relationship, trainee morale, effectiveness of classroom instruction, OJT and field experiences. A detailed report was made on the quality and content of instruction, techniques used, and on the basic tenor of the program.

VIII. CHARACTERISTICS OF THE TRAINEES

To assess the trainees as a group is difficult, but an interesting and rewarding study revealed that of the nearly 22,000 persons who applied for the CAUSE training program, 18,213 met the eligibility requirements for classification into the categories of counselor aide and youth adviser. When the selection process had been completed, 14,716 applicants were not invited to training. This number does not include those whose applications were rejected on the basis of age, employment, and citizenship requirements.

A total of 3,497 persons were invited for training, of whom 1,901 actually accepted and arrived at the university sites. Of the 3,497 persons invited to training, 1,583, or 45 percent, refused the invitation either by phone, through written communication or by failing to reply. The refusal rate fluctuated around 33 percent prior to the opening date for the first group of training sessions (July 13) but for those invited after the opening date (to enter late), the turn-down rate mounted as high as 70 percent. An estimated 50 percent refused by phone and these were largely among those who were invited to enter late. Approximately 30 percent either did not reply to the invitation or could not be located at the time it was issued. Many of these applicants later wrote letters stating that while they were not available at the time, they were interested in the training and would be available in the future if it should be offered again. Nineteen percent sent telegrams stating reasons for their refusal. These were tabulated and among the reasons most frequently given were: "accepted new job," "insufficient time—too short notice," "cannot leave home and family for long period," "wanted promise of specific job location or salary," "distance from home too great," "financial obligations," "available at later date," "completing work for degree," "personal or business reasons" and "armed services duty."

Sixty-nine trainees either dropped out or were separated during training so that 1,832 actually completed the 8 to 10 weeks course. Of these, 1,754 were certified as successfully completing training (28 have since been decertified).

Who were these trainees? What were the characteristics of those who took the training?

The mean or average age for the group of trainees was 32. The median or middle age was somewhat lower—28. More than half of the trainees were 30 or under with the women trainees being somewhat younger than the men. The preponderance of women were either in their early 20's or in the 31 to 50 age group. The youngest trainee was 20 and the oldest was 65.

Of these trainees who completed the program 54 percent were men and 46 percent were women. Of the Counselor Aids, 53 percent were men and 47 percent were women, while 57 percent of the Youth Advisers were men and 43 percent were women.

While in college most of the trainees majored in fields of education, sociology, and business administration. Approximately 46 percent majored in fields relevant to counseling.

From the outset, a four-year college degree was required of all Counselor Aids and a number had academic training beyond this level, although the post-graduate education was usually in nonrelevant fields such as law, theology, or business administration.

Nearly all of the Youth Advisers had some college training and a number stated that they expected to complete the requirements for a college degree in the near future. Three Youth Advisers had less than a high school education. Though they were unemployed at the time training began, the trainees' prior occupations ranged from missionaries to newspaper reporters. More than 60 percent of them, or 1,095, had previously held professional or managerial jobs. The largest number of these, 399, or (22 percent of all trainees) had been either teachers or school administrators. Another 106 had been social welfare workers and 159 had worked in other professional or managerial occupations.

Among the trainees there were 459 who listed their former jobs as being in the clerical or sales field. Of these, 142 were general office clerks; 93 had been salesmen; 51 were formerly secretaries, and another 112 listed themselves as having been in other clerical and sales fields.

Among the manufacturing, construction and trades classification, 73 indicated they were skilled and 37 said they were unskilled. Sixteen of the trainees had worked in agriculture, in the fishing industry or in forestry, while 64 stated they had never been employed.

More than half of the men who were trained were veterans of the armed forces. In all, 583 of the trainees had had military experience, including 19 women. All but 8 of these veterans had received honorable discharges. There were also 46 retired military personnel who completed the CAUSE training program successfully.

Seventy-five of the male trainees and 36 of the female trainees reported physical handicaps ranging from mild to severe. Only 5 of the handicaps were listed as severe.

From these data, it is apparent that the CAUSE program was successful in attracting, for the most part, individuals who had the appropriate educational and experience backgrounds. Further research along these lines should be of considerable value in planning for future selection and training programs of this nature.

MINORITY GROUPS IN CAUSE

Some mention has been made of the fact that 9 percent of the CAUSE trainees belonged to what might be called minority groups. Because it is against Federal law to ask for a racial designation on applications, it is impossible to even estimate how many members of minority groups did apply for the training program.

However, a study was made of 100 Negro applicants who were not selected for Project CAUSE. Half of the names were obtained from lists of candidates referred to the project by the Urban Leagues of Florida and Tennessee and the other half from the general file. The latter half of those not selected were chosen for this sample on the basis of their having attended a known Negro college, or having reported membership in a known Negro church, Greek-letter or other organization.

This is, of course, a skewed sample, since, by definition, it is constituted of Negroes who live in segregated or disadvantaged environments. Seventy-four percent of these applicants came from eight Southern States: Tennessee, Florida, Texas, Louisiana, Alabama, Georgia, North Carolina, and Virginia.

Of the Negro applicants, 46 were between 21 and 25 years of age; 24 were between 26 and 30; 17 were between 31 and 40; and 6 each were between the ages of 41 and 50 and 51 and 60. One person was over 61.

The most frequently occurring age range of these nonwhite applicants 21 to 25. The middle age was 26 and more than half of these applicants were women. Eighty-one percent of the group had completed 4 or more years of college.

Half of the group reported that they held professional or managerial jobs as their primary paid occupation. Fifteen percent reported service and unskilled occupations.

Fifty-two of these Negro applicants indicated on their application that they would prefer to work outside of their home State.

The major reason that these nonwhite applicants were not accepted for Project CAUSE is that 59 percent of them failed to pass the mental abilities test. Another 39 percent were not considered by the selection panel because they had been classified in the less qualified categories during the rough screen process. It is likely that a sample of white applicants coming from the same States and same types of colleges would be similarly weak, and that a sample of Negroes from other areas would have been better. However, the absence of racial identifications from CAUSE applications prevented such sampling.

IX. THE PLACEMENT PROCESS

Virtually all State merit systems cooperated in the recruitment drive by combining their lists of college graduates who were eligible or who were on pending applicant lists for college-level entry jobs. These were sent CAUSE applications.

The nine regional representatives of the HEW Division of State Merit Systems contacted all the State merit system agencies and sought to have them accept, if possible, the CAUSE process. The Division prepared a description of the CAUSE recruitment and selection process which pointed up its general compatibility with established merit system procedures and which was circulated to all merit systems. The Division's representatives attended the BES biregional meetings on CAUSE, arranged for the participation of State merit system officials in the CAUSE assessment panels, and in many cases they also attended the assessment panel meetings. In those States which deemed it essential to hold their own examination, the HEW representatives encouraged administration of the exams on the CAUSE campuses. Assistance in establishing counselor trainee and youth adviser classes was also given.

STATES GIVEN DATA

The Division of State Merit Systems prepared the cognitive, or aptitude, part of the written examination. This test was similar to those which the Division regularly supplies to States for comparable positions. The various State merit systems were supplied with data on this test showing that the trainees' test performance averaged well above that of the present employment interviewer staff.

A number of States decided that, while they could accept the CAUSE selection test scores, they could not limit their list of eligibles to CAUSE trainees. For eight States which felt obligated to give their own examinations, the Division prepared a special test to examine CAUSE trainees and the candidates recruited by the State. Although this test was comparable to the initial selection instrument, it also included some items related to the fields of knowledge and skills which were covered in the summer training or in comparable counselor training.

TWENTY-THREE ADOPT CAUSE SELECTION

Twenty-three merit systems accepted the CAUSE selection process in lieu of their own examinations.

In addition to furnishing these States with test scores and other selection data for resident trainees, the Division also furnished merit system with scores of out-of-State CAUSE trainees on an individual basis. Regional representatives encouraged the merit systems of States that had a shortage of trainees to recruit from among residents of States with an oversupply.

Another essential step was to establish in each State appropriate classes, if they did not already exist, to which CAUSE graduates could be appointed. This required the cooperative efforts of responsible State, regional and national office staff. There are now 39 States which have counselor trainee classes and 31 with youth advisor classes. In some cases other existing classes were found suitable for hiring these candidates.

THE FIRST STEP

The first step of the Placement Office was to make jobs available, and to make certain that the positions of counselor aide and youth advisor had been established by the States.

The CAUSE Placement Officer traveled to various universities to answer trainees' questions and to reassure them of their future. Memoranda were prepared for the Project CAUSE Training and Assessment Staff who visited the universities so they could have the most accurate answers to the questions of the trainees.

As training neared an end, the question of jobs for the trainees was still uncertain. It was not until the end of August that obligational authority to hire trainees could be made available to the States.

The most recent report, as of January 6, 1965, from all State Employment Security agencies shows 1,045 CAUSE trainees have been hired, and another 247 available, whom it is anticipated will be hired. More than 400 trainees are now unavailable for hiring by the State agencies for a variety of reasons.

It is, of course, true that many of those hired will still have to qualify through the individual State merit system processes for permanent appointment.

X. THE EFFECTS OF CAUSE

Although it is too early to assess all of its long-term implications, Project CAUSE has already had widespread, favorable effects—on the Nation, on the employment service, on the Department of Labor, on the counseling profession, on the universities, and on the trainees.

Project CAUSE was created to alleviate the severe shortage of trained counseling personnel needed for work with disadvantaged youth, a shortage that was to become even more severe in the face of the establishment of Youth Opportunity Centers and the poverty programs under the Office of Economic Opportunity. Against this major goal, Project CAUSE achieved these results:

1. In less than 3 months, it recruited, selected and successfully trained 1,754 Counselor Aides and Youth Advisors. Over 1,045 trainees have been employed by State employment security offices and another 247 are likely to be hired shortly.
2. Because of its crash nature, taking advantage of available university facilities in the summer of 1964, Project CAUSE undoubtedly saved a year in helping relieve the critical shortage of counseling personnel—a shortage that has been estimated to run as high as 31,000.
3. Not only has Project CAUSE doubled the number of counseling personnel with college degrees in State employment services, but it has provided trained staff in time for the opening of Youth Opportunity Centers throughout the Nation in early 1965.
4. For the first time, 1,754 carefully selected persons have been trained in the problems of disadvantaged youth and the culture of poverty—training which will be usable whether they are employed in manpower programs of the employment service, continue their education, or work in school or other community agencies.
5. At the Federal level, Project CAUSE demonstrated the value of an inter-Departmental and inter-Bureau approach to a major crash program. At various times, persons from several Bureaus of the Department of Labor and from other Departments, such as HEW, the Department of Defense, and GSA, were involved in Project CAUSE.
6. Project CAUSE made unique and imaginative use of section 204 of the Manpower Development and Training Act, combining on-the-job training with institutional instruction. With the concurrence of the Secretary of HEW, this made it possible to involve some of the Nation's top universities and colleges by direct contract with the Bureau of Employment Security, avoid the use of inadequate State and local vocational education facilities, and permit State employment security agencies to provide on-the-job training facilities to enrich the training.
7. The project illustrated the strengths of the Federal-State employment security relationship. The States assumed a major responsibility in recruitment, on-the-job training, and placement. No single State could have marshaled the resources required to execute Project CAUSE from start to finish as successfully as the Federal-State system did cooperatively.
8. CAUSE has given an impetus to training throughout the employment security system. Out-service training of counselors and other personnel has been increased. Training programs are underway at State, regional, and Federal levels. Many of the CAUSE trainees will continue their studies to achieve master degree counselor status.
9. As a result of the CAUSE recruitment and selection process, a list was developed of 1,400 persons who already held advance degrees and hence were not invited to CAUSE training. Had the project not been created, these candidates would not have had an opportunity to make known their desire to work with the disadvantaged. They have been referred to the State agencies for possible employment. Although some have been hired, others have not been employed either because the State agencies lacked funds to hire additional personnel or because the candidate's graduate training was not in a field that would directly qualify him for a counseling position. Names of these "overqualified" candidates have also been furnished to the Job Corps and Neighborhood Youth Corps for their staff recruiting purposes.
10. For the universities, Project CAUSE had many effects. A number of full- and part-time faculty members were involved in the program at 27 major univer-

sities. Their knowledge of the Department of Labor's programs was enhanced by Project CAUSE. Many universities were favorably impressed, too, with the interdisciplinary approach required by project CAUSE, involving not only a variety of university departments in the academic work, but public and private community agencies in the on-the-job and fieldwork experiences.

11. The unique CAUSE selection process improved upon that devised by the Peace Corps. It was quicker, cheaper, and apparently, just as successful. While it undoubtedly weeded out some good people, it also produced over 1,700 intelligent, dedicated, able, and experienced persons who successfully completed a rigorous 8-to-10 week training program. It resulted in 1,901 persons reporting to 27 campuses on opening day, 1,754 of whom were certified as successful completions. Only 9 percent of those who began training did not complete it successfully, compared with a dropout, pushout rate for the Peace Corps of over 16 percent.

12. One of the direct effects of CAUSE was that it trained 1,830 persons for jobs who had been unemployed at the start of training. By the end of December more than 1,045 CAUSE graduates had been placed with a State agency, and most of the rest had jobs elsewhere.

13. Through the efforts of the CAUSE graduates, a new national organization has been formed. About to affiliate with the American Personnel and Guidance Association, the loosely knit group is composed of those trainees who would like to continue their new, deep friendships, communicate with each other about common problems, and improve their professional skills. As a footnote, it should be noted that CAUSE brought two trainees together at San Diego State College; they were married just before the training ended.

14. Perhaps the major long-term effect of Project CAUSE will be its effect on the profession of counseling. It did not attempt to solve the counseling shortage by intensifying or elaborating existing agencies and procedures. Rather, it invented a new solution to the shortage of counselors by emphasizing the soundness and practicability of subprofessional training. The existence of the project has encouraged the professions concerned with the problems of poverty-stricken youth to begin serious work on subdividing the counseling process into functional roles that can be handled by persons trained at less than the full professional level.

By emphasizing this subprofessional level, Project CAUSE also encouraged existing training programs to recognize the need for developing supervisory skills and techniques in professionals so that they can function efficiently in team counseling. This reorganization of the counseling model into subprofessional roles, supervised by a master counselor, will bring about a needed economy in the use of the highly trained team leader—provided that he can adequately supervise the team's members. Thus, the project has lead also to the introduction of specific training in supervision.

Furthermore, the project has directed the attention of the professionals and the training agencies to the field of counseling with the disadvantaged, and it has provided the precedent for institutionalizing this kind of training. The use of on-the-job training catapulted the institutions and professors into contact with other agencies and demonstrated the immense value of providing practical training to counselor students.

Finally, the impetus given to the search for techniques that can effectively be used by subprofessionals working with disadvantaged youth has produced a marriage between social work methods and counseling and guidance. This has not only brought about a rich cross-fertilization, it has also produced a distinctly new profession—or subprofession.

LESSONS LEARNED FROM PROJECT CAUSE

The experience gained through the operation of Project CAUSE should prove invaluable in the conduct of future programs of this type. Specifically, the following points can be made:

1. Perhaps future programs of this type should be decentralized, especially in the selection process. With Federal guidelines, selection could be handled by the States and by the regional offices of the Bureau of Employment Security.

2. The examination used by Project CAUSE was properly designed to measure an individual's ability to learn rather than his substantive knowledge of any field. Future examinations might be constructed and devised to even more closely relate to the specific needs of the Youth Opportunity Center program, particularly in

terms of nonverbal skills, motivation, flexibility, and so forth. To be completely effective, the examination and selection process should be planned so that it will be accepted by virtually all of the State civil service and merit systems. This would enable any applicant to be given status as a qualified employee of all States.

3. A better estimate should be made of the number of trainees who will be needed in each State, and the necessary university quotas in appropriate States should be established in advance.

4. Universities should be contacted in the advance stage of program planning. With this additional time, it would be possible to gain the cooperation of more of the Nation's best institutions of higher learning. Although the selection of universities was done on a regional basis, some turned down the project because leadtime was too brief. Earlier contact will also enable universities to determine in advance the amount of academic credit they will be able to grant for such training.

5. In the selection process, references must be sent out earlier if they are to be used in determining the selectees' qualities and abilities prior to enrollment in training. Employer references would appear to be more valuable than personal references in evaluating an applicant.

6. State employment security personnel should be invited to serve on the faculties of the universities which are involved in the training. These personnel, with their invaluable experience, should be drawn into the assessment of the trainees, into the discussions, and in fact, should be integrated into the entire training program.

7. Additionally, the trainees should have intensive training on the campus before they are phased into increasing on-the-job training where they can practice the theories and techniques which they have been taught.

8. It may also be desirable for the training and selection officer of any project to be one person. The training-selection officer should be given fewer universities to contact and more time to spend in individual consultation with the trainees, the university faculty, and the State employment security personnel.

XI. CONCLUSION

The ultimate value of Project CAUSE will be found in the number of youths, 16 to 21, helped to employability and meaningful lives by the CAUSE graduates working in youth opportunity centers and other Federal, State, and local agencies.

But, already, it has had significant effects on many institutions and people. For the Nation, for the Federal-State employment security system, for the Department of Labor and other Federal agencies, for scores of public and private State and local agencies, for 27 major universities, for 1,754 trainees, and for the counseling profession—CAUSE has brought innovations and improvements.

It has demonstrated that the Federal and State governments, in cooperation with universities, can mount quickly projects designed to train persons in the art and techniques of helping the disadvantaged. More importantly, it has shown that we care enough for the future of the Nation's youth to do so now.

The moral of the CAUSE project, however, today, in connection with this legislation, is that the 12 universities with their training know-how and the faculty associated with them, formed a critical nucleus for the assembling of this outstanding program.

Senator RANDOLPH. Off the record.

(Discussion off the record.)

Senator RANDOLPH. On the record. I am very happy that Senator Nelson from the subcommittee will continue without any interruption in the witness being heard this morning. I am sorry that I cannot remain to ask the questions but I have found it helpful to be here, as did Senator Clark earlier today.

Thank you, Senator Nelson.

Senator NELSON (presiding pro tempore). Proceed.

Mr. MERRICK. I would like to summarize my statement.

I think there are two general points: One of them is that as we see this problem of juvenile delinquency prevention and control, it re-

quires a multidepartmental approach to many of the programs which are being developed.

No. 2: I think that the projects which it has spawned so far have had incalculable effect upon many Federal programs. The Economic Opportunity Act contains the community action program, and it is a direct result of the work done by the President's Committee in these comprehensive demonstration projects. Many of the things that the Department of Labor is doing are the direct result of experimental and demonstration projects developed in these same cities under the leadership of the President's Committee on Juvenile Delinquency.

I therefore want to conclude, Mr. Chairman, and members of the committee, and be ready to answer any questions you may desire.

Senator NELSON. I did not have the opportunity to read your statement in advance and since I did not hear it, I am not prepared at the moment to ask too many questions, but I assume that you are personally willing to respond in writing to any questions the committee may have as to this point?

Mr. MERRICK. Of course.

Senator NELSON. Thank you, very much.

Senator Murphy?

Senator MURPHY. If I may ask, what is the basis of the training; is it for job training or is it rehabilitation and other matters?

Mr. MERRICK. The training authorized by this bill is with respect to professional or subprofessional type training for persons in the youth serving field—penal workers, police workers, counselor aids, social workers—a whole ramification of people who are in this area of extreme short supply.

I think that Assistant Secretary Cohen, in his testimony, supplied the committee with a brochure which listed, in detail, the kinds of people that would receive such training.

Senator MURPHY. And this program is only to train the people who will be active in this field?

Mr. MERRICK. Exactly. Under this program, as Mr. Cohen said, of the \$6.5 million contemplated, about \$2 million will be spent in the training of these people. I think they will be trained in the 12 universities which have been designated—

Senator MURPHY. The reason I asked this, since I have been here I find there are continuous requests for funds for training programs, research and development, and I have trouble keeping them all straight. It seemed to me they overlap, in some cases there is duplication; in some cases the programs seem to be so experimental I would have thought they would have been tested out a little bit before they would have been put into operation, that is why I asked.

Mr. MERRICK. It would be my belief, Senator, that there is not overlap here, that this has a quite separate identity and has performed, already, an enormously important job in the training of people in the area in which it is expected to do so.

Senator MURPHY. Thank you, sir.

Senator NELSON. Thank you.

Mr. Merrick, I understand that Senator Javits is on his way over and would like to ask you some questions if you would be kind enough to wait around.

Mr. MERRICK. I certainly will, sir.

Senator NELSON. All right.

Mr. James G. Banks, executive director, United Planning Organization.

Proceed.

STATEMENT OF JAMES G. BANKS, EXECUTIVE DIRECTOR, UNITED PLANNING ORGANIZATION

Mr. BANKS. Mr. Chairman, my name is James G. Banks, I am executive director of the United Planning Organization which in October of 1964 was recognized by the Secretary of the Department of Health, Education and Welfare, as the agency to carry out the national juvenile delinquency project in the Washington area. We are also responsible for the coordination and central planning of the war on poverty in the District of Columbia and in the suburban communities.

We have received a grant from the Department of Health, Education, and Welfare as a result of legislation by the Congress last year of \$1.5 million with which we have launched a delinquency prevention program in an area referred to as the Cardoza area of Washington, D.C., which is the Northwest section and inhabited by approximately 104,000 persons.

We have a series of projects that were planned previously by an affiliate of the United Planning Organization called Washington for Youth. This plan calls for the implementation of programs involving youngsters at the preschool level, youngsters who have been in trouble with the law, and with families in an attempt to get at the totality of the problem.

We are also funded, in part, by the Ford Foundation. We have, for this first year, \$1.5 million from the Ford Foundation, most of which is going in to support the antidelinquent program in the Cardoza area.

We have submitted a statement to the subcommittee and I would be pleased to answer questions about the statement or, if you prefer, I would like to give you some of the details of the programs that are being conducted.

Senator NELSON. When did your program start?

Mr. BANKS. We got our grant in October of 1964. We actually started—the planning grant, however, was made to the Washington Action for Youth in 1963.

Senator NELSON. October 1964, you say?

Mr. BANKS. October 1964, was the grant for the implementation of the juvenile delinquency prevention program.

Senator NELSON. How long has this program been underway? Did it start then?

Mr. BANKS. Well, certain parts of it started prior to the grant and certain parts have been started since that time.

For example, the preschool program started in the latter part of September 1964, before the grant, and this was done before funds, and then carried on with funds provided by the grant from the Department of Health, Education, and Welfare.

We also had a youth recreation program involving the roving leaders which started before the grant. We also started the involvement of the

community before the grant in what we called our community development program.

Senator NELSON. Who has jurisdiction over this program? Whose program is it?

Mr. BANKS. This is a program of the United Planning Organization which is representative of most of the major public and private organizations in the State. We have a board of trustees comprised presently of 30 persons, 4 appointed by the President of the United States, 6 appointed by the government of the metropolitan area, 2 of these 6 are Commissioners of the District of Columbia, Mr. Tobriner and Mr. Duncan; as well as representatives from the health and welfare council, from the board of trade, from the labor council in the State, from the National Planning Commission, the National Capital Regional Planning Council, and we also have representatives from the community at large.

Senator NELSON. Is there a statutory basis for the organization?

Mr. BANKS. No; this is a privately incorporated organization, formed as a result of a series of discussions and some agreement among the public and private organizations that I mentioned.

Senator NELSON. Would you just go ahead and summarize what you have in your statement and what the program is about, what your objective is, and what you have accomplished thus far. We will include your complete statement at this point in the record.

(The prepared statement of Mr. Banks follows:)

PREPARED STATEMENT OF JAMES G. BANKS, EXECUTIVE DIRECTOR,
UNITED PLANNING ORGANIZATION

Mr. Chairman, my name is James G. Banks, executive director of the United Planning Organization with offices at 1225 19th Street NW., in Washington, D.C.

The United Planning Organization is a nonprofit corporation, formed in 1962 by community leaders who realized the necessity for a comprehensive and unified effort to deal with the problems of social and economic deprivation in the Washington area. The board of trustees of UPO represents a broad cross section of public and private agencies and citizens interested in identifying the basic causes of deprivation and deviant behavior and in finding solutions to them. It includes, among its members, persons appointed by the President of the United States as well as representatives of the local governments which make up the Washington metropolitan area.

On October 12, 1964, the United Planning Organization was officially recognized by the Secretary of the Department of Health, Education, and Welfare as the agency to carry out the national juvenile delinquency demonstration project in the Washington area under section 9 of the amended Juvenile Delinquency and Youth Offenses Control Act. One million five hundred thousand dollars was appropriated by Congress for the first year of this demonstration. Shortly thereafter the Ford Foundation contributed approximately \$1,300,000, most of which is going to supplement this demonstration. Subsequently, UPO has also been designated as the community action agency for Washington under title II of the Economic Opportunity Act and has received funds to carry out the purposes of that act. We are currently negotiating with the Department of Labor and OEO on a large manpower proposal which is vital to the success of the entire program.

The programs funded by the various sources supplement one another in numerous ways and, in fact, they are all basically aimed, from somewhat different directions, at the same basic problems.

The juvenile delinquency prevention program is centered in what is known as the Cardozo area of Washington, the boundaries of which are outlined in the attached map and correspond to the boundaries of the Cardozo High School district. This is a 4 square mile area with a population of approximately 104,000 people. Youth under 18 represent almost one-fourth of the population. The population is more than three-fourths Negro. Among its 18 census tracts, certain

tracts have as many as 42 percent of families with median incomes of less than \$3,000. With approximately one-eighth of the total District population, these census tracts account for 22.2 percent of all District welfare dependency.

Other serious social problems such as unemployment, high school dropouts and juvenile delinquency are disproportionately high in the Cardozo area. As an example 60 percent of the residents 25 years and over have not completed high school. There are 7,000 functional illiterates housed in the Cardozo area. This, then is an area where crime and delinquency is bred by problems of poverty and deprivation and the thrust of the program which we have started in the area is designed to strike at the roots of these problems.

The center of gravity and the primary instrument for effecting change at the local community level is the neighborhood development center. It is the hub of the developmental wheel where people, information, and services dynamically interact to help produce changes in institutions practices and attitudes and raise the level of remedial aspirations and abilities and the level of community development.

We know, after intensive study of the Washington, D.C., scene during the past year, the changes and innovation in services which can provide a lever for the District poor. Essentially they feature a comprehensive range of programs, including a new educational effort, expanded employment opportunities, expanded housing opportunities and assurance of more comprehensive legal protection. Just as a lever needs a fulcrum, for a neighborhood to exert maximum pressure, our fulcrum is to be found through the neighborhood development center which coordinates these services. The power to be directed on the lever is exerted to the maximum extent by the people for whom these programs were designed.

Since the receipt of the grants from the Department of Health, Education, and Welfare and Ford late last year we have developed a comprehensive interrelated program which affects all of the projects which I shall mention.

The thrust of these interrelationships is being developed through a process of direct community involvement in the various projects. Last summer, in anticipation of the demonstration program we held a series of meetings which involved neighborhood persons and agency representatives to assist in the implementation of neighborhood development programs.

To get community reaction on how we would be best able to reach those in most deprived conditions, the Neighborhood Development Center staffs in the Cardozo area have held ongoing small neighborhood meetings which have involved over 6,000 persons thus far representing over 200 block organizations, civic organizations, parents' groups, ministerial alliances, church groups, tenants' associations, youth groups, plus numerous unaffiliated residents. These meetings are held in pool halls, cafes, lounges, bowling alleys and private houses. Out of these meetings advisory community councils are emerging which are serving as sounding boards for program effectiveness and as program development groups for suggesting program modifications or new programs which are needed. These community councils are active in each of three Cardozo area neighborhoods where have established neighborhood development centers.

The neighborhood development center is the vehicle or staging unit for a number of decentralized projects which I will allude to later. The primary responsibility of the staff of the centers is to organize the neighborhood residents to help themselves and to take advantage of these decentralized programs.

The staff of these centers includes professionals, but the key to their operation are the neighborhood workers. These are workers drawn from the neighborhoods and intensively trained to reach out and help other neighborhood residents to solve their own problems. This may well prove to be the most significant factor in this program. We have currently employed 52 neighborhood workers in the Cardozo area. Over 70 percent of these workers were formerly unemployed and a number of them were on the welfare roles. They are employed at a starting salary of \$3,900 a year plus fringe benefits. Prior to employment in this program their average income ranged between \$1,300 to \$3,330 per year. These workers are spreading a message of hope to others in the neighborhood.

Even before the major grants from governmental and private sources were available, we began a number of projects in the area. These projects were strengthened wherever possible with new moneys and are continuing as part of the comprehensive program which has been launched.

A summer job program was instituted which provided work opportunity for youths 16-18 years old who had little or no opportunity for gainful employment.

Although 1,048 youths were put to work, including 117 referred by the Welfare Department. Almost 50 percent of these youths had had no prior work experience. Over 90 percent of the youth reporting stated that they planned to return to school in the fall. Of the youth employed, 15 percent had prior police records. Since the close of the program only 2 percent of the total have been referred to court as youth offenders. This provides an indication that the work experience and counseling received had lowered the delinquency rate among these youths. We intend to greatly expand this program this summer with the additional funds available from the Office of Economic Opportunity.

Another early program was the youth employment counseling center established in the Cardozo area on a year-round basis. This project was designed to provide counseling and work opportunities for hard core youth.

In a little over a 1-year period, ending October 31, 1964, 715 youths completed a prescribed counseling plan. Of these, 300 were in jobs, 75 returned to school, and 260 were referred to other agencies for further help. Of course there was a significant number of failures. Over one-third failed to complete the counseling plan for a variety of reasons. This was a demonstration project and our employment counseling teams were able to perfect their services through the failure experiences, as well as the success experiences. The grant from the Department of Labor for this project expired late last year but the experience gained in this project has formed the basis for a much more ambitious counseling and job development program for which we expect funds shortly.

An experimental on-the-job-training project ran from February of last year to February of this year. Final evaluations of this project have not been completed but with the excellent cooperation of employers we were able to place 87 trainees in 73 separate establishments. Here again, we were dealing mainly with hard core youth and here again our experiences have led us to request funds for a much larger OJT project from the Department of Labor.

I might add that although our contracts with the Department of Labor have expired, we have continued to employ counselors and to seek job opportunities with a staff supported by private funding. This is essentially a holding operation at present, but the load which these counselors are handling has increased enormously due to the activities of the neighborhood development center. For example, during the first 2 months of this year the employment counseling load for a skeleton staff has been 588 cases or almost one-third of the entire load of 1964.

We were able to find jobs for only 100 persons during this period, a far cry from what is needed. Until our manpower program gets into full operation we will not be able to do the job that needs to be done. Although our efforts in employment have been mainly of the pilot variety thus far, statistics released by the Department of Labor show that the District of Columbia ranks 12th in the Nation on the number of OJT trainees and eighth in the Nation on the number of trainees in experimental and demonstration projects under the Manpower Development and Training Act.

Two early efforts in the education field have been continued and strengthened. One is a teacher training and curriculum development project in Cardozo High School. This project utilizes returning Peace Corps personnel as teachers and curriculum specialists. They are developing new techniques and curriculum in an effort to adapt the educational system to the special needs of deprived youths.

The worth of this project is attested to by Senator Nelson who has introduced an amendment to this year's Education Act which would expand and formalize this project into a National Teacher Corps. Thus, helping to fill the vital need for the recruitment and development of more adequate teaching staffs in our big city slum schools.

A second early project has been the establishment of preschool centers for 3- and 4-year-olds in the Cardozo community. The goal of this program is to give 3- and 4-year-olds from low-income families an opportunity to close the gaps which exist between them and children from middle-class homes when they enter school. At the present time this project is being administered jointly by the District of Columbia school system and UPO. The preschool program started prior to the juvenile delinquency grant in five centers, with an enrollment of about 180 children. These centers are located in churches and community houses due to the lack of space in the public schools. We have since expanded the program to include 235 children and are planning further expansion to the 375 children within the next 2 months. The children in this program come from families with an average income of about \$65 per week (approximately \$3,400 a year). Over 30 percent of the mothers are working.

To meet their needs, one third of the children in the program are given day care remaining in the centers all day. Ten preschool aids who are high school dropouts have been trained at Howard University and are working full time with the children at the centers. There is significant evidence of progress on the part of the children in cooperation, language and educational skills. Parent groups are now meeting at each center and an advisory council has been organized with representatives from each center to help guide the program.

I would like to give you some idea now of the variety of projects which are being introduced into the Cardozo area through the neighborhood development centers and the results to date.

One of the most difficult problems we faced when we began to implement the juvenile delinquency program was a lack of previous involvement of community agencies in the planning phases of the program. Many of these agencies initially exhibited a certain amount of reluctance to participating in a program in which they had not previously been involved. To a great extent this reluctance has been abated and we now have \$448,659 worth of operating projects contracted to public and private agencies to carry out various phases of the demonstration. Approximately \$80,000 worth of program is still being negotiated and is not operative.

One of the projects which has been operating since the inception of the grant is the roving leader project being conducted under the auspices of the District of Columbia Department of Recreation. The roving leaders are skilled in the task of dealing with juveniles with arrest records, school dropouts, or hitherto unserved, troubled or troublesome adolescents.

Since October of last year the roving leaders have worked with approximately 300 youth. One hundred and fifty youths have been referred to possible employment opportunities including 30 referrals to the newly established Job Corps. At least half of this number have secured gainful employment or have been enrolled in Manpower Development and Training Act courses. The roving leaders maintain close contact with the neighborhood development center staff and guide youths in need of specialized aid to appropriate center personnel. Likewise the center neighborhood worker staffs are instructed to refer appropriate youths to the roving leaders. This type of interrelationship occurs throughout the program and is crucial to the whole neighborhood development demonstration process.

Since January of this year the Youth Aid Division of the Metropolitan Police Department as a pilot project has decentralized three of its staff into one of the precincts in the Cardozo area. This unit participates in the investigation of juveniles arrested in the precinct. The officers are presently in contact with about 10 to 15 juveniles per week. After the investigation the youth is referred either to juvenile court or to a neighborhood development center social worker. The social worker sees the boys or girls referred to him in their homes or schools and attempts to establish a rapport with the youth. The social worker then determines the source of the youth's problems and attempts to help him deal with them. At present approximately 37 youths are receiving continuing service in this way. As we are able to judge the effectiveness of this process in the 13th precinct, we will work with the police toward a further decentralization of the youth aid division. We are also developing with the police department a refinement of the present training course which is needed to give the officers a greater understanding of the type of youth with which they are dealing.

We have contracted with the Urban League and the Travelers Aid Society to provide services for newcomers who come into contact with Travelers Aid at bus or train stations or who are identified by neighborhood workers in the community. The emphasis is on helping these persons, especially youth, to find housing, get jobs, and become a part of the community through the facilities available in the neighborhood development centers. Although this project has only been in operation for about a month, 30 newcomer families are already involved and the Urban League has recruited 10 "host families" from the Cardozo area who will help the newcomers adjust to city life.

Another recently launched project is a citizenship and recreational program directed to children between the ages of 5 and 19 which represents expansion of the program of the junior citizens corps. This project employs five additional neighborhood workers and a supervisor to engender a sense of good citizenship in the children and to provide constructive recreation programs for them. The program will also facilitate the early identification of psychological and social problems. When such problems are identified the children will be referred through the neighborhood centers to the appropriate helping agency.

Three other projects contracted under the juvenile delinquency program are designed to meet special needs of youth in the area. Under a contract with UPO, family and child services is implementing a group foster home program which will provide five foster homes in the area for up to five children each. These children are being referred from Junior Village or are children who would be placed in Junior Village by the Department of Public Welfare. The project will provide a home environment for children who would otherwise be forced to spend a long period of time in an institutional setting. The first set of foster parents have been selected, a home has been rented and renovated and it will be fully operational sometime next week. The target dates for the establishment of the next two homes is June 1 and the final two homes will be operational by August 1.

The second residential project is underway under the auspices of the Department of Welfare. This project calls for the establishment of a community residential facility known as a Youth Rehabilitation House which will be a large six or seven bedroom dwelling unit in the Cardozo area. It will be occupied by 10 delinquent boys who otherwise would be kept in large institutions because of unsatisfactory home conditions. Under the terms of our agreement with the Department of Welfare this project will become fully operational on May 1, 1965.

Final negotiations are still going on with the Department of Public Welfare to establish a Youth Probation House. This is a half-way house for 10 children who will be placed in the facility as a condition of their probation. Also under negotiation is a Youth Shelter House for five children who have been arrested but not yet judged delinquents and who otherwise would be placed in a receiving home. Both of these projects will be directed to youth whose unsatisfactory home environment would otherwise make it impossible to allow them back into the community.

Several other important community services are operated out of the neighborhood development centers. A consumer education program is a vital component in each of the three centers. The consumer education program is designed to provide information and services to low-income persons in order to help them raise their living standard through the effective management of their potential resources of time, money, goods, and services.

This component is staffed in each center by a consumer education specialist and one aid from the neighborhood. Some examples of the work the specialists and aids have been carrying on may be enlightening. In one neighborhood 10 volunteers were recruited to participate in a comparative buying and pricing campaign and 50 housewives have enlisted in a consumer education training course. In another neighborhood the possibility of forming a cooperative buying club is being explored and individual homemakers are being counseled on budgeting, meal preparation, and the use of surplus commodities. In a third neighborhood the specialist and aid are servicing and giving demonstrations to 37 block clubs, and 80 local food stores have been surveyed for pricing policies. Thus, the consumer education project is not only providing information and assistance important to a poverty stricken community, but it is also serving as a link between the community and the overall neighborhood development activities.

Another project which is proving its value to the community is a neighborhood legal office available in each of the neighborhood development areas. This project is under the direction of an independent board of directors established by the United Planning Organization. Each legal office is staffed by four lawyers, two investigative aids, and clerical personnel. The investigative aids were recruited from the neighborhoods served by the legal offices. At no cost to their clients, the neighborhood law offices provide legal advice, representation before courts and agencies, and education in avoiding common legal pitfalls. The legal cases which these offices handle are those directly related to the other services operating out of the neighborhood development centers. The lawyers specialize in cases relating to juveniles, housing problems, welfare relationships, consumer rights, and adult criminal defendants. As of March 31 the legal program had handled 219 clients; its lawyers were involved in 36 court actions and had referred 43 applicants to the neighborhood development centers for nonlegal assistance. The cases had ranged from matters as simple as assisting a welfare recipient in securing his proper allotment through the preparation of the necessary supporting documents to matters as complex as full-scale civil and criminal trials.

In one case, a 12-year-old juvenile, whose commitment to a detention home had been recommended by the juvenile court social worker, was placed on probation through the efforts of a neighborhood lawyer. This lawyer presented to the court a comprehensive plan for rehabilitation of the juvenile through the full utilization of the social resources available in the youngster's neighborhood. In another

area, a family which had been high-pressured into signing an installment contract for the purchase of a TV at twice the list price was extricated from the burden of the contract.

The juvenile delinquency budget also provides funds for the establishment of two credit unions. The first has been established and during the past 2 months the credit union has added 85 new members and has increased its shares by \$1,800 and has had income from loans of \$220. In the second neighborhood, two existing credit unions are merging to establish one community credit union which will serve the entire neighborhood.

Given the massive investment which this demonstration program represents, it is important to determine what kind of payoffs, if any, have resulted. So far as possible, moreover, it is important to ascertain not only the overall impact of the total program but also the individual contribution of each component project. Those individual projects which prove most helpful in reducing delinquency and associated social ills will be identified and necessary modifications made and promising new approaches uncovered.

The Center for Youth & Community Studies at Howard University and the Research Division of the United Planning Organization are collaborating in conducting these evaluations. A variety of techniques are being used. One of these is to account for all persons served by the demonstration projects. To collect this information the project staffs are systematically recording the numbers of persons involved in each project, their age, sex, census tract, type of service received, and changes effected. This information then is turned over each week to the Center for Youth & Community Studies for analysis and codification. It is reported back to the United Planning Organization quarterly. In order to determine the programs which are reaching large numbers of different persons, the impact of the program on families, two random samples of youth living in the target area have been selected. From within these samples three groups have been identified. The kinds of program service received by the youth in these groups, the frequency and intensity of these services and other factors relevant to a determination of their involvement in the Cardozo area projects will be evaluated.

In addition to studying the persons affected by the demonstration projects, the projects, themselves, will be intensively examined. Their objectives and methods will be explicitly identified and the methods sought to be employed to achieve these goals will be specified. The projects are carefully and continuously monitored to determine not only whether the stated purposes are obtained but also to spot and correct breakdowns in the methods being used.

Closely coordinated with the Cardozo antidelinquency efforts are programs funded through the Economic Opportunity Act and the Ford Foundation. Three specific examples are the model school program, the small business development program, and a housing services project administered by the Washington Planning & Housing Association. All three function primarily in the Cardozo target area and their services are being integrated with those of the neighborhood development program.

The model school division comprises 24 schools—from preschool through the senior high. Specifically, the division consists of 5 preschool centers, 14 elementary schools, 3 junior high schools, and a vocational high school, and a senior high school—Cardozo.

The 24 new programs underway or about to get underway in the model school division will raise the educational level of Cardozo area youngsters; increase opportunities to learn through extending the school day, week, and year; will improve teacher training; will provide more supportive services for children and youth; will make the curriculum more serviceable to needs of the children; and, finally, will provide a better education for parents and other adults. Maximum use will be made of neighborhood facilities such as store fronts to assure accessibility to neighborhood residents.

The small business development center is headquartered in the heart of the Cardozo target area. It has served as an effective bridge between owners of small businesses and the 6 by 6 loan program established for their benefit by the Small Business Administration. Financed jointly by the Ford Foundation and the Office of Economic Opportunity, the program has served more than 700 individuals between July 1964 and March 1, 1965. Services have gone far beyond counseling for loans. The major benefit, in fact, has been demonstrated to be the managerial guidance, including assistance with technical details of bookkeeping, inventorying, etc. The program has been so well received that it has

been designated by the Office of Economic Opportunity to implement the provisions of title IV of the Economic Opportunity Act. Branch operations are currently being opened in other sections of the District to enable the program to reach out to more potential beneficiaries.

The Washington Planning & Housing Association, through Ford Foundation funds, has opened, in conjunction with each of our three Cardozo neighborhood development centers, a housing code information and service program. They provide a mediation service between landlords and tenants; they will seek voluntary compliance by both with the provisions of the housing code; they provide a central inventory of vacant low-cost housing; and they advise low-income owners and tenants on financing repairs and maintenance. Despite the good start which has been made in launching this program, obviously more needs to be done. Many of the projects which I have outlined are of a small experimental nature. If, as we hope, they prove successful we would expect to expand them to serve many more citizens. This is especially true of the projects which are designed to cope directly with delinquents such as the shelter facilities.

The expected implementation of a manpower program and a public health component are crucial if we are to register measurable improvements in the months ahead.

While continuing the projects which have been launched, we are seeking solution to problems which have not yet been attacked. Probably the most dramatic of these is need for emergency aid before many families can make effective use of the more basic programs. We are hopeful that, through cooperation with the Health & Welfare Council and the United Givers Fund, this need may be met.

It is also clear that the housing problems of the families in the Cardozo area will not be fully met by the programs which have commenced. Reduction of the high incidence of overcrowding requires more housing which must be met in large measure by federally sponsored housing programs.

These are some of the problems which we are now attempting to overcome. Our program is a demonstration and it is too early to speculate on final results. However I am confident that we are making good progress and that at the end of the demonstration we will be able to show positive gains for the people of the Cardozo community.

Mr. Chairman, I am grateful for the opportunity to present this statement and urge this committee to support this extension of S. 1566.

Mr. BANKS. Our major objective in the Cardozo area is to try to bring about the changes in the institutions and organizations and agencies which serve that community and to impart to the residents of the area some of the opportunity which has been denied them in the past; to conduct their own affairs and to achieve for themselves the kind of status and the advancement which they need in order to prevent delinquency and crime and the other social disorders.

We began this program really in the summer of 1964 by bringing together citizens and agency heads in the Cardozo area to give us assistance in the implementation of a plan which had been developed by the Washington Action for Youth. We felt then and we feel now that the program can only be successful to the extent that the community is involved.

The central feature of the program is what we call neighborhood development centers, and the principle here is that there must be a coordinating unit for all of the programs and services which are offered in this attempt both to help families and individuals understand and to make maximum use of the opportunities available to them, and to make the changes in institutions which we feel are crucial to the elimination of delinquency.

So, we have in the Cardozo area three neighborhood development centers. Out of these centers operate several kinds of important programs.

First of all, we have a neighborhood legal service which is intended to provide for indigent families the kind of legal service which they can use to protect themselves and to make maximum use of the law as a part of their defense in achieving a high status.

We also have a social service or casework program working out of the neighborhood development centers, but I suppose the most important thing about the neighborhood development centers is our attempts to organize the people in the area for maximum participation.

One of the great lacks in deprived neighborhoods is that of participation by residents in their own affairs.

We have since last summer involved more than 16,000 people in a series of 200 meetings, we have for each neighborhood development center an advisory committee comprised of people from the neighborhood who constantly assist us in making plans for the implementation of this program, in evaluating the program, and in making suggestions for new programs.

Just briefly the programs that we are carrying on presently include a preschool program involving presently 245 youngsters; we have the youth aid division of the Police Department deployed to the area to act as one of the arms working with the neighborhood development centers; we have a credit union program which is both an attempt to help people alleviate the problems that they have involving money and also to provide facilities for saving, and this is closely connected with the consumer education program which again is to help them make better use of the funds that they have and in the process to get some of the understanding of the systems at work in the community.

We have also a roving leader program operated by the District of Columbia recreation department which is intended to organize young people, especially young men in the area, to help them make maximum use of the services available—employment, educational and the like.

We have just signed a contract with a private organization called Junior Citizens and Police Corps, which is another attempt to organize young people.

Senator NELSON. What is that called?

Mr. BANKS. Junior Citizens and Police Corps. It is a private organization which has been operating in Washington now I guess for 11 or 12 years. It has partial sponsorship of the police department in the form of the salary of the director; it provides many opportunities for young men especially and it is a combination of an educational and recreational program.

We also are about to launch a group of foster homes that will be operated by the Family Child Services of the District of Columbia, which is an attempt to get more foster home care for youngsters who are presently in institutions.

We also will have very soon—

Senator NELSON. Are funds available to foster parents in the event you are able to place children from homes into foster homes?

Mr. BANKS. Yes, this program provides a much greater advantage to foster parents. The selection process that is used by the Family Child Services is one that has been used successfully by them before in the same kind of program, and this is an extension of that successful demonstration.

You know that one of the difficulties that we have in Washington is that of finding homes in the community for youngsters who are homeless. I think the Junior Village is probably the greatest demonstration of this need. We are trying to find ways to persuade community residents that it is helpful to them and important to the community for these youngsters to be out in homes either as foster children or as children who have been adopted, and this is an extension of that.

We hope soon to launch a series of shelter homes in the Cardoza area, also through the Department of Welfare, which will provide facilities for youngsters who have been in trouble and have been in institutions and are ready to go back to the community but whose homes are not suitable.

We hope to provide shelters for youngsters that come to the attention of the juvenile court but are found not to need institutional care but whose homes again are not suitable for their continued care. And we also hope to have a shelter which will provide for youngsters who are dependent and need very temporary kind of shelter.

We have another program for what we call newcomers which is operated jointly by the Urban League of Washington and the Travelers Aid. This is an attempt to give maximum services to people moving into this Cardoza area so that they can make use of the programs which are provided and so that they can avoid some of the pitfalls which newcomers have experienced in the past.

We expect also very soon to be able to complete negotiations with the Department of Health in the District of Columbia for the expansion of a Public Health Nursing Service in the Cardozo area and a series of other health services.

All of these programs have been developed with a specific research component to be sure that we have a good idea of how effective they are and so that if changes are necessary we can make them and if they prove to be unworkable we can get rid of them.

You understand that we are in the early stages of the program and it is too early at this point to indicate exactly how effective they have all been.

In connection with these programs which are being funded with a grant from the Department of Health, Education, and Welfare, we also have several programs which are funded by the Office of Economic opportunity in the same area that will supplement the program of the Department of Health, Education, and Welfare.

We have, for example, what we call model School Division of the Public School System which involves presently 24 schools, and this is an attempt to make some drastic changes in the teaching methods and the teacher training programs and in the curriculum content that is provided for youngsters at every school level in the public schools. These 24 schools include 5 preschool centers and 14 elementary schools, 3 junior high schools, 1 high school and 1 vocational school.

This program is operated by the Board of Education in very close cooperation with the United Planning Organization.

We hope very soon to be able to provide in the Cardozo area a manpower program of some size. We already have authorization and approval from the Department of Labor for a Neighborhood Youth Corps program under the Economic Opportunity Act which

we will be establishing the Cardozo area and other parts of the city very soon.

We have recruited through a youth employment and counseling center which we have operated in this Cardozo area now for over a year some youngsters for the Job Corps. This has been done in response to requests from the National Job Corps officials. We have 53 youngsters screened and sent to the Office of Economic Opportunity for final approval; we have 44 who are pending physical examinations at Walter Reed Hospital; 31 pending parents consent; 15 pending court statements; and 62 that were screened out because of economic factors and police records.

We have another 120 pending further screening and 400 pending some notification.

Senator NELSON. You mentioned some time back about your preschool program for, I think you said 245?

Mr. BANKS. It is 245 presently; we expect to expand this to something over 300 in the next month and a half.

Senator NELSON. Just what is that program.

Mr. BANKS. This is an attempt to provide 3- and 4-year-old youngsters with some of the motor skills and some of the experiences which they are denied because of their deprived home conditions so that they may compete more effectively when they get into the formal school situation.

Here we have a variety of activities ranging from the traditional finger painting and playing with different kinds of toys to visits to places of interest to youngsters of that age and some rather specific educational components.

Senator NELSON. Where is this activity conducted?

Mr. BANKS. The five centers we have opened so far are located in—well, four of them are located in churches and one in a settlement house.

This is, as I understand it, a departure from the operation of the public school programs. We do not have facilities in the public school buildings in the area to operate preschool programs and therefore we have sought other physical facilities, and churches and settlement houses appear to be the most logical for this purpose.

We have run into some difficulty with this in terms of locating space and qualifying it as far as codes are concerned, but we hope that all of these are going to be resolved quickly.

Now, this program serves another purpose, of course, because it is a combination educational program and child care program, so that it provides a place for working mothers, especially low-income working mothers, to leave their children while they are at work and these children at the same time get the advantage of the educational experiences.

Senator NELSON. How much time each day do the 3- and 4-year-olds spend at these centers?

Mr. BANKS. Well, those who are not children of working mothers but who come primarily for the educational component attend from about 9 until 12. Those who are children of working mothers come as early as 7 and leave as late as 6 in the evening.

Senator NELSON. And who are the teachers?

Mr. BANKS. The teachers are a combination, really. We have qualified and experienced preschool teachers which have been recruited as head teachers; we have trained some people from the neighborhood as teachers aids to assist in the training of these youngsters.

One of the efforts here is to try to bring training to people who live in the Cordoza area so that they may be employed in significant areas in this program and in the process not only make a major contribution to the success of the program but also we can help them financially because we have tried to select those people who are unemployed, on public assistance, or who were having financial difficulty.

Presently we are employing in our neighborhood development centers about 52 what we call nonprofessionals or community program workers, people who have been recruited, trained, and are now employed or will be employed as aids to our professionals. We have such workers in the preschool program—

Senator NELSON. These are people trained under this very program?

Mr. BANKS. That is right.

Senator NELSON. And during the training period are they volunteers or are they paid?

Mr. BANKS. They are paid during the training program.

Senator NELSON. How much are they paid?

Mr. BANKS. They are paid \$3,900 a year.

Senator NELSON. During the training period; is that correct?

Mr. BANKS. That is right—the training period lasts for 12 weeks.

Senator NELSON. Then you have hired 52, you say?

Mr. BANKS. We have 52 in the development centers, we have 10 in the preschool program and we have another 6 in our neighborhood legal service.

We are trying to establish in effect, Senator, that people without professional skills can be trained to be effective aids to professionals. We hope that through this demonstration on-going agencies, both public and private, will be persuaded that this is an important sector of the force to be used for this purpose, and therefore expand the opportunities for nonprofessionals in many professional categories.

Senator NELSON. Do you use volunteers in this program, too?

Mr. BANKS. We have used volunteers to a limited extent thus far. We plan to use them to a much greater extent as the program proceeds.

We have an approach to the use of volunteers which I think is somewhat different than that that has been used in the past and I think that it is going to be ultimately to the benefit of both the volunteers and the programs, and that is that we first must identify the places where volunteers can be used most effectively. Unfortunately in the past I think we have sought to find work for volunteers instead of finding volunteers for work that has been identified. And here we are in the process of identifying those points at which volunteers can be most helpful and then we will seek to recruit them.

Senator NELSON. Those who have been trained and are now employed, what percentage of those who went into a training program were considered valuable enough to use at the conclusion of the program?

Mr. BANKS. All of them.

Senator NELSON. All of them?

Mr. BANKS. Yes, sir.

Since—well, let me say this. There is a rather intricate screening process that has been used in the selection of these people in the first place. The selection was not done entirely by the staff of the United Planning Organization. I mentioned before of the existence of advisory committees to each of these neighborhood development centers. These advisory committees are comprised of representatives from the neighborhood. These people have in each instance a committee to help the United Planning Organization in screening and recruiting personnel from the neighborhoods and this is done by way of interviews and in some instances by way of role-playing session so that both the neighborhood representatives and our professionals understand from the very beginning the talents of the people who are being recruited for training and we have employed each of the people that have been trained.

There have been, I think, about four who have dropped out since the beginning of the program, but for the most part they have continued on.

Senator NELSON. Have you had the program underway long enough to make an evaluation as to its effectiveness with the preschool children?

Mr. BANKS. No, we have no specific evaluation data at this point because it is too early. Actually the training began for the first group in December and concluded in February, and the other groups have gone into training since that time so that it is too early to evaluate specifically the impact of these neighborhood trainers on any of the programs but I would say on cursory examination of the roles that they have played that we are encouraged and expect that an evaluation will show that they have an important role to play.

Senator NELSON. Those are all the questions I have.

Senator JAVITS?

Senator JAVITS. I have no questions, Mr. Chairman. I might explain I have been at the markup session on the voting rights bill in the Judiciary Committee this morning. I would like to ask some questions of the representatives of the Government departments who are still in the room when this witness is finished.

Senator NELSON. Senator, I have another commitment, will you chair it?

Mr. Merrick is here and does expect to respond to questions.

I thank you very much for your presentation, it was very good.

Senator JAVITS (presiding pro tempore). Mr. Merrick, will you please come forward? Mr. Russell, will you please come forward?

Mr. RUSSELL. Mr. Chairman, I am not sure—

Senator JAVITS. I would like to make a statement if I may.

I understand that Mr. Cohen was here for the Department of Health, Education, and Welfare, and that Mr. Russell cannot bind the Department; I am not going to ask him any questions. But Mr. Merrick is able to answer and what I should like to do, primarily, is to state to you what I would like to know either now or later.

I have no desire to take either of you by surprise or to induce you to answer questions which you have no authority to answer. So please feel free, and I will not be the least offended, to say that you cannot answer or you prefer not to and let us have the answers in writing later for the record.

Now, I am interested in the following:

First, I have here the testimony of Mr. Cohen, to which my attention has been called, stating that after 1 year it is this agency rather than the Economic Opportunity Office which will have projects in Boston, New Haven, Washington, and New York; to name these specifically: Community Progress of New Haven, Action for Boston Community Development, United Planning Organization, and Mobilization for Youth. Is that correct?

Mr. RUSSELL. That is correct, sir.

Senator JAVITS. I gather, again from Mr. Cohen's testimony, that the reason that those have been chosen for continuance under this agency for 1 year is that they have certain demonstration value and are more in the nature of research and pilot plant operations than built-in organic youth operations; is that correct?

Mr. RUSSELL. Yes; it is for the demonstration value that we are retaining the responsibility.

Senator JAVITS. I gather also that the new agency, Office of Economic Opportunity, and you feel that you are on the threshold of getting a good deal out of these programs, and that it is that reason, rather than reasons of governmental organization, that induces the Department of Health, Education, and Welfare to seek to carry them for another year; is that correct?

Mr. RUSSELL. I would extend it a little further, Senator, that we have a long experience with these agencies, we know them and their programs well; we have been following them and we feel we are qualified to extract the most useful information from these projects which can end in this coming year.

Senator JAVITS. I am rather sympathetic. I have been very strict in the education area about the duplication between the Department of Health, Education, and Welfare and the Antipoverty program, but I am rather sympathetic to a reasonable period for this carryover. So I am not unsympathetic to your point of view, though from the point of view of governmental organization one could be very strict about this and say, "You have to turn this all over to poverty, that is their business."

I doubt that I will be sympathetic beyond the year, but I am sympathetic for a year, because I know the problems of starting a new agency like the Office of Economic Opportunity. Could you tell us now or in writing—and perhaps Mr. Cohen would write the letter and that would make it authoritative—what you feel you have gotten out of these projects by way of demonstration, what you feel you will get out of them by way of demonstration, so that we will have a crystalized idea of exactly what the status is?

My attention was just called to the fact that the bill operates for 2 years, so in the answer of the Department, it should contemplate the 2 years spent. In other words, what have you proved so far in the last 4 years in these projects and now what do you expect to be able to prove in the next 2 years as a justification for having these projects continued in the Department of Health, Education, and Welfare?

Mr. RUSSELL. Mr. Chairman, may I draw your attention to a supplementary document which we handed in which answers in part at least your question about what we have accomplished so far.

Senator JAVITS. What is the supplementary document?

Mr. RUSSELL. The blue-covered document—

Senator JAVITS. Entitled "Delinquents Are People"?

Mr. RUSSELL. Yes, sir; and we do spend some time in this document illustrating what some of the accomplishments are.

I will be very happy to submit for the record or have Mr. Cohen submit for the record, possibly, an additional answer to your question and the answer as to what we expect to get in the next 2 years.

(Supplemental answer follows:)

INTRODUCTION

The comprehensive demonstration projects are designed to improve services to the low-income population in a variety of areas—primarily education, employment, group, legal, and correctional services. This is to be accomplished not only by improving the delivery of existing services but also by developing new delivery mechanisms and new services.

EDUCATION

The objectives of the education program, briefly stated, are (1) to strengthen relations between authoritative adults and aggressive youth, (2) to provide an easier entrance into the mainstream of society and away from further alienation, and (3) to strengthen the holding power of the schools so as to reduce the school dropout rate.

The objectives have been approached through such programs as—

Reading development and remedial education: Mobilization for Youth, New York City.

Pupil adjustment counseling: Action for Boston Community Development, Boston.

Summer school programs: Community Progress, Inc., New Haven; Action for Boston Community Development, Boston; Mobilization for Youth, New York City.

Teacher training: Mobilization for Youth, New York City.

Curriculum development: Mobilization for Youth, New York City.

Work study programs: Mobilization for Youth, New York City; Community Progress, Inc., New Haven.

Over the next 2 years, the effectiveness of these programs in achieving the above stated objectives will be evaluated. In addition, new methods and refinements will be introduced.

WORK PROGRAMS

Work programs are designed to impart positive work habits and to teach marketable vocational skills. As the result of a comprehensive screening process, individuals requiring medical care, counseling, and/or basic remedial education are referred to the appropriate project service. A major focus of the work programs is job development, which is intended to open up new vocational opportunities for the target area youth. In the continuation of these programs we hope to further demonstrate to both the target population and to the employers that with proper training these youth can obtain and satisfactorily maintain employment.

GROUP COMMUNITY SERVICES

Over the next 2 years, strategies designed to reduce dependency and the social exclusion of the target area population will be tested.

Programs operative in this area include—

Summer camping program: Action for Boston Community Development, Boston.

Weekend ranger program: Action for Boston Community Development, Boston.

Community school leisure time program and Community Progress, Inc., New Haven.

Neighborhood service teams: Community Progress, Inc., New Haven.

Young adult action group: Mobilization for Youth, New York City.

Preadolescent program: Mobilization for Youth, New York City.

Adventure corps program: Mobilization for Youth, New York City.

These programs are designed to involve the residents themselves in planning for and meeting their needs and thereby providing demonstration of the efficacy of such involvement. It is also a redirection of energies into acceptable outlets.

LEGAL SERVICES

The legal services programs have been designed to enable the adults in slum areas to learn how to achieve their rights through legal means, thus becoming more adequate and providing a more positive role model with which the youth can identify. The legal service programs along with other program areas are aimed at reducing apathy by increasing knowledge of what can be achieved through the presently constituted legal apparatus.

The legal programs operate in these areas—preventive services, educational programs, and advocacy (test cases) before government administrative agencies.

Over the next 2 years, the relative effectiveness of the programs as well as the several mechanisms designed to carry out these programs will be evaluated.

CORRECTIONAL PROGRAMS

The correctional programs are designed to provide new and more effective techniques for correctional personnel in dealing with adjudicated delinquents so as to make the correctional process more meaningful and thereby reducing the role of recidivism.

The various methods employed, such as the social reintegration programs at Mobilization for Youth, New York City, and the decentralization of probation services at Community Progress, Inc., New Haven, will be further refined and extended during the next year and further evaluated the following year. It is anticipated that the experiences gained during this period will provide further techniques not only for more effective utilization in these target areas but also for transmission across the country.

SUMMATION

Over the next 2 years, the comprehensive project concept will be evaluated and refined so as to test the applicability of a broad-based service program using different strategies of intervention and patterns of services in different urban communities and under varying conditions. It is imperative that the evaluations of those projects be continued so as to develop tested and evaluated methods and means for their transmission and use elsewhere in the country.

Senator JAVITS. Is this evaluation done under contract with anybody?

Mr. RUSSELL. We are doing a number of different kinds of evaluation. All of the projects have built into their programs an evaluation component, they have their own research people. Some of them are contracting out to local universities to do the evaluation. In addition we are doing some evaluation ourselves; we are contracting out to people to get different kinds of data that we do not expect the projects to get.

Senator JAVITS. This is a very extensive document and it will be incorporated in the record so that anyone can consult it who wishes to, and we will expect to receive from the Department the answer to the second half of the question with respect to the next 2 years, in these three projects.

(Answer referred to is found above at p. 120.)

Mr. RUSSELL. Yes, sir.

Senator JAVITS. Mr. Merrick?

Mr. MERRICK. I would like to make a point, Senator, that the evaluation roles, the point I made in my testimony, the evaluation role from the point of view of manpower programs which, of course, is the Department of Labor's preoccupation in this situation, is an enormous one in the social sciences as you well know and the conditions only rarely attain when you really can find out answers to the tough questions that exist in this field. Certainly from the Department of Labor's point of view we are now just beginning to reap some benefit, some evaluative benefit out of these many programs which we along with

the Department of Health, Education, and Welfare and the Department of Justice have sponsored in these 17 community areas.

Senator JAVITS. But there is no question, is there, about the fact that you can continue to get that benefit even if it is turned over to the antipoverty people?

Mr. MERRICK. That is a good question and one that I thought about squarely myself. I answer it that we have a unique thing here, so good that it is a good idea to hold onto it. In the beginning of programs there are enormous problems, administration, personnel, all the local professional jealousies are let loose under these circumstances, and it is a good thing to have four projects where things have had a chance to stabilize, where the talent has been accumulated to run these programs and to have them as a more stabilized situation from which the laboratory condition exists where we can find out some answers.

Senator JAVITS. I hope that the departments concerned, that is Labor and HEW, are taking the Economic Opportunity Office into their confidence enough so that what you find will be used, because inevitably they will handle all these youth projects and if all your research and demonstrations are sterile and are not used by the Government department which is going to spend a billion dollars a year, it is going to be pretty idle stuff. So I would hope that even if we let you go on this way, you will understand that you have to sell the people who are going to get the project, on the validity of what you are doing, so that when you prove something they will use it.

Mr. MERRICK. The answer, of course, is "Yes."

It is significant, it seems to me, that a number of the people who were very active in the leadership of this program, the comprehensive demonstration projects, are themselves providing the leadership of the community action program under the Office of Economic Opportunity and I feel perfectly certain that there is a tremendous amount of cross-ventilation of problems, and so forth.

Senator JAVITS. That brings me to the next point—

Mr. RUSSELL. May I add to Mr. Merrick's answer, Senator?

Senator JAVITS. Yes.

Mr. RUSSELL. We have been meeting regularly with staff of the Office of Economic Opportunity for those projects which are now going to become their responsibility; joint staff visits will be made to the communities; in fact, have been made to two of the communities.

Senator JAVITS. Will you or Mr. Cohen get us a letter from the Office of Economic Opportunity?

Mr. RUSSELL. I believe that that letter is forthcoming. The letter has been requested of them and I believe the answer will be forthcoming.

Senator JAVITS. In answer to Senator Clark's letter requesting that they coordinate with this program?

Mr. RUSSELL. Yes. May I also add one point to the problem?

I am sure that the Office of Economic Opportunity is as interested in evaluation as the Department of Health, Education, and Welfare, but I think there is another facet to it; namely, that they are interested specifically in poverty and while our projects were set up to develop structures that would deal with the broad range of social problems we are most interested in the development of data that will illustrate how this affects delinquency.

Senator JAVITS. Assuming that is so, why are you turning over 13 projects to the antipoverty program?

Mr. RUSSELL. I think the basic thrust of each of these programs is well encompassed within the Office of Economic Opportunity. Given the life of our bill and the resources available to us we feel that we can complete the demonstration aspects of these three projects with funding in fiscal 1966 and then can get the hard data which will be useful and generalizable in the communities across the country.

Senator JAVITS. Would you say therefore that the policy of our Government—I have warned you about not answering, you can get Mr. Cohn to answer the question—would therefore be, that after you explored this test idea, to phase you out of it, throw it all into the antipoverty program and from then on youth projects will be associated with the antipoverty effort of the United States and the middle class delinquent, the one who is above the poverty level, will become a private care? The private agencies can profit enormously, of course, from everything you prove and everything the Economic Opportunity Office proves, but the fact is that the governmental projection now is to phase out the United States when it comes to delinquency and the juvenile problem in economic groups above the poverty level?

Mr. RUSSELL. No, sir; I think that is a misapprehension. Our intent is to phase out of the comprehensive action programs which we have developed and which will be phasing into the poverty program. We have already started funding programs of a more discrete nature which includes middle class delinquency and we expect in the next 2 years to devote most of our efforts to those special demonstration programs, not only the middle class delinquents but other specialized delinquency areas.

Senator JAVITS. These will not be operative programs, these will be research?

Mr. RUSSELL. These will be demonstration programs.

Senator JAVITS. So I am correct, as far as action programs are concerned you are going to phase out youth which is not at the poverty level?

Mr. RUSSELL. No; I do not think that is correct. I think that the comprehensive action programs are also demonstration programs. The label "demonstration" does not mean that action is ruled out. It is very difficult to develop an action program and still get valuable data. This has been one of the difficulties we have faced, I think we have to some extent overcome this.

Senator JAVITS. You are not going to have any money for any major action program, are you? You are not even asking for it?

Mr. RUSSELL. We are asking for \$1.8 million in fiscal 1966 for these special demonstration projects.

Senator JAVITS. And so you would expect that will continue in HEW?

Mr. RUSSELL. Yes, sir.

Mr. MERRICK. Of course, the sole funds which finance these programs sponsored by the President's committee do not come exclusively from the appropriations under this bill. They come from the Department of Labor's experimental demonstration funds, Ford Foundation, and so forth.

Senator MURPHY. Is there any way we, the committee, can find out the total amount of these funds? This is another disturbing thing I found. There is a request for a certain amount and then you find other sources. It has become apparent to me to find out how much of the public money you are talking about or exactly what use is being made of the public money.

Mr. RUSSELL. Are you referring to the moneys going into these separate projects?

Senator MURPHY. I am just referring to the statement that Mr. Merrick just made. This is not the amount of money, then he discloses there are many other sources of money that are going to be used. I know it is difficult in such a widely spread and complex operation to say this must start and stop here and start and stop here. So we, the committee, can have a rough idea what we are talking about, I would like to have some of these figures.

Mr. MERRICK. Let me illustrate why this really makes sense. It is not a shell game.

Senator MURPHY. I did not mean to imply that, I meant to imply it is possibly a habit that has grown up that even you and the departments have no control over.

Mr. MERRICK. Not that either. Here is a project financed by the President's committee, a planning operation. As the planning operation begins to develop it wants, for instance, to train people under the Manpower Development and Training Act. Obviously, the funds of the Manpower Development and Training Act are available for certain kinds of training and so you bring in a piece of the Manpower Development and Training Act into this situation under the supervision of these people that have been pulled together, and this is illustrative of what we are talking about.

Senator MURPHY. But there will be a record as to the amount from Manpower Training that has been applied to this. This is only a matter of good bookkeeping?

Mr. MERRICK. Of course.

Senator MURPHY. I only ask because I got into some retirement funds the other day and I found out that really it is impossible to find out how many Government retirement funds there are. It got into 18 when I left off. Some of the heads of the departments did not understand their own plan, so I have gotten cautious and as a man to represent the people in California I want to be ready to answer when they ask me.

Senator JAVITS. I think Senator Murphy has made an excellent point. Could we have then from the Department of Labor, the Department of Health, Education, and Welfare, and from the Economic Opportunity Office a statement as to what is being done by the various Government departments in the youth and delinquency field and what is the projected policy of the Government and what it intends to do with each of these agencies: how each of these agencies will participate in the total program from now on, so that when we do something on this bill we are making a contribution to a projected plan for a period of time which makes sense. And we will try in our report to give a sense of assurance to all the departments so that they may go ahead and plan, get personnel and know what they are about and what their role for the future is likely to be?

(The following statements were submitted:)

STATEMENT CONCERNING OPERATIONS OF DEPARTMENT OF LABOR IN THE YOUTH AND DELINQUENCY FIELD

Senator Javits asked the following question:

Could we have from the Department of Labor, the Department of Health, Education, and Welfare, and from the Economic Opportunity Office a statement as to what is being done by the various Government departments in the youth and delinquency field, and how each of these agencies will participate in the total program from now on? (P. 96 of the transcript.)

When the Department of Labor develops a program to serve youths, particularly in the area of combating delinquency, the coordination of the program generally begins at the local level, and this coordination is carried through to the regional and Federal levels, as appropriate. The purpose of this coordination is two-fold—first to draw on all available interested agencies to bring this accumulation of experiences and resources to bear on the successful accomplishment of the project goals, and second, to avoid duplication of effort and to secure the most effective use of available funds. In developing experimental and demonstration projects, the Department of Labor works with a designated liaison officer for each of the several agencies involved in youth and juvenile delinquency program operations. Additional coordination is made through established inter-agency groups such as the National Manpower Advisory Committee and the Department of Labor-Department of HEW coordinating committees. Close coordination results from the day-to-day contact between counterpart individuals in the respective agencies.

In addition to developing particular programs for specific delinquency problems, there are on-going operational programs to assist youths. The United States Employment Service, through its affiliated State agencies, is now establishing Youth Opportunity Centers throughout the country to serve all youth, 16 to 21 years of age. Emphasis will be given to serving those youth who are out of school and out of work, who have no special job skills and who are disadvantaged through lack of education and training, or because of poverty, or race, or environment. These centers will also provide services to predelinquent and delinquent youth. But to serve these youth effectively, the centers stand in critical need of the kinds of demonstration programs being conducted under the Juvenile Delinquency and Youth Offenses Control Act. Through the experience gained in these programs, the centers would be in a position to undertake new and more effective methods of reaching and serving such youth.

With respect to the Economic Opportunity Act, the United States Employment Service has a cooperative agreement with the Office of Economic Opportunity through its community action program to assure full integration with community action planning, thereby avoiding duplication of services.

This cooperative agreement also provides for obtaining community action program clearance with respect to establishment of Youth Opportunity Centers in any area where community action plans are under development or are in the action stage.

Further details are provided in the following document entitled "A Plan: Youth Opportunity Centers in the Employment Service System," which will be found on p. 68.

STATEMENT OF THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

It is our policy to encourage cooperation among the Federal departments so that they may continue to render joint assistance to local projects, as illustrated by the comprehensive juvenile delinquency demonstration projects.

With regard to the Labor Department, most of the funds from this department which have been related to local juvenile delinquency demonstration projects have been from the experimental and demonstration programs in OMAT. It is our expectation that the Labor Department will continue to support those programs which they have begun, so long as these programs demonstrate worthwhile progress and continue to meet the criteria of the Labor Department, for the period of time necessary to complete the experimental and demonstration aspects. This period of time varies from project to project.

As has been reported in previous testimony, it is expected that all but four of the comprehensive demonstration projects which have been supported by the Office of Juvenile Delinquency will be continued with substitute funds from the Office of Economic Opportunity at such time as the current grant funds from

the Office of Juvenile Delinquency expire. In most instances these programs will be supported as part of the local community action program in the anti-poverty effort, and they will assure continued attention of these local projects to the underlying problems of youth in the field of delinquency prevention. In addition to replacing the support of the Office of Juvenile Delinquency, many of these community projects have already been designated as the local vehicle for the community action program in the anti-poverty effort. They, as well as projects which are not so designated, may request additional support from the Office of Economic Opportunity for components of their program which deal with youth and, we expect, will be funded for such projects if they meet the criteria of the Office of Economic Opportunity.

Attached is a table showing current funding of the Office of Juvenile Delinquency and youth development demonstration projects.

Current funding of Office of Juvenile Delinquency and youth development demonstration projects

Grantee	Current grant period	Funds from—		
		Office of Juvenile Delinquency	Department of Labor	Office of Economic Opportunity
1. Crusade for Opportunity in Syracuse and Onondaga County, Inc.	July 1, 1964, to Apr. 30, 1965.	\$639,437	\$758,510	\$483,610
2. Houston Action for Youth, Inc.	June 1, 1964, to May 31, 1965.	200,000	-----	-----
3. St. Louis Human Development Corp.	Apr. 22, 1964, to June 30, 1965.	364,927	-----	1,092,050
4. Community Health and Welfare Council of Hennepin County, Inc., Minneapolis.	Aug. 1, 1964, to July 31, 1965.	250,000	-----	1,114,061
5. Youth Opportunities Board of Greater Los Angeles.	-----do-----	782,540	1,698,716	2,729,683
6. HARYOU-ACT, Inc., Harlem.	Sept. 3, 1964, to Sept. 2, 1965.	1,000,000	-----	-----
7. San Francisco Committee on Youth.	Sept. 14, 1964, to Sept. 13, 1965.	84,968	1,241,986	-----
8. Joint Youth Development Committee, Chicago.	Sept. 30, 1964, to Sept. 30, 1965.	250,000	-----	-----
9. Appalachian Action for Youth, Charleston.	Feb. 1-Oct. 31, 1965.	325,000	1,187,907	-----
10. Community Action for Youth, Inc., Cleveland.	Jan. 1-Dec. 31, 1965.	700,000	289,721	-----
11. Progress for Providence, Inc.	Jan. 18, 1965, to Jan. 17, 1966.	285,000	-----	61,850
12. Lane County Youth Study Board Eugene Oreg.	Feb. 15, 1965, to Feb. 14, 1966.	328,309	685,580	-----
13. Community Progress, Inc., New Haven.	Nov. 1, 1964, to Oct. 31, 1965.	700,000	1,423,661	785,879
14. Action for Boston Community Development, Inc.	Feb. 1, 1964, to Apr. 30, 1965.	704,071	691,737	680,050
15. Mobilization for Youth Inc., New York City.	Apr. 16, 1962, to June 30, 1965.	1,969,000	1,284,725	-----
16. United Planning Organization, Washington, D.C.	Oct. 12, 1964, to Oct. 11, 1965.	1,500,000	1,491,432	1,623,756
Total current funding.	-----	10,083,252	29,753,975	8,570,939

¹ Contract for Washington Action for Youth, predecessor to United Planning Organization.

² Costs include contract costs of E and D projects, all related institutional training, and training allowances to participants. All of these projects made referral of youth to ongoing Manpower Development and Training Act programs. The costs of their participation in these projects is not available.

Senator JAVITS. I just have one further line of questions.

I am very troubled about what developed in Mobilization for Youth. I had a good deal to do personally with solving it and recommending that they have independent counsel and so on.

I would like answers to the following questions:

1. What machinery have you now established to deal with accounting and management procedures?

2. What machinery have you now established to deal with the propriety of personnel? There was a charge of Communist-oriented personnel who were using the agency for purposes of their own.

3. What is the policy of the Department with respect to so-called social action programs? That is, the utilization of personnel or premises in order to have a relation—I am choosing my words very carefully—to social action programs like rent strikes, civil rights protests, marches on Washington or any other place, and similar activity, bearing in mind the opinion of the sociologists that an orientation to and training in such matters is an element in dealing with youth and delinquency. I understand that, and I know the classic explanation for it, but I do think that we ought to have the guidelines very clearly.

Also, in the same direction I would like to know what you have learned in the same areas from the operations of HARYOU-ACT, which you are turning over to the Office of Economic Opportunity. Again, I repeat, I am most sympathetic on all these things and on the whole have fought very hard to sustain the views of the Department, but I do think we ought to have the guidelines spelled out in terms of the experience already had.

Mr. RUSSELL. We will be glad to submit that, Mr. Chairman.

(The following materials were submitted by the Department of Health, Education, and Welfare:)

ANSWERS OF THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE TO SENATOR JAVITS' QUESTIONS

1. What machinery have you now established to deal with accounting and management procedures?

Each of the recipients of the major demonstration grants is required to send in monthly statements of expenditures. No payments are made until the project has demonstrated a need for further funds. The monthly reports consist of expenditures by program and objects of expense and a projection of future expenses.

After each grant period, the project submits a detailed financial report which is reviewed by staff and then forwarded to the Division of Grant-in-Aid Audits, Office of the Secretary, for a full field audit of the project's expenses and activities. In addition, staff and panel members make site visits to the projects, offering technical advice and assistance. The project also sends progress reports which set forth in detail the activities during the past grant period.

2. What machinery have you now established to deal with the propriety of personnel?

Mobilization for Youth has hired a director of personnel with considerable personnel experience in government and industry. They have been in close touch with the personnel department of the city of New York with regard to Mobilization's securing of information from the personnel department about job applicants. The board of directors of Mobilization for Youth will be developing further policy in this regard, but Mobilization's procedures in this regard are now considered satisfactory.

In general we believe that the responsibility for selection of personnel to work on projects is one which properly belongs in local hands. The primary responsibility of the Federal Government is to gain assurance that those hands (the board of directors of the local projects) are responsible ones. This Department assures itself that the grantee is a responsible group, it requires job descriptions and qualifications for positions established under the terms of the grant, it is kept informed about the hiring practices of the project, but it does not impose hiring standards or policies on local communities.

3. What is the policy of the Department with respect to so-called social action programs?

This Office believes that programs aimed at developing the increased participation of neighborhood residents in community affairs are important elements in community efforts at youth development and delinquency prevention. This belief is accompanied by a recognition that the Federal Government must have criteria and procedures through which it can determine which projects are

legitimate and worthwhile, and through which it can remain assured that projects are performing in a manner which is consistent with governmental expectation. In light of these considerations, a statement has been prepared which tentatively has served to guide the delinquency program as it works with demonstration projects which have neighborhood organization components. A copy of these guidelines is attached.

SUGGESTED GUIDELINES FOR FEDERAL SUPPORT OF NEIGHBORHOOD ORGANIZATION EFFORTS ON THE PART OF JUVENILE DELINQUENCY DEMONSTRATION PROJECTS¹

The Federal delinquency program specifically asks communities developing comprehensive demonstration projects to include plans for increasing the competence of target area residents so that they may have increased capacity to participate effectively in decisions affecting their welfare and that of their youth. The target areas in which these programs operate provide an atmosphere of highest risk; amelioration of social problems like delinquency is not possible without attention to the development of the capacity of neighborhood residents to become more potent forces in their communities and in the lives of their youth.

Large segments of populations of such communities today are not so involved. We must recognize that our knowledge in this area is vague, unscientific, and unproven, and our successful experiences are few. This means that guidelines for demonstration programs must allow freedom to experiment and to test out new approaches; they cannot be too restrictive or too specific.

Nevertheless, some things can be explicit. It can be stated explicitly that the purpose of such programs must be the incorporation of the disadvantaged into the mainstream of American life and opportunity. This means that these programs are to help residents of disadvantaged communities deal within the legal, social, and political channels of society, so that they may be "included in" more effectively. Projects which ignore existing institutions and established channels, projects which operate outside the scope of the law, projects which aim only to protest injustice, are not eligible for governmental support. Within this general understanding, a variety of approaches have been and may continue to be tolerated and encouraged.

When the Federal Government funds such projects, it has a clear responsibility to maintain a close relationship, offering continuous and competent technical assistance, with the dual aims of helping the projects achieve their goals, and safeguarding the projects from misuse. Such close attention should not inhibit change as the project proceeds, for change is to be expected and encouraged on the basis of experience. But the Government must be aware of changes and assured that they are logical, appropriate and intended, rather than casual or spontaneous deviations on the part of individual staff members.

Projects can be asked in the first instance for clarity. They should be asked how their program is relevant to the solution of the delinquency problem and how their efforts will increase the skill of neighborhood residents to articulate their needs, and work more effectively within the political processes of our democracy. If the Federal Government requires explication and clarification of some of the points listed below, it will have information which will guide it in the selection of those projects most likely to be effective and responsible.

I. Goals.—Projects must be asked to spell out goals with as much specificity as possible, and to indicate how these goals are related to the purpose of the project.

Comment.—Specific social goals for neighborhood organization programs may be predetermined around community issues, activities, services, or projects relevant to the achievement of the demonstration project's purposes—or goals may be directed more generally at the development of community competence, with specific social goals emerging from the neighborhood residents as the program develops. The project should be clear as to which of these routes it will travel.

Examples of the former are of several types. Some projects may wish to organize people for support of the program which it is launching. These citizen support groups may help gain acceptance for the program in the community, or help recruit clients for the service programs, etc. Other types of groups may

¹ Prepared for the Commissioner of Welfare by the Demonstration Technical Review Panel of the Office of Juvenile Delinquency and Youth Development; Dr. Leonard S. Cottrell, Jr., chairman.

be organized around the promotion of specific elements of social change which the project feels are essential, such as improvements in school, housing or other community services. These are examples of projects organizing around predetermined social goals.

Other projects may organize or work with groups primarily around improving their capacity to participate in community life. Here, the specific choices cannot be known in advance.

Each direction has problems associated with it. When specific goals are predetermined, the project must face the actual danger or the charge of manipulation of people. When goals are not predetermined, the project must face the problem of lack of control and unanticipated directions, with which the project may have difficulty living.

II. *Form and structure.*—The project must think through in advance the type, form, and structure of groups with which it will work and why its choice to work with such groups is appropriate.

Comment.—Projects have many choices in this area. They may choose only to involve citizens in advisory groups and committees. They may elect local citizens to the board. They may decide to work with existing independent citizen groups, building and strengthening them, or they may focus on the formation of new independent groups. They may work primarily through existing councils or form new councils or associations of existing groups. Projects may develop groups around functional lines (education, employment, welfare, etc.) or around associational lines (hometown clubs, block groups, etc.) Projects may work primarily around leadership training rather than with membership groups.

The project should indicate in advance the type of structures it sees as most functional for its concentration, consistent with its goals.

III. *Nature of the helping role.*—The project must spell out clearly the nature of its intervention, its relationship with the neighborhood groups, the techniques and methods to be used by its staff, and why and how these methods are best for the development of community competence.

Comment.—A project must think through the nature of the helping process it intends to employ. This help may be provided through contract supervision, or through the direct assignment of project staff.

Some projects will contract with community groups to retain their own staff services; here, the role of the project, the type of help it offers to the contractee, and the nature of the relationship should be clear. Where staff services are provided to a residents group by the project or a social agency which acts for it, the helping role must be clearly conceptualized.

Some projects may perceive the staff person as primarily the enabler who awaits the emergence of issues from the people, providing few suggestions or directions around content, focusing and helping only around the decisionmaking process itself. Other projects may wish the worker to be more active, injecting certain agency values into the group, and helping to move groups into directions and issues different from those which emerge spontaneously from the group. Some projects may limit the worker's participation in the actions of the group (as opposed to the decisionmaking process) while others may feel that staff must participate more directly in group actions in order to maximize identification between group and worker.

A variety of methods are possible, and experimentation with new roles should be encouraged by the Federal Government. But the project must be able to identify and justify its intent to the Federal Government. It must show its relation to the project's purposes. It must assure democratic processes and indicate that real choices are available to people in groups being helped.

IV. *Anticipated activities of groups.*—Projects should be asked to indicate (a) the issues, problems or other content areas in which it anticipates groups becoming involved, and (b) the levels of activity, channels, and strategies which are open to groups. It must assure that groups will not work exclusively or mainly outside of established, existing channels.

Comment.—Under (a) above, projects should indicate areas (e.g., housing, education, recreation, voter registration, etc.) in which it feels that groups may or should work, and which areas it sees as not relevant or permissible.

Under (b) above, a variety of lawful approaches and strategies may be possible. These may range from self-help (neighbors working together to provide activities for their own youth or to improve their own physical surroundings); through participation in service programs as volunteers; through becoming better informed about community resources; through becoming educated about com-

munity issues; through direct negotiation, discussion and confrontation via regular channels with representatives of organizations which they want to affect; through legitimate and lawful forms of peaceful petition and protest when they feel that ample redress has not been forthcoming from other processes; and other possibilities along this continuum. Projects must indicate which of these lawful strategies it sees as possible and usable and why.

The existing political, administrative, legislative, and judicial processes and channels should not be bypassed by projects. The Government cannot fund projects which will use only the protest route. Where protest is perceived as an available strategy, this is possible only in concert with other strategies down the ladder, of which groups are continually aware.

V. Staff.—Projects must indicate the number and qualifications for staff they will hire to work in neighborhood organization and why these standards and qualifications will provide the necessary competence to get the job done.

Comment.—Some projects may insist upon certain levels of professional education or experience in social work, education, or other fields, feeling that this sensitive area requires a high degree of professional skill. Other projects may experiment, for certain positions, with other standards which may allow them to employ nonprofessional workers. Where projects do not use education or training as basic qualifications, they must be clear as to what standard they use in lieu thereof, and how they will train workers appropriately. To the extent possible, project personnel standards and training must insure that the worker will be capable of working within the agency policies and the needs of the people, rather than toward his own ends.

VI. Accountability.—While the Federal Government holds the project board primarily responsible, a chain of accountability must be established which links the Government to the local project board, to the staff, and to the resident groups.

Comment.—The Federal Government establishes certain criteria, asks for clarity in applications, and monitors the programs of grantees. It emphasizes local responsibility and initiative, however, and must be assured that the responsible board is capable of operating and supporting the program. In determining this, it looks for sufficient breadth of representation, identification of the board with the project rather than with individual interests, and strength in the community to insure responsible and effective operation of the program and needed community support. It must also have evidence of appropriate internal administrative controls over staff to insure that they are acting within board policies and that policies are being transmitted and interpreted properly to the community groups themselves.

This chain of accountability is a key and crucial factor, for although the Federal Government might receive an application which spells out goals, method, strategies, etc., clearly and to its satisfaction, it then rests the responsibility in the hands of the project and must be assured of its commitment to the stated philosophy and goals, its capacity to carry out and stand behind the program, and its ability to transmit values and policies through board, staff, and community. As the Government has a sort of "contract" with the project board, which is clearly spelled out in the project proposal and terms of the grant, so the board must develop an understanding with the people about the rights, processes, and limitations on each as they work with the other.

Largely, staff serves as the link between board and the people; consequently, appropriate administrative controls must be built in to assure that staff acts consistently to effect, implement, and interpret agency policies, as well as to affect those policies by feeding back to the board reactions from the community.

This ought not to be the only way board has of getting feedback from the neighborhood. It should have a device such as a committee whereby it is able to insure continual and direct knowledge of community organization activities and issues. Further, there should be provisions for neighborhood people to have direct access to the board. Finally, the board should have enough strength and power in the broader community to implement the program in a manner consistent with its philosophy and proposal. A combination of these factors is the best assurance the Federal Government can have that the program will be sound and effective.

VII. Relation to other project activities.—Neighborhood organization efforts should not be perceived as separate and distinct, but clearly related to other project activities. Projects should be asked to indicate the nature of these relationships and how the various aspects of program are expected to enhance each other.

VIII. *Anticipation of consequences.*—Since these activities have within them the possibilities of controversy, the project should indicate an awareness of the ramifications of the neighborhood program, and to the extent possible, an idea of how it is prepared to deal with controversy.

Comment.—The seeds of conflict, expressed and unexpressed exist in disadvantaged areas of this country. They are not planted by responsible demonstration projects, but sometimes the development of more competent communities pushes submerged conflict and controversy to the surface. This is possible, even given all of the clarity and accountability called for above. It is not the existence or potential existence of conflict or controversy which is important here, but the ability to deal with it appropriately and justly. It is for that reason that projects are asked not only for a system of accountability, but also an awareness of the potential ramifications. Of course, consequences frequently cannot be anticipated, but communities should be encouraged to think ahead as clearly as possible, with an understanding that such forethought is not intended to inhibit action.

Sometimes the process of learning will take groups in directions which the project may find questionable or irresponsible. If the projects goal is to help neighbors' groups develop competence in responsible community action, it should allow for trial and error, assisting groups to learn from this process.

If controversial issues arise when neighborhood groups act within the framework of agency policy, then the board should be prepared to stand firmly with the groups.

When a group advocates a course of action which is contrary to project policy, the project has the duty to make it clear to the group that it will not support that course of action. This refusal to support a particular group action need not preclude support of other group actions which are not in conflict with project policy.

When a pattern of group activity develops which is illegal or dangerous to society, the project should not continue to support the group.

IX. *Continuation after demonstration.*—Since an aim of project is to create independent competence on the part of local residents, it must have a plan to move groups, as appropriate, to independence, and to insure that the emergence of increased activity in the community is not disrupted when the demonstration ends.

X. *Evaluation.*—Projects must present plans for evaluation which consider several areas, including the impact on the community in terms of delinquency prevention and control as well as increased community competence; the development of learning which is useful to the Nation; and short-range feedback into the ongoing program for continual examination and refinement.

4. *What have you learned in the same areas from the operations of HARYOU-ACT which you are turning over to the Office of Economic Opportunity?*

Several years ago this Office could not have developed the guidelines mentioned above. It is from the experience of all of the community demonstration projects that this department has been able to begin to codify governmental responsibility vis-a-vis the local neighborhood organization projects. The experience of HARYOU-ACT has been especially important to this Office. "Youth in the Ghetto" the document which guides HARYOU-ACT in its action program lays much of the problem of delinquency and other social problems in central Harlem at the doorstep of the apathy of the residents of that community. It attributes this apathy to the residents' belief that they have no power to change things in their community. It underscores the need for increased opportunity for local residents to be responsibly involved in policymaking and in implementation of programs and services which affect their lives. HARYOU-ACT's analysis of the problem and its early experience have contributed significantly to the recognition of the importance of programs which increase the involvement of local residents. The ability of this community to build a competent board of directors which has surmounted the strains and conflicts of a disadvantaged community, to act responsibly in the hiring of personnel and in the implementation and administration of a program, lends further support to the position that local boards and local citizens' groups are interested in and competent to deal with their own problems.

Further, the experience in central Harlem indicates that the Federal Government should have flexible standards. Slum communities are changing, and the Federal policies regarding programs in such communities must be flexible enough to adapt to changing conditions. This requires that Federal staff work closely with local communities to understand these changing conditions and to help local projects think them through in relation to the Federal grant.

Another evidence of the need for flexibility is seen in the personnel hiring situation. HARYOU-ACT needs to employ in its program a large number of residents in central Harlem. Obviously, rigid Federal personnel standards would interfere with the ability of local projects to hire people especially suited to its needs and to local conditions.

HARYOU-ACT has been working closely with the Personnel Department of the City of New York in the development of policies and personnel standards to insure proper screening out of subversives or other undesirables.

With regard to fiscal procedures in HARYOU-ACT, audits conducted by this department have been quite satisfactory.

(The following materials were submitted by the Department of Labor:)

STATEMENT CONCERNING ACCOUNTING AND MANAGEMENT PROCEDURES

1. What machinery have you now established to deal with accounting and management procedures?

The Department of Labor requires its contracting officers to investigate and discuss with potential contractors their ability to maintain accounts which would support cost-reimbursement contracts. The financial status of nonpublic agencies is also investigated during negotiations. Our auditors supply accounting assistance when requested by either the contractor or the contracting officer; furthermore, if during the course of a preaudit there is an evident need for technical assistance in the establishment or maintenance of adequate accounts, the auditor lends such assistance. Preaudits are made on all large contracts as early as possible in the life of the contract, and findings are reported to contracting officers for necessary followup actions. An audit and accounting manual is in preparation. All auditors also address regional conferences of program staff, to instruct the latter on how to deal with accounting questions which may arise during field inspections of program progress.

Because of the wide variety of programs being conducted, we have not attempted to prepare a manual of program management. But on field inspections of projects our program specialists give technical assistance, as needed, in the conduct of specific programs. Such elements as staff distributions, intake methods, technical aids (reference materials), reporting techniques, etc., are discussed and recommendations for improvement made where needed.

STATEMENT CONCERNING MACHINERY TO DEAL WITH THE PROPRIETY OF PERSONNEL

2. What machinery have you now established to deal with the propriety of personnel?

The Contracting Manual for the Department of Labor's Manpower Administration is now being developed for formal issuance. This manual includes the provision that no contract shall be awarded to any person or firm unless the contracting officer has first determined that such person or firm is responsible within the meaning of standards which conform with requirements of the Federal Procurement Regulations. Once the person or firm is determined to be a responsible party, that person or firm, as the contractor with the Department of Labor, is charged with the responsibility of selecting a staff of professional and personal qualifications suitable to carry out the terms of the contract. The Department of Labor's contracting officer, however, reviews the standards by which the contractor makes this selection, and reviews the professional qualifications of personnel employed in carrying out the Department's contracts.

STATEMENT REGARDING POLICY OF DEPARTMENT OF LABOR WITH RESPECT TO SO-CALLED SOCIAL ACTION PROGRAMS

3. *What is the policy of the Department with respect to so-called social action programs? That is, the utilization of personnel or premises in order to have a relation—I am choosing my words very carefully—to have a relation to social action programs like rent strikes, civil rights protests, marches on Washington or any other place, and similar activity, bearing in mind the opinion of the sociologists that an orientation to and training in such matters is an element in dealing with youth and delinquency.*

The Department of Labor has not used its operating programs as a means of either encouraging or discouraging individual participation in the so-called social action programs suggested in the question. Generally, the Department will respond to the situation and circumstances of particular actions on a case-by-case basis. For example, with respect to the civil rights march on Washington in August 1963, the Department followed the Civil Service Commission suggestion that each agency, to the extent possible, adopt a liberal view in granting personnel annual leave during the time of the march.

With respect to operations at the local level, for example, the United States Employment Service has a policy of serving youth through outstationing of personnel in Neighborhood Youth Centers, in high schools, and in other non-profit organizations where youth are served. However, when public employment service personnel are serving in these outside agencies they do not take a position either for or against so-called social action movements that may develop. In addition, such personnel are prohibited by the Hatch Act from becoming involved in political action programs.

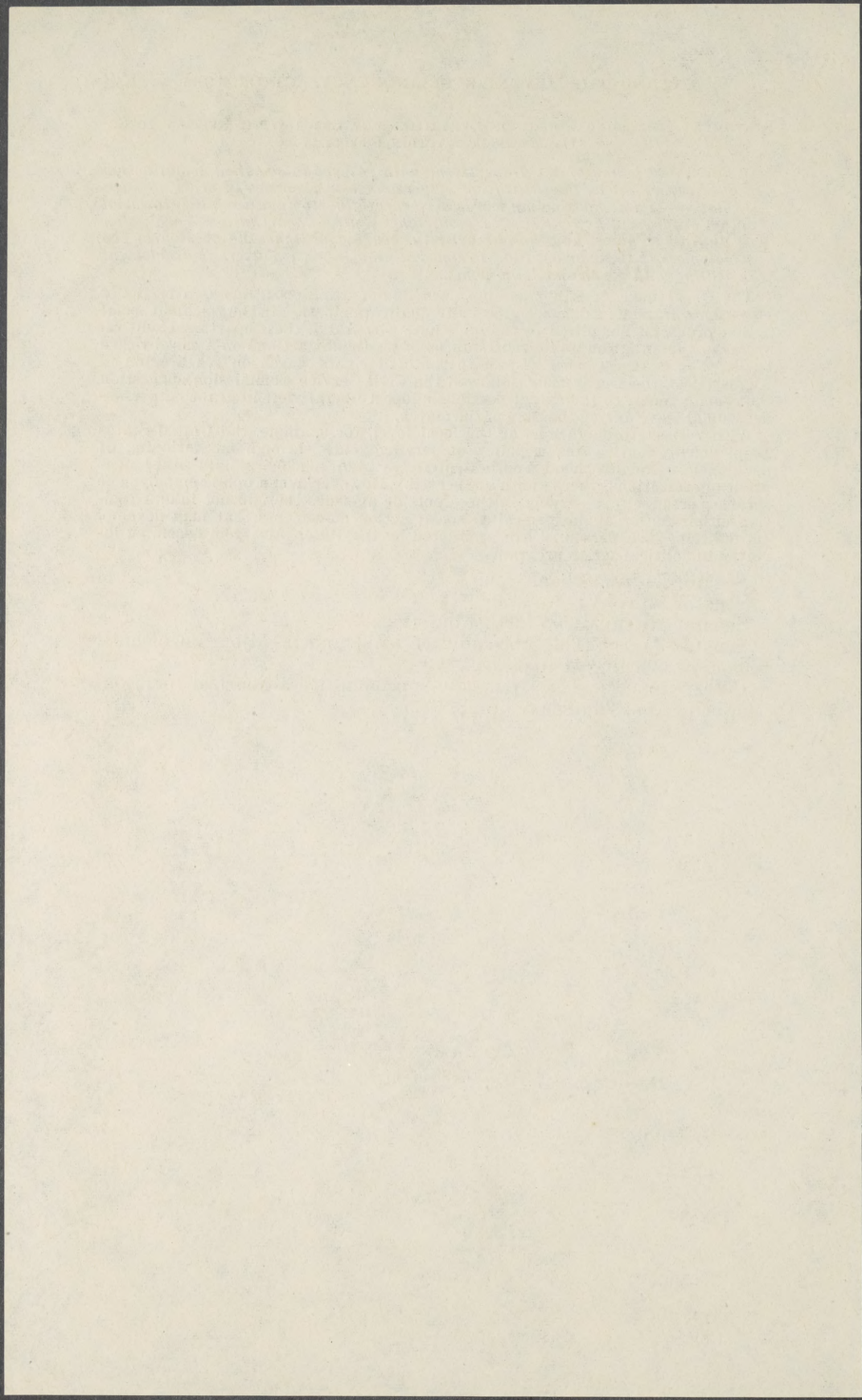
Senator JAVITS. Thank you.

Senator Murphy?

Senator MURPHY. No further questions.

Senator JAVITS. The subcommittee will stand in adjournment until tomorrow morning at 10 o'clock.

(Whereupon, at 12:05 p.m. the subcommittee adjourned to reconvene at 10 a.m., Thursday, Apr. 8, 1965.)



EXTEND THE JUVENILE DELINQUENCY AND YOUTH OFFENSES CONTROL ACT OF 1961

THURSDAY, APRIL 8, 1965

U.S. SENATE,
SUBCOMMITTEE ON EMPLOYMENT AND MANPOWER OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 4232, New Senate Office Building, Senator Joseph S. Clark, presiding.

Present: Senators Clark (presiding), Javits, and Murphy.

Committee staff members present: Stewart E. McClure, chief clerk, William C. Smith, counsel to the subcommittee, and Stephen Kurzman, minority counsel.

Senator CLARK. The subcommittee will be in session.

Because of a delay in one of the witnesses on our panel arriving in Washington, I am going to have to reset the order in which the witnesses will be called, and ask that Mr. John A. Wallace, the director of the Office of Probation for the Courts of New York City, please come forward.

We are very happy to have you with us and I want to commend you on your prepared statement which I think is very logically and clearly presented. I have had a chance to go over it and it will be very useful to the committee in its deliberations. As you see—perhaps you are an old pro at this game—the attendance of the subcommittee is something less than ideal, and I think we are going to have to rely on getting your testimony to the absent members by eye rather than by ear.

Accordingly I will ask that your entire statement be printed in the record at this point. I can assure you it will be carefully considered when we come to mark up this bill.

(The prepared statement of Mr. Wallace follows:)

PREPARED STATEMENT OF JOHN A. WALLACE, DIRECTOR OF PROBATION, OFFICE OF
PROBATION FOR THE COURTS OF NEW YORK CITY

My remarks with respect to "The Juvenile Delinquency and Youth Offenses Control Act of 1961, as amended," deal primarily with a word found in the section of the act concerning "demonstration and evaluation projects; training of personnel; and technical assistance services." That word is "training"; I think that it is significant that it appears in all sections for which appropriations have been authorized for the purposes of carrying out the intent of this act. My comments are made from three vantage points: (1) being the administrator of a large and unique probation agency; (2) the fact that our agency has not sought nor been the recipient of any grants available to date under this act; and (3) my longstanding interest and involvement in the matter of training personnel for the corrections field.

As director of the office of probation for the courts of New York City, I have the privilege of heading one of the largest probation agencies in the country. We are an autonomous body providing services to the family court in the city of New York and to the criminal court of New York City. We have responsibility for a variety and complexity of services since these courts have wide and varied jurisdiction including such matters as neglect, delinquency, adoption, support, criminal jurisdiction, etc. The office of probation is a relatively new agency, being established in 1961 when the probation services for these courts were removed from the courts and consolidated into this agency. Our total complement is over 750, with 510 probation positions, plus a complement of investigators and a clerical staff.

Despite a personal interest and commitment to training and research, we have not sought grants from any foundation or from the Federal Government to date. Since assuming my current position, my primary emphasis has been to organize an administrative structure and to restructure the role our agency and staff will play in providing probation services. Training has played an important part in accomplishing these objectives. In the course of our training, we have been cooperating with an agency which has received a grant under the provisions of the Juvenile Delinquency and Youth Offenses Control Act of 1961. I will be making reference to this cooperative project later in my comments.

My concerns about training may be better understood if I describe some characteristics of the field of corrections. The term "corrections" embodies probation, parole or aftercare, and institutions. However, I shall be using probation to illustrate most of my points but the same comments are applicable to parole and correctional institutions.

The first characteristic about the field of corrections in this country is that we have neither national nor regional programs in scope. Our correctional programs are localistic. The probation program found in one State may be at the opposite end of the pole from that in the neighboring State. That condition is equally applicable within a State. The only resemblance between two probation agencies within a county, one serving the juvenile court and the other the adult court, may be the fact that both use the word "probation."

The second characteristic is that the field of corrections has been a clearly identified field of employment but there has been no agreement on the preentry training necessary for securing this type of employment. Equally significant has been a lack of provision for or agreement on the contents of postentry training, either in the form of in-service training or attendance at undergraduate or graduate schools. The comment may be made that we have standards but these are recommended standards and not necessarily adopted or used in the different sectors of this country. This, again, is due partially to the fact that we have essentially localistic systems of corrections.

In contrast, those interested in employment in the field of education are aware of the required educational qualifications to secure a teaching position.

For the limited number of professional or technical positions in corrections (such as doctors, dentists, nurses, plumbers, electricians, etc.) there is acceptance and recognition of the preentry training required. That agreement, I believe stems from the fact that those positions involve skills used in settings outside the correctional field. Those specialists have potential for employment outside the correctional field. Many and most jobs in corrections are open to individuals with varied backgrounds. Once they have secured a position in corrections, the possibilities of employment in other fields is limited; they do not have skills readily transferrable to another career or occupation.

A third characteristic is that our correctional systems are growing larger than many of us ever anticipated. The increase is due, in part, to our population growth and consequently the greater numbers involved in delinquent behavior, and, in part, to the desire of the community to provide correctional programs that will do something about the problem. To complicate the task of coping with the growth of our correctional agencies, we are confronted with a shortage of qualified administrative and training personnel. The day is past when a person can become a probation officer and simply through his experience on the job move up in promotional ranks until he heads the probation agency or directs the staff training program of his agency.

The policies which an administrator wishes implemented are dependent upon his being able to use all levels of administrative and supervisory staff to insure that those ideas are actually translated into practice at the lower operational level. Probation as a program is actually what happens between the probation

officer and the probationer. Some probation departments will have not one program but as many programs as there are probation officers. This will happen unless there is administrative planning, direction, and control about what the policies and goals of probation are to be. If an administrator in probation wants to carry out his objectives, he will be using skills and knowledge with which he probably was never concerned when he entered the field of corrections.

The fourth characteristic is the increasing recognition of the need for training. However, I would pose the question that we must carefully examine the issue of "training for what." If we do not, we will give lipservice to the word "training"; we will spend money on training but will never know if we have the same program as before or whether we have made any gains.

In considering "training for what" my experience in the office of probation is undoubtedly being repeated or will be repeated by other correctional administrators who are concerned about this question. I have identified five issues or areas so that we could be more specific about our training objectives.

The first is an emphasis on training of administrative and supervisory staff. This has been a primary concern to which we have devoted considerable time and attention since the Office of Probation was created. My premise is that such training will help to reinforce the purposes and structure of the organization and thus result in better services. If we were to give emphasis to increasing individual skills of our staff, without paying attention to organizational structure, the individual employee would be unable to use his increased skills and knowledge. About 8 years ago a group of probation supervisors were sent to graduate schools of social work; they commented that upon their return they were unable to use their new knowledge and skill because there had been no change in the organization where they were working.

The second and third issues are related. We are now seeing a demand for a variety of services that only a few years ago were thought to be beyond the area of probation. We are having to consider new forms of services that we have been traditionally providing. To illustrate the issue of variety of services, I would point to the introduction of the release on recognizance program, or ROR as it is termed in New York. Our staff investigate defendants at the time of arraignment in criminal court, for the purposes of providing the judge information by which he can select those persons who might be released on their own word while awaiting trial. I do not believe this is the only new service that we shall see developing within what we have been calling probation. With the introduction of new services, reorientation of our present staff is and will be required, as well as designing the kind of training for those whom we will be employing in the future. As to new forms of services traditionally performed, we have been studying how we can better organize the services of our probation staff and the psychiatric clinical personnel. Another consideration is the development of reporting centers where probationers would be coming in late afternoon or in evening for programs other than that of seeing their probation officer.

To further complicate things, new knowledge and theories about delinquency causation and means of working with offenders are becoming available. This additional knowledge must be absorbed and integrated by probation staff at the same time they have to cope with the matters of reexamining what they have traditionally been doing and what new services may be expected of them.

The fourth issue is recruitment of sufficient numbers of personnel. For a long time in New York City, the requirement for the position of probation officer was graduate education in social work or 2 years' experience in a social work agency. The supply of personnel with those qualifications was so limited that I asked to have a trainee program instituted, whereby we could recruit individuals with college education but no experience in social work. The plan was to carefully limit the volume of work during the 2-year trainee period and couple this with a prepared and planned training program so that they would eventually be prepared for appointment as probation officers. This program was commenced in the fall of 1963. Our impressions of this program to date are good but I would still like to know what the results of our efforts in this area will be.

The last area concerns the decisions that all correctional staff are expected and required to make. Their decisions, however, cannot be based on factual data such as the mathematician can employ in solving a problem. Correctional personnel must make their decisions on the basis of judgment which reflect whatever values they deem important. If we could make more decisions on

the basis of facts rather than values, our training task would be simpler. The point about judgments is applicable whether the individual occupies an administrative, supervisory, or line post in the field of corrections. The judgments that any of us make are not always in agreement with what others in the field of corrections would hold to be true or what those outside the field believe to be valid or adequate. Correctional staff realize that different expectations of them are held by different people. Without training as a consistent and persistent factor in their work experience, correctional personnel begin to change their ideas and consequently change the manner in which they perform their duties. This is a factor that some of us thought to be true. Through a grant under the Juvenile Delinquency and Youth Offenses Control Act, we now have some knowledge which can be helpful to us in the future.

One of the grants under this act, made to New York University, concerned training of personnel. The director of that project asked if we were interested in cooperating, which we were; particularly since, for the first time in New York City, a complement of personnel were to be specifically assigned to staff training within our agency.

We had a group of probation officers who had been employed in an 18-month period prior to the establishment of our training branch. We had a comparable size group, about 40, who were hired at approximately the same time we established the training branch. Questionnaires were given to both groups at the outset of the training program that was planned for the newest group of probation staff. These questionnaires involved situations found or commonly experienced by many probation officers. Each person was requested to identify the action he would take with respect to various situations. We expect probation staff to be able to make decisive choices and both groups were. The relatively small proportion of responses that were indecisive or of an ambivalent nature indicated that probation officers in both the training and control groups had very definite ideas as to how practice situations should be resolved.

A significant difference occurred when the two groups were retested a year later at the completion of the training program. The group exposed to our staff training were even more decisive than at the time originally tested. The control group, those who had not received the training program, were somewhat less decisive than they were earlier. The difference between the two groups in statistically significant.

That research finding points up the need for constant and persistent training of staff in order to meet the demands and expectations of this field.

I am delighted that we had the opportunity to participate in this cooperative venture with New York University. To me this highlights the value of research about our training; it signifies that we did not waste our money. I anticipate that from the results of this research project we can make modifications that could result in even more productive training programs.

The meaning of this research project takes on even greater significance when you consider it has been done by an independent investigator, not by our own agency. In this connection, I should like to quote from an interim progress report to our agency made by the direction of the project:

"The project wishes to take this opportunity to express its deep appreciation for the excellent cooperation it has received from both administration and staff of the New York City Office of Probation. In my opinion, our relationship has been an example of the ideal working arrangement which can be achieved between independent researchers and a progressive correctional agency (an ideal which, unfortunately, is seldom attained)."

We hear considerable emphasis given to research so far as delinquency is concerned but much of that really relates to causation. We have had little research into the effects of training, either in terms of what it does to staff or what it does to the people with whom our staff work. I am delighted with the fact that this project at New York University is endeavoring to measure what has been happening to our "clients."

In the words of the project director:

"The focus has been on the extent and quality of client involvement in the treatment process and the type and degree of communication to which the client lends himself in relation to the probation worker. These outcomes are designed to assess whether and when the client initiates or accepts discussion of various problems with the probation worker * * *"

This type of research has been lacking but is vitally needed.

If the issue of training is a matter of concern to me with respect to my agency, I believe that it is equally or more important in many other correctional agencies where the staffs are not large enough to have specific personnel assigned to give time, attention, emphasis, and money to training that we have in New York City.

My support for the kinds of programs available through the Juvenile Delinquency and Youth Offenses Control Act is not based on what has been done or how the money has been spent. My support is based on the dimensions of the problem and the need for some assessment about meeting the problem. If appropriations are continued, I would hope that greater efforts will be made to locate correctional agencies where "seed money" can be placed for the purposes of planning potential training projects and then implementing those which appear to give some payoff. I know the educational institutions are aware of the potentialities for training projects. My concern is how to obtain greater involvement of correctional administrators; I say this because I know of very few correctional agencies involved, either directly or indirectly, in training and evaluation. The task is training, evaluation thereof, and then translating the findings into practice at all operational levels.

Senator CLARK. What I would like to do now, if it is all right with you, you can assume you have made an impact on the chairman, ask you whether you think we ought to pass this bill and extend this act or whether we ought to merge the whole program with the poverty program?

Yesterday we had testimony from the administration witnesses in support of the bill. They indicated they felt that some 12 of the 16 demonstration projects they had been working on should be turned over to the Office of Economic Opportunity with whom they said they were adequately coordinating, and that four others—Washington, New York, Boston, and New Haven—should be continued to be administered under this act.

We are concerned about the problem with our good friend Mrs. Green over in the House who is not too enthusiastic about this legislation and believes we ought to put major emphasis on an area where you will have a good deal of expertise, which is the further training of penal and probation officers and manpower training for individuals already incarcerated. The problem of how juvenile delinquency ties in with adult delinquency is necessarily involved.

I wonder whether you would care to respond with some observations.

STATEMENT OF JOHN A. WALLACE, DIRECTOR, OFFICE OF PROBATION FOR THE COURTS OF NEW YORK CITY

Mr. WALLACE. Yes, may I say, first, that I feel deeply complimented by your remarks on the statement that I prepared. This is a statement that reflects my thinking and that of my staff, because they share the same kinds of concerns that I have on the issue of training.

With reference to the act itself and the support of the act, I am best qualified to speak with respect to the sections on technical assistance and training. I do not think I am qualified to speak on the sections on demonstration and evaluation projects.

Senator CLARK. In due course, you might comment on that.

Mr. WALLACE. I was on the board of directors of Mobilization for Youth, but let me speak to the issue of the training problem and the technical assistance problem.

Senator CLARK. Could you suspend for just a minute, Mr. Wallace?

Mr. WALLACE. Yes.

Senator CLARK. Off the record.

(Discussion off the record.)

Senator CLARK. Back on the record. Would you please continue, Mr. Wallace?

Mr. WALLACE. Yes.

I would hope, very strongly, that appropriations are going to be made to continuing support of training and technical assistance programs. The things that we need in this field in the way of information such as we are now beginning to get from our cooperative project with New York University are very significant.

One of the things that was reassuring to me, when I started looking at what we are spending from our budget for training—I am talking just about salary issue, was to find from that research project we did not waste our money. It is worth our spending something like \$175,000 a year.

Senator CLARK. On training?

Mr. WALLACE. On training—and this is just salaries, not the cost of what it takes staff away from a job to attend some training sessions.

Senator CLARK. This is fundamentally inservice training.

Mr. WALLACE. This is fundamentally inservice training, although I should add as a part of our training program we send some people to graduate school for social work. We needed to reinforce our structure with an infusion of more than just our inservice training program.

Senator CLARK. How do you handle recruitment?

Mr. WALLACE. So far as the graduate school is concerned?

Senator CLARK. I was searching for something else. You get a young man or woman into your service, am I right they are all college graduates?

Mr. WALLACE. Yes.

Senator CLARK. Perhaps they need some graduate school training and perhaps you give them a sabbatical.

Mr. WALLACE. No; I do not feel I could use my money for that education, I use it for my advisory and supervisory staff who are higher up the echelons. In our agency, because of its size, I classify them into an executive staff group and an administrative staff group, they are in charge of our various branch offices, we have 17 branch offices in the city of New York.

Senator CLARK. How many employees?

Mr. WALLACE. About 760 at this time.

Senator CLARK. I assume they are all overworked?

Mr. WALLACE. I am hopeful that we may see an increase of as much as 15–20 percent in staff within the next year, because of the volume of work with which we are overloaded.

Senator CLARK. I am thinking back over my own experiences when I used to be a mayor, I remember the probation staff was carrying a caseload that was incredible, they could not do a first class job. Are things better or about the same?

Mr. WALLACE. This is continuing in most parts of the country. We have made some significant gains in New York City but we are still far from ideal. One of the concerns that we have in New York City, and I think the concern that any community has, is that your inmate

population, whether it is a juvenile or an adult is directly related to the information that you can provide to the court.

If I cannot give the judge anything at the time that person first appears before him, the possibility is increased that he will be detained until he has his trial or his hearing.

If I cannot give that judge information at the time that he has made the decision that the person is guilty or done the act and then has to have some other action taken, again, the possibility increases for institution costs.

The issue on training comes back to the problem of how to equip staff to know what it is that they are looking for as they do this job.

Senator CLARK. This is an area where they are very few certainties, is it not?

Mr. WALLACE. It is an area in which there are increasing amounts of certainty, I think we are only beginning to be able to utilize the potential of information that we have to date.

My concern is that we have it one side but we are not getting into actual operations.

Senator CLARK. Have you gotten some of this Federal money for your training program?

Mr. WALLACE. Some of the—I am sorry?

Senator CLARK. Have you received some Federal money to help you with your training program?

Mr. WALLACE. We have not; this has been done deliberately. Ours is a new organization, I have had to spend time developing an administrative structure and I did not want to ask for a grant of any kind until I was prepared and knowledgeable as to what I wanted.

I have been discussing with the staff at one of the schools in a university in New York City about the possibility of some further study as to what organizational change we are making within our agency.

I am very concerned about studying organizational changes in correctional systems because despite what I want as a policy the probation officer provides the program to the probationer himself. If I do not set up an organization that makes maximum use of my staff, what I find is the situation that I have seen only in New York City and other communities, that the uncertainty of knowledge that you mentioned before and the kinds of subjective judgments, will alter policies and programs. The resultant effect is to freeze or clamp down controls on staff so as to protect the probation system or the correctional system.

This is the kind of thing that we are launching into now in staff development of a series of seminars for our supervisors.

We are starting a 2-year program on seminars. I would like to know what changes are going to happen to those supervisors at the end of the 2 years and then I would like to be able to measure that against what is happening to the rest of the staff, because I am quite convinced that they are the ones who again are going to affect whether I get better services to people.

These are the kinds of things that we do not have information in this field. From my information about change and what can happen in organizational structure, I have to go to things like business management, private industries research that they have put in, because we have not had this to date in the correctional field.

We are just beginning to pull together a few studies on this topic.

Dr. Lohman, who is one of your witnesses this morning, and I were discussing this very issue because this is a thing that we mutually share concern on.

This is the reason why I would wholeheartedly endorse the concept that you have in the Juvenile Delinquency and Youth Offenses Control Act, for moneys being available for the training of personnel. I would like to see greater efforts made to infuse the actual administrative personnel of correctional agencies in this process, couple them with the schools where the best research, I think, is available to date.

Senator CLARK. Now, to what extent does this training program, and I agree with you wholeheartedly, rely on the sort of case system of demonstration projects which have been going forward under the act, 12 of which are about to be turned over to the poverty program, the other 4 they are going to keep.

The testimony yesterday was that there is still a lot to learn and I got the impression that the scope and the method of training might be rather significantly affected by the results of these demonstration projects.

Let us talk about one of them—the one you know.

Mr. WALLACE. These are involved with what I would call a primary level of prevention and primary level of handling delinquency, in other words, let us keep them from getting there.

Senator CLARK. Actually you do not take over until they have been in trouble.

Mr. WALLACE. I do not take over until they have been in trouble. It has always troubled me in the conferences that we have on delinquency, whether the White House Conference on Children and Youth, or a State conference, we will have tremendous emphasis on this issue of prevention. Frankly we get secondary money for the issue of what we do after we have the delinquents. That is why I say this money put in the act for looking at the training of personnel was really our first chance except for the NIMH grants.

The demonstration projects, whether they be one like Mobilization for Youth which I would call primary prevention level, could well be tied in with the Office of Economic Opportunity. They are not, I am certain, going to have as much application to my particular field which is probation, procedural, or correctional institutions because we are still having to work with the person, the individual who has been adjudicated as a delinquent or convicted of an offense or crime.

I think these other kinds of programs are attacking problems in terms of our social structure. We have to attack the problems in terms of this individual in relationship to the social structure.

Senator CLARK. Then I take it, Mr. Wallace, that your view is that you would encourage the Congress to reenact this legislation so far as the training features are concerned and that you do not really feel any great competence to speak about the prevention area and the demonstration projects?

Mr. WALLACE. Yes, to the first question and no, to the second one. I may put it this way, that if the support is given to the demonstration and evaluation projects which are prevention, and we do not get support for the issue of how we handle the delinquents, we are really going to be in a dilemma. We still have to handle delinquents.

Senator CLARK. Senator Javits wants to ask you some questions. I have one more question.

When I first became involved in this we had three things that we wanted to do. First was the pilot and demonstration projects to make us understand more about how to go about both preventing and curing juvenile delinquency. The second was the training aspect. The third was to assure there was an administrative agency set up which could evaluate and disseminate the information that came out of those two areas and thus assure that across the country the best and most modern thinking would spread from New York to Seattle, for example.

Have you had any help at all in terms of your own problems from what has been dredged up during the 4 years this act has been in effect?

Mr. WALLACE. Yes. On this technical assistance we were ready to commit ourselves to spending money on a training program of group interaction—teaching our individual staff members how to be able to work with groups of probationers or groups of families. We had our training staff look into this matter.

We sent them to Washington to consult with people who knew more about this than what we thought we did, because we want—as I said, we were ready to spend money and hire somebody to do this as a specially designed program.

The result of going in and working with people on this technical assistance basis is that our own training staff is now conducting this program because they were given the information. More importantly they were given the confidence that they had the know-how to be able to implement what other people had pulled together in the way of knowledge and information.

This is the kind of help that more of our correctional agencies need.

We have, as I said in my statement, essentially localistic systems. Unless we get this help, the probation services that you have in Philadelphia, for example, may not have any resemblance to the ones you have in Pittsburgh.

Senator CLARK. Or even know what they are doing, and they might be help if they did know.

Mr. WALLACE. That is right.

Senator CLARK. Senator Javits?

Senator JAVITS. I do not believe that I need to question you further on the matters as to which you have already answered Senator Clark.

We do understand there is a manpower development training project in the department of correction which is dealing with the problems of the people you might get on probation, but before they get to you. Is that correct?

Mr. WALLACE. Yes, sir.

Senator JAVITS. How do you tie into that?

Mr. WALLACE. With respect to the joint manpower proposal that has been made?

Senator JAVITS. Yes.

Mr. WALLACE. I tie into it as an individual because of my affiliation with a number of correctional organizations that are concerned with it. I tie into it further as an individual because I was involved in developing some of the preparatory material for what we called the Arden House Conference. I tie into it lastly because of my concerns

on issues as I see them in New York City—my recruitment problem, my concern about when and where and how we utilize staff.

As an illustration, Senator Javits, the family court in New York State, as you know, has the jurisdiction on support matters. They involve families and yet this is probably one of the most confused areas that we have in the field of probation.

In some communities they use a probation office, they want a person with certain qualifications, graduate degree in social work or college degree. Other communities will use investigators or really collection officers.

We, in New York City, have the task of receiving, collecting, and disbursing about \$24 million a year in support. But there is a lot of money that is not collected and we have the problem of how to help those families.

I have had a task force in my agency at work for the past 7 months studying what kinds of staff we should use in support matters and where they should be placed. We are an overworked, overloaded agency. Do I hire more probation officers, with this kind of qualification, do I hire more clerical help, then how do I use them? Shall I bring in a new level of staff such as investigators? And this is where my last commitment and involvement to this kind of an issue is—my manpower needs of where and how I am going to use personnel when I do employ them.

We had the experience of launching the release on our recognizance program, the forerunner of which had been the Manhattan bail bond project in New York City. Other communities that had probation and considered similar programs planned to use probation officers.

We very deliberately decided we did not need probation officers, we are using investigators in this category. I think our salaries in New York City are competitive nationally, but I know we have a problem in filling staff.

For several years I have had unfilled positions and I have had to return money to the city of New York. This is why my last commitment is to it, because I am interested in the information so I can better plan an agency to provide services to the courts.

Senator CLARK. Senator, may I interject for a second? All of your employees are under civil service, are they not?

Mr. WALLACE. All of my employees are in the competitive class of civil service except three. Two deputy directors and my secretary are noncompetitive and I am unclassified.

Senator CLARK. What is your top salary range and what is your entry scale?

Mr. WALLACE. I think the position of probation officer is the one in which you are most interested.

Senator CLARK. Yes.

Mr. WALLACE. The present salary range for our staff is \$6,750 as entrance salary, the maximum at this time is approximately \$8,700.

We are studying a report on salary scales that was made by the judicial conference of the State of New York. If that salary plan goes through, our probation officers will have a beginning salary of \$7,300-and-some-odd dollars with a maximum of \$10,800. It will be achievable on a 10-year plan.

Senator CLARK. It is pretty hard to hold them, is it not? I mean, it seems to me the entrance salary is reasonably adequate.

MR. WALLACE. The difficulty is the maximum salary. If we place an emphasis on training in 10 years I am going to have a better probation officer than I had in the first 5 years.

However, if we do not have an emphasis on training, Senator Clark, we are going to have the same probation officer repeat 1 year's experience 10 times. This is what I am trying to avoid.

Senator JAVITS. I think that, as I say, you have answered the questions pretty well that I had in mind so far as this is concerned.

Mr. Chairman, I would like, if I may, just to put a word on the record about the testimony of the Executive Director of Mobilization for Youth. I notice he is here now and will be testifying shortly.

I think that from what I can see Mobilization for Youth came through its ordeal by fire very effectively. It had a considerable problem with staff, loyalty questions in terms of staff, the social action programs in which it was engaged respecting social movements in the community like rent strikes and similar matters, and I think it is pretty well abreast of its problems and has brought its policy generally in conformance with what would be, I think, an appropriate Federal standard for that.

It operates in an area that I know personally to be uniquely able to prove what can be proved in respect to juvenile delinquency and youth crime, with great benefit to other congested areas in the United States. I commend the testimony of its new executive director, Mr. Beck, to the committee as being probably as illustrative as any we will have as to the validity of the concept that a further extension of this act and appropriations under it can produce tremendous dividends in terms of demonstrations of how to deal with these grave problems which are endemic to the great cities.

I repeat, I know of no area other than the Lower East Side of New York, where this program is operating which is as good a ground for trying these various means of dealing with the problem and for demonstrating whether they are practical or not. And so I hope very much that the testimony of Mobilization for Youth will be carefully considered. Thank you.

Senator CLARK. Thank you, sir. Just a couple of more questions, Mr. Wallace.

Have you had a look at this bill, H.R. 2263 introduced by Mrs. Green of Oregon in the House?

Mr. WALLACE. Yes, I have. I have not looked at it in the last few days but I saw it shortly after it was introduced.

Senator CLARK. Could you give us your advice as to whether you think it is desirable to create a Federal program with the advice of the National Advisory Council on Vocational Rehabilitation to make grants to pay part of the cost of carrying out a program of research and study of the currently projected personnel needs in the field of correctional rehabilitation and have the availability and accuracy of the educational and training resources for persons preparing to enter that field?

That is a quote from the act.

Mr. WALLACE. I would strongly support such a proposal. No State and no community is going to be able to plan its correctional programs in a manner such as we now are able to do in the area of mental health unless we have a better assessment of the correctional field. Some-

times our information is only based on what we know in our own geographic area.

I am also keenly interested in this because this is the first time that we have brought together the correctional people in the adult area and the juvenile area.

Senator CLARK. I was going to ask you if you felt we were justified in the Congress in making this rather sharp distinction between juvenile and adult delinquents?

Mr. WALLACE. It has always troubled me that we talk about and will give services to people because they are under this or that age but when they get older than that, it is almost—to excuse an expression—the hell with them.

Senator CLARK. Well the current malaise is that if you are still misbehaving after a certain age you are a hardened criminal and you are going to be hit over the head with a brick instead of being rehabilitated.

Mr. WALLACE. When I see men in their 30's, 40's and 50's charged with misdemeanors or felonies, and this is their first incident they do not, "fall into the category of being a hardened criminal," simply because they have an age of 30, 40, and 50.

Regarding H.R. 2263, the support that I gave to that is that that embraces both the juvenile and the adult field. Not only that but we have brought together in the corrections area the people in probation, parole, and institutions to examine the problem in a way that they never have before.

We have had tremendous fragmentation between probation and parole, between parole and institutions, between probation and institutions. And again between juvenile and adult.

For example, people do not like to go to meetings because the word parole is used—"after all we work with juveniles and in juveniles it is aftercare." This type of semantics has been a handicap to us.

That is why I would suggest very serious consideration be given to the proposal. If you are thinking about such funding under the Juvenile Delinquency and Youth Offenses Control Act. I think you would have tremendous resistance from many of the people in adult corrections.

Senator CLARK. Therefore, your view would be it should be separate legislation?

Mr. WALLACE. It should be separate legislation would be my view.

Senator CLARK. I think there exists the same vested interest in this overall field of human compassion that exists in various more acquisitive instinct areas of American life—we must skate very carefully on thin ice here in Congress, not to create resentments because we ignore the partitions into which expertise seems to be divided.

One more question. Would you feel that the advice of the National Advisory Council on Vocational Rehabilitation—is this the group under whose auspices this most interesting proposal of Mrs. Green should appear?

Mr. WALLACE. I do not think I can answer that because I do not know what the composition of that advisory council is or its purpose.

Senator CLARK. Neither do I.

Well, Mr. Wallace, thank you very much for your most helpful testimony.

Is there anything further you care to say?

Mr. WALLACE. No, except that I am hopeful that I and others in corrections are going to see some real implementation of knowledge about training that is becoming available through this act.

Senator CLARK. You have made that pretty clear, thank you, sir.

Our next witnesses will be a panel, Mr. Joseph S. Slavet, executive director, Action for Boston Community Development, Boston, Mass., Mr. Mitchell Sviridoff, executive director, Community Progress, Inc., New Haven; and Mr. Bertram M. Beck, executive director, Mobilization for Youth, New York City.

Will you gentlemen please come forward and take your seats at the witness table.

Now, gentlemen, we are very happy to have you with us, each of you is obviously an expert in the area we have under consideration and each of you, I think, is actually engaged in conducting one of the demonstration projects which have been to some extent funded under this act.

STATEMENTS OF JOSEPH S. SLAVET, EXECUTIVE DIRECTOR, ACTION FOR BOSTON COMMUNITY DEVELOPMENT, BOSTON, MASS.; MITCHELL SVIRIDOFF, EXECUTIVE DIRECTOR, COMMUNITY PROGRESS, INC., NEW HAVEN, CONN.; AND BERTRAM M. BECK, EXECUTIVE DIRECTOR, MOBILIZATION FOR YOUTH, INC., NEW YORK CITY, N.Y.

Mr. BECK. Yes.

Mr. SLAVET. Yes.

Mr. SVIRIDOFF. Yes.

Senator CLARK. While I hope you proceed in your own way I would like to repeat, simply since Mr. Beck came in late, what I have said to Mr. Wallace, that as you can see the attendance of the nine members of the subcommittee is somewhat less than ideal and I do not think there is much point in trying merely to read your prepared statements for my benefit.

I will ask to have each of them printed in full in the record at this point.

(The prepared statements of Mr. Beck, Mr. Sviridoff, and Mr. Slavet follow:)

PREPARED STATEMENT OF BERTRAM M. BECK, EXECUTIVE DIRECTOR, MOBILIZATION FOR YOUTH, NEW YORK, N.Y.

Mr. Chairman and members of the subcommittee; I appreciate the opportunity to appear before you today in support of the extension of S. 1566, the Juvenile Delinquency and Youth Offenses Act of 1961.

Gentlemen, I am aware of the many demands upon our Government to support worthwhile programs in a variety of fields. I do not envy you in making these difficult determinations. But I submit that there are some measures made compelling by their very nature, and others made crucial by the times. This act, I am convinced, meets both criteria. Has there been a lessening of the problem to which this act is addressed since its passage in 1961? Candor requires an answer that is both positive and negative. Let me explain.

Juvenile arrests have more than doubled in the last 10 years, increasing 116 percent, according to statistics compiled by the U.S. Children's Bureau. It is also true, however, that the rate of increase seems to be coming under control as we compare it with the greater percentage of young people in the Nation's population.

Moreover, it is a fact that the Economic Opportunity Act provides for the establishment of community action programs similar to that of Mobilization for Youth. However, this does not diminish the need for continuation of the work performed under the provisions of S. 1566. Why? Because the poverty program is essentially one designed to provide service. The mobilization program, and other demonstrations of a somewhat similar nature are basically crucibles for testing new knowledge.

Two years ago a Federal official told an audience in this city, " * * * we are not talking about a small, isolated problem. We are talking about a massive national problem which has its roots in such things as school dropouts, broken homes, racial discrimination, slum housing, and youth unemployment." The situation has improved somewhat since March 12, 1963 when the then Attorney General, now a Member of the U.S. Senate, made that statement. But it is still a problem of such proportions that varied efforts, with varying objectives and techniques are still required.

Obviously, there is no single answer to these complex questions; no approach which guarantees success. But, in the absence of a panacea, we are moving ahead; and there are some signs of beginning breakthroughs. I am here, today, for example, to report on the experiences of Mobilization for Youth, the first demonstration effort to receive funds under the Juvenile Delinquency and Youth Offenses Control Act.¹

This brief progress report, covering the period from July 1, 1962, through April 1, 1965, will deal with school programs, work training and placement, welfare, correctional, health and recreational services—all designed to provide socially deprived youngsters with new opportunities for achievement.

One aspect of the project's comprehensive attack on juvenile delinquency, and its related problems, is the creation of new work-training opportunities. Among many efforts in this direction, Mobilization for Youth induced a leading oil firm to open a filling station for training purposes. Similarly, it has launched a needle trades training project with the cooperation of industry and labor. And it has served a dual purpose, contributing to community improvement and providing job training, as its work crews completed concrete landscaping at a city housing authority development, constructed bleachers for the city parks department, and rehabilitated a local community agency almost completely. Our work programs have demonstrated the feasibility of the Neighborhood Youth Corps now embodied in the poverty program. Continuing with experimental ventures, we are about to test a combined education-work experience. The latest such effort, in cooperation with the city's board of education, has witnessed the employment of a limited number of school dropouts as teacher-helpers in six of the area's schools. Following an orientation program, these boys and girls began assisting hard-pressed kindergarten teachers in the morning hours with the reading readiness, science, music, art, and physical fitness projects of small groups of pupils. In the afternoons they are involved with their own remedial work, with counseling and with preparations for the next day's activities. Like all 16 to 22 year olds in Mobilization for Youth job-training programs, they are being paid \$1 an hour for a 30-hour week.

The impact on the school dropout of working in the educational system and the possibility of stimulating a return to school are elements of this project's potential.

The 1960 White House Conference recommended that "in designing preventive programs, organizations listen to suggestions and recommendations made by delinquents themselves." I doubt that many of the Conference participants could have anticipated the extent to which the helpers and the helped would enter into partnership in the years which followed.

Nor, I suspect, could they have anticipated the extent to which the helped would become helpers, for part of the effort to involve residents of "target areas" in the solutions of their own problems has been their employment to help one another. One of the most successful elements in Mobilization for Youth, for example, has been the use of more successful pupils in schools in its deprived neighborhood as tutors for less successful pupils. A measure of achievement is afforded by the fact that a carefully devised research project, with control and experimental groups, has demonstrated that reading retardation in the most severely handicapped children can be halted if they are tutored twice a week.

¹ See app. A for an outline of the theoretical basis and historical background of Mobilization for Youth.

In other words, we have found a way to combat retardation that is both economical and effective.

In the same vein, Mobilization for Youth initiated the idea of employing local low-income workers—nonprofessionals, that is—to bridge the gap in providing varied services. Visiting homemakers, who aid less fortunate neighbors, work foremen, case aides, group leaders, and community organizers are among these “role models.” One result has been a growing appreciation, on a national scale, of the contribution to the helping process of persons who may not have degrees, but who qualify on the basis of native ability and a life-style which suits with the surroundings. This could well be applied as one method of combating the manpower crises in welfare.

Mobilization focuses many programs on the potential delinquent, in addition to job-training, education and community development. One example is the Adventure Corps, a physical-fitness, culture and recreation activity for youngsters 9 to 13 years old. Another is Mobilization for Youth's young adult action group, which some of you may remember from its visit to the Nation's Capital in support of the youth employment bill. This program seeks to transform apathy and anger, which could lead to delinquent acts, into an interest in attacking the problems of employment, housing and racial discrimination.

We do not pretend to have found the answers to the increasingly serious problem of teenage drug addiction. However, we are pushing forward with a number of new experiments in this area. One of these, described at length in the March 27 issue of the *New Yorker* magazine, found a partial answer to the problem as members of a work-treatment group remained off drugs through four of the program's five phases—until they returned to their old environment. We are currently reviewing that program to see if we can learn from our failures to the end that the next effort will be more successful.

There are many other Mobilization for Youth programs but, I should like to mention just one more. What do we do about the youngster who has recently left a correctional institution? Anything? Very often the answer is “No.” Again, in this area, as in others, Mobilization for Youth is making a serious experimental effort.

Mobilization for Youth's “reintegration program” makes contact with adjudicated youths and their families at the point of commitment, if possible, and maintains contact for at least a year following release on parole. Dealing with youngsters 12 to 17 years old, this program is attempting to lower the rates of recidivism—currently 60 to 65 percent, and it is testing the effectiveness of “direct intervention” which provides access to resources necessary for conventional adjustment to society. Services to the youngsters are provided in school programs, job-training and others. Recently a group of mothers of committed children started explorations of their common problems. The response of this biracial, multilingual group has been enthusiastic. This program departs from standard practice in its attempt to pull together all community resources in the interest of the delinquent rather than employing the more conventional one-to-one helping method.

I have not touched upon one of the project's two major divisions—research—nor have I mentioned several important action programs, among them a legal services component that has aroused the interest of the American Bar Association. I think, however, you will agree that some of Mobilization's programs merit classification as “genuine social breakthrough.” This is not intended to suggest, and I would like to underscore the point, that we at Mobilization see the project as a panacea for juvenile delinquency and youth crime.

Final judgments have not been made, Mr. Chairman. But the breadth and depth of our experience, the impact of Mobilization for Youth in its neighborhood, the receptivity of young and old to efforts intended to help them improve their lives and their community—these and other preliminary developments lead me to recommend continuation of the mass of programs like Mobilization for experimental purposes for another few years. In the light of the new poverty program, we can see where the Federal juvenile delinquency effort can assume some new forms and directions.

As an important step toward this end, I respectively urge that this subcommittee support an extension of the Juvenile Delinquency and Youth Offenses Act of 1961.

This request is made with the full knowledge of the heavy financial burden carried by our Government. I believe, however, that the potential of the programs being advanced under this act calls forth a question which we must answer.

Are investments in the behavioral sciences any less important than those in technological areas? I think not, and I hope you will agree with me.

Mr. Chairman and members of the subcommittee, on behalf of the members of the Board of Directors and staff of Mobilization for Youth, thank you for giving me the opportunity to report on Mobilization for Youth and to discuss the serious national problem of juvenile delinquency and youth crime.

APPENDIX A

MOBILIZATION FOR YOUTH: THEORY AND DEVELOPMENT

THEORY

The action elements of Mobilization for Youth—school programs and work training, services to groups of young people, to individuals and families—are derived from a theoretical perspective as to the causes, control and prevention of delinquency. Actually, there are a number of sophisticated points of view about this major social problem, each suggesting an approach to its solution. Each view has merit, and some of MFY's specific programs reflect their influence. However, the overall mobilization approach hinges on the belief that delinquency prevention can succeed only if efforts provide young people with genuine opportunities to behave differently—with the stress on creative education and useful work programs, and on the direct participation of local residents in programs to improve social and economic opportunities afforded to young people in their community.

The "opportunity theory," as it is popularly known, was developed by Drs. Lloyd E. Ohlin and Richard A. Cloward of Columbia University.² In effect a new battle plan in the fight against this major social problem—this theory has had a tremendous impact on the national concept of the delinquency problem. Its potential as a solution to the problem is considered most promising.

It is the Cloward-Ohlin thesis that young people living in slums do not have access to the ladders leading to social betterment. Social, economic, physical, and cultural barriers are erected in the paths of children of the chronic poor, the theory suggests, as they race for life's material rewards. Such barriers induce these youngsters to turn to forbidden acts to achieve "successes" that cannot be gained through socially approved means. If this thesis is correct, it follows that the best individual treatment of the delinquent—through clinics, the courts and institutions—cannot effectively stem the delinquency tide.

DEVELOPMENT

Actually, Mobilization for Youth existed prior to the refinement of the opportunity theory, and prior to the passage of the Juvenile Delinquency and Youth Offenses Act of 1961. But the development project, as it operates today, would have been impossible without either of these vital influences.

Mobilization was conceived in 1957 and established as a nonprofit voluntary organization 1 year later by some of the welfare, civic, and religious agencies and institutions on the lower East Side of Manhattan. Their common concern was the sharp increase in juvenile offenses in the area—up 70 percent in a three-year period. In an attempt to devise a plan that could cope with this problem, they enlisted the support of the research center of the Columbia University School of Social Work.

As the founders explored possible approaches, it became clear that a planning period would be a necessary prerequisite to the launching of a soundly based action-research demonstration project. Following the submission of such a proposal, the National Institute of Mental Health acted favorably on MFY's request for a 2-year planning grant. Approval was based on the pilot project's potential in the expansion of knowledge in the social sciences. A planning grant of \$412,667 was awarded for the period extending from December 1, 1959, to November 30, 1961.

Upon the passage of Federal legislation, action grants to Mobilization for Youth were announced by President Kennedy and Mayor Wagner at the White House on May 31, 1962. It is impossible to overstate the pivotal role of the

² See Cloward, Richard A., and Ohlin, Lloyd E., "Delinquency and Opportunity," the Free Press, Glencoe, Ill., 1960. See also, "Mobilization for Youth: A Proposal for the Prevention and Control of Delinquency by Expanding Opportunities." New York, Dec. 9, 1961.

President's Committee on Juvenile Delinquency and Youth Crime during the project's planning period and since that time as MFY has engaged in social experimentation and investigation in an urban residential area with a high delinquency rate.

PREPARED STATEMENT OF MITCHELL SVIRIDOFF, EXECUTIVE DIRECTOR OF COMMUNITY PROGRESS, INC.

I. INTRODUCTION

In August 1963, Mayor Lee of New Haven and I, executive director of Community Progress, Inc., the New Haven community action program, appeared before the Senate Subcommittee on Employment and Manpower, to support the extension of the Juvenile Delinquency Act. At that time, we outlined in considerable detail the problems of juvenile delinquency, youth unemployment and poverty in the city of New Haven. We submitted for the committee a history of the total community action program in New Haven, growing out of New Haven's extensive redevelopment program. We further submitted to this committee an outline of the New Haven youth development program.

Since our last appearance before the committee, Community Progress, Inc. began an action program with the support of an \$800,000 grant from the President's Committee on Delinquency. Community Progress is now in the second year of this program, having received a \$700,000 grant from the President's Committee for the years, 1964-65.

I would now like to submit a progress report on this program for this committee, in support of the extension of the Juvenile Delinquency Act for 1967-68. First, I would like to sketch the progress of the entire New Haven community action program, of which the youth development program is a part. Second, I would like to talk about the New Haven youth development program specifically. And third, I would like to give the reasons why we in New Haven support new appropriations for next year, and why we urge the extension of the act beyond 1966.

II. SUMMARY OF THE TOTAL COMMUNITY PROGRESS, INC., COMMUNITY ACTION PROGRAM

To understand the youth development in New Haven, it is necessary to understand it as an integral part of the complete New Haven community action program. The New Haven community action program has begun with the philosophy that the problems of juvenile delinquency are interwoven with the problems of poverty, youth unemployment, and family, and health problems. As a consequence, New Haven has designed its juvenile delinquency prevention program to be part of a total effort at attacking the social problems of the inner city of New Haven.

Here I can do no more than summarize the high points of the total community action program in New Haven, before talking more specifically about the youth development program. I would, however, like to submit for the record a summary of the total action program.

The New Haven community action program is, in fact, a careful blend of employment, education, social service, and evaluation programs. In the 3-year period from 1962 to 1965, this action program has received over \$7½ million to implement these programs in New Haven. These funds are authorized not only under the Juvenile Delinquency Act, but also under the Manpower Development and Training Act, the Economic Opportunity Act, the Housing Act, and the recent amendments to the Social Security Act. In addition to Federal funds, we receive funds from the Ford Foundation, the New Haven Foundation and from the city of New Haven. Part of these funds go directly to public and private agencies; part of these funds come to CPI, which acts as a funnel and contracts out to public and private agencies. Others funds are used directly by Community Progress in its programs. This pooling of funds illustrates that it is possible to bring together from different sources the resources necessary to mount a massive community action program.

The community action program in New Haven amounts to more than 50 different programs, including youth work crew, employment counseling for youth, on-the-job training, direct job placement, skill training, prekindergarten, reading, helping teachers, adult literacy, ninth grade work study, tutorial, neighbor-

hood services, community nursing, vocational rehabilitation concerted services, police training, juvenile court probation, adult probation, community development staff training, and others.

This list of programs however, does not show the important interdisciplinary relationships that exist between these programs. One way in which the integration of many of the programs is made possible is through the community school. The community school operates as a neighborhood center, a center for leisure-time activities, a center for decentralized social services as well as a regular school.

In addition, coordination of these programs is accomplished by concentrating them in six inner city and one outlying neighborhood in New Haven. These are the areas where the problems of juvenile delinquency, unemployment, and poverty are most prevalent. Closely coordinated with the community schools are three neighborhood employment offices. Recently established in one of these neighborhoods is a skill center serving all seven neighborhoods and providing a place for remedial education and skill training for youth and adults alike.

Though difficult to evaluate, I think it can be safely said that the community action program of New Haven has had a considerable impact upon the lives of the inner city resident. Our neighborhood employment offices have seen over 4,000 persons. Currently, 80 adults are being given occupationally oriented basic education. We have had up to 350 youths and adults in on-the-job training. We have placed about 300 in Manpower Development and Training Act skill training groups. There have been up to 350 hard-core youths in our work crew program.

In the school programs, at least 1,300 children have received remedial reading instruction. Over 3,000 children have participated in afterschool tutoring programs. Six hundred and thirty children have been enrolled or are enrolled in prekindergarten programs. One hundred and twenty-five have been or are enrolled in work-study programs in junior high schools. In the high schools there are up to 250 youths enrolled in work-study programs. Our total community school program reaches up to 60 percent of the inner city population.

These figures illustrate the seriousness of the effort made in New Haven to meet the employment and educational problems of both youth and adults. On the other hand, I am well aware, as I am sure this committee is, that we have just begun to attack this problem. For example, although 650 adults have been enrolled in the adult literacy program, there are in New Haven about 8,000 functionally illiterate adults. And although 630 children have been enrolled in the prekindergarten program, it is estimated that at least twice this number might benefit from this program each year.

The youth development program is a vital part of this total community action program. Without the youth development program, the total action program of New Haven would be indeed gravely impaired. I would like now to move on to a more specific progress report on the youth development program itself.

III. SUMMARY OF THE NEW HAVEN YOUTH DEVELOPMENT PROGRAM

As stated above, since the New Haven youth development program is an integral part of the total community action program, it is difficult to clearly separate its contribution as opposed to the contribution of other programs within community progress. Despite this difficulty, it is possible to isolate four functions of the youth development program as performed over the past year and a half. These four functions are: (1) The initiation of delinquency prevention programs in the areas of education and employment—programs which have been expanded with the help of other funds; (2) the support of youth development staff for the total community action program—a staff specifically responsible for the recruitment and program support of inner city youths in the New Haven program; (3) the support of individualized social services for the predelinquent and the adjudicated delinquent; (4) the research of the total youth program and the training of its staff.

I would like now basically to discuss these four functions of the youth development program in detail.

(1) The initiation of delinquency prevention program in the areas of education and employment

The youth development program of community progress has made possible the initiation of two of the most important programs in the total community action program—the work crew program and the work-study program. In the work

crew program, youths age 16 to 21 work in small groups of 6 to 8 boys with a work crew leader. These boys work on a wide variety of community projects. They work 20 hours a week and their work is supplemented by individual counseling and remedial education. I think that this committee would be interested in some of the statistics on this work crew program. Let me give a breakdown of the statistics in just one of the neighborhoods in which this program operates. Of 108 youths who have been on the work crew in this neighborhood, 22 have been placed in full-time jobs; 1 is in a Manpower Development and Training Act training program; 5 are back at school; 6 are in the Job Corps; and 53 are now awaiting placement. In sum, 87 of the original 108 are being usefully employed. Relevant to the prevention of delinquency is the fact that 84 percent of the work crew youths are either school dropouts or behind in their education, and almost 40 percent have had serious contact with law enforcement agencies.

The work crew program is linked to an on-the-job training program. Since April 1964, 152 youths, ages 16 to 21, have been placed in OJT positions. Wages for these jobs have varied from \$1.50 per hour minimum to \$2.25. There have also been 192 adults placed in jobs. The jobs in which these youth are placed are not dead end jobs. Rather, they are skilled and semiskilled jobs mainly in the expanding nonindustrial segment of the New Haven economy. I have appended a list of these jobs for the record.

A second vital program is the work-study program. This program offers in-school youths who are potential dropouts and school discipline problems an opportunity for work connected with their school activities. These youths under 16 years of age receive group counseling and individualized supervision in work placements throughout the school system. Again, I think that the committee might be interested in the statistics on this program.

The total enrollment up to this date in junior high school is 125 youths. Three hundred youths are in a high school work-study program. A great majority of these youths were failing in school and were continually absent from school. Out of the group which initially began the program, only one has since dropped out of school. Teachers have reported great improvement in these youth's school behavior as a consequence of this program, and other youths including problem youths have requested to enter the program. This latter fact is important since it is often difficult to recruit the predelinquent into programs aimed at helping them. These programs which were initially supported by youth development program funds alone, have been so successful that they have gained the support of funds from the Office of Economic Opportunity and the Labor Department. As a consequence, it has been possible to expand these programs considerably.

Other education programs that have been initiated with the support of the youth development program include a study clinic and tutoring program, a pre-technical program, and a business education program—programs which also hold great promise for inner city youth.

- (2) *The support of youth development staff for the total community action program—a staff responsible for the recruitment and support of youth in the New Haven program*

One of the key problems in attempting a juvenile delinquency prevention program is the identification of the predelinquent or delinquent, and the involvement of this delinquent in meaningful program activities. Community progress has utilized youth development funds to recruit and attract the predelinquent. Neighborhood workers, persons indigenous to the neighborhood, have been hired to recruit youths for employment and education opportunities. These neighborhood workers spend a considerable portion of their time circulating throughout the neighborhood establishing relationships with the youth and instilling in them the motivation to enter skill training programs, jobs, work crew placements, and remedial education programs.

In addition to the recruitment of these youths, programs are planned to attract these youths into the New Haven community school. The youth development program supports a basic recreation program in the New Haven community school. This basic recreation program is not intended merely to increase the limited recreational opportunities for the inner city youth, but also to gain contact with the hard-core youth—youth not initially attracted by employment or education programs. Once these youths are brought into basic recreation, they are drawn into more intensive individualized group work activities and into education and employment programs. In the past year, there have been approximately 2,000 inner city youths ages 13 to 19 involved in this program.

(3) The support of individualized social services for the predelinquent and the adjudicated delinquent

One of the most basic contributions of the youth development program to the total New Haven community action program is the provision of individualized services to troubled youth in our programs. It is obvious that many of the hard-core youth cannot make it in jobs or in educational programs without a wide variety of supportive services or individualized services. As a consequence, group work services, intensive probation services for delinquents, and therapeutic services to youths or their families are required. For example, small groups of teenage youths meet in housing projects, community schools, YMCA's to discuss family problems, their vocational hopes and goals, school difficulties, and a wide variety of other topics. There are up to 200 youths in these small groups.

(4) The evaluation of the total youth program and the training of its staff

Community Progress considers the evaluation of its programs to be an absolutely essential part of the total community action program. This evaluation is necessary because many of the techniques attempted for reaching the hard-core youth and indeed for providing employment and educational opportunities to these youths are still innovative and require testing to determine whether or not they succeed. Moreover, there are a wide variety of factors contributing to delinquency, unemployment, and poverty. Therefore, it is necessary for evaluation to determine whether or not the New Haven community action program is aimed at the key factors causing juvenile delinquency.

The youth development program supports a large carefully developed research designed for determining the effects of the New Haven youth development program. Some 1,400 New Haven youths have been individually interviewed to determine their attitudes toward law, their parents, their peers, and society in general. In addition, the school achievement and delinquency records of these youths are being collected. In 3 years' time, these youths will be interviewed again and court and school achievement records will be measured to determine the effects of the program upon these youths. At the same time, careful attendance and participation records are being kept to measure the degree of involvement and the youths in these programs. It is only at that time that we will be able to answer more certainly the most vital questions concerning youth development—such questions as: Does the provision of employment opportunities for youth from inner city areas diminish juvenile delinquency? Do new opportunities for these same youths divert their energies into more constructive channels?

Finally, the youth development program has supported an important staff training program designed not only to train the increasing number of untrained indigenous workers who have become part of the community action program, but also to reorient more skilled service workers in the community action approach. This training includes not only staff directly hired by Community Progress, Inc., but also staff in other agencies.

IV. REASONS FOR SUPPORTING EXTENSION OF THE JUVENILE DELINQUENCY ACT

With the growth of the New Haven community action program and the supplementing of the youth development program with funds from the Department of Labor and from the Health, Education, and Welfare Department, Community Progress plans to focus its youth development program upon the "hard core" youth, the predelinquent, and the youth prone to failure. This focus is accomplished in several ways.

First, programs are designed specifically for youths who are not succeeding in the employment and education programs. These programs as mentioned above, include intensive group work services and individualized attention.

Second, new attempts are being made to involve hard core youths in the opportunity programs by specifically attempting to recruit these youth. For example, lists of youths released from correctional institutions have been obtained by neighborhood staff and they are following up these youth to reintegrate them into the community and pull them into community action programs.

A third attempt of the New Haven youth development program to focus upon the delinquent youth is the planned strengthening of a decentralized juvenile court probation service. This service provides for probation workers in the neighborhood working in close connection with neighborhood services staff. Two such probation workers are already hired and in the neighborhood. Yet, more time is required to implement this new focus upon the hard core youth.

There is a more basic reason for the need to extend the Juvenile Delinquency Act beyond next year. That reason is simply this: the problems of the city and of juvenile delinquency in particular, cannot be solved in 1, 2 or even 3 years. A much longer time is needed to truly have an impact upon the lives of many of the youth in New Haven. This time is needed in order to have extended contact with these youth over a period of time and in order to reach all the youth who require juvenile delinquency preventive services. It is worth while recalling, as stated above, that even with the present massive effort, Community Progress is only reaching one-half of the children who might usefully use the prekindergarten program. Similarly, there are still large numbers of youths not served by work-study programs and reading programs, and despite all of the efforts of Community Progress, there is still substantial youth unemployment in the inner city. This is not to say that the New Haven program has not already made a dent in these problems, but it is to say that the problems are much larger than a 1-, 2-, or 3-year effort. Thus, the act should be extended to permit a more extensive program over time.

A third reason for extending this legislation is to preserve the careful evaluation of the effort made up to date. In late 1966 and 1967, it is planned that a second round of interviews of 1,400 youths will be carried out and that school achievement records and juvenile delinquency records will again be examined. At this time, it will be possible to evaluate in concrete terms—in terms of numbers—the impact of the New Haven youth development program and I would think that this evaluation would be vital not only for New Haven, but for the rest of the Nation as well.

The youth development program in New Haven has significance far beyond its present accomplishments. This program has stimulated in New Haven a new commitment to meeting the problems of juvenile delinquency. The city government has committed staff and funds. The State is about to enact an education opportunity bill. This action reflects the influence of the New Haven program. The bill will provide funds for a range of remedial education programs based on a formula of need similar to the national formula under the Economic Opportunity Act. The public and private agencies have committed hard work and time, and citizens have committed their voluntary support. But time is still desperately needed to translate the commitments into permanent programs which successfully prevent the development of juvenile delinquency.

APPENDIX No. 1

BASIC INFORMATION ON COMPONENT PROGRAMS OF THE TOTAL NEW HAVEN COMMUNITY ACTION PROGRAM

DIRECT PLACEMENT OF YOUTH AND ADULTS IN JOBS

Current enrollment: 100 a month.

Total enrollment to date: About 1,350.

Population served: Unemployed and underemployed youth and adults over age 16.

Area: CPI central offices, neighborhood employment centers, skill center, CSSES offices, and various employers in New Haven area.

Annual budget: Not applicable.

Fund sources: Office of Manpower, Automation and Training, Ford Foundation; U.S. Department of Health, Education, and Welfare; Neighborhood Youth Corps, Office of Economic Opportunity; New Haven Redevelopment Agency.

Administering agency: CPI-Connecticut State Employment Services, through CPI central manpower office and neighborhood employment centers.

YOUTH AND ADULT ON-THE-JOB TRAINING

Current enrollment: 50.

Total enrollment to date: 350.

Population served: Unemployed and underemployed youth and adults, age 16 plus.

Area: Various employers in New Haven area.

Annual budget: \$260,000.

Fund sources: Office of Manpower, Automation, and Training.

Administering agency: CPI, in cooperation with Federal and State Bureaus of Apprenticeship and Training.

BASIC YOUTH WORK CREW PROGRAM

Current enrollment: 110.

Total enrollment to date: 350.

Population served: Unemployed, 16-22 year old inner-city youth, most of whom are school dropouts with low employability.

Area: 18 sites: parks, schools, hospitals, libraries, and other public and private nonprofit agencies.

Annual budget: About \$200,000 in stipends does not include work crew supervisors.

Fund sources: Office of Manpower, Automation, and Training; Youth Development Grant; city of New Haven.

Administering agency: CPI, Connecticut State Employment Service.

NEIGHBORHOOD EMPLOYMENT CENTERS

Current enrollment: About 150 persons processed per month.

Total enrollment to date: About 4,000.

Population served: Unemployed and underemployed youth and adults, ages 16 plus.

Area: One in Hill, one in Fair Haven, one in Dixwell, special services to West Rock.

Annual budget: About \$550,000; includes central administration, work crew foremen and OJT job developers.

Fund sources: Office of Manpower, Automation, and Training.

Administering agency: CPI and Connecticut State Employment Service.

COMMUNITY SCHOOL LEISURE TIME PROGRAM

Current enrollment: 4,000.

Total enrollment to date: 6,000 all ages, primary focus—ages 13-20.

Area: 7 community schools, 2 high schools, Dixwell community house, and 4 satellite schools.

Annual budget: \$127,000.

Fund source: U.S. Department of Health, Education, and Welfare; city of New Haven.

Administering agency: Department of education, department of parks and recreation, YMCA-YWCA, Connecticut Extension Service-4-H.

CPI: Youth development.

Types of activities offered include: Athletics, modern dance, arts and crafts, animal care, auto mechanics, girls charm school, ballet, canteens, 4-H, photography, friendship clubs, glee clubs, freddy fixer club, newspaper, drama, science club, orchestra, cheerleading.

LIBRARY NEIGHBORHOOD CENTER

Current enrollment: About 2,500 per quarter.

Total enrollment to date: About 17,000.

Population served: Families in the Dwight neighborhood who do not ordinarily make use of library facilities.

Area: Dwight neighborhood.

Annual budget: \$60,000.

Fund sources: Ford Foundation and the city of New Haven (50-50 matching).

Administering agency: New Haven Free Public Library.

HUMAN RELATIONS PROGRAM

Current enrollment: Not available.

Total enrollment to date: Not applicable.

Population served: Program seeks to improve the general climate of human relations in New Haven, and particularly in the area of equal housing opportunities.

Area: Throughout Greater New Haven.

Annual budget: \$10,000.

Fund sources: Ford Foundation.

Administering agency: Human Relations Council of Greater New Haven, Inc.

ST. MARTIN DE PORRES YOUTH VOCATIONAL GUIDANCE CENTER AND LIBRARY

Current enrollment: 90.
 Total enrollment to date: 250.
 Population served: In-school youth and their families.
 Area: Dixwell neighborhood.
 Annual budget: \$26,000.
 Fund sources: Ford Foundation.
 Administering agency: St. Martin de Porres School.

4-H PROGRAM

Current enrollment: About 100 (8 active clubs with average membership of 12).
 Total enrollment to date: About 120.
 Population served: Youth in Hill area.
 Area: Prince Street Community School, Hill neighborhood.
 Annual budget: \$1,000.
 Fund sources: Youth development grant.
 Administering agency: Connecticut Cooperative Extension Service-4-H of Wallingford.

DIXWELL Q-HOUSE YOUTH RECREATION AND DEVELOPMENT PROGRAM

Current enrollment: About 800.
 Total enrollment to date: About 2,000.
 Population served: Principally teenagers.
 Area: Dixwell and Newhallville neighborhoods, inclose cooperation with Bas-set and Winchester Community Schools.
 Annual budget: \$12,500.
 Fund sources: Youth development grant.
 Administering agency: Dixwell Community House.

YMCA-YWCA GROUP WORK PROGRAMS

Current enrollment: About 400.
 Total enrollment to date: About 800.
 Population served: Youth, 13-19.
 Area: Dwight and Wooster Square neighborhoods.
 Annual budget: \$14,397.
 Administering agency: YMCA-YWCA.
 Fund sources: Youth development grant.

BASIC REMEDIAL EDUCATION FOR YOUTH WORK CREWS

Current enrollment: 110 due to expand to 400 per year as of May 1, 1965.
 Total enrollment to date: 350.
 Population served: Unemployed, 16-22-year-old school dropouts enrolled in work crew programs.
 Area: Program operates in classrooms at the skill center. This program is fully integrated with the CPI work crew program, and supplements work experience and skill training.
 Annual budget: \$100,000.
 Fund sources: Office of Economic Opportunity; youth development grant.
 Administering agency: New Haven Board of Education.

NINTH GRADE WORK-STUDY PROGRAM

Current enrollment: 95.
 Total enrollment to date: 125.
 Population served: Potential dropouts in ninth grade, under 16 years old.
 Area: Program operates in all four junior high schools. Program will expand to an enrollment of 200 students as of September 1, 1965.
 Annual budget: \$66,000.
 Fund sources: Youth development grant; Office of Economic Opportunity.
 Administering agency: Board of education.

BUSINESS EDUCATION PROGRAM

Current enrollment: 35.
 Total enrollment to date: 83.
 Population served: High school seniors.
 Area: Wilbur Cross and Hillhouse High Schools. The business education program operates in close liaison with the Data Processing Institute.
 Annual budget: \$7,000.
 Fund sources: Youth development grant.
 Administering agency: Board of education.

POLICE YOUTH DIVISION PROGRAM

Current enrollment: Not available.
 Total enrollment to date: Not available.
 Population served: Youth 16 and under.
 Area: Inner city neighborhoods.
 Annual budget: \$25,000.
 Fund sources: Youth development grant.
 Administering agency: New Haven Police Department.

JUVENILE COURT PROBATION PROGRAM

Current enrollment: About 190.
 Total enrollment to date: About 350.
 Population served: Juvenile delinquents, 18 and under.
 Area: Special court office located on Washington Avenue. Program serves court referrals from the inner city neighborhood.
 Annual budget: \$25,000.
 Fund sources: Youth development grant.
 Administering agency: Second district, Connecticut State Juvenile Court.

UNIFIED SOCIAL SERVICES

Current enrollment: Program can serve 10,000 annually.
 Total enrollment to date: Program will begin in April 1965.
 Population served: Families on urban renewal relocation list; all other low-income persons participating or about to participate in opportunity programs.
 Area: Hill-Dwight, Dixwell, Elm Haven, Farnum Courts, Fair Haven, West Rock.
 Annual budget: \$150,000.
 Fund sources: Office of Economic Opportunity.
 Administering agency: CPI; New Haven Housing Authority; Redevelopment Agency; Community Council; director of administration of city of New Haven.

SMALL BUSINESS OPPORTUNITY PROGRAM

Current enrollment: Not available.
 Total enrollment to date: Not available.
 Population served: Approximately 45 potential candidates of small marginal businesses which have been displaced by urban renewal activities or other forms of public improvement. Program will become operational May 1, 1965.
 Area: Program will operate in seven inner city areas.
 Annual budget: \$13,500.
 Fund sources: Office of Economic Opportunity.
 Administering agency: Urban League of Greater New Haven.

JOB CORPS RECRUITING AND SCREENING

Current enrollment: 20 now in camps.
 Total enrollment to date: 80 screened, and 20 placed in Job Corps camps.
 Population served: Unemployed and undereducated male youth, ages 16-22.
 Area: Recruitment throughout Greater New Haven, screening at neighborhood employment centers in cooperation with Connecticut State Employment Service.
 Annual budget: About \$10,000.
 Fund sources: Office of Economic Opportunity.
 Administering agency: CPI; Connecticut State Employment Service and youth, social, and church groups.

CPI SKILL CENTER

Current enrollment: Will be about 2,000 persons per year.

Total enrollment to date: Skill center will open in April 1965.

Population served: Unemployed, underemployed, and undereducated youth and adults, from prekindergarten ages up.

Area: Skill center is located in the Hill neighborhood. Skill center will have classrooms, shops, drafting rooms, and a complete battery of tools and machines. Activities will include prekindergarten, work crew remedial education, adult and youth training, and staff training.

Annual budget: \$80,000.

Fund sources: Ford Foundation; New Haven Board of Education; Neighborhood Youth Corps; Office of Economic Opportunity; Office of Manpower, Automation, and Training.

Administering agency: CPI.

ELM HAVEN EMPLOYMENT UNIT

Current enrollment: 50 persons processed per month.

Total enrollment to date: About 150.

Population served: Unemployed and underemployed residents of the Elm Haven project.

Area: Dixwell neighborhood. This unit is a part of the larger Elm Haven concerted services program.

Annual budget: \$115,000.

Fund sources: Vocational Rehabilitation Administration.

Administering agency: CPI.

FAMILY-CENTERED SERVICE UNIT AT ELM HAVEN PUBLIC HOUSING PROJECT

Current enrollment: About 350 families.

Total enrollment to date: About 350 families.

Population served: Welfare families in the project.

Area: Dixwell neighborhood. This is the unifying element in the concerted services program, which includes employment, health, education, and recreation services for all families in the project. The concerted services task force, consisting of the separate program directors, is under the overall direction of the New Haven Housing Authority.

Annual budget: \$272,000.

Fund sources: U.S. Welfare Administration; State welfare department; Office of Economic Opportunity.

Administering agency: Connecticut State Welfare Department, New Haven district office.

ELM HAVEN HEALTH SERVICES UNIT

Current enrollment: 302 children in contact with social worker.

Total enrollment to date: About 450 families.

Population served: Families in the low-income project.

Area: Dixwell neighborhood. This program is part of the Elm Haven concerted services program.

Annual budget: \$61,000.

Fund sources: U.S. Public Health Service.

Administering agency: New Haven Public Health Department.

LEGAL ASSISTANCE PROGRAM

Current enrollment: About 50 persons processed per month through municipal legal aid bureau.

Total enrollment to date: About 300.

Population served: Low-income inner city residents who cannot afford adequate legal representation.

Area: Program serves New Haven's legally indigent, with offices now at the municipal legal aid bureau.

Annual budget: \$140,000.

Fund sources: Ford Foundation; National Legal Aid and Defender Association; Walter E. Meyer, Research Institute.

Administering agency: New Haven Legal Assistance Association, Inc.

PLANNING FOR THE ELDERLY

Current enrollment: Not available.

Total enrollment to date: Not available.

Population served: Low-income elderly persons.

Area: This planning study is conducted by the Community Council of Greater New Haven. The results of the study will be applied to improvement of care for New Haven's low-income elderly population.

Annual budget: \$25,000.

Fund sources: Office of Economic Opportunity.

Administering agency: Community Council of Greater New Haven.

ELM HAVEN DAY CARE UNIT

Current enrollment: Not available.

Total enrollment to date: Center will open about April 15. It will enroll about 60 children.

Population served: Children of low-income mothers who want to work or enroll in an educational or employment opportunity program.

Area: Dixwell neighborhood.

Annual budget: \$65,000.

Fund sources: Office of Economic Opportunity.

Administering agency: Leila Day Nurseries, Inc.

FAMILY HEALTH STUDY

Current enrollment: Not available.

Total enrollment to date: Not available.

Population served: Low-income, medically indigent population.

Area: Study will be done at Yale-New Haven Medical Center, and the results will be applied to improvement of out-patient care for the medically indigent.

Annual budget: \$26,000.

Fund sources: Office of Economic Opportunity.

Administering agency: Yale University (ambulatory services unit).

MENTAL HEALTH AND OPPORTUNITY PROGRAMS

Current enrollment: Not available.

Total enrollment to date: Not available.

Population served: Eight psychiatrists participate in opportunity program staff meetings on a 1-day-per-week basis.

Area: Dixwell neighborhood, including all opportunity program units of the Elm Haven concerted services task force program.

Annual budget: \$24,000.

Fund sources: Office of Economic Opportunity.

Administering agency: Yale-New Haven Medical Center.

HEALTH EXAMINATION PROGRAM

Current enrollment: Can process about 125 examinations each month.

Total enrollment to date: Sixty.

Population served: Approximately 1,500 youth and adults who are or will be participating in various community action, opportunity programs.

Area: Program will operate from New Haven Public Health Department.

Annual budget: \$16,500.

Fund sources: Office of Economic Opportunity.

Administering agency: New Haven Public Health Department.

COLLEGE INTERNE AND WORK-STUDY PROGRAMS

Current enrollment: About 110 in summer, and about 85 at other times.

Total enrollment to date: Sixty-five.

Population served: Low-income college students in work-study; college students interested in community development in the interne program, plus 25 southern Negro college students during the summer.

Area: Quinnipiac, New Haven, and southern Connecticut colleges.

Annual budget: About \$150,000.

Fund sources: Office of Economic Opportunity; New Haven Foundation.

Administering agency: Local colleges and universities, with assistance from Community Progress, Inc., training staff.

COMMUNITY ACTION INSTITUTE

Current enrollment : Not available.
 Total enrollment to date : Not available.
 Population served : Community development staff personnel from New England cities.
 Area : Institute located in skill center. Institute will become operational in April 1965.
 Annual budget : \$98,000.
 Fund sources : Office of Economic Opportunity.
 Administering agency : Community Progress, Inc.

VISTA (VOLUNTEERS IN SERVICE TO AMERICA)

Current enrollment : Not available.
 Total enrollment to date : Volunteers in Service to America's to report in April 1965.
 Population served : Ten Volunteers in Service to America volunteers will work at various community action program sites.
 Area : Community action program sites.
 Annual budget : \$20,000.
 Fund sources : Office of Economic Opportunity.
 Administering agency : Community Progress, Inc.

LARGE FAMILY, LOW-INCOME HOUSING RENTAL SUBSIDY PROGRAM

Current enrollment : 27 families now occupying units.
 Total enrollment to date : 27 families.
 Population served : Large, low-income families relocated by urban renewal.
 Area : Throughout the city, involving families relocated as a result of urban renewal.
 Annual budget : \$5,000.
 Fund sources : U.S. Public Housing Authority.
 Administering agency : New Haven Housing Authority ; Community Progress, Inc., carrying out evaluation.

MANPOWER DEVELOPMENT AND TRAINING ACT INSTITUTIONAL SKILL TRAINING COURSES FOR YOUTH AND ADULTS

Current enrollment : 75.
 Total enrollment to date : About 300.
 Population served : Unemployed and underemployed youth and adults ages 16 plus.
 Area : Program conducted at Eli Whitney School and other sites selected by the State division of vocational education.
 Annual budget : About \$400,000.
 Fund sources : U.S. Department of Labor (Bureau of Employment Security) ; U.S. Department of Health, Education, and Welfare (Vocational Education).
 Administering agency : Connecticut State Employment Service, State vocational education, Community Progress, Inc., private management and labor groups.

OCCUPATIONAL ORIENTED BASIC EDUCATION FOR ADULTS

Current enrollment : About 80.
 Total enrollment to date :
 Population served : Unemployed and undereducated adults, ages 17 to 50.
 Area : Program will operate in Community Progress, Inc., skill center.
 Annual budget : \$82,000.
 Fund sources : U.S. Department of Labor (U.S. Employment Service) ; U.S. Department of Health, Education, and Welfare (Vocational Education).
 Administering agency : New Haven Board of Education, Connecticut State Employment Service.

INTERMEDIATE YOUTH WORK CREW PROGRAM

Current enrollment :
 Total enrollment to date : Program will begin in April, 1965.
 Population served : Unemployed, 16- to 22-year-old youth.

Area : Three NEC's and the skill center with job placements throughout the New Haven area.

Annual budget : \$500,000.

Fund sources : Neighborhood Youth Corps, U.S. Department of Labor, under the Economic Opportunity Act of 1964.

Administering agency : Community Progress, Inc.

AFTERSCHOOL TUTORING PROGRAM

Current enrollment : 2,000.

Total enrollment to date : 3,500.

Population served : Underachieving elementary and junior high school students in the inner city.

Area : Total inner city, in the seven community schools and Cross and Hillhouse High School.

Annual budget : \$35,000.

Fund sources : Office of Economic Opportunity ; Ford Foundation.

Administering agency : Board of education.

HIGHER HORIZONS PROGRAM

Current enrollment : 3,000.

Total enrollment to date : 5,000.

Population served : All inner city schoolchildren and their parents.

Area : All inner city schools.

Annual budget : \$40,000.

Fund sources : Ford Foundation.

Administering agency : Board of education.

PREKINDERGARTEN PROGRAM

Current enrollment : 360.

Total enrollment to date : 630 children (plus one adult from each family).

Population served : Children age 3 years 8 months to 4 years 8 months from culturally disadvantaged homes.

Area : Dixwell Community House ; Elm Haven project ; Webster Street ; Community Baptist Church ; Wesley Methodist Church ; West Hills, Brookside-Rockview, Scranton, Quinnipiac Schools ; Dwight housing development.

Annual budget : \$170,000.

Fund sources : Ford Foundation ; Office of Economic Opportunity.

Administering agency : Board of education.

FAMILY COUNSELING AND GROUP THERAPY PROGRAM

Current enrollment : 20.

Total enrollment to date : 35.

Population served : Families of youth participating in opportunity programs.

Area : This program operates in the Prince Street Community School, serving the Hill neighborhood.

Annual budget : \$12,000.

Fund sources : Youth development grant.

Administering agency : Family Service of New Haven.

PREKINDERGARTEN PROGRAM

Current enrollment : 26 to 28.

Total enrollment to date : 28.

Population served : Low-income preschool children 3 years 8 months to 4 years 8 months.

Area : Program temporarily operates from St. Martin de Porres School ; permanent location will be in mobile unit in Dixwell area.

Annual budget : \$15,000.

Fund sources : Office of Economic Opportunity.

Administering agency : St. Martin de Porres School.

TUTORIAL PROGRAM

Current enrollment : 44.

Total enrollment to date : 50.

Population served : Low-income elementary and secondary students needing tutorial services.

Area : Program operates from St. Martin de Porres guidance center, Dixwell area. Plans are being made to expand current enrollment to 200 elementary and secondary students.

Annual budget : \$10,395.

Fund sources : Office of Economic Opportunity.

Administering agency : St. Martin de Porres.

REMEDIAL READING PROGRAM

Current enrollment : 38.

Total enrollment to date : 38.

Population served : Low-income elementary students, ages 5 to 12 with demonstrated reading difficulties.

Area : Program operates from St. Martin de Porres School, situated in the Dixwell area. Program will expand to a current enrollment of 50 by May 30, 1965.

Annual budget : \$17,790.

Fund sources : Office of Economic Opportunity.

Administering agency : St. Martin de Porres School.

HIGH SCHOOL WORK-TRAINING PROGRAM

Current enrollment : 225.

Total enrollment to date : 225.

Population served : Low-income, potential school dropouts, age 16 to 21.

Area : Wilbur Cross and James Hillhouse High Schools. Enrollment will go to 300 by the end of this school year.

Annual budget : \$250,000.

Fund sources : Neighborhood Youth Corps (Labor Department), under the Economic Opportunity Act of 1964.

Administering agency : New Haven Board of Education.

GUIDANCE PROGRAM

Current enrollment : About 6,500.

Total enrollment to date : About 20,000.

Population served : All junior and senior high school students.

Area : Throughout New Haven.

Annual budget : \$6,550.

Fund sources : Ford Foundation.

Administering agency : Board of Education.

SUMMER SCHOOL PROGRAM

Current enrollment : 1,900 each summer.

Total enrollment to date : 3,700.

Population served : All New Haven pupils in grades 4 through 12, in both public and private schools.

Area : Operates throughout city.

Annual budget : \$70,000.

Fund sources : Ford Foundation ; city of New Haven (50-50).

Administering agency : Board of Education.

COMMUNITY SCHOOLS

Current enrollment : About 60 percent of the population.

Total enrollment to date : Programs have reached about 60 percent of the population of New Haven.

Population served : All inner city residents, from preschool ages up.

Area : Conte, Fair Haven, Troup, Sheridan, Bassett, Winchester, and Katherine Brennan Community schools.

Annual budget : \$25,000.

Fund sources : Ford Foundation ; city of New Haven.

Administering agency : Board of Education.

CURRICULUM ASSISTANTS PROGRAM

Current enrollment : 4,800.

Total enrollment to date : Over 10,000.

Population served : Elementary grade students.

Area : Baldwin, Winchester, Conte, Prince, Kimberly, Dwight, Woolsey, Lloyd, Cheever and Betsy Ross schools.
 Annual budget : \$45,700.
 Fund sources : Ford Foundation.
 Administering agency : Board of Education.

APPENDIX II

TYPICAL OJT JOB PLACEMENTS

TV antenna man	Machinist trainee
Auto body man	Butcher
Dry cleaner-presser	Bindery trainee
Furniture assembler	Antenna technician
Meat processor	Installation man
Auto mechanic	Window shade maker
Collection telephone clerk	Counterman
Short order cook-salad man	Repairing and servicing
Inventory control	Carpet mechanic
Maintenance	Metal worker
Alarm installer	Dental technician aid
Stock and sales trainee	Installation man
Printer apprentice	Assistant estimator
Bookkeeping clerk	Security guard
Sheet metal mechanic	Sewing machine operator
Baker	Furniture salesman
Stock clerk	Driver salesman
Machine operator	Truck driver
Salesman	Driver's helper
Plumber apprentice	Cosmetic and drug sales specialist
Woodworking trainee	Porter
Auto parts clerk	Station attendant
Parts clerk	Apprentice painter
Carpet mechanic	Apprentice carpenter
Aircraft mechanic	Apprentice mason
Metal, wood, paint sprayer	Power equipment mechanic
Frame assembler	Finisher
Cushion fabricator	Child-care intern
Saleswoman-insurance	Radio technician
Seamstress	Real estate salesman
Clerk-typist	News announcer
Delivery-floral designer	Parts serviceman
Reporter	Bookkeeper
Civil draftsman	Broom winder
Veterinarian's assistant, technician	Recreation supervisor
Set-up operator	Baker's helper
Machine setter	Wireman
Pattern maker trainee	Power equipment mechanic
Machine repair trainee	Lead inspector
Molder	Milling machine operator
Office clerk	Spotter
Coremaker bench	Machine repair trainee
Apprentice mechanic	Millwright trainee

PREPARED STATEMENT OF JOSEPH S. SLAVET, EXECUTIVE DIRECTOR, ACTION FOR BOSTON COMMUNITY DEVELOPMENT, INC.

Mr. Chairman, members of the subcommittee, my name is Joseph S. Slavet, executive director of Action for Boston Community Development, Inc., or ABCD as it is popularly known. With me this morning is Dr. Robert Perlman, associate executive director and director of program development of ABCD. Our president, Dean Charles I. Schottland expresses his regrets for not being able to testify before you because of a previous engagement which he could not break.

My purpose is to record Boston's support, including that of Mayor Collins, who serves ABCD's executive committee and board of directors, for S. 1566,

which would extend the Juvenile Delinquency and Youth Offenses Control Act of 1961. I am also here to describe what ABCD has done with the funds made available under the act and with the other public and private resources which the juvenile delinquency grants helped to generate.

Under the Juvenile Delinquency and Youth Offenses Control Act, ABCD has received a planning grant of \$159,400, a demonstration grant of \$704,071, which covered about one-third of the first-year costs of carrying out the 3-year Boston Youth Opportunities project, which is what we call the action-research demonstration phase of ABCD's overall program. Our second-year grant, to help implement the second year of the demonstration, is expected before the end of the month.

While the Boston Youth Opportunities project is a delinquency prevention and control program of considerable scale, it is but one aspect of ABCD's broad attack on Boston's social problems, an attack which parallels the comprehensive war on physical blight taking place through urban renewal.

The objective of the Boston Youth Opportunities project is to test ways of reducing the volume and seriousness of criminal-type behavior on the part of male youth from 12 through 16 years of age living in the South End, Roxbury and Charlestown sections of Boston as reflected in the official records of the principal law enforcement agencies—the police, the courts and the Massachusetts Youth Service Board. To meet this objective, more than a dozen programs were designed, divided roughly into categories of education, employment and community services. Most of these are in operation.

In the first category are prekindergarten, new approaches to reading, improved guidance and school adjustment counseling, public school tutoring, ability identification and development, work study, summer and weekend camp programs, college summer campus program, and scholarships. The youth training and employment program is in the second category, while the third consists of multi-service centers in the three major sections of the target area, supplemented by a unified legal service program.

From its very beginning, ABCD was designed to function as a stimulus and a resource to other public and private agencies and to cooperate with them in the development of new programs. Only when other alternatives were not possible or available was ABCD itself to function as a direct-service agency. This was based on the operating principle that demonstration and experimental programs should, if at all possible, be administered by an established agency which would assume permanent responsibility if a program proved effective and worth continuing.

We would like to report briefly on our progress and problems in planning and carrying into operation the programs that comprise the Boston youth opportunities project.

SCHOOL PROGRAMS

Four programs designed as experimental projects became operative in 1964. They are jointly financed by the Boston School Department and funds from the Ford Foundation. The programs extend from prekindergarten through the ninth grade. Their total 3-year cost will be about \$874,000.

Our prekindergarten classes are designed to help children from low-income, disadvantaged backgrounds acquire the skills necessary to keep pace during the first few years in school. Emphasis is placed on developing the child's verbal skills, auditory and visual discrimination and motor coordination. Two classes of 20 children each are conducted in a public school in the South End and two classes are conducted in a public housing project in Roxbury. The children range in age from $3\frac{1}{2}$ to $4\frac{1}{2}$ years old.

Most of the children in the program live within walking distance of their classrooms but it has been necessary to provide transportation for some. The teachers maintain close contact with parents through home visits and day-to-day contacts when the mothers bring the children to school.

To determine whether the prekindergarten program improves subsequent school performance, a control group has been set up, consisting of children of similar background who do not take part in the program. Tests will be given to both groups at the beginning and at the end of the prekindergarten year and at regular intervals through the third grade. Test results will be compared to see whether there is evidence that this program of preparation for school makes a significant difference in the school performance of disadvantaged children.

One problem in the South End School is the presence of Spanish-speaking and Chinese-speaking bilingual children. The teachers are trying to help these youngsters develop proficiency in English.

The developmental reading programs has as its objectives increasing general reading vocabulary and improving reading comprehension. Large blocks of time in each school day are devoted to instruction in reading. Specially trained reading consultants are assisting teachers to improve their teaching of reading in three elementary schools and in three junior high schools. The program served 2,500 youngsters in 1964 and is reaching 3100 in the current school year. The consultants also work with small groups of the most able students in an enrichment class in literature.

The experimental guidance program is designed to reduce academic failure and increase the number of pupils entering and completing high school. The program stresses improvement in students' knowledge of occupations, in choosing their occupational goals, and in making decisions about their present school performance in the light of their plans.

Guidance advisers are assigned to the experimental schools to conduct individual counseling, small group counseling and a supportive classroom program. The program is being carried on in both elementary and junior high schools. A total of 750 students are expected to be served through this program in the 1964-65 school year.

The pupil adjustment counseling program concentrates on identifying and treating behavioral and personal problems which interfere with a child's learning and with his classmates' learning. The program provides a school adjustment counselor for each of three elementary school districts and for a junior high school. It is estimated that some 600 pupils will be given individual attention by the counselors during this school year. Teachers and other school personnel refer children to the counselor, who makes an assessment of the problem and works with the child, his parents and other community agencies to resolve the difficulties.

CAMP PROGRAMS

Five programs conducted during the summer of 1964 to improve school performance and reading ability served 466 youngsters. One hundred fifty-six boys took part in a camp program in Maine which combined summer recreation with formal instruction in remedial reading 1 hour a day. Boys in this demonstration project comprised only part of the total camp population and participated as regular campers in all other camp activities. The boys were between the ages of 9 and 13, an I. Q. score of between 75 and 100, and a reading score of 1 year or more below grade level on a standardized reading test.

The Boston Young Men's Christian Association conducted an experimental project to test whether academic skills could be woven into the recreational activities of a boys' camp. Fifty boys participated in the program. Archery, riflery, campercraft, nature, weather, astronomy, conservation and arts and crafts were used to develop skills in reading, language arts and arithmetic.

Seventy boys from Boston's low-income areas attended a college campus enrichment program at Brandeis University during the summer of 1964. Under the guidance of a director and two master teachers, 10 group leaders each worked with a group of students in a program designed to improve school achievement and to increase motivation to seek post-high school training.

At Boston College High School, 44 boys living in the Columbia Point housing project and nearby parts of Boston attending both public and parochial schools participated in a 6-week summer enrichment program taught by 5 Jesuit theological students.

The program consisted of 2 weeks of intensive personal counseling regarding school achievement and career opportunities, followed by 4 weeks of instruction in reading, language arts, social problems, and mathematics. Cultural and physical development activities were also included.

A weekend work and recreation camp in New Hampshire was in operation last spring and again this fall and winter, serving some 70 teenage boys. The most recent operation of the program included only boys who had been adjudicated delinquents and who were recruited through the cooperation of probation officers. Activities consisted of work projects, such as forestry conservation and camp maintenance, warm-weather and winter-weather sports, and group discussions on topics of concern to the boys.

YOUTH TRAINING AND EMPLOYMENT PROGRAM

The youth training and employment program, financed by the U.S. Office of Manpower, Automation and Training of the Department of Labor, has reached 2000 young people who were out-of-school and out-of-work during the first year of operation.

Special attention has been given to severely disadvantaged youth whose inadequate education, drop-out status, minority group status, economic dependency, and lack of marketable skills made their entry into employment especially difficult. The principal thrust of the program has been on the improvement of employability rather than on simple job placement. Early in the program it was recognized that some registrants had extreme economic needs which had to be faced before counseling and training could be undertaken. Some youth lacked money for carfares and lunches, and some were completely homeless. The close ties that ABCD had developed earlier with the Boston Public Welfare Department made it possible to establish cooperative arrangements to solve many of these pressing needs.

The intensive and extensive health problems of an exceptionally large proportion of the applicants also had to be dealt with. ABCD's working relationship with the Massachusetts Department of Public Health facilitated the establishment of a screening program for the diagnosis and followup treatment of medical and dental problems.

Another important alteration of the original program involved the addition of an on-the-job training program through which ABCD could contract with employers to provide skill training to selected youth. One of the largest and most important changes in the overall program was the addition, in the fall of 1964, of a prevocational and work crew program to offer to selected youth an exposure to employment on various community projects sponsored by public agencies or nonprofit community agencies, together with basic education and vocational counseling.

As with any attempt to break with traditional approaches to complex social and economic problems, the youth training and employment program has faced a number of difficulties. As a demonstration the project may have been too ambitious; it opened its doors before it was fully prepared to do so, and it should have been scheduled over a much longer period of time. Some difficulties stemmed from our inadequate understanding of the many facets of the youth problem. It is possible, for example, that the program should have provided more counseling and more training over longer periods of time, considering the extreme hard-core youth that the project deliberately set out to serve, and that the program should have provided for psychiatric and other services beyond the purely vocational. With 75 percent of registrants nonwhite, the program was bucking the status quo on several fronts. The fact that 66 percent of our trainees were age 18 or younger, that 75 percent were school dropouts, that 25 percent had correctional histories and that 30 percent came from families of public assistance indicate the multiple problems of the group that was served.

Nevertheless, by mid-March, 1965, the program had registered approximately 2,000 youth, most of whom conformed to the patterns of hard-core youth originally intended as the target group. Approximately 50 percent of all registrants have been moved into a job or into training opportunity through Manpower Development and Training Act courses or on-the-job training.

MULTISERVICE CENTERS

ABCD, in cooperation with other social service organizations, has set up multiservice centers in the Roxbury and Charlestown sections of Boston and is participating in a neighborhood service center in the South End. The centers, a new concept in social service, have three objectives: (1) to provide health, welfare, and related services that are visible and accessible on a neighborhood or district level; (2) to make available a battery of services that can be coordinated around the family as a unit; (3) to develop effective techniques for bringing services to families and individuals who are not reached by the present system of services.

The centers include legal aid, family and employment services and the services of neighborhood workers. ABCD designed programs for the centers, helps finance them, and evaluates their effectiveness.

The Roxbury Multiservice Center has opened in a four-story building which is being renovated as the center facility. A cadre of staff is being trained. Negotiations are underway with several social welfare organizations to contribute such specialized services as mental health and child welfare, which, added to regular center programs, will meet the needs of families and individuals.

The center recently has been accepted as a member of United Community Services, which has allocated \$30,000 to its first-year budget.

In Charlestown, the John F. Kennedy Family Service Center, Inc., has begun operations. An older workers training and employment program, being con-

ducted under a contract with the U.S. Department of Labor, is one of the major projects. Other services, such as legal aid, have been launched.

In the South End, ABCD is assuming the cost for the services of one neighborhood worker at the Shawmut Neighborhood Service Center operated by United South End Settlements, Inc. This center is giving special attention to identifying families with problems and providing some direct services. It is also making arrangements with other agencies to handle health, financial, and other problems which the center is not equipped to solve.

UNIFIED LEGAL SERVICE PROGRAM

ABCD is sponsoring a unified legal service program in cooperation with local agencies and law schools which is one of the most far-reaching and ambitious projects of the kind in the country.

The program includes strengthened defender services, new approaches to legal aid in civil matters, a bail experiment, a postadjudication program for prison inmates, a working relationship between legal and social services, and law school participation.

Neighborhood law offices offer preventive advice and legal counsel to low-income individuals. Legal and social welfare personnel in the program are being trained to recognize related problems, and a system of cross-referral among legal, social welfare, employment, health, and other agencies will be established. Law schools are encouraged to expand their programs and courses dealing with the problems of the poor.

A legal service program committee, representing each participating agency and law school and responsible to the ABCD board of directors, supervises and coordinates the program. The committee consists of one person from each of the governing bodies—ABCD, the Boston Legal Aid Society, the Massachusetts Defenders Committee, the United Prison Association of Massachusetts, and United Community Services, one member of the Massachusetts Senate, one member of the Massachusetts House of Representatives, one members of the Massachusetts Superior Court, and one law school dean.

Legal Service Director Joseph F. Dee is carrying out the coordinating function on behalf of the program committee. He also supervises the bail program and the social welfare referral process.

The model defender project offers to poor people who are charged with felonies or misdemeanors the services of an adequate number of qualified counsel in the district courts of Suffolk County. The project is being financed on a 3-year basis by a \$320,000 grant from the National Legal Aid & Defender Association, which supports similar projects in other parts of the country.

The Boston project has a downtown office staffed by eight attorneys and two investigators who are assigned to district courts. ABCD will conduct a full-year evaluation of all systems of defense counsel in all Suffolk County courts and will make recommendations for their improvement.

The five Boston area law schools—Boston College, Boston University, Harvard, Portia, and Suffolk—are participating in the student defender and legal aid programs. Practicing attorneys supervise the law students.

The largest student program, underway since December 1964, is being conducted by Boston University Law School in the Roxbury district court, where 30 third-year students are acting as defense counsel in less serious misdemeanor cases. Law school students from Harvard, Portia, and Suffolk will serve in all of the other courts of Suffolk County. In addition, the Harvard Law School will supply six students on a full-time basis for 10 weeks during the summer to assist defenders in the district courts.

For ABCD's bail experiment, defendants are investigating to determine whether recommendations should be made for their release on personal recognizance in lieu of bail. Since defendants without funds to arrange for bail are detained in jail to await trial, the existing bail system causes a loss of potential earnings in many cases and imposes financial hardships upon families.

The bail project is now located in the Roxbury district court; later it may be extended to other courts of the county. Third-year students from Boston College Law School assist probation officers of the courts selected for the demonstration program.

Another part of the unified legal service program makes free legal aid in civil matters more accessible to the poor and offers advice designed to prevent legal difficulties before they occur. While legal aid has been available to Boston's

poor since 1900, it could be obtained only by a trip to the downtown office of the Boston Legal Aid Society. Under the new system, neighborhood law offices are being opened in Roxbury, the South End, Charlestown, and South Boston. The program is starting with five attorneys assisted by law school students who will handle investigative and other work.

Action for Boston Community Development and the United Prison Association of Massachusetts—a private agency—are cooperating to form the post conviction program. This statewide program, using a panel of 70 volunteer attorneys plus law school students under United Prison Association direction, will provide counsel for prison inmates, handle legitimate inmate complaints and try to eliminate “jailhouse lawyers.” Cases will be referred to defenders and legal aid attorneys when they come within such jurisdiction.

Since the unified legal service program will be testing new approaches, it will undergo intensive evaluation by Action for Boston Community Development research staff through a grant from the U.S. Department of Health, Education, and Welfare.

The Ford Foundation's \$431,000 grant for the 3-year period represents the major source of financing for the \$983,000 program.

OTHER PROGRAMS

Other programs—for tutoring elementary and junior high school students, for providing scholarships as incentives, for combined work and study for drop-out prone youngsters—are now being readied for implementation. These and the programs described above form the battery of demonstrations designed to reduce and prevent delinquency.

Action for Boston Community Development will be receiving information on juveniles from the police department and from the Massachusetts Board of Probation. The number and seriousness of delinquent acts committed by individuals who have been exposed directly or indirectly to these programs will be measured against comparable individuals who have had no contact with the programs in order to determine what effect there has been on delinquent activity.

BENEFITS OF GRANTS

As we look back over the past 2 years, the grants from the President's Committee on Juvenile Delinquency and Youth Crime have provided Boston with the machinery, the know-how and a headstart in launching a large-scale war on poverty in our community. Many of the community action programs now going into operation are expansions or modifications of the demonstrations made possible under the 1961 delinquency control legislation. This is clearly the case with the prekindergarten program, with the youth employment and training program, which was the prototype for the Neighborhood Youth Corps, and with the neighborhood-based service programs.

But the opportunities and responsibilities generated by the juvenile delinquency grants to Boston are by no means at an end. Extension of support for the Boston youth opportunities project is needed to carry out our commitments to complete at 3-year demonstration and to reap the results of evaluation of our programs. The findings that emerge from our demonstrations will be valuable for reviewing antipoverty programs both in Boston and in other communities across the country.

Senator CLARK. Then I can assure you that members of the subcommittee and certainly the staff will give careful consideration to your comments and your recommendations and ask if we can conduct this more or less as a seminar.

What I would like to have you address yourselves to are the following questions. In the light of your individual experiences, giving the committee the benefit of your thinking with respect to those experiences, should this act be extended for the next couple of years? Is the proposed funding which the Bureau of the Budget approved of \$6,500,000 adequate, excessive, or inadequate?

What has been your experience with the act during the period it has been in effect? The act has three major purposes. The first to

stimulate training; second, to conduct pilot and demonstration projects; third, to assure that the wisdom which results from both training and experience is disseminated across the country so that one local group dealing with juvenile delinquency will know what the other group is doing.

What are your reactions to the bill introduced in the House by Mrs. Edith Green of Oregon, H.R. 2263, a bill to provide for an objective, thorough, and nationwide analysis and evaluation of the extent and means of resolving the critical shortage of qualified manpower to deal with correctional rehabilitation?

Are we wise in the Congress in making this distinction between juvenile delinquency and youth offenses, and the whole general area of correctional rehabilitation?

And finally, what do you recommend that the subcommittee should do?

I suggest you address yourself to that in your own way and I gather you have not met to discuss how to conduct this panel suggestion. Perhaps you could agree which one of you would like to go first, if not I will just blindfold myself and call any one of you?

Do you have any preference as to who should proceed first?

Mr. SLAVET. I do not think so, Senator.

Senator CLARK. Why does not the gentleman in the middle start?

Mr. SLAVET. Senator, I will take these up one at a time. I think that—

Senator CLARK. If either of you gentlemen want to interrupt at any point feel free to do so, and I am afraid I will be interrupting from time to time, too.

Mr. SLAVET. Let me say first in connection with the question that has been raised as to the extension of the act in the light of our experience.

This delinquency prevention and control program which we have as a demonstration is part of a much larger and comprehensive program dealing with social problems in general, because it is our thesis, and I think this is the thesis of most of the communities that are carrying on these demonstration programs that the delinquency problem is one facet of the larger social problem.

Secondly, in order to deal with the problem as a whole, we have put together a reservoir of private and public resources, of which the Federal share is a minor one.

I think that this has been in many respects quite helpful because while the Federal grant has triggered, particularly because it is a demonstration, the gathering of resources both at the local public level and the local private level and at the State level and other Federal resources, it has given us flexibility that we would not ordinarily have if we were a straight publicly-supported organization.

Let me give you a couple of illustrations along these lines. In addition to the delinquency grant, we have a grant to carry on a demonstration program in youth employment and training which has taught us a great deal and has prepared us for the coming onslaught, as it were, of the neighborhood Youth Corps program, which is a very massive operation.

Senator CLARK. Are these largely school dropouts?

Mr. SLAVET. Yes, but the youth employment training and program of ours deals with the bottom-of-the-barrel of the school dropouts, the

kid who is reading at third-, fourth-, and fifth-grade level, the kid who has almost no occupational experience, the kid who gets scared when he comes downtown. It is this kind of a youngster that we are dealing with in the youth employment and training program.

Senator CLARK. About how many young people are you dealing with in this project?

Mr. SLAVET. Well, in the first year of this demonstration with OMAT we dealt with about 1,700 youngsters 16 to 21.

Senator CLARK. All in the Boston area.

Mr. SLAVET. All in municipal Boston. We have dropouts from the Boston public schools each year, 1,500, 1,600, 1,700.

Senator CLARK. What is the general composition of the group in terms of racial and religious background? Or did you deliberately not identify that?

Mr. SLAVET. They are running about two-thirds nonwhite and one-third white. They are running 80 percent dropouts; they are running 30 percent with correctional backgrounds. They are running about 30 percent on public assistance.

I am using this illustration to show that while there were funds available on the public side to do many of the things that we wanted to do in this program, there were certain things which were perhaps in a little too radical, which the traditional school organizations, for example, were not too keen about, which we felt that we had to do and which we could do only with private funds.

One such specific illustration is with youth health services. We have discovered that the dropouts that we are trying to do something about in training and employment have the most serious medical and dental conditions that we have seen of any population in our society, neglect which goes all the way back to the time that these youngsters were born.

So that we found that there is not very much point in doing something about a youngster's training and preparing him for employment unless you do something about his teeth and unless you do something about the hernia that he has and other such things.

Senator CLARK. Let me ask you, Mr. Slavet, how, in terms of percentage do you raise your budget? What are the contributions of State, local and private agencies?

Mr. SLAVET. Our total annual budget, which runs just over \$2 million, is about half Federal and the other half private. We have a large Ford Foundation grant and large local foundation grants, plus city funds and some State funds. So it runs about 50-50, and the juvenile delinquency grant runs about 30 percent of the total. In trying to deal in this unexplored area we have been able to use our private funds to do something about youth health services.

The same thing is true in connection with educational remediation, where there is no point in even talking about Manpower Development and Training Act training for a youngster unless you can do something about bringing him up to a reading level in which he can qualify for skill training.

Thus, we have had to look around for specially prepared educational materials in terms of content, in terms of approach, that make sense for this type of youth.

This meant that we had to go out and dig out materials which we thought were right. We do not worry about the fact that the teachers who are going to be using these materials are not certified by the State. We think that it is much more important in many cases that they have more empathy and more understanding perhaps and less instructional skill.

Senator CLARK. They do not all happen to be written by certificated teachers.

Mr. SLAVET. We have been able to use our private funds, it seems to me, to do the experimental things.

Secondly, this whole question of extending the act, we think, is terribly important because with the addition of OEO programs to our organization, and a lot of other programs which are largely service in nature, the demonstrations are being carried on with the Federal juvenile delinquency grant. I like to use medical analogy. At the same time that we are providing treatment and service on a large scale we are also dealing with experimentation; that is, we have carefully set up demonstrations in which we are trying to learn what are the most effective techniques for dealing with a particular problem and simultaneously, we are not ignoring the large-scale treatment which has to be provided to the poor and to the disadvantaged. We are carrying on these experimental programs which are being evaluated with a large portion of the juvenile delinquency grant that is coming to us. Almost half of the \$700,000 demonstration grant that we are getting under the act is for the purpose of evaluating the programs and the programs themselves are being financed from a variety of sources.

Senator CLARK. Now let me ask you a kind of hard-boiled question that Senators are apt to ask when this kind of welfare measure comes upon the floor. What have you done with the money? What have you got to show for it?

Mr. SLAVET. When we talk about what we have done with the Federal money, we have to talk about what we have done with all the money, because the Federal money alone would not have got anything going.

We have in operation a series of educational demonstration programs going for preschool kids of 3½, and/or children up through the ninth grade. These are in the critical areas of education: preschool; reading in which we have new techniques for doing something about the reading levels of disadvantaged kids; guidance, where we have brought guidance down into the fifth and sixth grades of the elementary schools, as well as in the junior high schools.

And with a particular guidance focus that is right for these kinds of kids, because when we talk about dropouts at age 16 we have dropouts in the Boston schools in the sixth and seventh grades at age 16.

Secondly, we have extended these demonstration programs from the regular day-school level to what we call camp school programs. We know that one-sixth or one-seventh of the year is devoted to the vacation period. We wanted to modify what was being done through the typical camp programs.

We have an awful lot of camps and camp facilities in New England, many of which are used by Boston's private agencies. So what we

have done, for example, is to build educational components into the traditional camp program. This is a real breakthrough in the way things are being done in the summertime with disadvantaged kids.

Thirdly, I have already mentioned the youth employment and training program which we have operated through a special grant from the Office of Manpower, Automation, and Training. We have developed what I would call a prototype for the Neighborhood Youth Corps out-of-school program, which is title I-B of the Economic Opportunity Act. We have at the present time, for example, 100 kids who have a 35-hour week program which includes a combination of 20 hours of work experience in a municipal agency. This is not necessarily to teach them a skill, but to give them the same kind of work experience which is the basis and the rationale of the Neighborhood Youth Corps program, plus 10 hours a week of education and 5 hours a week of counseling.

This has given us a rung in the ladder of opportunity so these kids can move from this into a Neighborhood Youth Corps program or Manpower Development and Training Act or on-the-job training.

In this youth training and employment program we have been quite successful with the use of techniques that have been lying unused. On-the-job training, for example, which has been a relatively unused part of the Federal statutes for quite a long time. I will be quite candid. We think we can be more successful with this than we have been.

We have to learn how to wholesale OJT with the larger employers. We have learned how to do it with the smaller employer, but I am not satisfied, for example, with putting one kid in on-the-job training with a pipemaker such as Ehrlichs. I am trying to crack the big employers so that we can do this on a real wholesale basis.

Senator CLARK. On-the-job training, it has been our experience, has been the one great failure of the Manpower Act, it has not worked out as Secretary Wirtz and I thought it would.

Mr. SVIRIDOFF. If I may interject, Senator, in New Haven, I do not know what the experience with the Mobilization for Youth program in New York has been, but it has been the most useful manpower training tool we at Community Progress, Inc. have found.

We have had extraordinary success with it. It is a versatile tool, which has permitted us to break into areas of training that were not possible through institutional training.

It has been a tremendous assist to small business. It has permitted small business, (and not marginal business), to compete in the labor market with large industry.

In summary, it has been one of the most encouraging things we have found in our 3 years of experience in our youth development program.

Senator CLARK. That is very good news.

Mr. SVIRIDOFF. As a matter of fact, attached to my statement is a list of some typical on-the-job training placements. This list of these jobs, I think, supports a statement I want to make, and that is that through on-the-job training we have been able to obtain a tremendous range of job opportunities which simply would not be possible through normal institutional training—including the building trades.

Senator CLARK. This is indeed good news.

Mr. SVIRIDOFF. Here again I do not know what Joe's experience has been in Boston. We first stumbled over this tool when visiting Mobilization for Youth in New York.

I wish that somebody would come take a look at OJT in operation. We took a delegation of the Ford Foundation around just the other day to visit work sites where young people and adults are getting training under on-the-job training. Not only is OJT effective, but it is much less expensive than institutional skill training.

We are training bakers and mechanics, bookkeepers, printers, and building tradesmen at a cost probably half of the cost of institutional training. What is wrong with on-the-job training is that we have not assisted local communities sufficiently to develop effective instruments for implementation of this very valuable tool. The problem does not lie with the instrument; it lies with our own failure, at all levels. It is a complicated business working through the Federal and then the State bureaucracy and then your own local bureaucracy to find a way of using this tool efficiently.

Senator CLARK. How did you succeed in getting the necessary cooperation from the employers and the labor unions. That is what bogged it down according to the testimony we have had from other sources.

Mr. SVIRIDOFF. First, if I can talk to the labor situation. Perhaps New Haven starts with something of an advantage here because prior to coming to this job I had 20 years of experience in the labor movement, I was president of the Connecticut State AFL-CIO.

Senator CLARK. That helps.

Mr. SVIRIDOFF. It helps, but also it poses problems even with labor unions. But in addition there are two other advantages that I think New Haven has. First we were able to provide a grant to the central labor council to make available to us full time a labor specialist to work with us on these problems. We insisted on a labor specialist who held a position of responsibility and authority in the local labor movement and it turned out to be the president of the central labor council which was also very helpful.

Another advantage we had was our very good fortune to find an individual with a tremendous background in mediating labor disputes, a Federal mediator who was the chairman of the panel at Cape Kennedy whom we persuaded to take over our manpower program.

So this gave us a headstart. Now, with employers the mediators background and my background was useful. Also, we discovered in addition to the needs of some of the larger industries where labor shortages were rather acute, the greatest need here in terms of labor shortage and training is with the middle-sized and small businessman. With the help of the local chamber, with the help of such groups as the Jewish Community Council, and with the mayor's help, we were able to reach large numbers of small businessmen. As soon as some success could be demonstrated, OJT caught on like wildfire and now it is a matter of providing a sufficient number of job developers who maintain constant contact and to keep the process churning. It is the fastest growing program we have had.

Last month, although we have had only about 7 months of actual operational experience, our OJT office placed 63 persons. My pre-

diction is that by June we will be close to 100 which means that we will be signing over 1,000 on-the-job training contracts a year in this city which now has only 6,000 unemployed.

Senator CLARK. I think that is wonderful.

Mr. SVIRIDOFF. This is in addition to all of these other tools, some of which Joe has already mentioned.

Senator CLARK. Mr. Beck, would you comment?

Mr. BECK. Our experience has been someplace between the two you have heard about. At Mobilization we do not have the circumstances they do in New Haven that make for such very good relationships with organized labor.

Moreover, we are, of course, dealing with a 67-block area in an enormous city. We have found that OJT is a useful instrument, we have about 500 youngsters in OJT slots at the present time. We found that in order to keep it alive we have to give very careful attention to the staff handling this, that it requires a great deal of patience and ingenuity on their part.

The obstacles toward getting a good OJT program in many communities are so great that for the Nation as a whole I do not really see this as a major instrument. However, we have heard from New Haven just what OJT can be, given very favorable conditions, plus a good staff.

Senator CLARK. Do you want to come back, now, Mr. Slavet?

Mr. SLAVET. I would like to make one comment on this, Senator, which is I think that the variety of success that we have had with OJT is due to the ingenuity of the Office of Manpower, Automation, and Training in simplifying the tool.

OJT has been lying unused because, so far as the employers were concerned, it was a tool that was absolutely abominable. How did they simplify it? They simplified it by permitting sponsoring agents like ourselves to act as contractors directly with the employer and they simplified it by permitting sponsoring agencies like ourselves to act as contractors directly with the employer and they simplified it by boiling down all the foolish forms into a very simple kind of thing which does not take too long. The typical employer, who is not too interested in government money to reimburse him for supervision and training. If it creates a lot of paperwork, he is not interested at all. I think that these have been partially responsible for our being able to do business.

Mr. SVIRIDOFF. If I may interject again because I am an enthusiast on this subject.

Senator CLARK. Yes.

Mr. SVIRIDOFF. Joe has, I think, touched something extremely important, and this may account for some of Mobilization's less satisfying experiences around the country.

Joe may remember that about a year ago a delegation of community action directors met with Secretary of Labor Wirtz on the subject of how to get OJT utilized. We brought up this problem of complicated forms and the gumminess of the bureaucratic procedures and so forth, and he moved very promptly and helped unravel this very complicated mechanism which resulted in a better use of the tool in some areas.

Now, unless you can do what Joe has described, unless the project has the cooperation of the State apprentice department, the Federal Bureau of apprenticeship, as well as the cooperation of local labor and local management, and can move quickly and with simple contracts and with dispatch in negotiating contracts, the program will bog down. This is probably why it has bogged down in most areas. This is what I meant earlier about the importance of the implementation.

Senator CLARK. Let us get back, Mr. Slavet, if we can to your comments and those of your colleagues on the areas in which I indicated interest at the beginning.

I am going to have to be out of here in 50 minutes and we have one more witness, so I will try to stop diverting you to irrelevant areas no matter how fascinating they may be.

Mr. SLAVET. My only other comment in connection with extending the act is that I suggested that it was important to have this experimentation going on alongside the large-scale action so that we can feed the findings back to the large-scale action.

Just to give you one illustration, we have already had the findings from a summer program that we ran last summer with half a dozen Jesuit scholastics. This was a special enrichment program for 50 youngsters who came mostly from a low-rent housing project.

We have found, for example, that while this program did not have any impact on the youngsters' reading levels and on their language development, it had a significant impact on their achievement in arithmetic.

These are the kinds of findings that we want to use from the demonstration to plug into large-scale action. So far as your question about the funding being adequate is concerned, this is difficult for me to answer as an individual project director.

We have asked for about the same amount of money for the second and the third years as we received in the first year. I would not be competent to answer this question across the board.

As far as disseminating the materials across the country we work very, very hard at this. This becomes a problem so far as our organization is concerned because we have so many visiting firemen a day. I do not know whether Mike has this in his place. And we have to provide the special facilities for all the visiting firemen who come in to get first-hand information about what we are doing, and the mail that comes in day after day in response to what we send out. I think that is being done very well.

As to the reactions to Mrs. Green's bill for the reevaluation of the shortage of manpower in correction and rehabilitation, I have a limited experience with this, but some of it is rather recent.

We made a visit a week or so ago to the House of Correction in Boston which is a county institution. Here, the whole process of rehabilitation, particularly in manpower training, et cetera, is medieval. They are asking us, begging us to come in with a training program that would apply to most of the people in this institution. They are only there for short terms, no longer than 2 years, but they would like to prepare an inmate about 6 months before he goes out for training in employment on the outside and they simply do not have the kind of manpower to do this kind of correctional rehabilitation job.

I would say that, so far as our local picture is concerned, this is a terribly important thing. What do I suggest that the subcommittee do as to the extension of the act? I think it is important because of the commitments that projects funded under the Juvenile Delinquency Act have made with agencies participating in the program. I think it is terribly important that the act be extended.

You have to understand that, unlike some other projects, we are largely a development, evaluation, catalytic type of organization. We do not carry on very much of the program in a direct service way.

One of our primary objectives is to stimulate change in the institutions, public and private, which are carrying on these programs. When we entered into arrangements with agencies to carry out aspects of the total demonstration program to prevent and control delinquency, we entered into these arrangements in good faith that this would be a 3-year demonstration, that it involved a variety of funds. I think it would be kind of tragic if we have to tell these agencies that we are sorry but the part of our funds that were supposed to be available for the second and third years have been cut off.

It is not easy to put together a program like this in the first place. They look upon change agents like ourselves with suspicion, with a little bit of eyebrow raising. Once you get them in and then leave them in the middle of the program, I think, would be somewhat tragic.

Senator CLARK. How big is your staff?

Mr. SLAVET. Our staff is about 100, but I suspect that the staffs of the agencies that are carrying out our program would triple our staff.

Senator CLARK. How many agencies do you deal with?

Mr. SLAVET. To use one illustration, our unified legal service programs involves five different agencies and five or six law schools.

Senator CLARK. You spoke a little while ago about, I think, somewhat over 1,000 young people you were dealing with in the overall project?

Mr. SLAVET. No, I said that in our youth employment and training program we had worked with over 1,600 youngsters in our first year.

Senator CLARK. Is that the total of the youngsters—

Mr. SLAVET. Oh, no.

Senator CLARK. What is the total of the young people on whom you have or hope to have some impact?

Mr. SLAVET. For example, while we have only 80 youngsters in the four prekindergarten classes, the reading program involves 3,000 youngsters. The guidance program involves about 700 youngsters, the adjustment counselling program about 600, the camp counselling programs about 450 youngsters.

Senator CLARK. How would you react to a suggestion that all three of these projects, I will ask each of you to respond in turn, should be turned over to the Office of Economic Opportunity and the program phased out or turned over entirely to the war on poverty?

Mr. SLAVET. My own feeling is that we could not carry on the demonstration program with the same rationale and structure that has been carefully built in evaluation components, particularly the overall evaluation component in juvenile delinquency because we are testing what the effect of these programs are on male youngsters 12 to 16 years of age.

If there was enough money in the demonstration research section of the OEO act, title 207, to preserve this kind of careful action research project that might be a good reason for doing it, but I do not think there is the kind of money available for research and demonstration under section 207 in order to take care of this kind of carefully put together demonstration.

Senator CLARK. What are your Washington contacts and how constant are they?

Mr. SLAVET. Senator, I am in Washington maybe once every 2 or 3 weeks, because in addition to the juvenile delinquency grant we have two OMAT grants, one for youth, one for elderly. We have OEO grants running somewhat over \$700,000. We have Department of Labor and the Neighborhood Youth Corps, about \$1,300,000. I have to spend a lot of time in Washington, sir.

Senator CLARK. Do you think you are being oversupervised, under-supervised, or not supervised at all?

Mr. SVIRIDOFF. All three of them. [Laughter.]

Mr. SLAVET. All three covering all three agencies, I guess.

Senator CLARK. In other words, the oversight is spotty.

Mr. SLAVET. The regulations are different, the statutes are different, the people are different.

Senator CLARK. How about the Office of Juvenile Delinquency? Are they doing a reasonably good job from where you sit, at least in terms of your relationship?

Mr. SLAVET. Yes, sir; very good.

Senator CLARK. Thank you very much, Mr. Slavet, now let us hear from Mr. Beck.

Mr. BECK. I will relate myself to some of the comments Mr. Slavet has made in some of these broad areas. I would like to say unequivocally it would be my hope the act be extended and I would like to see it moved in a direction where the amount allotted for this program would be significantly increased. The direction I have in mind is the creation of more mobilization-type programs around the country.

I think as we move in the development of our domestic welfare program, and I use that term broadly, that there is a crying need to have these laboratories where new knowledge can be developed.

I believe that by the time Mobilization has reached its proper end we will be able to demonstrate that out of this program has come useful, workable ideas that will readily justify to the most hard-hearted accountant the amount of the savings in tax dollars equal to what Mobilization has cost.

I am alarmed at the suggestion that I have heard that OEO take over some of the projects that were originally funded in part by the—

Senator CLARK. Let me point out that there were 16 projects and the HEW people have already agreed to turn 12 of them over to OEO and the only survivors are you three gentlemen and one in Washington.

Mr. BECK. I realize that and I think that is an unhappy event because I believe that as I see the OEO programing that it cannot provide the same kind of demonstration experiment that these few projects, this handful of projects, have provided in the past.

The trend in the Juvenile Delinquency operation is moving now toward relatively small, confined demonstration grants, to inquire

into specific scientific questions, I think is no replacement for the kind of community action program represented at this table and that was represented in the total 16. I would therefore like to see the act extended and kept within its original purposes.

I would like to comment, Senator, on this question of training and the proposal now in the House concerning an investigation into critical shortages and correction in delinquency.

The piecemeal approach to training personnel for welfare activities through the National Institute of Mental Health, through the Bureau of Family Services and through the Children's Bureau, is not an adequate answer to the question before us. The trend in the direction of training for rehabilitation of delinquents or adult criminals is, I think, a further fractionation.

I would like to see actually a proposal for training and education of personnel in the whole broad welfare spectrum. I would like to see developed within the Federal Government a cadre of personnel who might be on loan to some of these new projects such as the one in Charleston, W. Va.—

Senator CLARK. Could we suspend for just a minute, Mr. Beck?

Mr. BECK. Yes.

Senator CLARK. Will you go ahead, please, Mr. Beck?

Mr. BECK. I was concluding, Senator, with a proposal for training of personnel and embracing in my remarks not only the juvenile delinquency projects but the projects funded by the Office of Economic Opportunity, by the National Institutes of Health. Also there is this vast problem of critical shortage of personnel to carry the growing domestic welfare program and it seems to me that an address should be made, I would hope, by Congress, to this overall problem embracing the various specialists tests that are needed rather than taking them piece by piece, you see, or label by label. Actually the broad variety of personnel needed is essentially the same for the different projects.

Senator CLARK. Well, that is very good.

You are not through, are you, or are you through?

Mr. BECK. Yes, sir.

Senator CLARK. All right, now, Mr. Sviridoff, we cut you off in midstream, will you pick it up where I interrupted you?

Mr. SVIRIDOFF. Let me speak briefly about the New Haven experience first.

As with Boston, the New Haven program is funded from eight different sources, and this is but one of eight. The juvenile delinquency grant represents less than 20 percent of the total annual budget of the New Haven program, but it permits us to do three things which in its absence we could not do—three very important things.

First of all, it permits us to focus on the problem of the delinquency. It permits us to involve the correctional system in this broad comprehensive program—this applies to both the police, the juvenile court, and probation services—to link these programs directly to the broader opportunity programs. This gives them a new and very important role and an opportunity to relate their services to educational and job opportunities.

The second thing the juvenile delinquency grant permits us to do is to undertake experimental and innovative ideas.

Let me mention just a few. The work crew idea. The idea of providing a limited amount of strenuous but useful work under the direction of nonprofessional leadership—leadership which has developed in the neighborhood from which most of these youngsters come.

The juvenile delinquency grant has permitted us to experiment with the use of indigenous and nonprofessional leadership. It has permitted us to undertake work-study programs which have now become rather standard programs, the financial support of which have been taken over by other Federal programs.

The third thing the juvenile delinquency grant has permitted is to provide some research in depth on the impact of these programs. Should the act not be extended I think that we would lose in New Haven and in other cities, these various important dimensions of these total broad and comprehensive community action programs.

As to what the programs have to show, I refer you to our appendix. the appendix of the statement I have submitted, where we have summarized some 40 or 50 programs now in active operation. Many of them have some very positive results, some have something less than positive, and some have a great deal of difficulty which is to be expected with experimental programs.

But one of the most significant things I think we have to show, and I hope that this is not limited to Connecticut, is the fact that, as the result of the New Haven experience, the General Assembly of the State of Connecticut is now considering, with bipartisan support, and in the Governor's budget and sure to be enacted, the first educational opportunity bill in the country (that is being considered by a State legislature). \$10 million will be appropriated and the cities of New Haven, Hartford, Bridgeport, and Waterbury will receive next year—and this I can make as a flat prediction—something between half a million to \$700,000 in special aid for the kinds of educational programs we were permitted to undertake in New Haven and to demonstrate their usefulness. This, I think, if it goes beyond Connecticut will be an extraordinary accomplishment for which the juvenile delinquent legislation and the juvenile delinquent program could take substantial amounts of credit.

Senator CLARK. I must say I am enormously heartened by what you have told us this morning and delighted with the testimony of all three of you gentlemen.

Senator Murphy, do you have any questions?

Senator MURPHY. I can only say I am sorry I was tardy. I am sensitive, I was born in New Haven.

Mr. SVIRIDOFF. I know you were. I am glad you do not run in Connecticut, Senator, because of my own political persuasion.

Senator CLARK. Off the record.

(Discussion off the record.)

Senator CLARK. Back on the record.

Senator MURPHY. This is a very gratifying bit of testimony to find out that the chairman has heard the remark that since I have been here, in the 100 days, I hear continually suggestions for appropriations for research and development and experimentation, and I am very gratified to hear there has been research, development, experimentation, and also very definite results coming forward, and I congratulate you. I am very enthused about it and I am sure the chairman is.

Senator CLARK. Let me try this out on you gentlemen and perhaps a reaction will be provoked from Senator Murphy.

For a good many years Senator Sparkman and I have been trying to get a program funded in the Congress to train and grant fellowships to make up the critical shortage of skilled personnel of the area of metropolitan area planning, city planning, regional planning. At the end of 7 long years we got it passed and then the Appropriations Committee has refused to fund it.

We are now in the process of trying to get that reversed, but this experience, together with the studies this subcommittee made last year in the whole area of unemployment, which led us into a good many different areas where there were critical shortages of skilled personnel usually, but not always, in the public sector of the economy, leads me to throw out the thought for your suggestion that perhaps we ought to be considering much broader legislation than that encompassed either by this bill or Mrs. Green's bill to create some kind of a Federal program, and I would not even know what kind—maybe matching grants, maybe technical assistance, perhaps training, in a whole spectrum of areas where there is a critical shortage of professional skills.

How do you gentlemen react to this?

Mr. SLAVET. Senator, I think that our biggest operating problem is—looking at ourselves as an operational entity—this whole question of skilled manpower. There is now going on the biggest piracy in its ultimate; people stealing from people just because they are all looking at the same handful of people who know something about manpower, for example, which is a terribly complicated problem. The schools of the country do not put out people who have this kind of specific training.

We get some of these people from the fields of economics, some of them from the fields of education, but just looking at manpower as a broad-gage problem you look far and wide throughout the country to get people who know a little bit about this particular problem which is so critical in our programs.

Senator CLARK. Let me interrupt for a moment.

I sort of dreamed up a kind of corny concept some years ago which I called staffing freedom, that our real problem is in our pluralistic society with the enormous need as civilization becomes more complex, to have ever recent skills, we are not turning out the people we need for the most critical areas; we are turning out a lot of people we do not need very much who, nonetheless, are able to make a good living and work.

Mr. SVIRIDOFF. May I make this observation, I think the most critical manpower need, in light of our experience with juvenile delinquency and the poverty programs, is the terrible shortage, desperate shortage of skilled urban generalists. Now, the schools of social work—

Senator CLARK. You were probably working for one, probably the greatest one in the country, and you had a skilled staff there some of which were stolen from you, as I recall it?

Mr. SVIRIDOFF. The interesting thing about the staff development in New Haven was it did not confine itself to the established schools. I am not arguing against the needs for special schools, the school for social workers turn out reasonably efficient social workers, the schools for education turn out reasonably good educators, most of the time, which they should, not all—

Senator CLARK. Not all of whom are certificated?

Mr. SVIRIDOFF. The city planner schools turn out reasonably good city planners. But who is turning out the community development generalists—

Senator CLARK. Who is turning out the Senators?

Mr. SVIRIDOFF. There should not be schools for Senators. And nobody is really doing very much thinking about this one, I think what we need is the sort of thing you have talked about, but I think we have to be very careful about its emphasis. I would be less concerned, though this should be a matter of some concern, but less concerned with strengthening the established professional schools and much more concerned with starting some kind of educational program, maybe a domestic Fulbright program, which will develop this new breed. These gentlemen sitting with me represent what I consider the new breed, and they come from different backgrounds—social work, public administration—some come from the law, and they should be permitted to come from these various disciplines to take on this terrible complex of our urban problems as generalists and not as specialists, and to work into these programs the kind of rich interdisciplinary thinking which some of these local programs have been able to do.

Senator CLARK. The trouble is that at the time you have learned enough to become a generalist you are dead.

Mr. SLAVET. I was just going to comment; for example, Mike and I are looking at the same handful of young Woodrow Wilson guys and you know how few they are every year. We look at the same kind of guys that are coming out of the Maxwell School, and we are really at a critical point at finding the kinds of talent, both at the entry level and at the middle management and at the top levels in order to carry out these programs.

Senator CLARK. Two of you heard Mr. Wallace's testimony, he was making the same complaint with respect to probation officers.

Mr. BECK. That is why I would like to see this integrated approach to personnel that would cover the generalists, cover the professions, and even look into the possibility of developing some new occupational lines.

One of the new interesting programs we are now developing at Mobilization is addressed to the fact that the adults in the community where we operate are very often jobless and do not seem to be able to get picked up by industry. We consequently have launched a program with a local hospital whereby we are developing a new job which we hope the city civil service will pick up: a kind of middleman between the patient and the clinic and the doctor and the clinic. Why? Because we found that many people in our area do not follow the recommendations they receive. Result? A waste of the doctor's time; they do not get any better.

So we are training local neighborhood residents in language skills, sometimes even in reading: we are placing them in the clinics as intermediaries between the physician and the patient. These people have a sense of the patients and a knowledge, a broad knowledge of what these recommendations are that the physicians make. We thus hope to demonstrate that we get better health care, that we produce new jobs for adults in the health and welfare sector. We also hope to have these picked up so that we can have an expanding economy.

Senator CLARK. Thank you very much, Mr. Beck.

Before you leave I would like to ask you for the record to give us your views as to whether the controversial matters into which Mobilization for Youth found itself plunged in the fairly recent past are now pretty well worked out and there is a much greater community acceptance of the project than this adverse publicity of some time ago indicated?

Mr. BECK. Yes, Senator; I think they have been pretty well worked out. I think one of my problems is to keep Mobilization from becoming too cautious. After all, Mobilization is supposed to be risk capital, that is, to learn new things, and to learn new things you have to venture into areas where you are not going to get everyone applauding.

In the light of the criticism of fiscal policies, we have instituted procedures recommended by a leading accounting firm in New York, approved by our Federal and city funding agents, and by the Ford Foundation. Any question of fiscal management is in the past.

The other area on which we received criticism had to do with employment; that is, were we employing people who were not doing their jobs but were subverting the purposes of the organization?

We have instituted new procedures; I have just employed a new personnel director. Mobilization in the past did not have a personnel director, and we are securing information that will help us, I hope, insure against putting anyone on our payroll who has any objective other than the objectives of Mobilization.

Now, the third area in which we were criticized was that of community action; that we have felt in Mobilization that a most important dimension of our program is to help people who are apathetic, who do not speak for themselves, who had very little knowledge of legal channels whereby assists, in our democracy, can redress wrongs.

We have been very successful at that, but as we get successful we do encounter criticism, because when people start talking to redress their problems, there sometimes occurs a shift in power. That last program I hope to keep up at full steam and it well may be that we will have criticism of it again. It seems to me unavoidable. But to give that up would be to me to give up the soul of the project.

Senator CLARK. Let me encourage you to be bold.

Mr. BECK. Thank you.

Senator CLARK. Gentlemen, thank you very much for your very stimulating, most helpful testimony. I assure you we are most grateful for it.

Our final witness this morning is Dr. Lohman, dean of the School of Criminology, University of California, a town which has not been without some publicity lately—Berkeley.

Please sit down, Dean Lohman. I understand, in addition to other qualifications, you were once the sheriff of Cook County, Ill., is that right?

Mr. LOHMAN. Yes; it is.

Senator CLARK. That is to say you came up the hard way.

Will you just proceed in your own way.

STATEMENT OF JOSEPH D. LOHMAN, DEAN, SCHOOL OF CRIMINOLOGY, UNIVERSITY OF CALIFORNIA, BERKELEY, CALIF.

Mr. LOHMAN. Thank you, Senator.

I received information about these proceedings only quite recently and at a time I had commitments that took me away from the campus and I was not able, under the circumstances, to prepare written testimony.

I have had occasion to be in contact with the work of the committee since its inception as, on the one hand, a member of a panel which is concerned with reviewing applications for grants and, of course, in a more basic sense I am concerned with the problem in my professional interest as criminologist and, specifically, in the investigation of the conditions of crime and delinquency at the University of California. We are also concerned with the development of effective programs for managing and controlling juvenile delinquency and adult crime, as well as their prevention.

I am hopeful that the subcommittee will look with favor upon the proposed legislation and its continuation primarily because it seems to me that it has demonstrated its validity and its usefulness and has been the occasion for a very important departure with reference to time-honored and yet somewhat questionable institutional procedures that we have employed in the past. These have not always been effective with reference to arresting the rising tide of delinquency and youthful crime.

Some reference has been made in the previous testimony to the concern which some kind of a role or function which would be by way of affording an opportunity to take an overall look and to deal with social problems in terms of relationships—reference has been made to the term “a generalist.”

I would like to, in some degree, add to those comments, but in the nature of a kind of qualification.

The need for a new kind of functioning individual is more a comment upon the limitations of our traditional departmentalized procedures and methods and the necessity for some modification of the terms and conditions of the education of people within these separate fields as well as the requirement of a specific function to relate them to one another.

It seems to me that what we are caught up in is a situation where we have given encouragement and are giving service to established methods and procedures and professional approaches which are not being held accountable in terms of the impact or the results of their services on the problem. I would hope that not alone we would be encouraged to add new functions and reach out in new ways to address the problem, we would searchingly inquire as to the adequacy of our traditional methods and procedures.

Senator CLARK. Let me ask you, Dean, why that cannot all be done by your school of criminology? Why do we need Federal money? This is the kind of questioning we will be faced with when we bring the bill up.

Mr. LOHMAN. In the first place, we are not in a position to engage the problem as it appears in national terms, not even from the standpoint of the State as a whole. We have limited resources and, cor-

respondingly, we are by way of producing, on the one hand, information about the problem which is measured by the amount of resource, the number of personnel that are available to us; and second, there is a sense in which we must enlist and involve in the addressing of the crime problem many others than those who are immediately concerned in professional terms. To a certain extent we reach out in our place, but we must find a way, it seems to me, to define in critical and objective terms the function and responsibility of education, of welfare, public administration, of planning with reference to this problem, for delinquency is at best, if I may use that phrase, only symptomatic, and at worst it is an evidence of a much more deep-seated malaise—

Senator CLARK. Therefore are we wise in maintaining a distinction which I am beginning to think, tell me if I am wrong, is rather artificial between juvenile delinquency and adult delinquency?

Mr. LOHMAN. I think it is quite clear that in acting pragmatically as the American people are disposed to do in their tradition, we are moving with reference to the adult, our view of the adult offender, toward a reconsideration of our legal structure to in some degree qualify the notion of free will, and therefore to entertain through judicial proceeding and through correctional proceedings as such, more and more considerations of the kind which are taken for granted with reference to the juvenile.

Senator CLARK. In terms of the medical, psychological, psychiatric, if you will, approach to the whole problem of delinquency, is it not rather artificial to fix an age limit, and say on one side we will have to compartmentalize one side and on the other side, we will bring in policemen, criminologists, and other persons on this side?

Mr. LOHMAN. Yes, I think it is. We must realize what is happening to the crime problem in the large, and the critical condition of American society today, is that marginality in general and crime or delinquency in particular is becoming, increasingly, a manifestation of youth, and, correspondingly, therefore we must focus our attention on the fact that at this juncture in American history the criminogenic process seems to be focused with reference to youthful populations.

Now, that does not mean that we should take a different view, it seems to me, of adult offense as contrasted with juvenile offense, but we must focus on our target and, it seems to me, move in on this criminogenic process that is focused on the youthful population of America in these times.

Senator CLARK. Are you encouraged by the approach taken by the President in his message on crime?

Mr. LOHMAN. Very much so. I thought it was one of the most encouraging statements ever given by a President.

Senator CLARK. Now, Dean, would you come down with me from the stratosphere for a moment and tell us whether you think we ought to pass this bill?

Mr. LOHMAN. Yes, I will.

Let me just enumerate, if I may, some very specific reasons why I think the experience warrants its continued support. I would like to list them.

In the first place, I think there is plentiful evidence that, uniquely, this bill has brought about an encouragement, on a broad national basis, of local communities to become involved in and undertake the

organization of their resources in addressing in new ways, and in some communities for the first time in a serious vein, the problems of marginal youth. This would not have happened, it seems to me, without having mounted through the Federal Government this kind of assistance and encouragement.

Second, there has been affected, and this can be demonstrated in all portions of the country, a meaningful liaison between private volunteer agencies and the public authorities. What has been happening has been a development in opposite directions for many, many years, a sort of arbitrary, and self-defeating division of labor in which the public agencies on the one hand would approach the problem in one way, and under certain conditions, and the private, in others. And now, again, these agencies have been brought into effective relationships in the concept of broad-scale community planning and it has been an encouraging experience to me to see that there are ways that there can be a meaningful division of labor instead of, for the most part, a kind of empire development on the part of the public as against the private, and vice versa.

Thirdly, there has been effected a more meaningful liaison between the agencies of criminal justice. One notable aspect of the demonstration projects on a communitywide basis (also with reference to the specific projects that are in a narrower sense addressed toward a more specific aspect of delinquency), has been to emphasize plans which proposed a new relationship, an effective working relationship between the police, prosecution, the judiciary, agencies of correction, both mural and extramural, and the one distinguishing mark of most of these programs is that in communities where they have not even been on speaking terms they have been challenged to give evidence that they are now so doing and are planning to go forward together.

Fourthly, there has been a definite raising of performance standards of personnel and this has contributed to the putting down of the opposition and the hostilities which have often been engendered through time between agencies concerned primarily with on the one hand investigation, and on the other hand, agencies concerned with rehabilitation and remedial welfare. We have come to learn in recent years that the view that men have of a delinquent is, in large measure, a reflection of the task or function they are called upon to perform, and if this is not addressed as a condition of the problem then they are very likely to oppose one another in the relationship to their common subject matter.

The warfare between the police and probation agencies, between police and welfare agencies, and the warfare between the police and the courts is in my judgment one of the critical shortcomings of criminal justice in America today and needs to be redressed.

This is one program in which there has been an attempt to do so. There has been an attempt at minimizing the conflicts between treatment and custody, arrest and detention, etc., and there has been a rapprochement between the law enforcement and corrections in the general community. This has set the tone for developments which I think will go on far beyond the dimensions of the act itself.

Senator CLARK. In other words, you think this is good seed money?

Mr. LOHMAN. Very definitely.

Another I want to make is there has been an upgrading, not to the extent I would like to see happen, the performance standards with reference to personnel recruitment, with reference to selection and training, the very competition of personnel to man these projects and to a certain extent the game of musical chairs which has been attendant upon it has inspired universities and colleges to address the question of the development of more personnel, and I think it extends far beyond the mere question of providing generalists, as it was suggested earlier.

Another point is that the program has contributed enormously to the realization of the need of addressing crime in a community context and returning the problems and responsibilities for its management to the local community and its citizenry. As a matter of fact, I think the President's message, a well-considered one, using the resource of the Federal Government in such a way as to excite and incite local responsibility and authority has for it a model of what has been done in this program of the Juvenile Delinquency and Youth Control Act of 1961.

Some projects have made quite important advances toward pointing up the need for administrative changes and the reorganization which is requisite to bringing public and private agency effort in line with the changing dimension structure and substance of the community in which delinquency and crime are generated.

Your own sensitivity to the metropolitan concept as a major new type of community form and the sense in which it has engendered a whole set of human relations of a new order, new dimensions, and proportions, represent the terms of which we must come to understand the emergence of crime. The metropolitan development requires that we look searchingly and with great concern at the established police, correctional, and judicial structures which for the most part are attuned to another kind of community and which are at odds with the terms and dimensions of the metropolitan community.

The Juvenile Delinquency and Youth Control Act of 1961 has had occasion to bring agencies, both public and private, together in new ways. This has been the experience in San Francisco, in Los Angeles, and as a matter of fact, in the projects which were reported here earlier, in ways that are beyond the ordinary municipal dimensions—they involved State, municipal, and county cooperation of a sort which for the most part has been wanting.

Senator CLARK. Have you had a look at what they have been doing in Houston? Are you familiar with that?

Mr. LOHMAN. I visited that city.

Senator CLARK. What was your reaction?

Mr. LOHMAN. I think, considering its location and the circumstances of its tradition, they were doing an attentive job.

Senator CLARK. That is what I thought.

Mr. LOHMAN. Now, other projects I should like to suggest have pointed up the self-defeating effects of one major, again if I may use the phrase, malaise, of our society. In our new bigness and in our attempt to deliver to all some measure of a common good, the creation of large scale bureaucratic organizations and the development of agencies with corresponding bureaucratic separation from the people have brought about a kind of estrangement and alienation of the agencies from the people. We have, to a large extent, referred to this

as the alienation and estrangement of the people themselves. I regard Mobilization for Youth as an experience in which the estrangement is entirely different than that which is ordinarily considered to be the case; it is not the people who have been estranged and alienated, it is the institutions which have been alienated and estranged from them.

Senator CLARK. Absolutely.

Mr. LOHMAN. It seems to me, Senator, that this project, Mobilization and others like it, have provided an opportunity for us to see that these services which we have been providing through traditional ways and means have been really denied to large sections of the needy population and that in concepts of self-help, of support of local groups, of recognition of informal and indigenous leadership, local leadership, the local informal group or private organization as the terms and conditions of engaging the problem, we are suggesting a way in which we may, indeed, bring our agencies and institutions back to and in touch with the people. This is of the utmost importance. I think perhaps in some respects one of the most important contributions which this act has made is a means for addressing and correcting the self-defeating ideas and measures that prevail among those who would like to perpetuate the self-satisfying measures of the past.

Senator CLARK. Thank you very much, Dean, that is most heartening testimony; I am happy to have had it.

Would you comment on Mrs. Green's bill? Have you had a look at that?

Mr. LOHMAN. Yes, I have. I am very much concerned with facing up, as that bill proposes, to the lamentable plight of the professional personnel in corrections in the United States.

I do not think that it is merely a matter of producing here and there training programs which would be designed to produce more of the same thing; I am hopeful that if that bill is given serious consideration that it will be with a view to redefining the correctional function as well as merely adding more of the traditional personnel, and if this were not to come about I would have grave doubts as to whether it would make the kind of difference that it ought to make.

I do regard it, therefore, in some respect as a different kind of problem than is represented by the approach which is essentially innovative and which is cutting paths in new directions as represented under the Juvenile Delinquency and Youth Control Act.

Senator CLARK. Do you have any thinking as to whether Mrs. Green's bill is wise in putting the supervision of the training of individuals to meet the acute personnel needs in the field of correctional rehabilitation under the Council on Vocational Rehabilitation? You are probably more familiar than I am with some of the pitfalls resulting from the various vested interests in this whole area.

Mr. LOHMAN. You have touched off, sir, the very reservation that I would hold about this program if it is conceived of as merely giving us more in the occupational, traditional occupational, categories. What is needed is an analysis, reassessment, and redefinition of the correctional functions and we should avoid acceptance of the traditional organization of the occupations and the professions as the condition of their operation. I would feel if this were not to happen, that it is very unlikely that there would be much innovative character and quality in the program.

Senator CLARK. Thank you very much, sir. You have touched a nerve of mine which was a little sensitive, too, although I have no fixed views on it.

Mr. LOHMAN. I have one or two more points.

Senator CLARK. Please make them.

Mr. LOHMAN. Very quickly I have just three or four more points and I will put them before you in the record.

Senator CLARK. Off the record.

(Discussion off the record.)

Senator CLARK. Back on the record.

Mr. LOHMAN. I just wanted to mention two or three more points which seem to me are experiences and results which warrant continuing support of the 1961 act.

One notable contribution has been the instance of innovative efforts that have been encouraged and they are increasingly evident in dealing with delinquency, through new programs with new and organic relationships with other agency effort.

The new relationships which are engendered between police and welfare agencies, between the State employment services in terms of dropouts and the agencies that were concerned with these dropouts and delinquency. Unfortunately, when these specialized agencies go their separate ways it turns out that we have created different and opposing orders of experience.

Those dropouts which are nondelinquent turn out to be the ones which the employment agency is more disposed to work with and when you bring these agencies together each is challenged not to exclude the other's special problem and see them as part of the problem as a whole.

Probation and parole have had occasion to work with techniques of group work to supplement the traditional 1 to 1 relationships that have mainly characterized their services in the past.

Most important has been the destruction of the ancient mythologies of delinquency and crime concerning which enormous strides have been made in recent years, particularly in the past 3 years, and as against the very little progress that has been made, it seems to me, in the years before. These communities are seeing that there are not easy, homeopathic remedies in this area any more than there are in the area of medicine.

Senator MURPHY (presiding, pro tempore). May I make a comment?

Many years ago my father was, I believe, the first athletic coach and trainer in Philadelphia; he, along with two other gentlemen, instituted what became known as the Pennsylvania Relay Games; now they have them all across the country. I am speaking now of 50 years ago. And then they reduced this to the school level, secondary schools; and the records show that during the preparatory period when the youngsters were involved in an activity in which they were interested and which, at the same time, used up some of the usual physical energy, there was practically no juvenile delinquency in Philadelphia. Then the arc would start; as soon as the games were over it would start over again.

So I have been knowledgeable and interested in these matters for a long, long time and also in my lifetime I have lived in some of the areas that produced high standards, rather low standards of juvenile delinquency.

Excuse me for interrupting.

Mr. LOHMAN. Now, I think also, mention should be made of the distinct contribution of the act as administered in the merging of the research, of theory, and of practice. These have gone their separate ways and have seldom been identified in single projects dealing with delinquency and crime. Theoreticians have been in a circle to themselves, the practitioners in theirs, and the research workers, again, to themselves.

The development of a wholistic approach through the requirements of the act has had the effect of producing salutary relationship between these themes.

This has been focused in the decisionmaking process where there are notable instances of projects that the act has supported where judges and police and probation and school people have had occasion to now act in relationship to one another with reference to critical decisions that were formerly independently made and often contradictory in effect.

Finally, I would like to suggest that the emphasis upon evaluation and the determination of adequacy of procedure and method both as to results and to make immediately transferrable the methods and techniques employed within a particular project has been a notable contribution of the act. This has had the effect of changing our emphasis from the private nature of knowledge in the field of delinquency control to the emphasis upon the public authenticated knowledge in the area of juvenile delinquency treatment and control.

Quite recently nearly everyone had his own private notion and it might be effective, but it was his and it was difficult for anyone to simulate those methods or replicate those methods.

Senator MURPHY. May I ask a very simple question: There has been in the past year, the past few years, certainly since the inception of the act, more concentration, effort and interest on juvenile delinquency.

Why would you guess that the incidence of juvenile delinquency continues to increase at a much higher rate, shall we say, than the population? It is increasing to a higher rate, almost the same rate of the increase reflected in the crime rate?

Mr. LOHMAN. It would not be possible to assume that the kind of resource that has been mounted through this act, engaging the problem at the points where it has, would be of such proportions to actually affect seriously the basic context inside of which the delinquency in crime is currently being generated. There may come out of this, and we are hopeful, those kinds of things that will get broad application that will give us an opportunity to come to grips with this problem in the broad terms in which it is being proposed. This is an experimental, innovating, pilot kind of enterprise in activity. It cannot be assumed as such; it has the size, the depth, and proportion which will really arrest what is a pervasive condition in the society today.

I am hopeful that from this program, and I am convinced it is more likely that it will come through from past programs, a solution to help address the basic conditions that confront us in the society will be forthcoming.

Senator MURPHY. I hear from time to time that there is disagreement between the agencies involved. You hear a great deal of complaints, for instance, from the peace officers that their efforts are being

impeded by some of the new theories and the new practices. I wonder if you would comment on the extent to which you think this is true or false and whether this is something that could be cured or should be cured in the future?

Mr. LOHMAN. I think the answer is not to be found in declaring it true or false because I think there is merit in the stated dilemma of the police, and I am speaking now as one identified with the police. I was a police officer; but I also see merit in the judicial position and the sense in which they are addressing in specific cases problems which need to be addressed.

What we need is to bring these two bodies into a dialogue, into a relationship, so that indeed there can be the formulation of the point of view that reflects their very special commitments and problems. So on one hand, for example, the courts can be sensitive to the practical problems of the police administrator just as the policemen are equal to the high ethical standards that are necessary in such cases.

I think we need a third force that is in the nature of something outside of the circle of police in the narrower sense, and the circle of the court in the narrower sense, and that would be a forum composed of both groups and whose discussion would be tempered by research and appropriate dialogue between the interested parties. I think unless we create such a forum, we are likely to be embattled in doctrinaire oppositions which will get us nowhere.

Senator MURPHY. I know that research is excellent. I know that studies, experimentation, all these things are fine. But I also know from dealing with human nature for over a half of a century that the same weaknesses and fallacies are appearing in people whether they happen to be interested in this particular project or any other and sometimes they become sensitive and expert in their own field to the exclusion of all others. Sometimes there will be a theory that will be adopted and the hardest thing in the world—last year before I became a Member of the Congress, in an industry in which I worked, I had a man who was a most outstanding engineer in his field and was as fine a man as there is in the entire world, but he had wedded himself to a theory and he was determined that that theory was going to work whether or not it was intended to work, and this was one of the most difficult problems I have ever had to face.

Mr. LOHMAN. That is not unlike the problem that exists between the police and the courts today.

Senator MURPHY. This is my point, and my point is, do you think that there is enough language in the act or maybe it should be amended to insist that there be closer correlation between all the effective agencies and effective institutions that are involved so that out of this we may have what the last witnesses spoke of as a more general concept?

I listened one time to old Tom Watson who started the IBM Co., talking to a group of educators. He said after two and a half hours, "it is extremely interesting, gentlemen; I am amazed at the great strides you have made, but I want to ask you a question: Who is going to make the overall decisions?" Because he found that each of these had become a specialist in one field and specialization, as great as it is, it is out of an accumulation of specialization and a correlation of it that we can find the answers to the complex society, I believe. And this is the point I am trying to make. Do you think that there might

be strengthening language so that in the event that the human frailties might make people run off in their own directions, that the act insist they correlate information and experiences and come out with an overall picture?

Mr. LOHMAN. Senator, my experience with the act as it has gone forward has been that this is its distinguishing feature: that it distinguishes itself from other legislation, other programs in that it insists upon exactly the thing you are speaking of.

Senator MURPHY. Good.

Mr. LOHMAN. And it has been encouraging to see that it works out.

Senator MURPHY. Good. Have you finished your testimony?

Mr. LOHMAN. Yes.

Senator MURPHY. I thank you very much.

We will hold the record open for 10 days for the receipt of additional materials.

I thank you very much and this will conclude the hearings. Thank you very much.

(Whereupon at 12:12 p.m. the subcommittee was adjourned.)

APPENDIX

STATEMENT OF SENATOR THOMAS J. DODD, A U.S. SENATOR FROM THE STATE OF CONNECTICUT

Mr. Chairman, it is a pleasure to have the opportunity to present to this subcommittee my position regarding the extension of the Juvenile Delinquency and Youth Offenses Control Act of 1961.

As you know, I have supported this legislation since its beginning and I certainly feel that the work presently carried on under this law both justifies and requires continued support by the Federal Government.

In the course of the work of the Juvenile Delinquency Subcommittee, we have discovered time and again that some of the most serious conditions that are responsible for the tremendous growth of youth crime throughout the Nation are beyond the control of local authorities.

Lawlessness, poverty, and disorganization do not respect political boundaries. They persist where the ground is ripe for them and for decades we have observed these problems growing in large metropolitan areas and in centers of dense concentrations of population.

Since the early part of this century, students of the crime problem have been aware of a significant relationship between delinquent behavior and the cultural, educational, and economic deprivations characteristic of slum conditions prevalent in our large cities.

But, in spite of our awareness, we have never been able to eliminate these conditions.

The Delinquency Act was passed at a time when the legislators, the practitioners, and the scientists in the crime control field had accumulated impressive evidence that virtually no effective crime prevention program, large or small, was to be found anywhere in the United States.

We were not preventing delinquency because whenever this approach was contemplated, like a stone wall blocking our path there was always a complex structure of causal factors embedded in the slum areas in our cities which had so discouraged and deprived its inhabitants of motivation that at least by 1960, unlike previous generations, large groups of our people could view the slum as their lifelong habitat. This was true because neither the youths of these areas, nor their parents had enough education or training to qualify them for employment in a labor market with drastically increased requirements, due to the great mechanization and automation of our industry which has actually placed a premium on unskilled jobs and occupations.

Crime and delinquency were well established concomitants of the lack of opportunity for advancement among these people and it is important to recognize that the broad cultural and economic implications were and still are quite beyond the control of the normal crime control agencies such as law enforcement, the courts, and the correctional systems.

Over and above the close to \$17 million that has been spent for demonstration and training projects under the Juvenile Delinquency Act, between 1962 and 1964, this legislation has for the first time established an apparatus capable of marshaling local funds, initiative, and other resources into a cooperative effort that was formerly dissipated through hundreds of uncoordinated and often duplicated programs and services.

Even more important, this legislation has given us an invaluable tool for accumulating knowledge regarding crime control procedures that are effective and those which fail. It has given proof that jobs can be found or created in areas where none existed before. It has given us proof that education and training can be "sold" to people thought indifferent to them. And it has made it possible to collect the information regarding the programs in operation at a central source and to use it for any necessary modifications and improvements in the future.

The facility and value of the structure established by the Juvenile Delinquency Act draws much support from the fact that many of its parts now serve as vehicles for the realization and expansion of the antipoverty program.

This is a legitimate relationship between the two measures because one of the objectives of the Delinquency Act has been to accomplish what the antipoverty legislation now tries to do with a substantially greater deployment of funds and resources.

However, it remains crucially important to continue the several projects whose basic purpose is to prevent and control delinquency and to accumulate information and experience in this field.

It is important to continue this program and to earmark it for the control and prevention of delinquency, because it would be ill advised to assume that our war on poverty can gain complete victory over the youth crime problem as well. It would be dangerous to make this assumption because while the majority of delinquents do come from backgrounds of insufficient opportunities, they are often individuals who suffer from more serious conditions than poverty. They manifest special problems with respect to their personality development, their attitudes, and their social relationships, and many of them need special types of treatment that go beyond social, educational, and economic improvement of their present circumstances.

The Juvenile Delinquency Act was responsible for the development of 15 action projects throughout the Nation. It has developed a major project in New Haven, Conn., that has been of great benefit to my State and it is responsible for equally significant programs in Washington, D.C., in New York, and Boston. I know that the Community Progress, Inc., will be ably represented here by Mr. Michael Sviridoff of New Haven. And I think the directors of the other projects will also agree that we must continue these efforts because we must have time to draw the full benefit of the knowledge and experience that is gained from this work.

I believe that the work being performed now fully justifies the expenditure of the \$6,500,000 requested for the fiscal year ending June 30, 1966, and the appropriate sums for the next 2 years. As some of the broad objectives of the Delinquency Act are accomplished by the antipoverty program, more of the delinquency funds should be used for the more specific purpose set forth under Public Law 87-274.

The training of professional personnel for correctional treatment and administration is of vital importance if the insights gained from the demonstration projects are to be incorporated in current crime control practices and reapplied in the hundreds of communities throughout the Nation that because of the scarcity of initial funds were not able to share in the original programs.

There is a great need to apply the knowledge gained from the projects to the rehabilitation of youthful criminals in reformatories and other institutions.

And there is need to establish closer ties between the correctional institutions and the community agencies so that the most serious youthful offenders are given realistic opportunities to profit from institutional treatment and to blend into the free community as law-abiding and constructive citizens after their release from incarceration.

The Juvenile Delinquency and Youth Offenses Control Act has held out the promise to the entire society to devise new methods of crime control at a time when present approaches have proven unable to cope with the increase in lawlessness among the Nation's youth.

I believe we owe it to ourselves to give this still new program our fullest support. I believe the work carried out thus far justifies our continued confidence in it, and I think its cost to the Federal Government is exceedingly small in comparison with the effort that the program has already generated in States and local communities.

I respectfully recommend that this committee give favorable consideration to S. 1566, designed to extend the life of the Juvenile Delinquency and Youth Offenses Control Act of 1961.

APRIL 6, 1965.

HON. LISTER HILL,
*Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Washington, D.C.*

DEAR SENATOR: This is in response to your request for the views of the Department of Justice concerning S. 1566, a bill to amend the Juvenile Delinquency and Youth Offenses Control Act of 1961.

S. 1566 would amend the Juvenile Delinquency and Youth Offenses Control Act of 1961, as amended (75 Stat. 572; 42 U.S.C. 2541), which authorizes a program of grants in aid to State, local, or other public agencies for demonstration projects for the prevention and control of juvenile delinquency and youth offenses, and for the development of study courses and training of personnel to work in such projects. By authorizing additional appropriations, the bill would extend the life of the act for 2 years, until June 30, 1968.

Our Nation's crime rate presents a serious problem. In particular, crimes by juveniles occur with alarming frequency. However, under the Juvenile Delinquency and Youth Offenses Control Act, significant accomplishments have been achieved. Some of these have been completed, while others need continued support. Among the accomplishments is the increased understanding between persons in the academic and the practical phases of law enforcement, administration of justice, and corrections. This has been achieved through the establishment of 12 university-based training centers and numerous curriculum development grants, and through the financing of many special conferences and training institutions. In particular, the training institutions have benefited thousands of police, parole, and probation officers, and personnel working in correctional institutions and with delinquents. From the demonstration projects, training programs, and research stimulated and supported by the act, is emerging an organized and tested body of knowledge and skills which is essential for an attack upon delinquency and youth crime. A number of the comprehensive demonstration projects financed under the act are being incorporated into the community action programs administered by the Office of Economic Opportunity. Thus, the poverty program is benefiting from the experimental efforts made under the act.

While juvenile delinquency and youth crime continue to be serious problems, the need for innovation and experimentation in the area of controlling and combating such activity similarly continues. Further, more time and money are needed to bring projects commenced, but uncompleted, to fruition. The President in his special crime message of March 8, 1965, noted the important contributions made under the Juvenile Delinquency and Youth Offenses Control Act and expressed his support for additional appropriations needed in this field. S. 1566 would satisfy these needs.

Accordingly, the Department of Justice strongly recommends enactment of the bill.

The Bureau of the Budget has advised that the enactment of this legislation is in accord with the program of the President.

Sincerely,

RAMSEY CLARK,
Deputy Attorney General.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE.

April 6, 1965.

HON. LISTER HILL,
*Chairman, Committee on Labor and Public Welfare,
United States Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: This letter is in response to your request of March 19, 1965, for a report on S. 1566, a bill to extend the Juvenile Delinquency and Youth Offenses Control Act of 1961.

This bill would authorize \$6.5 million for fiscal year 1966 and unspecified amounts for fiscal 1967 and 1968 to provide for grants to public and private nonprofit agencies for programs to demonstrate new techniques of delinquency prevention and control, for the training of personnel working with youth and youth problems, for technical assistance to communities seeking to combat delinquency, and for the dissemination of information.

This would carry out the recommendations of the administration in the field of juvenile delinquency and we accordingly urge the enactment of this bill.

We are advised by the Bureau of the Budget that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely,

ANTHONY J. CELEBREZZE, *Secretary.*

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., April 9, 1965.

HON. LISTER HILL,
*Chairman, Committee on Labor and Public Welfare,
U.S. Senate, New Senate Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in reply to your request of March 19, 1965, for the views of the Bureau of the Budget on S. 1566, a bill to extend the Juvenile Delinquency and Youth Offenses Control Act of 1961.

Under existing law the Secretary of Health, Education, and Welfare makes grants to finance projects to evaluate or demonstrate programs to prevent or control juvenile delinquency and to train personnel working in this field. The Secretary also provides technical assistance to communities and undertakes studies and publishes information on the prevent and control of juvenile delinquency. However, the authorization to appropriate funds for these activities expires at the end of the current fiscal year. S. 1566 would authorize appropriations for these activities for the fiscal years 1966 through 1968.

In the past some of the demonstration grants made under the Juvenile Delinquency and Youth Offenses Control Act helped support community programs which sought to reduce juvenile delinquency through comprehensive projects aimed at improvements in education, employment opportunities, and to correct basic deficiencies in other services available to youth. However, with the enactment of the Economic Opportunity Act, such community action programs can now be financed by the Office of Economic Opportunity as part of a community program to combat poverty. It is therefore anticipated that the demonstration grants under S. 1566 would be pinpointed and concentrated on selected demonstration projects that focus more directly on juvenile delinquency and that the support of the comprehensive community action projects would be phased out.

The President's message on crime, transmitted to the Congress on March 8, 1965, highlighted the need for Federal assistance to help local authorities to fight crime and lawlessness. In recent years the Federal Government has been giving active support to local communities under the Juvenile Delinquency and Youth Offenses Control Act. Enactment of S. 1566 would continue Federal support in controlling and preventing juvenile delinquency and would be one of a number of programs recommended by the President to meet the whole spectrum of problems posed by crime and delinquency. Funds needed in fiscal year 1966 for this extension of the juvenile delinquency program have been included in the President's 1966 budget recommendations to the Congress.

Accordingly, you are advised that enactment of S. 1566 would be in accord with the program of the President.

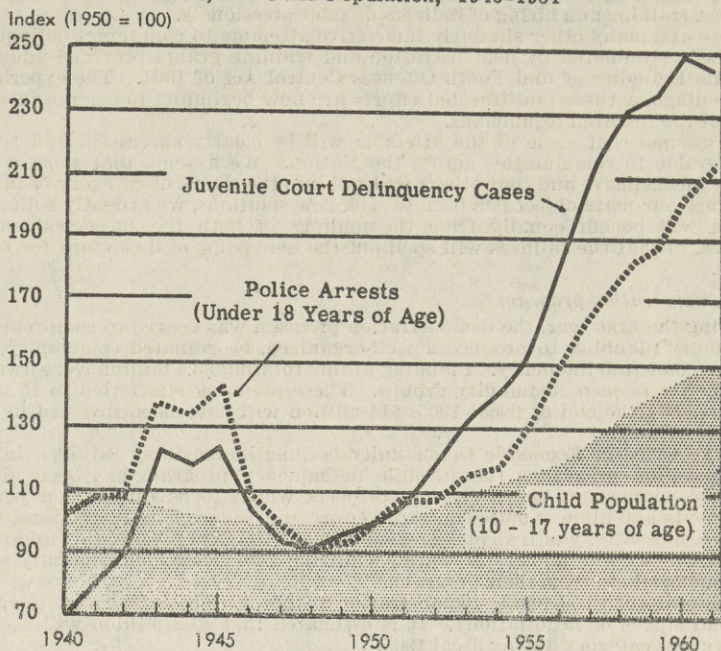
Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

DELINQUENTS ARE PEOPLE

PROGRESS REPORT OF THE FEDERAL ANTIDELINQUENCY PROGRAM

Police Arrests of Juveniles, Juvenile Court Delinquency Cases, and Child Population, 1940-1961



Prepared by the Office of Juvenile Delinquency and Youth Development, Welfare Administration, Department of Health, Education, and Welfare, in cooperation with the President's Committee on Juvenile Delinquency and Youth Crime, April 1965.

OVERVIEW

In passing the Juvenile Delinquency Act of 1961, the Congress mandated a fresh approach to one of the Nation's most perplexing problems. If the pilot program mounted 3½ years ago had a banner, the letters emblazoned across it might read simply: "Delinquents Are People."

These two nouns and a verb could be used to summarize, in simple words, the theoretical rationale used to shape a new counterattack on delinquency and youth crime.

The major thrust of the Federal attack has not been the delinquents, but the conditions which breed delinquency; destitution, slum neighborhoods, discrimination, despair, inadequate schools; unemployment, underemployment, shortage of trained youth specialists, myths about delinquency, etc.

Bold in concept, but limited to the \$28.5 million appropriated by Congress in fiscal years 1961-65, the strategy of the counterattack has been to focus on communities, institutions, and agencies able to plan and initiate innovative demonstration and training programs.

Many of the bold benchmarks set in the juvenile delinquency program have become official hallmarks of the antipoverty program. To cite just a few of the pioneer delinquency efforts adopted: community action programs, planning with the target population instead of for them, preschool classes for the culturally disadvantaged, subsidized work-training for the out-of-school, out-of-work youth, neighborhood-based multiservice centers, neighborhood-based legal services, training and hiring of indigenous subprofessionals.

These and many other similarly innovative attempts to counteract delinquency have been stimulated by demonstration and training grants provided under the Juvenile Delinquency and Youth Offenses Control Act of 1961. The experiences and findings of these multifaceted efforts are now beginning to emerge from the desks of the research technicians.

We assume that some of the attempts will be clearly successful and readily transferable to communities across the Nation. We assume that some will be clearly inconclusive and that others will fall into the clear-cut category of failure. But since our main object has been to seek new solutions, we ardently believe the Nation will benefit equally from the findings of both the successes and the failures, in that the failures will spell out the new point of departure for future efforts.

The demonstration program

During the first year, the demonstration program was geared to comprehensive community planning to produce a well-organized, coordinated community blueprint to combat delinquency. Planning grants totaling \$3.4 million were awarded to 16 newly formed community groups. These planning efforts led to 15 action projects. By the end of fiscal 1965, \$14 million will have been invested in these action programs.

As the Office of Economic Opportunity became increasingly involved in community action programs, the juvenile delinquency program has been able to shift its emphasis to more discrete projects which focus directly on juvenile delinquents and allow a more concerted effort in areas such as corrections, youth violence, narcotics, youth alcoholism, suburban delinquency, probation and parole agencies, as well as numerous youth socializing agencies which presently screen out troublemakers from their program.

To date, 15 of these small demonstration grants have been awarded (or are in the final stages of negotiation). It is estimated that \$1.8 million will be spent in this grant category during fiscal 1965.

The training program

Complementing the demonstration projects are approximately 100 training projects launched to reverse the critical shortage of professional youth workers and to upgrade skills of professional personnel.

Training centers

Thirteen training centers were established by the end of fiscal 1964. In addition to the 11 now in operation, it is estimated that 3 more will be started in the near future. In 3 years of operation, \$1.6 million went into the support of these centers. It is estimated that another \$600,000 will be allocated to these centers in fiscal 1965.

Curriculum development

In 3 years, 44 curriculum development grants were awarded at a total cost of \$2.7 million. In 1965, it is estimated that another \$500,000 will be awarded for new projects and the continuation of projects begun earlier.

Short-term workshops

Grants for 44 workshops, institutes, seminars, etc., were awarded by the end of fiscal 1964 at a cost of \$1.9 million. By the end of 1965, an estimated 30 additional grants will be made at a cost of \$900,000.

The appendix contains a complete list of all grants awarded from the inception of this program to March 31, 1965. Also included are two tables which summarize the total number of grants awarded from fiscal 1962 through fiscal 1964 and the total number of projects during the same period. (Some projects have received more than one grant.)

COMPREHENSIVE DEMONSTRATION PROGRAMS

The Juvenile Delinquency and Youth Offenses Control Act of 1961 was enacted "to provide Federal assistance to projects which will demonstrate or develop techniques and practices leading to a solution of the Nation's juvenile delinquency control problems."

The act notes that "delinquency and youth offenses occur disproportionately among school dropouts, unemployed youth faced with limited opportunities and with employment barriers and youth in deprived family situations."

The act also states that "it is the policy of the Federal Government * * * to encourage the coordination of efforts among governmental and nongovernmental educational, employment, health, welfare, law enforcement, correctional, and other agencies concerned with (youth) problems."

Under the act, the Secretary of Health, Education, and Welfare is authorized to make grants for "the evaluation or demonstration of techniques and practices which hold promise of making a substantial contribution to the prevention and control of juvenile delinquency and youth offenses, including techniques and practices for the training of personnel and for developing or securing more effective cooperation among public and other nonprofit agencies, organizations, and institutions."

The act, therefore, sets forth the following broad principles which have helped to shape the direction of the program:

1. Emphasis should be placed on the prevention as well as on the control of juvenile delinquency.
2. Recognition should be given to the interrelatedness of youth problems and efforts should be directed toward changing social conditions which are seen as causal to delinquency.
3. The prevention and control of juvenile delinquency requires intensive effort and coordination on the part of educational, employment, health, welfare, law enforcement, correctional, and other agencies concerned with youth problems. It is the responsibility of the Federal Government to play a key role in achieving such a coordinated effort.

The Federal delinquency program is therefore committed to a policy of developing new methods and programs to deal with youth problems and to evaluating their effectiveness. Many of the projects supported by the program are still in the demonstration phase. Even at this point, however, new trends can be observed, new knowledge has emerged, and new programs are underway. As the program continues this will allow for a systematic assessment of the results of each project and for the dissemination of an organized body of knowledge about youth problems and their solutions.

ASSUMPTIONS

As the program evolved, a number of assumptions and policies were developed for use as guides in determining which proposals for action would merit financial support. Central among these is the concept that a good deal of delinquent behavior is caused by current societal arrangements.

The youngster whose delinquency is primarily rooted in his social situation lives in an environment marked by inadequate opportunities for achievement and inadequate means of preparing for those opportunities which do exist. As long as these conditions, and the sources which give rise to them, prevail, our society will be confronted with a large segment of youth who are vulnerable to delinquent behavior. The delinquency program has therefore supported projects aimed primarily at changes in social situations affecting target area youth rather than at changes in the personality of the individual delinquent.

The stance of the program is that there must be a simultaneous focus on many social conditions believed to cause delinquency, such as marginal family incomes, limited youth employment opportunities, inadequate housing, and schools which are not adapted to the needs of inner city youth. To help local communities deal with this multiplicity of conditions, the delinquency program has given priority to comprehensive proposals for action. The policy has been to support projects which have identified many sources of the problem and have sought change in many interrelated institutions.

Delinquency and other youth problems have increased in the suburbs and rural areas. Since it is the slum areas of the large metropolitan centers that still harbor the highest concentration of delinquency, unemployment, school

dropouts, family inadequacies and cultural deficiencies, it is in the decaying core of our inner cities that the first programs were launched.

The program is concerned with both "prevention and control of juvenile delinquency." Thus, the focus is dual rehabilitation of youth in difficulty and preventive programs targeted to all youth in these most vulnerable areas of our cities.

ORGANIZATION FOR ACTION

Seventeen community groups were given planning grants to design broadscale programs capable of integrating relevant ideas, techniques and local resources into an innovative blueprint for community action.

The planning grants enabled local groups to study their community problems in depth, to appraise their existing resources, and to develop a coordinated strategy to be tried out in the most disadvantaged sections of their cities.

To be sure that these bold plans could be executed, planners ranged from powerful community decisionmakers to powerless disadvantaged citizens, and included representatives of slums, civic groups, social agencies, community institutions, business and labor.

No Federal model was developed for the organizational structure to implement the comprehensive demonstration programs. Developed on a city-by-city basis, Federal staff worked closely and directly with key individuals and organizations in each community. The history, traditions, needs and problems of the local communities are therefore reflected in the various structural models which have emerged.

For example, in Los Angeles, where public services predominate, a unique organization was created specifically for this new program by a joint powers agreement of the State, city, county, and the two large local public school systems. These five governmental agencies created the all-public Youth Opportunities Board, which included representation from the private agency sector on advisory committees.

Another form emerged in Minneapolis which placed the responsibility for the project with an existing private agency—the Community Health and Welfare Council—which formed a special Youth Development Committee to operate the new program. This was done with the participation of the mayor and other public officials.

Some cities felt that a new problem-solving mechanism was needed. Nonprofit corporations were formed which created a coalition of significant governmental and voluntary forces. Sometimes the delinquency prevention demonstration project was part of the corporation's broader attack on social problems; e.g., Community Progress, Inc., in New Haven, and Action for Boston Community Development, Inc., in Boston, which related social improvements to physical developments in the city. In other cities, these new corporations were created specifically to focus on youth problems, such as the Lane County Youth Project in Eugene, Oreg., or Mobilization for Youth in New York City. Even here, there are many variations. For example, the nonprofit corporation in New York's Harlem—a community which has had little opportunity to participate in decisions which affect it—is composed entirely of people who live or work in Harlem instead of the city at large.

Since the structure and composition of these organizations has been determined largely by the nature of the problems to be addressed, the organizations have had to be flexible enough to change themselves and to add new members as the new problems have been identified.

The types of projects which have been supported by this program have been rare in the experience of the Federal Government. Seldom have local communities been challenged by such a combination of efforts directed at coordination of services, demonstrating innovative approaches, and fostering institutional change. And seldom have Federal granting agencies had to face the problems and controversy which emerge from such a combination.

Projects have been drawn into power struggles of huge proportions; they have worked closely with political forces in their communities; they have continually been in the public eye. Executive directors and board members have spent many hours negotiating with social agencies around contracts, clearing and coordinating with State agencies, and developing relationships with city councilmen and Congressmen.

We have not discouraged projects from involvement in controversy or in the political affairs of their communities. Our role has been to press for clarity,

legality, relevancy, and technical competence on the part of the project. The Federal program must allow local demonstration projects to move into uncharted and dangerous waters. But in doing so, it must (a) share the burden of living with and facing the problems, and (b) insure that the project is acting within the intent of the law.

The Office of Juvenile Delinquency has also worked closely with the major institutions of the project communities.

The complexity of juvenile delinquency and related problems demands an understanding of many issues. Creation of the demonstration projects inevitably involves change in the community and its agencies. Change is seldom seen in a neutral way. For example, it has been more difficult to reorganize the structure of services or to mobilize new services than to expand existing services. There is a need for both change in structure and improved remedial services. The task for the demonstration projects is to determine how these two goals can be properly integrated. In such programs, the focus is not solely on the individual case, whether it be the person or the group, but on the institutional network and the provision of opportunities in the social structure itself.

The problem of delinquency prevention may be attacked on various levels—Federal, State, municipal, or local. The Federal delinquency program selected the local area of organization as a critical focus of attention. One of the advantages of this approach is that it brought the Federal staff into close touch with the concerns of local communities. Equally important, it brought local community leaders into a close relationship with the Federal Government. Project staff, Board, and neighborhood residents therefore have had direct contact with Federal staff and thus provided a new vehicle through which local communities can participate in the formulation of Federal policies.

Project relationships with the States are varied. In Los Angeles, for example, State agencies have been involved from the outset in the policymaking roles. In some projects, however, relationships with the States were developed as program plans were developed.

In Massachusetts, Brandeis University is under contract with the Office of Juvenile Delinquency to examine how State governments plan and operate in the juvenile delinquency field, and to make recommendations regarding State activities in this field and their relationships to local and Federal governments.

As part of efforts to affect the social situations of vulnerable youth, projects have been initiated programs designed to increase the competence of the local community to take part in the programs, services, and decisions which affect it. These efforts have had a national impact, playing a part, for example, in the Economic Opportunities Act's demand for "maximum feasible involvement" of the poor. Demonstration projects which are encouraging this increased activity on the part of the neighborhood residents find that even in the process of simple negotiation of change and improvement, institutional representatives are not always comfortable with the style of the poor. There is frequently a resentment at this nonprofessional, non-middle-class intrusion into policy and decision-making. When local residents' groups feel unsatisfied by the results of such negotiation and move to protest publicly, the affected public or private institution is likely to be resentful.

Demonstration projects in different parts of the country are grappling with these issues. Some of them promise to increase in intensity as projects move into additional action, as results begin to emerge, and as projects attract new funds or drop portions of the demonstration which seem not to be working.

SOME ACCOMPLISHMENTS

While specific demonstration programs and strategies differ from community to community, the key areas selected for attack on delinquency are education, youth employment, courts and corrections, group services, family services, legal services, and neighborhood organization.

LEGAL SERVICES

Hostility among youth, especially in low-income areas, to the police, the legal system, and society in general is an important factor in juvenile delinquency. If parents or other family members are convicted in criminal cases or suffer financial loss in civil cases through lack of council, youth's hostility toward society's institutions is sharpened. In view of the importance of legal relation-

ship of legal problems to delinquency and poverty, several demonstration projects have established legal service units. These experimental neighborhood-based services provide legal advice and advocacy, as an integral part of a battery of services to families in trouble. In so doing, the projects have created unique working partnerships among existing legal service agencies, law schools, and social welfare agencies, to improve the administration of justice and of social welfare services.

A conference sponsored by the Office of Juvenile Delinquency and Youth Development on the extension of legal services to low-income communities created widespread interest in the further development of new legal service programs.

YOUTH EMPLOYMENT

In surveying its community, each demonstration identified unemployment as a key youth problem. Each project operates neighborhood-based youth employment programs which have developed a series of phased transitions so that youths can progress systematically through training and work experiences tailored to their individual aptitudes. To help hard-core youth become employable, the centers provide medical and dental services as well as remedial reading and arithmetic. Experimental nonverbal tests have made it possible to discover the aptitudes of youth who have failed to pass standard paper and pencil tests.

Through experiments in group counseling, programmed learning, community-service work experiences, projects have discovered a variety of ways by which youth can be motivated to learn and work. Training of hard-core youth to operate small businesses has led to the creation of new job opportunities as well as to the development of useful services for the community.

Projects have demonstrated that employers who have been involved in the planning of the employment program have relaxed some of their stringent policies against hiring youth with probation and parole records. Partnership with industry has also made it possible to develop new job-training programs tailored to the needs of the hard-core unemployed and the employer as well.

These demonstration youth employment projects have been laboratories for the local community and for State and Federal agencies. The experiences of the pilot programs have been the basis for new policies and new State and Federal programs. The youth opportunity centers, for example, are modeled on these pilot programs.

EDUCATION

No comprehensive approach to the problems of youth can succeed without the participation of local educational systems.

The juvenile delinquency demonstration projects have joined the school systems in various partnerships to break the bonds of outmoded curriculums, obsolete traditions, and inadequate resources to fit emerging needs.

Typically, the development of big-city school systems has been the exclusive responsibility of the professional and administrative staff of school departments, with the clearance and approval of select school boards. Juvenile delinquency projects have added new dimensions, broadening the range of responsible groups involved in school matters. Demonstration projects have provided the stimulus of new ideas and resources. They have frequently brought others, such as universities, social agencies, and residents of the areas to be served into the process of determining what the schools should do. This new interaction has helped make the schools more responsive to changing needs and times and to broaden the school's involvement in the community.

The New Haven school system has developed six community school centers which serve 12 hours each day as the focal point for community activities. Teams of teachers and agency workers at each center involve neighborhood people in the development of educational, and civic activities.

The homework helper program has employed 546 high school youths as tutors of 1,326 elementary school pupils. This program provides needed assistance to disadvantaged children at the same time that it provides incentives for high school students to remain in school.

In Cleveland, the school system is providing a new school program for the unwed mothers who are participating in the juvenile delinquency demonstration program.

In Lane County, three different school systems have worked jointly with the demonstration project to design a new vocational oriented curriculum for potential dropouts.

In Los Angeles, a reception room program has been started in two elementary schools of the city school system. In these highly transient schools, teams work with newly arriving students to diagnose, counsel, and help them become adjusted to the school before being placed in a regular class. Approximately 50 new students enroll in these two schools each week.

In Boston, 75, able, but underachieving high school students from the target areas spent summer on the campus of Brandeis University. The plan called for a 2-week exploration period including bus tours throughout New England, museum trips, and recreational activities. At the end of this time each student chose from a variety of special projects in art, science, literature, music, etc. The overall goal was to encourage disadvantaged youth to stay in school and even to seek education beyond high school.

In Syracuse, a corrective reading program, planned by teachers and reading specialists, makes every teacher a reading teacher. About 500 children with special problems are being helped in new reading clinics.

A close connection exists between demonstration and training projects across the Nation; information and materials continually flow between them. A major training objective has been the development of materials and the training of teachers who work with hard-core youth. Hunter College has produced new texts for demonstration projects and teachers' colleges around the country. California State College at Los Angeles (which provides the metropolitan area school systems with the bulk of its teaching personnel) has shifted its teaching training curriculum to prepare its students for inner city schools.

NEIGHBORHOOD SERVICE CENTERS

Disadvantaged groups frequently do not know where to turn when they have a problem. Low-income residents are often unaware of services, sometimes do not use them because they feel they may not qualify, or become discouraged by agency procedures which they do not understand.

Programs to deal with delinquency inevitably lead to efforts for involving services to families. For this reason several demonstration projects have set up neighborhood service centers to make services visible and accessible; to develop a focal point where residents may come for assistance with any problem; to provide a means of coordinating existing services; and to encourage community agencies to adapt their programs to the needs of low-income residents.

The centers, highly visible and easily accessible, provide services that range from advice on filling out employment applications to aid for newly released youthful offenders. The centers deal with such problems of low-income persons as understanding the maze of large municipal services and policies, adjustment to the community, language barriers, discrimination, and poor housing.

The centers are manned not only by workers from a variety of professions, but also by local residents who serve as homemakers, tutors, and community workers. The projects have found that low-income, nonprofessional workers have particular expertise in coping with the life problems of the inner city and, thus, they are able to provide many useful services for their neighbors.

LAW ENFORCEMENT, COURTS, AND CORRECTIONS

Traditionally, communities have expected courts, law enforcement and correction agencies to bear the burden of handling youthful law violators. This reinforces the definition of the youngster as "bad" and delinquent in his own eyes and in the eyes of the community, resulting frequently in self-fulfillment prophecy. Demonstration projects have helped to restructure services so that official agencies can work with other community groups to serve hard-core youth in community settings in which youth are less stigmatized.

For example, youth employment programs connected with the juvenile delinquency demonstration projects serve probationers and parolees in their regular programs rather than in stigmatized isolation.

Demonstration projects have also helped create mutual respect and understanding between youth and parents in high delinquency areas and police and other official agents of government, via improved communication.

Some examples of emerging joint efforts between projects and official control agencies include:

Police and probation officers have joined newly formed neighborhood service teams rather than operate from their downtown offices.

In New Haven, youth ranging from minor offenders to released inmates are referred by the city and State correctional agencies to the neighborhood service teams, which include staff from the juvenile court and the police department.

Services include psychological testing, counseling, intensive probation services, tutoring, job placement, and group therapy.

In Los Angeles, a demonstration on intensive probation services emphasizes training delinquent youth in the community rather than in institutions, and an office across the street from a police station will provide short-term social work service to families of juveniles who have come to the attention of juvenile police officers.

Mobilization for Youth's program for the social reintegration of juvenile offenders seeks to improve the social conditions faced by the returning parolee to reduce his chances of returning to crime. Special workshops are in contact with families at commitment and visit the youngsters monthly at the institutions. They provide job and school placement followup as well as intensive family casework services.

In Washington, D.C., Juvenile Bureau officers have been shifted to the project's target area to work more closely with juveniles and the other agencies serving them.

New efforts are underway to help institutionalized youth find acceptance on their return to the community. Agencies participating in the Minneapolis youth development project have agreed to visit youth in the county home school for boys, to plan for their return to the community and then offer followup help.

In Cleveland, courtworkers have been trained to lead neighborhood based group counseling for probationers.

GROUP SERVICES

In the area of group services, projects have become key forces in making available and meaningful to the target population the services provided by youth-serving agencies.

In New Haven, 225 separate activities serve 6,000 youth. Programs are held at the high schools and the six community schools. There is substantial participation from delinquents and potential dropouts. Programs include dances in teenage lounges, theater workshops, bands and choruses, an automobile club, and bowling, tennis, and swimming classes.

In Boston, 188 boys who had trouble at school spent a summer at camp. Formal remedial classes were combined with regular camping activities.

Another group of 50 boys who were failing at school were registered for a month at a camp operated by the YMCA. Rather than holding formal classes, the camp program wove educational activities into the informal recreation programs.

Mobilization for Youth's preadolescent program provides small group services for 446 8- to 12-year-old boys and girls who are having difficulty at school. The goal is to prevent school failure by providing after school social and remedial group programs, individual services to members and parents, close collaboration with teachers, and parent education. Programs are carried out through contracts with local youth agencies, all of which report high rates of attendance and enthusiastic support from parents and teachers.

In Lane County, schools and social agencies jointly sponsor afterschool group counseling programs for school and dropouts.

Mobilization for Youth's detached worker program provides a reaching-out service to 18 street corner gang groups representing 285 teenagers. The goals are to redirect the energies of gang members into acceptable activities, and to forge links between delinquent youths and needed community resources. Workers help gang members to take advantage of work programs, legal services, tutoring, and neighborhood services. Educational programs are conducted with parents of gang members, and special group programs are being developed for gang members who are addicts.

AGENCY SERVICE PROGRAMS

With project assistance, agencies that usually serve conforming youth are trying to find new ways to reach out and adapt services to hard-core youth. Progress has been made, but there is a long distance to go in order to fill the gaps in services to problem youth.

NEIGHBORHOOD ORGANIZATION

Each community demonstration has learned that neighborhood development is an important component of delinquency prevention programs. Increasing the capacity of local residents in planning and action for their youth can result in deterrent forces to youthful misbehavior. Along with representatives of the larger community, target area residents now serve on boards and committees of the demonstration projects. Increasingly, projects are training and employing adults and youth for subprofessional staff roles in their project.

Following the lead of the juvenile delinquency demonstrations, the Office of Economic Opportunity is requiring the involvement of neighborhood residents in the planning and action of community antipoverty programs.

These attempts to increase the ability of local residents to participate more fruitfully in the affairs of the community have taken many forms. Local residents have been involved as volunteers in service programs. New roles have been found for them as paid workers in the emerging programs or the ongoing programs of existing agencies and institutions. They have served on local advisory groups and as members of the boards and committees of demonstration projects. In some instances, projects have engaged in neighborhood organization, working with residents' groups and councils, or assisting in the creation of new groups which serve as a democratic vehicle for the expression of the neighborhood.

SPECIAL DEMONSTRATION PROGRAMS

The Federal delinquency program has stimulated communities to attack delinquency on a broad scale, concentrating primarily on the deprived inner city areas which have the highest delinquency rates. Other geographic areas and other forms of delinquency also demand attention.

There are children who are most resistant to conventional behavior, who are isolated from schools, jobs, and adults. There are middle-class youngsters who disrupt the community. Personal violence, sexual deviance, and the use of addictive substances such as drugs, pep pills, and glue are all special problems of increasing importance.

In the present fiscal year we were able to turn our attention to some of these problems. We have earmarked \$1.8 million for such special demonstration projects.

Special demonstration grants are developing new techniques to effectively reach delinquent youth. In two demonstration projects (Louisville, Ky., and Newark, N.J.) a newly developed and promising group technique (guided group interaction) pressures delinquents into taking a hard look at themselves, why they want to fight the world, where they want to go and, hopefully, to change. In Tucson, Ariz., a project works with children who are behavior problems in school to motivate and teach them to succeed in the school system. In Salem, Oreg., boys released from the State training school are given job training in a halfway house setting to prepare them to return to the community.

Another major area of special demonstration grants focuses on the institutions which deal directly with the delinquent child (police, courts, and training schools). These institutions are often understaffed and overcrowded. They have to deal on a day-to-day basis with problem children. Until very recently, they, as well as the children they serve, have been out of the mainstream. Overcrowded police youth bureaus and juvenile courts literally have no place, in or out of the community, to refer delinquent children. Crowded correctional institutions have been forced to release children back into society (or to hold them in the institution when they were ready for release) knowing that there were no resources and that these children might soon return.

In Detroit, the overcrowded police youth bureaus and juvenile courts can refer delinquent children, as an alternative to court adjudication, to a neighborhood committee. This committee, composed of professional and lay people, will work closely with the schools and with the Detroit poverty program to maximize job and educational opportunities. The referred children should profit; the police and court are free to concentrate on the hard-core offenders.

In Tempe, Ariz., the Pima Indian Tribal Council is taking responsibility for Pima youth who would otherwise be sent by the court to the State industrial school. The tribal council has instituted a program which stresses tribal spiritual values, effective community concern, and training for jobs.

The Department of Corrections of Kentucky, has discussed a proposal to stimulate and improve education and motivation for incarcerated youthful offenders. We hope to move prisoners into new community correctional centers which in turn will provide job training more quickly.

Rutgers University (New Brunswick, N.J.) is using new techniques with problem schoolchildren to keep them in school. Simultaneously, the school system is working to incorporate these techniques into the regular program to provide a way of dealing with children who would otherwise be in special classes (and later be dropouts).

In summary then, the special demonstration grants are putting into operation techniques for dealing with delinquent or predelinquent children and developing new working arrangements between agencies for handling delinquents. They suggest alternatives to costly institutionalization and ways to reintegrate those already institutionalized, thus preventing troublesome and costly recidivism.

TRAINING

Of equal importance have been the training programs initiated under the act. There has long been a shortage of trained manpower for youth-serving programs. This shortage has become more acute as new antidelinquency and antipoverty programs have been established.

The Federal delinquency program has sought to improve the quality of training by making available new insights and knowledge through new materials and methods. We have sought to increase quantity of personnel through development of training methods and programs which make possible much greater participation by lay persons in youth programs. Such programs have reached not only laymen from the educated, middle-class community, but persons with little formal education and few specialized skills who can work in programs in their own immediate neighborhoods.

As in the demonstration programs, we have stimulated programs drawing the best from the wide variety of social sciences, utilizing the facilities and resources of the university, the social welfare agencies, and the community at large. The Federal program has fostered partnerships among segments of our society which hitherto have shared little in joint pursuit of the solution to major social problems.

The granting categories of (1) "training center," (2) "curriculum development," and (3) workshops, institutes, seminars," WISE grants) were developed to establish a pattern for meeting the varied needs for training. Training centers provide an interdisciplinary, university training base for the community, State, and region; curriculum development grants organize knowledge in communicable form; and workshops, institutes, seminars grants train the personnel needed and test new techniques and the curriculum materials which have been developed.

TRAINING CENTERS

Twelve have been developed from coast to coast, in the North and South, and represent a unique organizational base for involving the expertise of the university in studying the problem of delinquency and actively training all levels of personnel to work with problem youth. They have stimulated changes in college and professional curriculums and have trained police, probation and parole officers, juvenile court judges, teachers, community leaders, volunteers, forestry camp administrators, guidance personnel, and employment counselors. Centers have worked with community leadership to develop programs for delinquent youth: Southern Illinois University, for example, has stimulated East St. Louis to take action on its problems. They have served as consultants to community agencies, city officials, State legislative bodies and agencies, and to the mass media. They have been used as training sources by national organizations such as the National Council on Crime and Delinquency, the Council on Social Work Education, the American Correctional Association, the Council on State Governments, and by Federal agencies such as the Children's Bureau, the Department of Labor, and the Office of Economic Opportunity. As they are demonstrating their value the universities and local communities are increasingly absorbing the staff costs and administrative expenses of the centers.

For the first time Federal funds have been used for the establishment of university-based organizations geared to training and curriculum development for the purpose of upgrading the quality of personnel in the area of delinquency prevention and control. A major problem in corrections has been the lack of close

relations between university departments and the training needs of correctional and related agencies. The training centers have shown themselves to be an effective bridge between the two. This does not mean that there have been no problems in their development. Swelling enrollments, competition for faculty, the tight financial situation of most universities, the uniqueness of the training center objectives and role in the university structure have constituted difficulties in establishing them solidly. Nevertheless, we have learned how to work effectively within the university and community structure to organize viable centers. Their achievement of training objectives is now largely a question of adequate funding.

CURRICULUM DEVELOPMENT

These grants are designed to overcome the dearth of good materials available for training purposes, to bring present materials up to date, to provide a community and rehabilitative orientation to the efforts of correctional workers, and to introduce new knowledge and techniques based upon research in the social and behavioral sciences. The following are some examples of the range of significant materials which have been developed:

The use of family treatment techniques for rehabilitating sexually delinquent girls by the Philadelphia Psychiatric Center. Of 15 families worked with there has been only 1 relapse. This is the first time this technique has been used to manage this problem, and manuals to instruct other groups are now near completion.

Studies of police decisionmaking on juvenile problems by several universities, and the development of uniform materials for police specialists on juveniles by the University of Wisconsin. The police have significant areas of discretion in handling juveniles, yet the consequences of these decisions are poorly understood and therefore poorly utilized.

St. Louis University is analyzing the curriculum of seminars in order to introduce social and behavioral science materials that will make graduates more effective in working with delinquents. The study has shown that the educational preparation of clergy to take a direct or leadership role with youth problems is neglected.

At Hunter College education courses are being revised and new materials developed to better prepare teachers to cope with culturally deprived and pre-delinquent children in school; the University of Michigan has used group work techniques in classes with behavior problem children and brought about significant improvement in both behavior and educational attainments.

Dr. Bruno Bettelheim, University of Chicago, has studied the interactions of teachers and students and developed measures for the reduction of violence in the schools. Student violence is a function not only of the student, but often of teacher attitudes and behavior.

New York University has developed new instruments for the evaluation of training. These are being experimentally utilized by several correctional agencies with positive results.

At Brigham Young University and the University of Michigan tapes, written materials, and visual aids have been developed to teach the use of the group process in the rehabilitation of delinquent boys and girls.

In Harlem, new materials have been produced for the training of indigenous leadership to work with youth problems, as well as a pilot project for an urban service corps.

Because of the significance of the police in delinquency control and the current importance given to their role, more detailed information follows on police training programs initiated by OJD-YD:

International Association of Chiefs of Police (IACP)

The IACP projects have been directed at the nonspecialized police officer rather than the juvenile specialist. This is based on the fact that the bulk of arrests and contacts with juveniles are made by line officers rather than juvenile specialists. Many of these line officers, lacking training in the handling of juveniles, have misconceptions about police practices relative to juveniles. Some of these practices may adversely affect the juveniles and the image of the police department. The IACP holds that an effective response to the problems of the juvenile offender requires that all levels of police organizations develop adequately trained officers to intelligently and effectively deal with the juvenile offender.

The IACP has carried out a two part but concurrent approach to the training of police. One part has been the development of a selection of training and curriculum materials on police and the juvenile, and the second part has been the testing and development of these materials in a series of regional workshops throughout the United States. A number of publications have resulted from these projects dealing with causes of juvenile delinquency, basic problems in delinquency control and police work with children.

Two areas which should receive further attention in view of the current situation are: (1) juvenile problems as associated with racial tension and (2) youth violence and civil disorders in resort centers such as Ocean City, Md.; Fort Lauderdale, Fla.; and Hampton Beach, N.H. These kinds of situations present serious enforcement problems for the police and the community. Suggestions have been made to the IACP that this be included in their next workshop and a recent look at their tentative program indicates that they have included this in the study agenda.

The handling of juveniles from offense to disposition

A two volume casebook has been prepared by the School of Criminology at the University of California in Berkeley under juvenile delinquency grants. The materials were prepared by members of the school of criminology staff under the leadership of Dean Joseph Lohman. The casebook is unusual in that it takes the juvenile offender through a series of decisions beginning with the initial arrest by the police to the final disposition of the case by the juvenile court.

The casebook serves as a training aid, not only for the police officer, but also for the probation officer, the detention personnel, and the juvenile court judge. It is especially valuable because it not only shows what decisions were made but it also shows why. It should help to lessen the misunderstandings that tend to develop between police and probation officers.

Institute of Government—University of Wisconsin police training project

This project is developing uniform, high-quality juvenile police practices throughout the State of Wisconsin. A standard training publication based on Wisconsin juvenile codes and acceptable police standards in working with juvenile offenders has been published. These materials have been tested on various police trainees at the University of Wisconsin Institute of Government. Regional training programs throughout Wisconsin have been established to insure that police receive uniform training on juvenile police work. The institute of government also trains a teaching cadre in all regions of the State so that these workshops can be continued by local police leadership.

WORKSHOPS, INSTITUTES, SEMINARS

More than 100 grants have been awarded to universities, colleges, and non-profit organizations for short-term training of more than 12,500 youth workers. These short-term workshops and institutes, which may last a few days or a few weeks, are designed for workers who cannot leave their jobs for extended periods. They stress new techniques and information which can be communicated to other agencies and can be fed into the university-based training centers. These programs are reaching all levels of school personnel, welfare workers from all kinds of institutions and agencies, law enforcement officers, civic leaders, judges, volunteers, clergymen, and citizens with an interest in delinquency.

At a workshop for key administrators and professionals policy guidelines for the use of forestry camps for delinquents were established. All previous materials are badly outdated.

Staff in the State training schools of California have been trained in new procedures so that more effective rehabilitation will take place. Ways in which other institutions may duplicate the project's experience are being prepared in four training manuals.

At the Federal institution in Englewood, Colo., teachers have learned how to use better methods in educating institutionalized delinquents, and a book is in process of publication.

Institutes for training professionals and administrators to reintegrate narcotics addicts into the community have been held at the New York Medical College.

The office of the court administrator, Lansing, Mich., has shown how mock court procedures can be used to dramatically bring home to judges the need for legal protection of juveniles. Much more work needs to be done to provide adequate legal safeguard to juveniles.

Delinquent and delinquency prone youth have been involved in an experimental training program at Howard University leading to new careers as human service aids. They have not committed any delinquent acts since their involvement.

New juvenile court judges in Colorado have been trained to assume their responsibilities by the University of Denver. In many jurisdictions new judges receive no special training whatever.

The Youth Studies Center of the University of Southern California has held a workshop on problems in working with gangs; the National Federation of Settlements has trained recreational workers from various parts of the country to do detached work with gangs. New training materials as a result of these programs have been produced.

The University of North Carolina and the Kansas Boys Industrial School have run institutes for the training of administrators to improve programs for rehabilitating institutionalized delinquents.

This series of regional institutes on parole was initiated by the Office of Juvenile Delinquency with the National Council on Crime & Delinquency to provide training for members of State parole boards. Many of these individuals have had little contact with correctional programs or correctional theory and yet they are responsible for decisions which have a major effect on the lives of adult criminals and youthful offenders. They are jointly sponsored by the Interstate Compact Administrators Association for the Council of State Governments, the U.S. Board of Parole, Association of Paroling Authorities, and the Advisory Council on Parole of the National Council on Crime & Delinquency.

TRAINING MATERIALS

As a result of the work of the training centers, curriculum development, and workshop, institute, and seminar grantees, almost 200 published or publishable documents have been produced. (See appendix for complete listing.)

Number of short-term trainees for fiscal years 1962, 1963, 1964

Functional category:	Number of trainees
Community leadership.....	700
Correctional institutions.....	800
Education.....	3,000
Employment.....	50
Health.....	300
Judicial-legal-probation.....	3,000
Parole.....	150
Police.....	1,500
Recreation.....	75
Social welfare.....	2,000
Miscellaneous (including multiservice organizations, national organizations, organized religion).....	1,000
Total.....	12,575

NATIONAL ORGANIZATIONS

Training grants made to national organizations have led to significant changes within the organization. Grants have been made to the National Council on Crime & Delinquency, the Council on Social Work Education, the International Association of Chiefs of Police, the National Committee for Children & Youth, Vera Foundation, Campfire Girls, and National Federation of Settlements & Community Centers.

Council on Social Work Education: Three grants have led to the production of curriculum materials in corrections, institutes to plan field work experiences in corrections for social work students, and a major curriculum development study for bringing up to date and recasting the community organization sequence of the social work curriculum.

International Association of Chiefs of Police: The training programs conducted by the International Association of Chiefs of Police have generated an influence for change that has affected many police departments throughout the country.

National Committee for Children & Youth: The national conference run by the National Committee for Children & Youth was the first effort to concentrate national attention on the problems of rural youth. The conference papers and

proceedings have been published and will be used to stimulate change by local branches of the National Committee for Children & Youth.

Vera Foundation: A series of grants to the Vera Foundation has awakened nationwide interest in the problem of bail. Consequently, more than 100 jurisdictions are modifying the bail bond process to substitute procedures which do not punish the poor by jailing them unnecessarily.

Camp Fire Girls: A curriculum development program has been organized to provide Camp Fire Girls staff with knowledge of how to involve culturally deprived and delinquency prone girls in programs designed to meet their needs.

SPECIAL TRAINING PROJECTS AND STUDIES

Significant special studies are underway in the following areas:

The National Committee on the Employment of Youth is studying and evaluating programs for the training of problem youth in new careers.

The National Council on Crime & Delinquency is analyzing the training needs of the entire spectrum of correctional personnel, including police.

The School of Criminology at the University of California is making an assessment of training programs for correctional personnel.

A study of socioeconomic trends and their implications for youth programs has been completed by Peace Research Institute.

Paul Fine, Associates, completed a study on the attitudes of slum youth toward their neighborhood, school, police, and families. This study starkly reveals their hostility and feelings of estrangement toward society.

Brandeis University has studied how States plan and coordinate in the delinquency field. The office has also participated with the Council of State Governments and the National Council on Crime & Delinquency in the preparation of a report outlining the scope of the juvenile delinquency problem, reviewing current State programs, and offering specific recommendations for State action to combat youth crime. A followup Governor's conference workshop was held in February 1965 for State administrators of juvenile delinquency programs.

INFORMATION

As new information has been gained from the demonstration projects and as new training methods and materials have been developed, these have been made available to other projects, communities, and individuals in a number of ways.

Through the National Council on Crime & Delinquency, an information center has been established. This center collects the written materials from all of the training and demonstration projects, and reproduces it electronically on request. Cross-referencing and a punched card system make it possible to meet requests for material by subject or by project.

In addition, a number of conferences and workshops, on a local, State, regional, or national, scale have been held. A conference on legal services for the poor was held in Washington in November 1964, which drew on the experience of a number of the demonstration projects which have established such services. That conference received nationwide attention, and its report is a "bestseller." A national conference on adolescent girls has led to a number of new programs for girls.

The Office of Juvenile Delinquency has made a number of publications available, either directly or through the projects which developed them. As new information is gained, we expect this activity to increase.

FUTURE DIRECTIONS

DEMONSTRATIONS

Considerable assistance is being offered to children and youth by a variety of Government programs. Such basic areas as education, family assistance, youth employment, and child welfare services, are being developed and sustained at increasingly high levels. The juvenile delinquency grants will concentrate on reaching and working with the hard-core delinquent youth and those children and their families who are systematically excluded from a large number of socializing organizations and institutions. These children are highly resistant to conventional norms. They isolate themselves or are isolated from schools, settlement houses, jobs, and adults.

The agencies that deal with hard-core children—the police, the courts, the training schools—also tend to be isolated from other agencies. The agencies that treat children in the community—clinics, family service agencies, settlement houses, recreation agencies—all concentrate on the “easier to reach”, the children and families who want service.

In our previous grants both kinds of agencies have demonstrated the desire and capacity to change their focus and experiment with new ways of reaching and dealing with the hard-core segment of youth.

The continuing special demonstration program will aim to enhance and extend these new directions. We hope to encourage police juvenile youth bureaus to develop proposals. Juvenile courts may develop proposals for more effective court functioning for children brought under court jurisdiction as well as developing referral sources for children who come before the court but are not adjudicated.

In the area of citizen participation, we have only begun to develop capacity to deal with neighborhood delinquency. Church groups, citizen groups, business groups, child welfare agencies, and public housing agencies are all potential grantees who can be helped and encouraged to handle delinquency “at home.”

There are also some relatively neglected but important areas of delinquency where new programs are needed. The use of addictive substances (drugs, pills, glue) is becoming of increasing concern. There has been a great rise in so-called middle-class delinquency among children who are theoretically well prepared to take advantage of all that America has to offer but who are nonetheless breaking its laws. We need to know why this is so, and devise programs to counteract it.

Violence and the threat of violence have been much in the news. From slum boys erupting on subways to college boys rioting on beaches, there is a gamut of aggressive and dangerous behavior. Here, too, research into causes must combine with practical demonstration techniques to produce control of violence and alternatives to it. One such project has been tentatively approved. The Chamber of Commerce of Hampton Beach, N.H., is taking responsibility for copying with the Labor Day riots which threaten to become a tradition. Working with the chamber of commerce and university researchers, the project will attempt to combine theory and practice to solve a social problem. Research in this project, as in all special demonstration projects, is aimed at showing the doers how to do better.

Additionally we hope to encourage:

1. Grants to develop cooperation and coordination between State and local agencies which would bridge the gap between the different agencies that deal with the same child at different points in the correctional rehabilitative scale. Local police apprehend a youth. He is adjudicated in a local court and sent to a State institution. He must then be returned to his home, reenter school or get a job. The present connections between agencies is tenuous, indeed.

2. Grants to complement other Federal programs. Such projects will work with the harder-to-reach delinquents to equip them to make use of the general job training and education programs.

3. State and local agencies to develop programs for correctional institutions to recruit and train middle-class management and operating personnel. Training and Demonstration grants could focus together on new programs and training of staff to implement them.

We plan to carry four comprehensive projects to completion—Boston, New Haven, Mobilization for Youth, and Washington. Preliminary data indicate that a wealth of material and knowledge is being produced. A major effort will be made to analyze the results and to test out the specialized areas where we still have either large gaps in our information or inconclusive results.

The community action programs developed in other cities will continue with financial support from the Office of Economic Opportunity. As each of these projects reach the end of their present grant from the juvenile delinquency program, they will apply for refunding to the Office of Economic Opportunity. Staff from both Offices are working together with the project staff to make for a smooth transition. Our staff will continue to give consultation on the juvenile delinquency components of these projects.

TRAINING

Over the next 3 fiscal years an expansion of activity is contemplated to continue the momentum generated, and to move into new areas significant in training for delinquency prevention and control.

The work of the 12 training centers should be expanded with funds to add staff and to carry out new curriculum development projects and institutes. The centers need staff assistance to meet the heavy demand for consultation as well as to carry out training activities. Some of the centers will be encouraged to develop expertise in such areas as the juvenile court and detached work with gangs.

The establishment of 12 new centers is also projected. Two or three of these may be special centers on (a) violence, (b) youth employment and delinquency, and (c) manpower utilization of indigenous personnel to work with youth. Experimentation will be initiated for regional training by centers in sections of the country where training resources are sparse, possibly through the use of mobile training teams.

Workshops, institutes, seminars, and curriculum development projects will be initiated and expanded in the following areas:

- Procedures for prevention and control of violence in the schools.
- The role and responsibilities of prosecuting attorneys.
- Examination of the pros and cons of delinquency solutions such as curfews, teenage juries, increased age for driver permits or purchase of liquor.
- Prevention and control of middle-class and suburban delinquency.
- Recruitment of personnel.
- Control of the violent offender.
- Programs to advance rehabilitative and educational procedures in training schools.
- Role of the juvenile bureau in police departments.
- Materials for the training of police in special problem areas such as prevention and control of youth riots.
- The role of undergraduate schools and community colleges as sources of personnel.
- Role and responsibilities of mass media.
- Use of groups work skills in rehabilitation of delinquents.
- Skills needed in staffing halfway houses.
- The involvement of national organizations in adoption and use of new knowledge.
- New careers for indigenous personnel to work with youth.
- Role of schools in delinquency prevention and control.
- Development of materials for use in the professional education of teachers, social workers, lawyers, and public administrators.
- Ways and means for coordinating youth services between State and urban levels of government.

In our efforts to disseminate information, we have found one of the most effective means is through national or regional conferences, such as the recent Conference on the Extension of Legal Services to the Poor and The National Bail Bond Conference. We plan to exploit this means of further disseminating learning from the training and demonstration projects.

PROGRAM ANALYSIS

In view of the experimental nature of the demonstration and training programs, an intensive period of program analysis is in process. After three and a half years of project development, the strengths and weaknesses of programs are being thoroughly evaluated. The program analysis underway involves thorough study of the various functional areas investigated by projects to qualitatively assess new developments, accomplishments, and problem areas and gaps. It will also give direction to development of new grants in training and demonstration, contracts for studies, and policy reformulation of the program.

Some of the functional program areas to be evaluated are: police, parole and probation programs; programs for girls; work with gangs; community integration of youthful offenders and community youth services. School programs, development of core curriculum, preschool programs and the use of subprofessionals in institutions are added programs for evaluation.

Training center programs, community leadership programs, programed instruction; as well as public-private agency patterns, legal services for the poor and multiservice centers are also to be studied and evaluated for their special relationship to juvenile delinquency prevention and control.

APPENDIX

PUBLICATIONS

- Connor, George W., and Watson, Nelson A., *Juvenile Delinquency and Youth Crime: The Police Role*, Washington, D.C.: International Association of Chiefs of Police, 1964.
- Freed, Daniel J., and Wald, Patricia M., *Bail in the United States*, 1964, New York: Vera Foundation, 1964.
- HARYOU, *Youth in the Ghetto—A Study of the Consequences of Powerlessness and a Blueprint for Change*, New York: HARYOU, 1964.
- Kvaraceus, William C., et al., *Negro Self-Concept: Implications for School and Citizenship*, New York: McGraw-Hill Book Co., 1965 (186 pp.).
- Matza, David, *Delinquency and Drift*, New York: John Wiley & Sons, Inc., 1964 (199 pp.).
- Michael, Donald N., *The Next Generation*, New York: Random House, 1965 (218 pp.) (Available as hard cover at \$4.95 or as paperback at \$1.65).
- Morris, Robert, ed., *Centrally Planned Change: Prospects and Concepts*, New York: National Association of Social Welfare, 1964.
- Prigmore, Charles S., ed., *The Expansion of Correctional Field Placements and Internships*, New York: Council on Social Work Education, 1965 (\$3.00).
- National Federation of Settlements and Neighborhood Houses, *Serving the Teen-age Girl*, New York: National Federation, 1964 (\$1.50).
- *Neighborhood Centers Serve the Troubled Family*, New York: National Federation, 1964 (\$2.00).
- *Young People and the World of Work*, New York: National Federation, 1965 (\$1.25).
- Office of Juvenile Delinquency and Youth Development, *Conference Proceedings—The Extension of Legal Services to the Poor*, Washington, D.C.: U.S. Government Printing Office, 1965 (\$0.60).
- President's Committee on Juvenile Delinquency and Youth Crime, Council of State Governments, and National Council on Crime and Delinquency, *Juvenile Delinquency: A Report on State Action and Responsibilities*, Washington, D.C.: Council of State Governments, 1962.
- Documents reproduced and available from the Office of Juvenile Delinquency and Youth Development.
- Counter Attack on Juvenile Delinquency, June 1964.
- Functional Categories of Training Projects.
- Summaries of Training Projects, September 1963 with March 1964 Addendum.
- New Approaches: Prevention and Control of Juvenile Delinquency, January 1965.
- New Ideas in Training (no date).
- Proceedings of Work Conference on Deprived Adolescent Girls, 1964.

IN PROCESS

- National Committee on Children and Youth, *Rural Youth in Crisis—Facts, Myths, and Social Change*.
- National Committee on Employment of Youth, *Youth Employment Programs in Perspective*.
- , *Getting Hired, Getting Trained*.
- , *The Recruitment and Training of Automobile Mechanics*.
- , *Basic Issues in Youth Employment*.
- Paul Fine, Associates, *Neighbors of the President*.

Training materials

Boston University:

- Training packet for probation institute.
- Training packet for parole institute.
- Training packet for conference on hazards to children born and unborn.
- Training packet for training of CPI work crew foremen.
- Group work with adolescents—An institute for volunteers.

Community Health and Welfare Council, Cincinnati: Supplement II to Final Report.

Hunter School of Education: *Education and the Metropolis—A Book of Readings* (Miller & Smiley), 1964.

Hunter School of Social Work: Teaching notes for caseworkers.

Kings County Court Probation Department: Various training materials.

University of Michigan:

Principals workshop.

Juvenile Court Judges Institute.

National Council on Crime and Delinquency: Parole Resources Book, October 1963.

New York University: 20 selected instruments for training evaluation.

Philadelphia Psychiatric Center: Theoretical seminar on the family and sexual behavior disorders of adolescent girls.

Washington Department of Institutions: Training series V.

Bibliographies

Boston University: Selected Reading List for a Panoramic View of Youth Problems and Possibilities.

University of California: Cultural Diversity—Library and Audiovisual Materials for In-Service Education (Cyr, Baker, Noone), March 18, 1964.

Hunter College of Education:

Urban Education—An Annotated Bibliography, 1963.

Urban Education—An Annotated Bibliography—Supplement I.

An Annotated Filmography.

Hunter College School of Social Work: Teaching Notes for Caseworkers—Bibliography.

Kings County Court Probation Department: Annotated Paperback Library for Probation Officers and Students of Criminology.

University of Michigan:

Principals Workshop—Book List.

Juvenile Court Judges Institute—Books, Pamphlets, and Reprints Distributed to Registrants.

National Federation of Settlements:

Basic References and Additional Bibliography (included in Neighborhood Centers Serve the Troubled Family).

Bibliography (included in Serving the Teen age Girl).

Philadelphia Psychiatric Center:

Reading List for Theoretic Seminar in the Family and Sexual Behavior Disorders of Adolescent Girls.

Miscellaneous Reading List included in Supplementary Materials on Family Counseling.

President's Committee on Juvenile Delinquency and Youth Crime: Bibliography.

University of Texas: Selected Reading Lists (included in Parole Officer as an Agent of Change).

Vera Foundation: Bibliography on Bail (included in Bail in the U.S., 1964).

Summary of grants for fiscal years 1962-64 awarded under Public Law 87-274—The Juvenile Delinquency and Youth Offenses Control Act of 1961

Activity	Fiscal 1962		Fiscal 1963		Fiscal 1964	
	Number	Amount	Number	Amount	Number	Amount
A. Demonstration grants (total).....	10	\$3,747,586	10	\$2,974,554	17	\$4,000,000
1. Planning.....	9	1,832,586	7	1,117,594	18	481,726
2. Action.....	1	1,915,000	3	1,856,960	9	3,518,274
B. Training grants (total).....	26	2,223,894	38	1,955,009	41	2,000,000
1. Training center.....	6	902,114	6	344,310	25	363,628
2. Curriculum development.....	11	921,110	16	961,519	17	813,758
3. Workshops, institutes, seminars, etc.....	9	400,670	16	649,180	19	822,614
Total grants.....	36	5,971,480	48	4,929,563	58	6,000,000

¹ No new planning grants were awarded in fiscal year 1964. The 8 grants awarded for planning were to allow communities to finish planning begun in fiscal year 1962 or fiscal year 1963.

² 4 of the 5 training center grants were continuation grants of training centers established in 1963.

*Summary of projects for fiscal years 1962-64 awarded under Public Law 87-274—
The Juvenile Delinquency and Youth Offenses Control Act of 1961*

Activity	Fiscal years 1962-64	
	Number	Amount
A. Demonstration projects (total).....	27	\$10,722,140
1. Planning.....	16	3,431,906
2. Action.....	11	7,290,234
B. Training projects (total).....	83	6,178,903
1. Training centers.....	13	1,610,052
2. Curriculum development.....	32	2,696,387
3. Workshops, institutes, seminars, etc.....	38	1,872,464
Total projects.....	110	16,901,043

List of approved special demonstration grants (as of Mar. 31, 1965)

Grantee	City	Summary	Amount
1. University of California....	Berkeley, Calif.....	Work with school discipline problem children.	\$38,967
2. Oregon State Board of Control.	Salem, Oreg.....	Provide a halfway house for boys coming out of training school; teach vocational skills; help child readjust to community.	67,040
3. Salt River Pima-Maricopa Community Tribal Council.	Scottsdale, Ariz.....	Provide a tribal program for boys who would otherwise be sent to the State Training School; try to combine revived tribal values with the teaching of business skills; tribe will build the (institution) which will be open to entire community.	53,276
4. San Francisco State College.	San Francisco, Calif..	Train indigenous teenage leaders to become subprofessional workers engaged in street work activities, to evaluate closely the feasibility of this approach	15,648
5. Vera Foundation, Inc.....	New York, N.Y.....	To spread the already demonstrated success of the first bail projects—training new personnel in new communities.	83,308
6. Welfare Federation of Newark.	Newark, N.J.....	Extended the guided group interaction technique to a group of boys on probation in the community; reorient attitudes, increase educational skills, motivate completion of formal education, counsel families.	125,290
7. Institute for Behavioral Research.	Silver Spring, Md.....	Educational and motivational efforts at the group of boys at the National Training School for Boys; increase reading skills.	31,656
8. Community Child Welfare Research Foundation.	Frankfort, Ky.....	Apply guided group interaction technique to young probationers in community (as alternative to institutionalization) use group treatment to increase educational skills and work habits).	99,551
PROJECTS APPROVED BUT GRANT NOT YET AWARDED			
1. Community Chest and Council.	Cincinnati, Ohio.....	An interagency panel receives referrals from police and courts (alternative to sending to court hearing) and makes arrangements for appropriate agency to deal with the problem.	55,650
2. Rutgers State University..	New Brunswick, N.J.	Work with junior high school students who have education and behavior problems in school and who are potentially delinquent; increase child's self-evaluation; work with parents; widen community experience and participation of children.	89,732

List of approved special demonstration grants (as of Mar. 31, 1965)—Continued

Grantee	City	Summary	Amount
PROJECTS RECOMMENDED FOR APPROVAL (UNDER NEGOTIATION)			
1. Chamber of Commerce-----	Hampton Beach, N.H.	A community program to cope with the Labor Day riots that threatened to become a tradition at Hampton Beach. Townspeople and local youth will operate semistructured recreational activities, intergroup communication, and part-time job programs for the incoming youth.	(1)
2. Southern Arizona Mental Health Center.	Tucson, Ariz.-----	Training and developing roving consultants to work in natural environment of school-problem children. Consultants work consistently with parents, teachers, relatives, etc., in attempts to stop delinquent behavior.	(1)
3. Friends Neighborhood Guild.	Philadelphia, Pa.-----	Guild operates halfway house for children released from State Correctional Institution, but who have no approved home. Guild will work with parents to see if natural home can be used. If this fails, attempt will be made to recruit and supervise middle-class homes on an interracial basis.	(1)
4. Nonprofit corporation-----	Detroit, Mich.-----	Community intervention team (lawyer, social worker, education expert, neighborhood representative, community organizer) receives referrals from police and courts (alternative to sending to court hearing), makes a diagnosis and contacts and persuades appropriate agencies to help child.	(1)
5. Juvenile court-----	Denver, Colo.-----	Group treatment methods with young addicted glue sniffers. Natural groups will be used. Special tutoring programs will attempt to raise the child's confidence in his school performance.	(1)

¹ Amounts not available. Budget is being negotiated.