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A cross-sectional empirical study of the policy perspective of American state juvenile justice law codes

McGaha, James, Ph.D.

Iowa State University, 1993

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A cross sectional empirical study of the policy perspective of American state juvenile justice law codes

by

James McGaha

A Dissertation Submitted to the Graduate Faculty in Partial Fulfillment of the Requirements for the Degree of

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CHAPTER I
STATEMENT OF THE PROBLEM

The Prevention-Remediation
Dichotomy Perspective

The philosophical and ideological base of American juvenile law and justice system is split, consisting of Prevention and Remediation perspectives. From inception in Cook County, Illinois, in 1899, the juvenile court and juvenile justice were manifestly Prevention (Non-punitive) in character (Empey, 1978; Faust & Brantingham, 1975; Fisher v. Commonwealth, 1905, in Re Gault, 387 U.S. 1875 CA 1428 [1967]; Levine, Musheno, & Palumbo, 1980; Senna & Siegel, 1990). It was designed to prevent juvenile crime and delinquency and rehabilitate children and youthful offenders (Senna & Siegel, 1990), as well as help the status offenders, the neglected, the dependent, and the incorrigible youth (Kerper, 1979; Senna & Siegel, 1990). Novel in emphasis, broad in jurisdiction and power, the court and the juvenile codes, institutions, and system which emerged were neither civil, legal, nor criminal in character, but formed what are termed socialized and informal tribunals and entities (Senna & Siegel, 1990) to
"save" children (employing the medical model orientation) rather than punish them (Faust & Brantingham, 1975; Schramm, 1949).

More than 60 years elapsed before the Remediation (= Punitive = R) perspective achieved recognition (Allen, 1964; Empey, 1979; Fox, 1970; Platt, 1969b; Siegel & Senna, 1981; Wooden, 1976).

Recently, retroactively, Remediation came to be viewed by some scholars as characteristic of the juvenile justice system in practice from the outset, the apparent Prevention policy perspective notwithstanding (Blumberg, 1979; Levin & Sarri, 1974; Levine et al., 1980; Platt, 1969b; Siegel & Senna, 1981).

American juvenile justice is janus faced, displaying a seemingly fundamental contradiction between its formal policy perspective image, and the dominant policy perspective, and between its formal policy and operating system. Codes manifest a prevention, i.e., non-punitive (= Sociological Prevention = SP) perspective emphasis. Contrastingly at the latent level this apparent prevention perspective (= Traditional Prevention = TP) appears to equate with the dominant punitive perspective (TP = Remedial = R = punitive). Policy as articulated is manifestly Sociologically Prevention (SP), i.e., helping and non-punitive in emphasis. Contrastingly, policy as applied (implemented) is
Remediational (R), viz., punitive. (Abbreviation/symbols used in this study can be found in Chapter IV) Thus, whichever face juvenile justice presents, whether asserting prevention or punishment, it translates as punishment. We speak of prevention in juvenile justice, and we speak of punishment in juvenile justice, but we act only punitively while talking prevention. Ergo, a major untested question then is: "What is the primary nature of the juvenile justice perspective?"

Purpose of Study

The purpose of this study is to differentiate the contrasting perspectives reflected in American justice policy as set forth in recent (1990 editions) of state juvenile law codes.

This work is limited to four primary questions, namely:
1. To what extent do Prevention perspective policies and Remediation perspective policies exist in juvenile law codes?
2. What is the major focus of juvenile codes in terms of these concepts?
3. What is the measure of isomorphicity (match) between policy as promulgated (codes data) and policy in application (archival data)?
4. What factors help explain the differences between juvenile justice policy as written and as applied (implemented)?

This study addresses these questions empirically.

Significance of the Study

First, this study contributes to conflict theory in sociology. Second, it describes a category of socially created deviance. Third, this study explores the socially crafted process for creating such deviance as well as the socially generated and preferred response mechanism to such deviance.

Fourth, the juvenile justice net is enlarging. As an instrument of public policy its broadening use continues to increase the number of youth subject to labeling and control. And if it were not always thus, the juvenile justice system now serves as a conduit for the criminal justice system, a system which is itself mushrooming in reach. Types of human behavior encompassed within its purview is expanding, and increasingly large numbers of adults, many of whom were previously caught in the juvenile justice net, are being sanctioned by the adult system.

Its growing impact on individuals and society in terms of human and economic resources in an era of shrinking public funding makes investigation of the nature of the juvenile
justice perspective, and the relationship of policy to practice, timely, and significant. The importance of this study for the preceding reasons extends not only to scholars and researchers, but to policy makers, practitioners, and the public, especially the ultimate consumers, those youth netted by the juvenile justice system.

As the centennial of the juvenile court and juvenile justice system approach, authorities are of mixed opinions regarding their undergirding and guiding philosophy. One enclave continues to uphold the original, and commonly accepted socialized/social welfare, "saving" non-punitive perspective. A second and broader group, which includes both those calling for more punishment for juveniles and those seeking enlargement of due process in the juvenile process along with additional punishment, view it as punitive (Remediational) (Senna & Siegel, 1990). A major question today is: "Which perspective prevails? Is the essence Prevention, in policy and practice, as tradition asserts, or is it Remediation as others contend? Or yet a third possibility, manifestly Prevention in policy as articulated and Remediation in policy in reality (latent) and implementation (practice)?"
CHAPTER II
LITERATURE REVIEW

The purpose of this study is to differentiate the contrasting perspective reflected in American juvenile justice policy as set forth in recent state juvenile law codes. The literature reflects a few studies addressing the nature of the juvenile perspective, juvenile law codes, and the relationship between policy mandates and policy, and between perspectives of policy articulated and policy as applied (implemented).

The current study, in addition to identifying the perspectives of the juvenile justice policy perspectives, investigates the nature of the juvenile justice policy mandate for prevention in relationship to the policy perspective across American state codes, and compares the perspective of policy as articulated with policy as applied in three states. Finally, this study develops an approach for utilizing juvenile law codes as sociological data for identifying values and norms underlying juvenile justice policy.

The literature of law codes, juvenile law codes, and the meaning of Prevention in law are reviewed.
Paradigms of Law Codes

Law codes have been described and defined as laws in force in a designated jurisdiction which are rewritten and arranged and classified with added material drawn from judicial decrees, and having the force of law. Repealed and temporary acts are said to be abrogated, and the revision reenacted. Codes may encompass all of the law of a given jurisdiction, or it may be related only to a segment of the law, i.e., substantive law (juvenile/criminal law for example) or adjective law (viz. juvenile or criminal procedure) (Pollack, 1956).

American law codes are defined as a "compilation of a body of law," or in a broader sense, a system of rules, norms. Ergo, law codes have been variously defined as "a system of law, a systematic and complete body of law upon the subject to which it relates (e.g., juvenile law) or a general collection or compilation of laws by public authority" (Corpus Juris Secundum, p. 1305). Codes are deemed more comprehensive and broader in scope than a compilation of statutes.

Law codes are utilitarian in concept serving the end goals of law viewed as desirable by the hedonistic utilitarians—a balancing of interests—a position espoused by Beccaria and Bentham, for example (Friedmann, 1967). In this view, juvenile codes are said to lend a certain efficiency to the administration of law.
Underlying the law code concept is the premise that juvenile law policy is the province of law makers, and law making is the function of legislators who define crimes and delinquency and prescribe penalties at the policy level. The role of the jurist is to apply the law set forth by legislators in the juvenile code, i.e., justice policy implementation.

As envisioned by their advocates, juvenile codes are the work of the elite, experts in the law.

The legislature would simply take the codes and give them its stamp of validity. Codes would (ideally) then be the product of a legal elite. They would be subtle and flexible, as the common law should have been, but was not, since the common law had (unfortunately) become imprisoned by history and by the narrow self-interests of old-fashioned men. (Friedman, 1962, p. 352)

As Professor Hall has shown, law codes are closely related to cultural changes (Bloch & Geis, 1962). Juvenile law codes express societal values, both the ideal and real values. Certain values which are highly prized as ideals may have little pragmatic influence in society which results in divergence between the values as stated in written codes (justice policy), and actual enforcement practices in the criminal justice system (justice practices) (Bloch & Geis, 1962).

Substantive law set forth in juvenile codes, and the differential enforcement of various criminal statutes, are the product of multiple factors in the host society, all of
which reflect its ultimate power structure. Juvenile law codes express the ability of the prevailing dominant power structure to translate their desires into public policy (Bloch & Geis, 1962).

Specifications of juvenile law reflect the ethos of a society within a certain time frame. For example, insecure societies will generally concentrate the wrath of juvenile/criminal sanctions, both in terms of acts proscribed and in terms of punishment, on betrayers of state secrets and those who appear to undermine national security. Law will disproportionately focus on violation of theological precepts in highly religious societies for example (Bloch & Geis, 1962).

Paradigms of Juvenile Law Codes

Codes of juvenile law are the product of multiple societal factors. Law codes do not exist in a vacuum, but reflect the underlying philosophy and perspectives of the influential intellectual and dominant powers of their time and culture.

American juvenile law codes postulate a juvenile justice policy which reflects the underlying values, philosophy, and perspective of the influential intellectual and dominant powers of their time and culture (Levin & Sarri, 1974).
The philosophical and ideological foundations of American juvenile law are bifurcated, consisting of Remediation (punishment/corrective) and Sociological Prevention (systemic change to preclude causal conditions). Separated in principle pragmatically, Remediation dominates even when policy asserts a Prevention (non-punitive) perspective emphasis (Davis, Foster, Jeffery, & Davis, 1962; Platt, 1969a; Senna & Siegel, 1990).

Juvenile law codes are concerned with socially defined behavior and the misbehavior of children and youth who are alleged to have committed either an offense which would be criminal if perpetrated by an adult, or behavior/status which falls within the juvenile court's broad jurisdiction over the status offender, the neglected, the dependent, and the incorrigible youth (Kerper, 1979; Senna & Siegel, 1990). Juvenile law, its instruments, and institutions are statutory, and neither wholly criminal nor civil in nature. Rather, they form a special category termed socialized and informal (Senna & Siegel, 1990).

America established the first juvenile court in Cook County, Illinois, on July 1, 1899. This launched a separate system of juvenile justice crafted to be non-punitive, and parallel to the adult criminal justice system (Davis, 1981; Empey, 1978).
From its inception the court was viewed as informal, socialized, in contrast to the legal criminal law tribunals which had formerly dealt with both children and adults who violated the law (Faust, 1975; Van Waters, 1975). Mandated to provide treatment, reform, and rehabilitation in the medical model orientation, juvenile courts were to "save" children rather than punish them (Faust, 1975; Schramm, 1949). Its major functions were to "prevent juvenile crime (and delinquency) and to rehabilitate juvenile offenders" (Senna & Siegel, 1990, p. 626).

The court's jurisdiction spanned delinquent, and dependent, neglected, and incorrigible children as well. This move created delinquency and expanded the law's power over young people, mostly lower class who had committed no crimes and who previously had been beyond the reach of the legal system (Friedman, 1973; Platt, 1969a). The juvenile court process was to be informal, reflecting its civil character. Due process and customary legal trappings of the criminal (penal) courts were excluded as being a hinderance to rehabilitation and reform of the youth.

Uniquely, the juvenile court was empowered to search out, investigate, and treat pre-delinquents who although not yet criminal nor delinquent might, it was felt, become so if the state did not intervene (Empey, 1978; Faust, 1975). Further enlarging a power erroneously, often ascribed to parens
patriae (the state as parent, i.e., super parent), but more accurately representing an extension of the poor laws of England and the United States, and state regulatory powers (Rendlemann, 1974), the juvenile court was authorized to declare children wards of the court and remove them from "unfit" parents and homes (usually poor) and place them in foster care, or public or private institutions for felicitous treatment and rehabilitation (Empey, 1978; Schramm, 1949).

For the first 75 years of its existence little more than praise of the court were heard (Empey, 1978). Challenges were effectively rebuffed (Fisher v. Commonwealth 213 PA 48 61 A 198 [1905]). In Fisher the Supreme Court of Pennsylvania vigorously supported the legal basis for this unique entity and authoritatively enunciated its "saving" nature, reflecting both the general view at the court's founding, and one which held sway until the 1960s (Empey, 1978), and one which remains strong today. In Fisher the court declared: "The law (juvenile law) is not for the punishment of offenders, but for the salvation of children" (p. 200). By any measure the new court was a landmark event which had the full support of the "child savers" of the nineteenth century (Friedman, 1973; Platt, 1969a).

Manifestly the juvenile court, its underlying philosophy, empowering juvenile code, and implementary juvenile justice system which emerged were Prevention (non-punitive, helping,
preventing) rather than Remediational (punitive, correcting). Paradoxically, from the start the court in practice broke the official "promise" of "personalized justice" (individualized societal help and guidance for the juvenile) (Schramm, 1949) by incorporating the tools and techniques (punitive methodologies) of the failed earlier stages of the "child saving movement" (Mennel, 1972). Reliance upon institutionalization, for example, of both delinquents and status offenders, dependent, neglected, and incorrigible children (Allen, 1964; Platt, 1969a; Rendlemann, 1971) is strikingly similar to punitive adult criminal justice approaches.

Consistently the juvenile court's nonadversarial, civil style has denied children procedural rights which they previously enjoyed (Davis, 1981). Even before the "due process revolution" of the 1960s and 1970s the U.S. Supreme Court condemned this sacrifice of substantive constitutional rights for the sake of procedural informality. Assailing the dominant view of the juvenile court as benevolent, helpful, and non-punitive, in Kent Justice Fortas wrote: "The child receives the worst of both worlds; . . . he gets neither the protections accorded to adults nor the solicitous care and regenerative treatment postulated for children" (Kent v. United States 383 U.S. 541, 556 [1966]).
More recently some observers have commented: "Although the efforts of the child savers were originally viewed as reform, modern scholars commonly view their efforts as attempts at control and punishment" (Senna & Siegel, 1990, p. 625).

The Prevention Paradigm

The literature identifies at least four distinctive concepts of prevention.

First, the common law recognizes (as does American criminal law) the concept of prevention, both explicitly and implicitly. Unoffending individuals were privileged to intervene in events for the purpose of preventing the commission or consummation of any crime, if this could be done without resorting to use of excessive measurers as judged in light of the attendant circumstances. One was privileged to act/intervene, using appropriate force, to defend person or property from crime/criminal acts (Perkins, 1957).

Second, explicitly American criminal codes, as did the English common law, emphasize the Remediation perspective (punishment). Curiously, however, the implicit purpose of both the criminal law under the common law and by extension the criminal codes of U.S. jurisdictions is that of prevention.

Punishment is spoken of sometimes as the purpose of criminal law, but this is quite erroneous. The purpose
of criminal law is to define socially intolerable conduct, and to hold conduct within limits which are reasonably acceptable from the social point of view. If the criminal law were one hundred percent effective, there would be no punishment - because there would be no conduct which overstepped the boundaries it had established. (Perkins; Sauer v. United States, 241 F 2d 640, 648 [9th Cir. 1957] quoted in Perkins, 1957, p. 4)

Third, another view of prevention asserts it as the goal of the criminal law and criminal punishment which is achieved through application of criminal penalties to individual offenders. This theory, which is traceable to Bentham and Beccaria, and ultimately to the ancient Greeks, has been divided into two categories of prevention by Packer (1968). The utilitarian prevention which includes specific deterrence (prevention of future crime by the defendant through punishment), and general deterrence (prevention of crime by others in the future), again through punishing the defendant, or alternately individual behavioral prevention through the punishment system, and often referred to as "rehabilitation, reformation and reintegration" (Reid, 1982, p. 490). The latter encompasses the concepts of rehabilitation, reformation, and reintegration (Reid, 1982). All of the preceding are forms of Remediation (= R = Punitive).

Fourth, yet another and emerging view of prevention, and one which breaks with Remediation, is that advanced by Lofquist (1983). At its heart this perspective "emphasizes the idea of actively creating conditions which would preclude the occurrence of the symptoms one wishes to avoid" (Lofquist,
Implicitly this envisions prevention as a proactive endeavor to anticipate problems and needs at both the individual and society level, and to address their etiological factors in advance through people building avenues which at once benefit socii and society. Systemic change is innate to this paradigm as well, i.e., effecting structural change as a means to attain workable, meaningful solutions to crime, delinquency, and violence in the human community. Here Sociological Prevention (= SP), rather than tertiary prevention after damage, has occurred. Thusly understood, prevention (= Sociological Prevention [= SP]) is an alternative to Remediation and Traditional Prevention (TP), both of which apply coercion methodologies to the individual to "prevent" delinquency.
CHAPTER III
THEORETICAL FRAME

The theoretical framework for this study is presented in Chapter III. This study focuses on the nature of the juvenile justice policy perspective. A number of contradictions/conflicts are presented by the data in this study. For example, the juvenile justice perspective at once appears to present a non-punitive, helping prevention image, and a punitive image or nature, creating a contradictory policy perspective, i.e., one dichotomized, and seemingly of opposed philosophy (orientation).

Conflict theory has addressed contradictions in law and policy. Conflict theory is reviewed and related to the nature of juvenile law and policy perspective.

Conflict Theory: Introduction

Social thought theorists have promulgated two contrasting views of human society each carrying significantly different implications for the explanation and response to law/policy, crime, and delinquency in the social community. The first, consensus, rests on the assertion of a consensus-based value structure in which the state arises from and exists to protect
the common values and interests of the populace for the common good. The second, the conflict perspective, argues that society is comprised of entities with contrasting values and interests. Instead of functioning to protect the values and interests of society at large conflict theorists hold that the state serves the values and interests of groups with sufficient power to control operation of the state (Siegel, 1989; Vold & Bernard, 1986).

Two major strands of social conflict have been described (Siegel, 1989). What is referred to generally as social conflict theory suggests that conflict emerges from intergroup rivalry over scarce resources of value (e.g., power, authority) which exists in all societies. Ralf Dahrendorf's work is the guiding force associated with this branch which is related to, but separable from the Marxists branch of conflict theory (Siegel, 1989).

The second strand is derived more from the work of Karl Marx, and focuses on the relationship of capitalism to crime/delinquency, law, and the justice system (Siegel, 1989). This branch is described as critical radical, or Marxist conflict theory.

Marxist Conflict Theory

The political and economic philosophy of the 19th century German philosopher/social thinker Karl Marx, and his colleague
Friedrich Engels, provides the foundation for conflict theory (Siegel, 1989). For Marx the course of history has been one of conflict, or struggle between classes of opposing interests over scarce resources. In his view economics is a key factor. Economic organization, especially the ownership of property (particularly ownership of the means of production in society) control the organization of all of society (Turner, 1986).

Classes for Marx are not simply groups defined by specific amounts of wealth and/or income. Sharing an economic order position (i.e., worker/powerless) governed by the relationship to the means of production is important. Having common interests which are in conflict with interests of other classes is also critical. Possession of power and resources sufficient to enable the exploitation of others (financially, legally, and socially) is the most important characteristic of the dominant class (Perdue, 1986; Siegel, 1989). Those who possess control over such resources are seen as capitalists, the power structure, the dominant class, and those who do not control such resources are identified as workers, the subordinate, or the powerless class. Conflict flows from the opposing interests of the haves and the have-nots over power and material resources primarily.

According to Marx, the dominant class controls the means of production and all aspects of life/society. Marx separated society into a material base, or substructure, and a
superstructure which results from and consistently reflects the base (Perdue, 1986; Wilson, 1983). The substructure represents the mode of production, or a method of arranging/organizing the productive life of society. Modes differ across history; in the industrial epoch it is the bourgeois/capitalist. The superstructure represents/consists of various societal institutions such as political institutions, normative frameworks (law, juvenile law, religion, arts, systems of knowledge), and ideological institutions in the modern era, for example. Although the substructure, which is controlled by the dominant collectivity remains primary, the relationship between these entities is dialectical. Through such consistent interaction each level is shaped by the other (Perdue, 1986).

Superstructures develop their own existence and interests over time, consistent with the underlying mode of production. There is thus the possibility of episodic dissonance between the two. Actions of superstructure institutions will not always reflect a simple linear reaction to desires of the dominant substructure. But over time interests of the power structure will prevail until there is a change in the mode of production (Perdue, 1986).

Under capitalist superstructure, law proclaims equal justice for all, but primarily benefits the power structure. Benefits increase with ownership; the more owned, the greater
the benefits. Through superstructure institutions a certain "consciousness" percolates through society. This is in the nature of ideological hegemony, a variety of societal control whereby even the powerless come to interpret events using prevailing dominant power structure definitions (Perdue, 1986). Law and the juvenile justice system, for example, are controlled by the dominant power structure.

Society is not predicated on consensus emerging from the masses in the community to hold the social structure together. Any integration/stability in society rests on coercion applied by the dominant class (Perdue, 1986). Ever present inequality is not the result of natural forces, or a necessary function of society, but an artificially created phenomenon produced and perpetuated by the dominant powers to protect the interests of the ruling/capitalist class.

Societies and social structure are subject to change. Conflict is the major source of change (Turner, 1986). Opposition between elements of society which are incompatible in the long range (workers and owners of means of production for example) generate antagonistic, or conflicting contradictions. Such conflict between social classes is the engine of societal change (Robertson, 1991). Unless these conflicts are resolved society is prone to become destabilized, resulting in social change (Siegel, 1989).
Marx envisioned class conflict as dialectical (after Hegel) applying the thesis/antithesis/synthesis to the relationships of societal forces and classes. Marx presents a reciprocal view of causality. Instead of the "one-way" arrangement of the positivistic approach he saw a mutual interdependency arrangement whereby a particular phenomenon may be both a cause and effect in its relations to others (Perdue, 1986).

Social Conflict Theory

Ralf Dahrendorf (b. Germany 1929) postulated a pluralistic dialectical theory of social conflict predicated on shifting interest groups (Dahrendorf, 1958; Perdue, 1986; Turner, 1986). For Dahrendorf, society is comprised of imperatively coordinated associations (ICAs) after Weber (Perdue, 1986). Processes of institutionalization operating in society foster the creation of ICAs. Any social unit may be an ICA if an organization of differential power roles are displayed (Turner, 1986). Power denotes coercion of certain elements by others, but power relations in ICAs manifest the proclivity to become legitimated structurally.

Authority, according to Dahrendorf (again after Weber), relates to social positions and role, not personality. Such relations always involve superordination and subordination. Positions and roles carry expectations of societal command and
obedience. Expectations are legitimated through their association with enduring societal positions. Thus ICA power relations are authority relations in which certain positions acquire the "accepted" or "normative right" to command others (Turner, 1986, p. 152). Legitimated authority is supported by and/or enforced by sanctions, including use of police power, i.e., law, criminal/juvenile justice systems (Dahrendorf, 1959; Perdue, 1986). For Dahrendorf society is maintained by processes producing authority relations in various types of ICAs among all strata of societal systems (Turner, 1986).

Dahrendorf's society is characterized by change. Society is an interval in history powered by the struggle among opposing interests. It is marked by both integration and coercion. His explanation of dominance and submission in society assumes a coercive nature of social structure. Coercion of the powerless by possessors of power is the basis of any social stability (Dahrendorf, 1958; Perdue, 1986).

Dahrendorf rejects Marxian class conflict. His classes are not comprised of workers and owners. Here classes become "conflict groups" appearing out of the authority structure of social organizations (Dahrendorf, 1959, p. 206). Dahrendorf transformed Marx's classes into essentially competing interest groups (Perdue, 1986).

For Dahrendorf, class conflict is merely one form of more general conflict in society (Perdue, 1986). Confrontation is
also found between races, the young and the chronologically more mature, as well as males and females, for example. Classes need not be antagonistic. Violence is not a necessity. Class differences may be negotiated, debated, or legislated to resolution (Dahrendorf, 1959; Perdue, 1986). Some change may be expected from conflict of classes, or other groups; it need not be revolutionary.

Dahrendorf rejected Marxist "property source" of classes. The owner/worker dichotomy is archaic. In contemporary times those who exercise authority need not be owners of means of production. In Dahrendorf's view, authority has become the structural force behind class formation and class conflict (Perdue, 1986). Power and authority are the scarce resources of competition in society. Distribution of authority in society has become the wellspring of conflict and any resulting social change in the social community. Control of the industrial economy is not the basis for a ruling class, only one special form of authority (Perdue, 1986).

Conflict is structural, issuing from contradictory interests grounded in a two-tiered hierarchical position arrangement of controllers and the controlled within ICAs (Perdue, 1986). Persons in the roles of these positions become adapted to the inherent conflict of interests (Dahrendorf, 1959; Perdue, 1986). When these interests move the dominant into conflict with the subordinates, but these
interests remain unnoticed, Dahrendorf perceived them as forming a latent (unaware) interest group. When individuals share latent interests and do not organize the collectivity becomes a quasi-group for Dahrendorf. When oppositional interest become conscious in Dahrendorf’s schema such interests are termed manifest, and the organized entity sharing them becomes an interest group (Perdue, 1986).

Quasi-interest groups are not conflict actors for Dahrendorf, but merely "recruiting fields" for interest groups. Interest groups are the true agents of conflict. Structure, organization, goals, and specific membership provide the distinctive identity of interests groups according to Dahrendorf (e.g., a contemporary political party) (Perdue, 1986, p. 203).

Power and authority are the scarce resources for which subgroups in ICAs compete. Ruling clusters have an interest in maintaining the status quo. The ruled are concerned about redistribution of power, or authority (Perdue, 1986; Turner, 1986).

For Dahrendorf, class and class conflict are generic terms for opposing interests between dominant and subordinate entities. Social class describes any aggregate who share common interests (latent or manifest) as a result of their shared position in the authority structure of associations (ICAs) (Dahrendorf, 1959; Perdue, 1986).
Quasi-interest groups and interest groups are merged for analytical purposes. Thus seen, classes are continually in conflict (Perdue, 1986). The structural change generated by such conflict is only in the host association (ICA), not for society as a whole (Perdue, 1986).

Dahrendorf's conflict process is dialectical. Resolution of one confrontation of opposing interests creates new opposed interests which under certain conditions can foment yet another conflict (Turner, 1986).

**Criticism of Marxism and Conflict Theory**

Mainstream criminologists and sociologists have voiced a great deal of criticism of the contribution, substance, and methodology and value orientation of Marxist critical conflict theory. Marxists are said to generate more "heat" than "light" (Gibbs, 1987; Siegel, 1989). Marxist scholars contend that traditionalists are "culprits" in supporting maintenance of state control over individuals, and "sell" out ideals for public research dollars, inadvertently if not intentionally.

Rumors persist of purges of Marxist critical theorists and researchers. Reports have surfaced of denial of tenure and vendettas against Marxists for utilizing disapproved textbooks. Schwendinger and Schwendinger (Siegel, 1989) have written of their own difficulty in securing professional
employment resulting from their critical stance, and of the closing of the school of criminology at the University of California at Berkeley owing to the political beliefs of faculty (Siegel, 1989).

The substance of Marxist thought amounts to no more than a reprise of the ancient tradition of aiding the underdog (Siegel, 1989; Toby, 1979). Offenses of the wealthy are no more reprehensible than crimes of the lower classes. Crime/delinquency and immorality are found at every level of society (Siegel, 1989).

Marxist theories often are too abstract. Discussion of societal capitalistic conditions are untestable, being insufficiently specific to permit meaningful measurement or formulation of testable hypotheses (Hepburn, 1977).

Sociologist Carl L. Klockars offers perhaps the longest list of negative charges against Marxist theory. Class differences may actually benefit society (Klockars, 1980; Siegel, 1989). Focusing on class differences causes Marxists to miss the distinctions between people in various classes reflected in the pluralistic aspects of society. Capitalism as the root of all societal evil is an untestable assertion. With the rising standard of living among the lower socioeconomic groups in the U.S. poverty has lost much of its meaning as a concept.
Equating ownership of production with its control is an error in modern times with the emergence of control relegated to bureaucrats and managers. Exertion of little effort by Marxists to explain the criminality in societies which have abolished private ownership of property also troubles Klockars. Marxist assertions that legal reforms are merely disguised placebos for placating the populace are illogical (Klockars, 1980; Siegel, 1989).

Marxists are faulted for emphasizing economic forces as the cause of all conflict (Hepburn, 1977). Hepburn also argues that Quinney's ideas about crime/delinquency and criminal/juvenile law are too simple. Quinney's position has little relevance to Marx, and the former suggests only that powerful people will try to preserve their power according to Hepburn (1977).

Some commentators deride Marxist conflict theory, arguing that it is most appropriate for groups and individuals involved in ideological and political confrontations. Ordinary offenses are much less a proper focus for analysis (Akers, 1985; Thio, 1988). Hepburn responds that even trivial acts such as drinking, gambling, and loitering can be explained by conflict theory since such behaviors challenge foundational values of the ruling capitalist system, hence threaten power interests (Hepburn, 1977; Thio, 1988).
Marxist thought affords a departure base for understanding crime and deviance in society through focusing on the relationship between economic conditions and law violations. Concentrating on the capitalist state's role in generating a crime producing society (and law as an instrument of power interest control) Marxist social thought provides a basis for all conflict theory (Siegel, 1989).

Some commentators argue that Dahrendorf's work lacks a genuine causal explanation since he did not explicate how ICAs generate both conflict and integration (Turner, 1972; Weingart, 1969). Turner agrees that Dahrendorf's imagery is vague, and his definitions of concepts are extremely general (Turner, 1986).

Such causal and methodological problems notwithstanding, Dahrendorf's work is significant. It represents an important corrective to the integrated society based on consensus approach, especially the Parsonian functionalism which tends to overrepresent social integration (Turner, 1972). While not as dominant as the Parsonian view once was the social conflict (or conflict) theory has become the successor to functionalism (Turner).
Relating Marxist Conflict Theory and Social Conflict Theory Summary to Juvenile Justice Perspective

Conflict theorists view law/policy, criminal and juvenile, as an expression of the preferences and values of the powerful, the ruling class. Justice systems are seen as coercive instruments of societal control designed to serve and protect the interests of the dominant power structure. In general, law/policy contains inherent contradictions (conflicts) between its purported perspective, and its perspective in practice. The interrelationships between conflict theory, and juvenile law/policy perspectives are reviewed.

Conflict theory affords a systematic mechanism for challenging the creation and application of law (Siegel, 1989). It leads to asking and suggesting why certain values and norms (e.g., punitive v. non-punitive juvenile justice policies) become dominant rather than others. Research supports the value of conflict theory as an explanation of the formation and enforcement of norms themselves (Thio, 1988; Williams & Drake, 1980). Thus conflict theory makes a solid contribution to understanding the enactment and enforcement of laws (norms/values/policies) (e.g., juvenile justice policy) (Akers, 1985; Thio, 1988).
Some have criticized conflict theorists for ignoring the large number of laws apparently enjoying societal consensus (public opinion support). This argument bypasses two important considerations. First, despite appearances to the contrary, in complex and subtle ways such laws may actually serve the dominant power structure more than the masses. Second, these views fail to recognize and appreciate the positive link between popular opinion and ruling class values as reflected by the Marxist admonitions that ideas/ideologies of society are those of the ruling class (Thio, 1988).

According to Marxist conflict theorists, rather than reflecting a consensus of society for the common good, juvenile law reflects the values, interests, and preferences of the capitalist class (Hepburn, 1977) at least in the long run (Vold & Bernard, 1986). Law (policy/ juvenile policy) is an independent force, an independent variable employed as a tool of repression (Thomas & Hepburn, 1986) against the subordinate, powerless class to protect ruling class power (Quinney, 1970; Siegel, 1989). Preservation of the domination of the capitalist system is the goal of law (policy) (Schwendinger & Schwendinger, 1979). Compliance with juvenile law merely represents obedience to the will of those who possess dominant power in society (Siegel, 1989), not a consensus.
Juvenile justice policy (law) reflects the dominance of the power structure, and conflict between the powerful and powerless (Quinney, 1970; Siegel, 1989). When conflict exists between groups, i.e., powerful-powerless, the former will create laws (juvenile policies) beneficial to their interest and which restrain the latter; that is, the powerful defines as delinquency/criminal acts which threaten its interests.

Under capitalism law/juvenile law professes equal justice, but primarily benefits the prevailing dominant power structure (Perdue, 1986) even though appearances may be to the contrary (Bonger, 1969; Siegel, 1989). Owing to the inherent antagonism (contradictions) built into the capitalist system all laws (including juvenile laws) generally contradict their purported purpose of serving justice (Schwendinger & Schwendinger, 1979; Siegel, 1989). Contrasts between the ostensibly non-punitive prevention image of juvenile law, and the punitive orientation of both policy and practice, functions to create a false consciousness of a benign system, for example.

Research in the conflict perspective has demonstrated that justice systems function to serve innate interests of the prevailing dominant power structure (Chambliss & Seidman, 1971; Siegel, 1989). This incongruence portrays a contradiction (conflict) between the non-punitive perspective
Platt (1969b) suggests that juvenile justice policy (law codes) perspective is split, or dichotomized. Although its purported purpose is prevention, in practice it is primarily punitive creating a contradiction, or conflict, between its purpose as projected in its articulated perspective (prevention = non-punitive) and its operational perspective (punitive = remediation). Lofquist describes the contradiction or conflict between juvenile justice policy, including language, and application. Juvenile programs, and goals of policy, for example, express a prevention (non-punitive helping) stance while primarily reflecting punitive (= R = remediational) perspective operationally (policy in application) (Lofquist, 1989).

Summary

In summary, the purpose of this study is the empirical testing of the question: "What is the nature of the juvenile justice policy perspective?" Several contradictions are identified in this study, for example, two contradictory juvenile justice perspectives are suggested in the literature: non-punitive (Empey, 1978) and punitive (Platt, 1969a).

The literature suggests that juvenile law codes (policy) express societal values, ideologies, goals, and problem
solving preferences (Bloch & Geis, 1962). Juvenile codes are said to reflect the philosophy and perspective of the dominant powers of their time, society, and culture (Levine & Sarri, 1974).

How may we explain the apparent contradictions in juvenile justice policy perspective, and how may we account for dominant values and differential power relationships associated with that perspective? What theoretical frame might usefully inform and guide this study? Conflict theory was reviewed.

Conflict theory suggests that contradictions (conflict) are inherent in law and policy, policy perspectives, and between policy and practice (Schwendinger & Schwendinger, 1979; Siegel, 1989). Although appearances are to the contrary (contradiction), juvenile justice functions do serve innate interests of the prevailing dominant power structure according to conflict theory (Bonger, 1969; Chambliss & Seidman, 1971; Quinney, 1970; Siegel, 1989). Conflict theory suggests that juvenile law may appear to be founded on a consensus of society for the common good, but in reality juvenile policy reflects the values and preferences of the dominant power structure (contradiction) over time (Thomas & Hepburn, 1986; Vold & Bernard, 1966) while professing equal justice for all (Perdue, 1986).
CHAPTER IV
OPERATIONALIZATION OF THEORY
AND DATA SELECTION

This chapter presents the hypotheses to be tested in this study. Concepts and terms to be operationalized to test these hypotheses are presented, defined operationally, and discussed.

The purpose of this study is to test empirically the question: "What is the nature of the juvenile justice policy perspective?" Juvenile justice policy perspective is conceptually presented.

American state juvenile law codes are documents of governance for a society. Codes express the juvenile justice policy of American state jurisdictions. Code texts express a perspective, or point of view, or orientation of the juvenile justice policy articulated which is set forth in a statement of purpose clause.

The policy perspective of American juvenile codes is dichotomized, or split. The manifest perspective projects a preventive, non-punitive image, or perspective. The latent and dominant perspective is punitive in nature.
American juvenile justice policy in application or implementation perspective is expressed in archival documents, for example, state governors' state of the state message, and juvenile justice grant announcements and application requests for services. The punitive perspective is dominant in both policy articulated and policy in application.

Hypotheses

Drawing upon the just discussed relevant literature, three hypotheses were formulated for empirical testing.

Juvenile justice is commonly described in the literature as non-punitive, helping, prevention oriented (Empey, 1978; Faust, 1979; Schramm, 1949). Platt (1969a), Allen (1964), and Wooden (1976) characterize its nature as punitive. These views suggest a contradiction/conflict in the juvenile justice policy perspective. Conflict theory suggests conflict/contradictions in law/policy are inherent, especially capitalistic in societies (Schwendinger & Schwendinger, 1979).

From the literature just summarized two hypotheses can be derived.

\( H^1 \) Juvenile justice law codes reflect a dictotomized perspective.

\( H^2 \) Juvenile justice law codes reflect a prevention, and a punitive perspective.
Juvenile law codes are documents of governance which express values of the host society. Codes are authoritative statements by policy makers about important, and sometimes not so important, matters of juvenile justice (Denhart, 1991). Codes, policy as articulated, are said to incorporate goals and the means to achieve intentions of policy as it is implemented (Levine, Musheno, & Palumso, 1980). This suggests that juvenile justice policy as articulated in codes, and archival indicators of policy in implementation, describe a continua whose two extremes, i.e., codes/policy stated, and policy as implemented/archival indicators, will reflect a certain degree of match or isomorphicity in a designated state jurisdiction. From this summary of the literature a third hypothesis can be derived.

\[ H^3 \] The dominant perspective of policy articulated in a particular state juvenile code will be isomorphic with the dominant policy in application perspective of that state.

These hypotheses will be tested empirically.

Operational Definitions

In this section the three hypotheses to be tested in this study are operationalized. Operational definitions of key terms and concepts are presented and discussed.
Group A data = juvenile justice law codes = indicators of juvenile justice policy as articulated (stated) Juvenile law codes are defined as a published compilation of legal statutes pertaining to the behavior of children/youth/juveniles in American state political jurisdiction. Sociologically, juvenile law codes are documents of governance for the host society. Texts of such codes express values, ideologies, action/social control/problem solving preferences, and priorities. Juvenile code texts articulate juvenile justice policy and policy perspective.

Code statement of purpose clause The statement of purpose clause of a juvenile code is defined for this study as the textual section of an American state juvenile law code which expresses the perspective, or point of view, or orientation of the code of which it is a part. Statement or purpose clause = the host code policy perspective.

Group B archival data or indicators of juvenile justice policy in application Archival data are defined in this study as printed texts of American state documents. Archival data are indicators of the perspective of juvenile justice policy in application or implementation (Hood, 1986). Such statements express in textual form priorities and focus of juvenile justice policy at the implementation state, or policy in application (as applied).
These indicators are comprised of two groups. State governors' state of the state messages (SOSM) are the annual public declaration by the governor of an American state. SOSMs reflect the perspective of juvenile justice policy in application for the issuing state. SOSMs for this study were drawn from three states, California, Illinois, and Iowa, for the period 1984-1992, as available.

The second group of archival indicators consists of state government publications relating to providing certain juvenile justice services to a public entity by another public or private entity in a specified political jurisdiction. Called variously requests for juvenile justice grant applications, requests for juvenile justice grant application announcements, and requests for juvenile justice proposals (RFPs), these documents are expressions of juvenile justice as applied. These documents were drawn from archives of three states for this study, California, Illinois, and Iowa, for the interval 1984-1992, according to availability.

**Perspective (= P)** The point of view, or philosophy, or orientation of a text, e.g., juvenile law code, governors' state of the state message. The policy perspective of designated texts, or protocols.
Application of Content Analysis to Research Hypotheses

Remediation Perspective (= R = punitive)

Remediation Perspective is a reactive process or corrective effort to rectify or bring about change related to a recognized societal problem or need, e.g., juvenile delinquency, by promoting change in the individual (Lofquist, 1983). Remediation embraces the range of actions common to the juvenile justice system (and the adult criminal justice system), focused on the person, and predicated upon actual or anticipated behavior of the person. Remediation efforts range from verbal warnings to institutionalization of the youth. Remediation encompasses treatment, deterrence (specific and general), punishment, retribution, revenge, "just" deserts, crime and delinquency prevention, and rehabilitation (e.g., Reid, 1982; Senna & Siegel, 1990). Remediation is equated with prevention (= Traditional Prevention = TP = Remediation = Punitive = R) as commonly understood in the parlance of the public, and the juvenile justice field, as well as the legal arena. Remediation seeks to address perceived social and individual problems through application of coercive instrumentalities and strategies to the individual to "prevent" juvenile delinquency. It is punitive in nature.

Remediation is measured by C-scores and a series of concepts within this dimension, E-scores in this study. The
higher the C-score or E-score the greater the Remediation perspective emphasis (strength, power, dominance).

**Traditional Prevention Perspective (= TP)**

Traditional Prevention (TP) appears in the code text and archival data of this study as "prevention." TP is prevention as commonly understood (meaning of the concept) both within the juvenile justice and broader community. Traditional prevention is defined as any reactive, corrective, or "fixing" strategy or instrumentality directed toward an individual to bring about change related to a recognized social problem, e.g., "preventing" juvenile delinquency. This concept embraces the range of coercive, punitive approaches common to both the juvenile justice system and the adult criminal justice system, from warnings to incarceration to the death penalty (in the case of adults and in some instances, youth, who are transferred to adult courts for case disposition). Great reliance is placed on incarcerating youth in jails and various detention facilities (Levin & Sarri, 1974), a focus shared with the adult criminal justice system. Traditional Prevention seeks to resolve perceived social and individual problems through application of coercive instrumentalities and strategies to individuals to "prevent," for example, juvenile delinquency, as does Remediation (= R = Punitive).
Traditional prevention is measured by C-scores and E-scores in this study. (See R above for parallel discussion.) Traditional prevention (TP) is equated with and synonymous with Remediation (R = TP = R = punitive). The higher the C-score or E-score for Traditional prevention, the greater the Traditional prevention (= Remedial = punitive) emphasis (= strength, power, dominance of that perspective).

**Sociological Prevention (= SP = non-punitive)**

Sociological Prevention is a process of change, proactively changing and creating conditions which preclude the emergence of behavior(s) or condition(s) targeted for avoidance, e.g., juvenile delinquency. Sociological prevention is a non-punitive process which seeks to promote change in conditions which affect people, involving societal action at both the societal and individual levels (Lofquist, 1989). It is similar to, indeed may be equated with, systemic change (addressing societal etiological factors related to social behavior). SP is distinguishable from Traditional Prevention (= TP) and Remediation (= R), the latter which in common focus on "fixing" or "correcting" perceived societal problems through application of coercive measures to individuals in order to achieve "Prevention," e.g., juvenile delinquency. SP is non-punitive in nature.
Sociological prevention (SP = non-punitive) is measured in this study by C-scores (Emotional dimension) and E-scores. The higher the value of the relevant C or E score, the greater the emphasis, strength, or dominance of the Sociological prevention perspective.

Dominant Perspective (= DP)

The perspective of juvenile codes and archival data in this study is measured by Minnesota Context Content Analysis (MCCA) E-scores and C-scores. (Appendix A.) The perspective which reflects the highest relative individual, or most common, or cumulative E-score(s) and/or C-score(s) in comparison to other possible perspectives (Remediation = R = Punitive; Traditional Prevention = TP = Punitive; and Sociological Prevention = SP = Non-punitive) within the host text under study is considered to be the dominant perspective.

Isomorphism (= I)

For purposes of this study Isomorphism is defined as the extent of relative match between state juvenile codes (policy as articulated) and the corresponding state archival indicators (policy in application indicators). Isomorphism is measured by comparison of code E-scores and corresponding archival E-score range on a designated Idea Category, e.g., Idea Category #13, Prohibit. Isomorphism in this study is measured at five levels: In-Isomorphism (II), No
Isomorphism (NI), Low Isomorphism (LI), Moderate Isomorphism (MI), and High Isomorphism (HI). The Isomorphism Scale is presented below.

### Isomorphism Scale

<table>
<thead>
<tr>
<th>WHEN CODE E-SCORE, AND ARCHIVAL INDICATOR E-SCORE RANGE ARE:</th>
<th>ISOMORPHICITY LEVEL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Both have &quot;0&quot; value</td>
<td>= In-Isomorphismity (II) (comprehensive absence of isomorphism)</td>
</tr>
<tr>
<td>Either has a value of &quot;0&quot; and the other has a value above &quot;0&quot;</td>
<td>= No Isomorphismity (NI) (no match)</td>
</tr>
<tr>
<td>Both have values above &quot;0&quot; and below 6.4</td>
<td>= Low Isomorphismity (LI) (low match)</td>
</tr>
<tr>
<td>Either has a value of 6.4 or above and the other has a value above &quot;0&quot;</td>
<td>= Moderate Isomorphismity (MI) (moderate match)</td>
</tr>
<tr>
<td>Both have values of 6.4 or above</td>
<td>= High Isomorphismity (HI) (high match)</td>
</tr>
</tbody>
</table>

**Minnesota Contextual Content Analysis (MCCA) Contextual Conceptual Dictionary**

MCCA employed in this study incorporates a dictionary of 32,000 plus of the most common English words currently in general use. Words in the MCCA lexicon are grouped to form 117 Idea Categories (e.g., Prohibit, Sanction, and one, #117 "Left Over," categories). E-scores for each text segment
under study are computed for each of those 117 Idea Categories (see Appendix A).

C-scores (Contextual Scores)

C-scores are one implicit/explicit measure of the contextual meaning of a text. C-scores provide one measure of the latent (hidden) text (code) perspective--in this study, juvenile justice policy perspective. MCCA creates C-scores in the course of computer processing a juvenile law code statement of purpose clause text, for example. As each word in the text is identified and classified into one of the 117 Conceptual (Idea) Categories, four cumulative contextual scores are updated.

Four general contexts, or "markers," augment the 32,000-word MCCA dictionary (which incorporates the 117 Conceptual [Idea] Categories). These are:

1. Traditional Context Dimension Marker. A normative perspective on the social situation predominates and the situation is defined in terms of standards, rules, and codes which guide social behavior. In this study Traditional Context Dimension is the Remediational Perspective (= R = Punitive Perspective).

2. Practical Context Dimension Marker. A pragmatic perspective of the social situation predominates and behavior is directed toward the rational achievement of goals. In this study Practical Context Dimension is the
Traditional Prevention Perspective (= TR = Remediational = R = Punitive Perspective).

3. Community Development/Social Change Context Dimension Marker or Context Dimension Marker #3. A sociological perspective predominates. The situation is defined in terms of individual empowerment, community development, and proactive systemic social change of conditions emphasis. In this study Dimension Context Marker #3 is the Sociological Prevention Perspective (= SP = Non-punitive Perspective).

4. Analytic Context Dimension Marker. An intellectual perspective predominates and the situation is defined in objective terms. In this study the Analytic dimension is an inverse measure of the degree of activity along the dominant dimension, or perspective of the text under study (e.g., juvenile code statement of purpose clause). The higher (numerically) the Analytical score, the less active the other dimensions (i.e., Remediational, Traditional Prevention, Sociological Prevention) and the more detached the code is from applying measurers (Pirro, 1988; McTavish & Pirro, 1993).

Accumulated C-scores over a text are standardized to present contextual measures along the preceding four dimensions.

C-scores of 3.2 and above have a 95% chance that their occurrence is due to other than chance (McTavish & Pirro, 1990). In 95 out of 100 cases the probability is that these
C-scores of 3.2 and above are the result of factors or variables other than mere coincidence or random events (Blalock, 1960; Mohr, 1988; Triola, 1980). The 95% certainty/confidence level is said to be the convention employed by social science researchers (Johnson & Joslyn, 1986).

**E-score (Context Conceptual Emphasis Score)**

E-scores are one implicit/explicit measure of the conceptual or idea level meaning of a text in this study, Juvenile Justice Policy Perspective. E-scores are one measure of the manifest (meaning/emphasis) text (code) perspective.

**Abbreviations and Symbols Employed in This Study**

- C-scores = Contextual scores
- DP = Dominant Perspective
- E-scores = Conceptual/Idea Emphasis scores
- H = Hypothesis
- I = Isomorphicity (match/equal)
- II = In-Isomorphicity
- LI = Low Isomorphicity
- MI = Moderate Isomorphicity
- NI = No Isomorphicity
- MCCA = Minnesota Contextual Content Analysis
- P = Perspective
- R = Remediation (= punitive emphasis) Perspective
The Data

In this section the question "Where can data be found which operationalize the hypotheses to be tested in this study?" is addressed. The answer to this question lies in American state juvenile law codes and juvenile justice related state archival data which are described and discussed.

Selecting the Data for Conducting MCCA Contextual Content Analysis for this Study

Data for this study consist of verbatim excerpts of text (English language) from public documents. These data were developed to form two groups. Group A data (called law codes or code in this study) are the complete, unedited statement of purpose clauses of the American state juvenile law codes, 1990 editions. (See Appendix B.) Statements of purpose (Perspective, Orientation) range from one short to several paragraphs of varying length. These data reflect juvenile justice policy perspective as articulated (stated). Group A
data comprise the entire population of the 50 American state juvenile law code statements of purpose. Using MCCA, these data were analyzed to test hypotheses and answer questions relating to the nature of the juvenile justice policy perspective in this cross sectional study.

Rationale for Selection of State Juvenile Law Codes to be Analyzed

Law codes, and juvenile law codes, are a rich source of unique sociological data describing relationships between prevailing, dominant power structure and the broader social community who comprise the host society (Bloch & Geis, 1962). These data express relationships between power structures and the social community and societal problem-solving preferences.

Group B data (called archival indicators, or archival data in this study) are illustrative unedited paragraphs of text excerpted from several American state publications (English language) during the 1984 through 1992 time frame. Publications are: Governors' State of the State Messages (SOSM), State Juvenile Justice requests/grant announcements, and grant applications (for juvenile justice services, etc.). (See Appendix C.)

These data express juvenile justice policy perspective in application (implementation) (Hood, 1986) for the respective states. Archival data were collected from the states of
California, Illinois, and Iowa. Group B archival data were analyzed to measure isomorphism between policy articulated and policy in application across these three states and to provide triangulation for the study (Marshall & Rossman, 1989). Several factors influenced the selection of these three states for study.

Rationale for Selection of Three State Codes for Intensive Study

Each code and archival datum expresses values, ideologies, and practices peculiar to its host jurisdiction and region as well as themes common to American juvenile justice. The three juvenile law codes and archival data selected for intensive scrutiny in this study afford a valuable composite of the various dimensions of juvenile justice policy as it differs while displaying elements of uniformity.

Inclusion of California seemed appropriate owing to its very large and extensive juvenile law and justice system. Arguably, California, although having one of the "newer" juvenile law codes and systems, has a reputation as an innovative, progressive jurisdiction in juvenile justice. Further, California is the most populous state in the Union with one of the largest youth populations. Finally, California located on the West coast may well reflect
distinctive cultural values, norms, and philosophy relative to juvenile justice of interest and value to this study.

On July 1, 1899, Illinois established the first juvenile law code, the first juvenile court, and juvenile justice system. Well over half of all American states subsequently developed juvenile codes modeled after Illinois (Levin & Sarri, 1974). It was believed inclusion of the Illinois code would bring certain foundational point of inception, and continuity information of value, to this research.

Iowa was one of 19 states which adopted a juvenile law code/system within the first decade after Illinois (Levin & Sarri, 1974). Iowa, located in America’s heartland, possesses a relatively small and largely rural population as well as a small juvenile justice system. The very modest size youth population of Iowa, and its "Bible Belt" setting, may provide distinctive values and philosophy relative juvenile justice of importance to this study.

Finally, the author of this study has resided, worked, and studied in both California and Iowa, thus acquiring a certain empirical professional awareness of their juvenile law and justice systems. This is also true of Illinois, although to a much more limited degree.
Data Collection

Data for this study were drawn from American state government public documents. Two groups of data were collected: Group A, juvenile law code statements of purpose clauses, and Group B, select state archives.

Group A text of the Purpose clause were collected from each of the 50 American state jurisdictions' juvenile law code, 1990 edition. Visual inspection of select juvenile codes was conducted prior to data collection. Data collected for analysis were transferred verbatim from print to diskette files formatted for computer analysis.

Group B data were collected from the archives of three states selected for intensive study. These states are California, Illinois, and Iowa. Original plans to draw a random sample of archival juvenile justice data from each of these states was abandoned when gaps in continuity, and the lack of data in some instances, were discovered. Initial plans to include juvenile justice expenditures were discarded upon discovery of incomplete expenditure data, and undifferentiated expenditure records.

For California, texts of the Governor's State of the State messages for 1988 and 1990 were obtained from state officials in Sacramento, California. State juvenile justice requests for grant applications (for juvenile services,

Two criterion were employed to select segments of archival text for analysis: availability, and the presence of key juvenile justice words in the texts under review. Key words are: child, youth, children, juveniles, delinquents, juvenile delinquency, crime, criminal justice, juvenile justice, academic, education, schools, parents, family, families, prisons, juvenile halls/institutions, incarceration, punishment, youth/youthful offenders, corrections, truants, dropouts, probation, parole, drug abuse, prevent, prevention, youth gangs, rehabilitation, training, training schools, welfare, status offenders, secure detention, juvenile diversion, noninstitutionalization, high-risk juvenile behavior, alternative programs, alternatives, juvenile offenders.
All paragraphs of archival data collected from California, Illinois, and Iowa containing at least one of the preceding key words were selected through visual inspection of the texts under study. Each unedited textual paragraph was transcribed verbatim to a formatted computer diskette for analysis, using MCCA. All data were computer checked for spelling accuracy. A total of 34 data files of varying lengths were created for analysis, and analyzed.
CHAPTER V
METHODOLOGY AND PROCEDURES

Methodology of This Study

After setting forth the research objectives, consideration was given to several methodological paths and content analysis was chosen. Because of its relative unfamiliarity it is discussed here in detail (Johnson & Joslyn, 1986).

1. Methodological choice of content analysis. MCCA is appropriate in one of three situations. Basically this is an approach to measurement, which is useful in (a) descriptive or explanatory studies (i.e., especially to identify and contrast meanings of one of more texts), (b) in testing hypotheses, or (c) in exploratory inquiries (particularly where questions are complex, uncharted, or changing (McTavish & Pirro, 1990).

2. Ascertain suitability of research data. MCCA examines the text. Law codes and archival documents are such texts. It is vital that data be in text form, be relevant to the research problem, and contain characteristic patterns of word usage, rather than edited or altered patterns (McTavish & Pirro, 1990).
Three important principles underlying E-scores and C-scores are relevance, frequency, and choice of vocabulary. These underlie both C- and E-scores underlying the whole MCCA. This is really the reason content analysis was chosen. Policy makers (speakers) articulate policy about important ideas = relevance. The more important an idea the more frequently policy makers will refer to it = frequency. Choice of particular words and phrases by policy makers is indicative of how such policy makers think and react to ideas, values, and concepts = principle of vocabulary (Pirro, 1988).

Content Analysis Methodology

Content analysis is "a research technique for the objective, systematic, and quantitative description of the manifest content of communication" (Berelson, 1954, p. 489). Content analysis has been discussed extensively in the literature (Bailey, 1987; Cartwright, 1953; Holsti, 1969; Krippendorff, 1980; McTavish & Pirro, 1990; Stone, Dunphy, Smith, & Ogilive, 1966). Content analysis was employed to analyze the data in this study. A singular advantage of this approach is that it permits verbal, qualitative text to be quantified to a form, Minnesota Contextual Content Analysis (MCCA), amenable to statistical manipulations and procedures (Bailey, 1987; Johnson & Joslyn, 1986). It is conducive to the utilization of formal hypotheses and scientifically
drawn samples (Bailey, 1987). Content analysis provides an objective, systematic, and rigorous means to analyze words. It quantitatively summarizes and explains both the words and the ideas which they suggest (Pirro, 1988).

This study takes the juvenile law code text and select archival texts and contextually content analyzes them for select vocabulary, concepts, and ideas and their interconnection.

Computer content analysis has several notable features of value in this research. First, it is very objective and non-biased. Second, large volumes of data can be processed quickly. Third, results are amenable to additional statistical analysis allowing answering of further questions.

Words are a fundamental and important form of much social research because in both oral and written versions they comprise the usual medium for social interaction. In the case of juvenile justice aggregated words articulate policy, and enable policy application (juvenile justice policy/law in action) for example.

It is said that insight into the meanings of words (linguistic symbols), for example, juvenile law perspectives, can be obtained through examination of profiles of ideas and contextual information contained in a text, e.g., juvenile law code (McTavish & Pirro, 1990). One methodology, and the one of interest in this study, the contextual content analysis
approach (a process for systematically coding/analyzing textual data) makes quantitative distinctions between texts varying in both pattern of emphasis upon (a) various sets of ideas, and (b) in the context or social perspective from which these ideas are addressed. Comparative patterns of meaning in the text under study are described by scores generated through contextual content analysis. These scores may also be employed to produce traditional statistical analyses with other non-textual variables, and further, may aid in organizing and focusing additional qualitative analysis (McTavish & Pirro, 1990).

Available from the early 1960s, this methodology has not been widely adopted in social science research (McTavish & Pirro, 1990). Scholars have advanced the view that content analysis must be integrated with traditional methodology (Markoff, Shapiro, & Weitman, 1975; McTavish & Pirro, 1990). The Minnesota Contextual Content Analysis (MCCA) computer program (developed by Dr. Donald E. McTavish, University of Minnesota, and Dr. Ellen Pirro, Iowa State University), and the methodology utilized in this study, "extends computer content analysis, making it a more useful and complementary research tool in traditional social science methodology" (McTavish & Pirro, 1990, p. 246).
Meanings in Text

Meaning attributed to a particular text, as is true with any research, depends upon the researcher's theory. "What does a text 'really' mean?" has no general answer. Likewise, generally there is no research interest in identifying "all" of the meanings which might be ascribed to a specific text under study. The research problem and theory applied by the investigator will specify relevant meanings in a pertinent text for designated research purposes (McTavish & Pirro, 1990).

Scholars have distinguished between situations where (a) subjects have an interest in sharing meanings, and (b) those where subjects intend to manipulate a researcher's understanding of information communicated (Markoff et al., 1975; McTavish & Pirro, 1990). Any manipulative intentions on the part of communicators (i.e., juvenile code text writers, policy makers) do not invalidate contextual-content analysis. Explanatory theories might include the possibility of intentional manipulation. Sub-cultural and individualistic use of words should also be considered in exploratory research work with text utilizing context-content analysis (McTavish & Pirro, 1990).
Measuring Context

In contextual-content analysis "context" is defined as "The shared meaning or social definition (social perspective) of a situation of interaction. Context provides an underlying orientation for subsequent action" (McTavish & Pirro, 1990). A number of levels of context have been identified. Broad social contexts may be all encompassing, e.g., the meaning of being a global citizen, a member of culture, sub-culture, or nation. Shared contexts exist relative, more specifically, dimensions of life, e.g., work, family, or leisure. In several explanatory paradigms in social science social meanings of social context exercise an important role (McTavish & Pirro, 1990).

Words typically introduce contexts. Symbols and other signs may introduce contexts. When a speaker states, "Tell me about your work," for example, limits have been placed on the conversation, and direction crafted by placement within one context (i.e., an economic or work context) to the relative exclusion of other possible contexts (e.g., legal, political, recreational) (McTavish & Pirro, 1990).

Most of the interesting contextual information is handled by middle-range words because they are generally known and used, are found in various social contexts (McTavish & Pirro, 1990). The relative use varies among social contexts. Middle-range words include the general classes of nouns,
verbs, adjectives, and adverbs which permit description and evaluation across settings. This group also encompasses (with augmentation from the top 50 or so words) the pronouns, adverbs, and adjectives which specify and structure the situation. MCCA concentrates attention particularly on middle-range and more widely utilized verbals (words and phrases) (McTavish & Pirro, 1990).

Focus upon some words or groups of words in comparison to others also yields contextual information. Probability distribution patterns across idea/words categories, for example. Ideas/words are employed in distinguishable, patterned fashion expressing role and location within a social system, individual socialization, and other individual factors (McTavish & Pirro, 1990).

Typical overall patterns of the relative utilization of conceptual categories are found in sub-cultures. Particular societal settings or contexts seem to register typical idea/word patterns. Having learned these patterns the speech (oral or written) of individuals project shifts in patterns when they interact in various societal setting (e.g., religious to work to recreational to academic). Such usage patterns come to characterize and distinguish institutionalized societal settings (Cleveland, McTavish, & Pirro, 1974; McTavish & Pirro, 1990; Nemenwirth, 1968).
Connectedness or co-occurrence of ideas is a further source of contextual information (McTavish & Pirro, 1990).

Whether particularized or general, the social meaning of the situation is vital in that it provides the initiation stage for social interaction. Knowing the social context permits the person to become aware of likely activity, and generally the nature of behavior appropriate to the situation (McTavish & Pirro, 1990). Moreover, contextual data is valuable in differentiating between multiple meanings of certain words, for example, "service" (McTavish & Pirro, 1990).

Other types of content analysis proceeds within a framework provided by setting. In manual (hand) content analysis typically context information is assumed, or intuitively determined (e.g., in "inasmuch as we are working in a juvenile justice context we shall examine meanings of delinquency and not contractual rights and obligations") or utilizes information beyond (outside) the communication proper (e.g., status of the communicator, conditions under which the text was drafted) (Krippendorf, 1980). "This confounds description or characterization of a communication with the explanatory problem of determining its causes and consequences" (McTavish & Pirro, 1990, p. 248). Focusing on the measurement problem affords a means to avoid these hazards (McTavish & Pirro, 1990). First, code descriptive information
regarding the ideas and context articulated in the text under study. Second, employ some of these codes in explanatory analysis with independently measured variables (McTavish & Pirro, 1990).

MCCA employs an empirical approach, the content analysis framework, to the problem of measuring social context. This affords a basis for more precise evaluation of social context meaning. Further, comparison of communication across contexts is facilitated. MCCA attempts to systematically code contextual information from textual data (McTavish & Pirro, 1990).

Overview of Minnesota Contextual Content Analysis (MCCA)

The salient aspects of this particular process of contextual conceptual content analysis (MCCA) are reviewed below.

1. MCCA's idea category dictionary. All words in the text under study are divided into 117 idea categories, including a "not elsewhere classified" category (category #117), directed by a conceptual lexicon (dictionary). The lexicon aggregates words, or more specifically in the case of the MCCA methodology employed here, groups of word meanings, into categories which are thought to express singly or in
patterns, ideas important to the researcher (McTavish, & Pirro, MCCA Dictionary, 1993).

The MCCA’s contextual-conceptual dictionary

The MCCA’s contextual-conceptual dictionary is oriented toward more frequently employed words whose definition (meanings) are organized into a large number of categories. These categories are of general social science interest. They are mutually exclusive (McTavish & Pirro, 1990; Pirro & McTavish, 1982). Multiple meaning words are disambiguatated. Each category (of ideas) is then normed with respect to a standard. That is, "The expected emphasis on these categories, accounting for expected variability in the use of a category over a number of social contexts" (McTavish & Pirro, 1990, p. 246). Vectors, direction of emphasis and relationship indicators, of normed scores (designed "emphasis" or E-scores) allow examination by the researcher of over- and under-emphasis on idea categories identified in the text under study with respect to the norm of expected category usage (McTavish & Pirro, 1990). Investigators can identify broader concepts and themes in the text under study from the E-scores for sets of related categories (categories of ideas in the text). Investigators can make distinctions between texts in terms of the overall profile of emphasis on idea categories (McTavish & Pirro, 1990).
C-scores (Contextual scores)

C-scores are one implicit/explicit measure of the contextual meaning of a text. C-scores provide one measure of the latent (hidden) text (code) perspective—in this study, juvenile justice policy perspective. For example, MCCA creates C-scores in the course of computer processing a juvenile law code statement of purpose clause text. As each word in the text is identified and classified into one of the 117 Conceptual (Idea) Categories, four cumulative contextual scores are updated.

Four general contexts, or "markers," augment the 32,000-word MCCA dictionary (which incorporates the 117 Conceptual [Idea] Categories). These are:

1. Traditional Context Dimension Marker. A normative perspective on the social situation predominates and the situation is defined in terms of standards, rules, and codes which guide social behavior. In this study Traditional Context Dimension is the Remediation Perspective (= R = Punitive Perspective). Illustrative words, terms, concepts, and ideas incorporated in the operationalization of the three dimensions of this study (Remediation, Traditional Prevention, and Sociological Prevention) appear in Appendix E.

2. Practical Context Dimension Marker. A pragmatic perspective of the social situation predominates and behavior is directed toward the rational achievement of goals. In this
study Practical Context Dimension is the Traditional Prevention Perspective (= TR = Remediational = R = Punitive Perspective).

3. Community Development/Social Change Context Dimension Marker or Context Dimension Marker #3. A sociological perspective predominates. The situation is defined in terms of individual empowerment, community development, and proactive systemic social change of conditions emphasis. In this study Dimension Context Marker #3 is the Sociological Prevention Perspective (= SP = Non-punitive Perspective).

4. Analytic Context Dimension Marker. An intellectual perspective predominates and the situation is defined in objective terms. In this study the Analytic Dimension is an inverse measure of the degree of activity along the dominant dimension, or perspective of the text under study (e.g., juvenile code statement of purpose clause). The higher (numerically) the Analytical score, the less active the other dimensions (i.e., Remediational; Traditional Prevention; Sociological Prevention) and the more detached the code is from applying measurers (Pirro, 1988, 1993).

Accumulated C-scores over a text are standardized (normed) to present contextual measures along the preceding four dimensions.

C-scores of 3.2 and above have a 95% chance that their occurrence is due to other than chance (McTavish & Pirro,
1990). In 95 out of 100 cases the probability is that these C-scores of 3.2 and above are the result of factors or variables other than mere coincidence or random events (Blalock, 1960; Mohr, 1988; Triola, 1980). The 95% certainty/confidence level is said to be the convention employed by social science researchers (Johnson & Joslyn, 1986).

Profile of relative idea emphasis MCCA general "marker" contexts

A hypothesis that different societal contexts (i.e., social groups, institutions, policy perspectives, cultures, organizational cultures, or other socially defined situations) can be identified by the overall profile of relative emphasis upon idea categories employed in communication in that context is incorporated in MCCA. Important information for flagging and characterizing societal contexts appears to be contained within the idea-emphasis profile (McTavish & Pirro, 1990).

Four general "marker" contexts are utilized in MCCA to aid in interpreting contextual information in idea-emphasis profiles. In this study these context markers or dimensions are Remedial = R = punitive; Traditional Prevention = TP = punitive; Sociological Prevention = SP = non-punitive prevention; and Analytic. Each marker context is an experimental, empirically derived profile of relative emphasis on each idea category which characterizes the perspective
typical of a general social or institutional context" 
(McTavish & Pirro, 1990). For example, "Remediation" = R = 
Punitive in this study.

The four contextual markers constitute a set. The set 
functions as dimensions to define societal context (social 
perspective) space. The resulting contextual or C-scores 
are computed by MCCA. Scoring and differentiation of texts 
can be accomplished on these four dimensions. Utilizing 
C-scores, distinctions can be made, for example, between a 
more "traditional" concern for breach of norms and appropriate 
sanctions, and a more "practical" concern for failure to 
successfully achieve goals and consequences (McTavish & Pirro, 
1990). Context markers allow discussion of similar ideas in 
quite different ways in differentiated societal contexts. 
C-scores appear to be important parameters of social contexts 
(McTavish & Pirro, 1990).

**Contextual content analysis**

Contextual content analysis helps link strengths of 
qualitative and quantitative social science research. 
Researchers can realistically examine, for example, law code 
texts. Quantitative scores derived through E-scores and 
C-scores can help provide guidance for comparative, 
qualitative analysis of social meaning in textual data. 
This adds depth and anchoring to quantitative causal analyses 
also (McTavish & Pirro, 1990).
Reliability or error

In this study, reliability or error is around 0.0001 and caused by misspelled, mistyped words during data entry. Coder reliability problems are eliminated by computerized content context analysis. This allows careful analysis of measurement and validity issues (McTavish & Pirro, 1990). Validity for this research can be addressed in three ways: (a) Surface validity - it appears reasonable to a scholar of juvenile codes; (b) Study validity - running the data in two ways and examining both, no major deviations; (c) As seen in studies of validity (Holsti, 1969; McTavish & Pirro, 1990; Stone, Dunphy, Smith, & Ogilive, 1966).

Reported advantages of contextual content analysis

The reported advantages of contextual content analysis (MCCA) are multiple.

Norming affords a basis for exploring topical emphasis, including the absence of ideas or the emphasis of ideas in a text.

Overall, C-scores, or contextual scores, reflect the proximity of texts or text sections under study to each other in terms of their approach to the ideas which are discussed. Cluster analysis helps display the structure of this proximity matrix. In the course of processing, C-scores are employed contextually to disambiguate ambiguous words (McTavish &
An illustrative example of C-Scores appears in Appendix D.

E-score (Context Conceptual Emphasis Score). The English language lexicon employed in this study contains more than 32,000 words for which norms of their occurrence in normal usage have been formulated. These words are grouped into Idea-categories. Individual ideas are said to become significant at the 0.05 level of significance at 3.2 E-scores and above. Categories with scores of 3.2 and above have a 95% chance that their occurrence is due to other than chance (McTavish & Pirro, 1990). In 95 out of 100 cases the probability is that these E-scores of 3.2 and above are the result of factors of variables other than mere coincidence or random events (Blalock, 1960; Mohr, 1988; Triola, 1980). The 95% certainty/confidence level is said to be the convention employed by social science researchers (Johnson & Joslyn, 1986).

Comparison of the frequency of occurrence of particular words in the text under study with normed standards for usage of such words in English language usage generate an Idea Category emphasis, or E-scores, for each designated juvenile code statement of purpose clause text for example. E-scores are a series of percentages which represent the ratio of the number of times a series of particular words occur in the code statement of purpose clause text as measured against its
expected occurrence in the normal English usage (normed standard).

E-scores indicate how important each Idea Category or aggregated set of words identified in the statement of purpose, for example, is (McTavish & Pirro, 1990: Pirro, 1988).

\[
E = \frac{\% \text{ frequency of category occurrence}}{\% \text{ expected frequency}} \times \text{STD}
\]

Normed E-scores (normed idea-emphasis scores) and C-scores (reflecting emphasis upon the set of four marker dimensions) allow naturally occurring text to be "coded" to reflect meanings of interest to researchers (McTavish & Pirro, 1990). An illustrative example of E-scores appears in Appendix D.

Sets of C-scores and E-scores can be combined for traditional quantitative, statistical analysis with independent (the acting variable) and the dependent (acted upon variable) variables measured in other ways (McTavish & Pirro, 1990).
CHAPTER VI
THE PROCESS

In this chapter the actual application procedures employed to analyze data in this study is presented and discussed. Standard procedure statistical manipulation of the data under study are presented and discussed.

Computer Analysis of Data

All data for this study were transferred verbatim from the printed text to formatted computer diskettes for analysis without editing or any coding. Computer context content analysis was performed utilizing the Minnesota Context Content Analysis package (MCCA) developed by McTavish and Pirro (1990). Computer analyses were conducted at the University of Minnesota, and the Pirro Company research computer analysis facility in Des Moines, Iowa, under the direction of Dr. Donald G. McTavish and Dr. Ellen B. Pirro.

The MCCA Process

MCCA is a two-stage process. In the first stage C-scores or contextual scores were created as the juvenile law code text under study was processed by the MCCA computer. As
each word in the statement of purpose clause text, e.g., the California code purpose clause, was read by the computer it was identified and classified into one of the 117 conceptual idea categories in the MCCA English dictionary. Simultaneously, four cumulative contextual scores (Remediational = R, Traditional Prevention = TP, Sociological Prevention = SP, and Analytical) were updated to incorporate the individual word.

Resulting C-scores are presented and discussed in the chapter on Findings (Chapter VII, Tables 1, 2, 3, 4, & 5).

Stage two of the MCCA process--textual data code and archival textual data--were analyzed to generate E-scores (Conceptual) or emphasis scores. MCCA utilized a 32,000-word English language dictionary. Each word in the text under study, e.g., the California juvenile code statement of purpose clause, is matched by the computer against the 117 word groupings or concepts categories in the dictionary. The computer maintains a running tally of usage, concept by concept, during the analysis process (words not in the dictionary are tallied in the "leftover" list, Idea Conceptual category #117).

Variability in the employment of ideas/words across society is important to the MCCA process. Variability is taken into account in the computer analysis process by dividing the standard deviation of each idea category usage
across the four contexts (Remediational = R; Traditional/ Prevention = TP; Sociological Prevention = SP; and Analytical) to generate useful emphasis scores (E-scores) for the text under study (McTavish & Pirro, 1990).

E-scores are generated by the computer for each of the 116 idea/word categories identified in the current dictionary. E-scores are the basic measures employed for the conceptual analysis of text under study (McTavish & Pirro, 1990). E-scores are said to become statistically significant at one standard deviation (3.2% level) away from the mean (McTavish & Pirro, 1990, 1993). Resulting E-scores are presented in Chapter VIII (Findings) in Tables 6, 7, and 8.

**Statistical significance/certainty/confidence levels of C-scores and E-scores in this study**

In this study the Standard Deviation for C-scores and E-scores is 3.2% (3.2% = 1 STD). C-scores and E-scores are said to become significant at one Standard Deviation away from the mean. Individual C-scores and E-scores are said to become statistically significant at the 0.05 level of significance and above. C-scores and E-scores of 3.2 value and above are said to have a 95% chance that their occurrence is due to other than chance (McTavish & Pirro, 1990). In 95 out of 100 cases the probability is that these E-scores of 3.2 and above, and C-scores of 3.2 and above, are the result of factors or variables other than mere coincidence or random events.
Cluster techniques

A clustering (Bailey, 1987; Zikmund, 1986) routine was employed to examine patterns of connectedness of various ideas in the text under study. A clustering technique was performed which is equivalent to a standard factor analysis such as is incorporated in SPSS (Norusis, 1987) for example (McTavish & Pirro, 1990; McTavish & Pirro, 1993). The resulting factor score for each of the state juvenile law codes in this study were then plotted. Results are presented in Chapter VII (Figure 1).

Distance measurers

Measures of distance between text under study were computed and again according to standard procedures (Norusis, 1987) to indicate how tight or loose state codes cluster. Results are presented in Chapter VII (Tables 6, 7, & 8).
CHAPTER VII
FINDINGS: GENERAL/MACRO LEVEL PERSPECTIVES OF
50 STATE JUVENILE LAW CODES

Context Findings

Introduction

Report of findings in this study moves from the general to the specific level of code data analysis findings. Context scores or C-scores for state codes were first computed for each of the 50 state juvenile law codes (Tables 1, 2, 3, 4, & 5). These general or macro findings are presented in this chapter (Chapter VII). Data for 50 states were analyzed. Scores for 45 state codes were generated. The missing five codes are a product of an analysis artifact. In a second computer analysis Context scores or C-scores were generated for three states: California, Illinois, and Iowa (Table 6). Findings for these three states (specific/micro level) are presented in Chapter VIII. A comparison of the specific/micro Context or C-scores across the three states, and corresponding Context or C-scores extracted from the general/macro level scores computed across the 50 state codes is presented in the second section of Chapter VIII.
Table 1

**State Juvenile Law Codes: Statement of Purpose Clause Text:**

**Rank Order C-score - Context - Remediational Dimension**

<table>
<thead>
<tr>
<th>Rank</th>
<th>State</th>
<th>C-score</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>NY</td>
<td>1.94</td>
</tr>
<tr>
<td>2</td>
<td>HA</td>
<td>2.94</td>
</tr>
<tr>
<td>3</td>
<td>NE</td>
<td>3.02</td>
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<td>UT</td>
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Table 1 (continued)

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N = 45
Table 2
State Juvenile Law Codes: Statement of Purpose Clause Text:
Rank Order C-score – Context – Traditional Prevention

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N = 45
Table 3

State Juvenile Law Codes: Statement of Purpose Clause Text:
Rank Order C-score - Context - Sociological Prevention Dimension

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(Dimension = SP = Sociological Prevention = R = Non-punitive)
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N = 45
Table 4

State Juvenile Law Codes: Statement of Purpose Clause Text:

Rank Order C-score - Context - Analytic Dimension

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N = 45
### Table 5

**State Juvenile Law Codes: Statement of Purpose Clause Text:**

**Rank Order C-score - Context - Traditional Prevention Dimension**

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N = 29

* Abstracted from Table 2
Conceptual Idea Category, or E-scores (emphasis scores) for the three states are presented in Chapter VIII. Isomorphismicity of the three codes and corresponding archival indicators of policy perspective in application are discussed.

Context findings across state codes

Now let us look at the results presented in Tables 1, 2, 3, 4, and 5 for each of the Context (C-scores) dimensions for juvenile law codes across states, and rank ordered. Scores for each of the four Context dimensions (R, TP, SP, and Analytical) are reviewed.

Recall that C-scores begin to show significant amounts of activity at two standard deviations from the mean (1 Standard Deviation = 3.2%, 2 Standard Deviations = 6.4% or C-scores of 6.4). Twenty-nine codes (Table 5, abstracted from the larger Table 2) chart significantly high levels on the TP perspective dimension. Very strong to extremely strong TP emphasis is reflected in 17 codes, ranging from 10.30 (Rhode Island) to 19.30 (New York) (Table 5).

Overall, these data appear to reflect dominance of the Remediational (R) punitive perspective with varying degrees of intensity across states, regional, urban, and rural differences. Punitiveness is therefore seen as the common characteristic across most of the American state jurisdictions (Tables 1, 2, 3, 4, & 5).
Three codes (Georgia -2.98, Illinois -7.86, and South Dakota -.24) are interesting owing to the absence of even a modest TP dimension orientation (Table 2).

A comprehensive absence of the Sociological Prevention (SP) non-punitive perspective is reflected across the entire 45 juvenile codes comprising this study (Table 3). Only three codes (South Dakota -24.76, Georgia -22.02, and Illinois -17.14) deviated from the -25.00 C-score of the other 42 codes indicating some slight presence of sociological language. These scores emphasize the Remediational (= R = punitive) and the Traditional Prevention (= RT = punitive) dimensions (Tables 1 & 2).

Four codes recorded very high C-scores of 18.00 or higher on the R dimension: Massachusetts = 18.97, Louisiana = 21.09, Georgia = 22.82, and Illinois = 23.69) (Tables 1 & 5). Thirty other codes scored two to three Standard Deviation ratings (6.4% up) reflecting strong Remediational (= R = punitive) perspectives. An additional nine codes reported scores of one Standard Deviation (3.2%) or above. Only two states fell below the one Standard Deviation significance level (New York = 1.94, and Hawaii = 2.94) (Tables 1 & 5).
CHAPTER VIII

FINDINGS: SPECIFIC/MICRO LEVEL PERSPECTIVES
OF THREE STATE JUVENILE LAW CODES

Context Findings

Introduction

Chapter VII presented Context scores or C-scores computed for each of the 50 juvenile law codes included in the population/universe under study (Tables 1, 2, 3, 4, & 5). This chapter (Chapter VIII) presents Context scores or C-scores of three states, California, Illinois, and Iowa, which were computed in a second analysis (Table 6). Focus on three state codes permitted an elaboration of analysis of each code over that of the first analysis in which all 50 codes were examined. A comparison of the C-scores for these three state codes from the first and second analyses is presented in the second section of this chapter.

Following a presentation of Context scores or C-scores for the three states, the remainder of this chapter (Chapter VIII) is devoted to presentation of Conceptual scores or E-scores (emphasis scores) for the three state codes. Isomorphism between the three state codes and corresponding archival data (policy as implemented indicators) is discussed.
### Table 6

**Select State Juvenile Codes Raw C Scores**

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<th>Analytical</th>
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<tr>
<td></td>
<td>TP&lt;sup&gt;2&lt;/sup&gt;</td>
<td>SP&lt;sup&gt;3&lt;/sup&gt;</td>
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<tr>
<td>California</td>
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<td>5.56</td>
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<tr>
<td>Illinois</td>
<td>2.22</td>
<td>-0.74</td>
<td>-1.61</td>
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</table>

<sup>1</sup> (= Remedial = R = punitive)

<sup>2</sup> (= Traditional Prevention = TP = R = punitive)

<sup>3</sup> (= Sociological Prevention = SP = non-punitive)

*Standard deviation for C-scores = 3.2% (1 Standard Deviation = 3.2%). C-scores start to show significant amounts of activity two Standard Deviations out. Significance levels are very high with these data (McTavish & Pirro, 1990).*

**Context findings in three states**

Context scores or C-scores (contextual scores) were computed for three states: California, Illinois, and Iowa. Results are presented in Table 6. The focus of research reported here is the raw C-scores, or context scores, which reflect the distribution of each code's perspective on four dimensions: Remedial, Traditional Prevention, Sociological Prevention, and Analytical (Table 6). Each C-score presents its dimension as a percentage of the code text perspective where total text represents 100%. Three state context scores are reviewed.
Let us review what Table 6 tells us. A very strong 7.93 Remediational (= R) score seems to define Iowa's juvenile justice code perspective as R or punitive (Table 6). On the Traditional Prevention (= TP) dimension Iowa's 3.97 C-score describes a strong relationship between the R and TP perspectives. This seems to indicate equivalency of R and TP perspectives. The -14.71 Sociological Prevention (= SP) dimension score shows comprehensive absence of the SP perspective, and reinforces dominance of the punitive orientation (= Remediational = R). Analytical C-score of 2.81 suggests adherence to status quo in the Iowa juvenile justice focus (Table 6), which further supports the punitive dominance.

Ambivalence toward the R (punitive) view is presented by California's 2.93 R score. The 5.56 TP score suggests a stronger TP emphasis which incorporated the R perspective stance at the latent level, while projecting an outward "prevention" focus (Table 6). (Remediational and Traditional Prevention would seem to be synonymous, i.e., Remediational = R = Traditional Prevention [TP = R] [Practical] perspectives have in common "fixing" or "correcting" social problems, e.g., juvenile delinquency, through application of a range of shared coercive punitive strategies to individuals as a means to "prevent" such problems.) The absence of the SP dimension influence (-10.94) appears to enhance the punitive orientation
of the California juvenile justice code perspective. Support for the status quo is reflected by an Analytical score of 2.45, showing support for the punitive orientation in the California code (Table 6).

Like California, Illinois appears less supportive of (or alternatively adheres less to) punitiveness with a R score of 2.22 and a -.74 TP C-score, but qualifies as a punitive emphasis code nonetheless. Here again, Remediational and Traditional Prevention would seem to be equated (Table 6).

With a -1.61 SP C-score, Illinois is closest of the three states to evidence of a Sociological Perspective, but falls short of that classification. The -1.61 SP score is countered by a 2.22 R [punitive] score. A .12 Analytical score suggests that Illinois is active at a very modest level, yet the most active of the three states. This activity is aligned in the punitive direction as reflected in relatively stronger R (= punitive emphasis) (Table 6).

Collectively characterized, these three states appear to display a moderate to very strong punitive perspective while projecting a manifest prevention (non-punitive) devoid of the Sociological Prevention (non-punitive) perspective. Overall, the tendency seems to be toward holding to the status quo, i.e., punitiveness emphasis (Table 6).

Overall, the data seem to paint the Iowa juvenile justice perspective as strongly punitive projecting a bold emphasis on
the Traditional Prevention suggesting a commitment to retaining existing arrangements in the perspective. Iowa projects the strongest punitive perspective of the three states. Illinois is moderately punitive overall, showing some movement toward the Sociological non-punitive (SP) perspective (the closest of the three states to this orientation). Illinois is most active of the three states. California is more punitive than Illinois, but much less so than Iowa. Simultaneously, California appears to present a decided Traditional Prevention face to the public while rejecting the Sociological Prevention (non-punitive) perspective. A relatively inactive status quo--this is relatively surprising—posture is indicated overall for California (Table 6).

Comparison of General/Macro and Specific/Micro Level Context or C-scores Across Three State Codes

In this section general/macro and specific/micro level Context or C-scores for California, Iowa, and Illinois are compared. For convenience, general/macro C-scores are extracted from Tables 1, 2, 3, and 4. General/macro C-scores are referred to as macro C-scores or macro scores. Specific/micro C-scores are drawn from Table 6. These scores are referred to as micro C-scores or micro scores. A comparison of macro and micro scores is presented next.
At the macro level California C-scores achieved slightly more than double the punitive emphasis reflected in the micro scores: \( R \text{ 2.93 micro/6.70 macro; and TP 5.56/12.71 (Tables 1, 2, & 6).} \) The increased comprehensive absence of the SP (Sociological Prevention) perspective at the macro level (-25.00) versus -10.94 at the micro level, suggests support for enhanced punitive emphasis at the macro level (Tables 1, 3, & 6). Again the Analytical dimension C-score slightly more than doubles for California at the macro level 2.45/5.59 which appears to reflect support for the status quo, and for the punitive (R) emphasis (Tables 4 & 6).

At the macro level Iowa achieved \( R \) (= Remedial = punitive) and \( TP \) (= Traditional Prevention = punitive) scores approximately double those registered at the micro level (13.49/7.93 R; 6.74/3.97 TP) (Tables 1, 2, & 6). Iowa’s slight indication of the Sociological Prevention perspective (-14.71 SP) reported at the micro level declined to a comprehensive absence (-25.00 SP) at the macro level (Tables 3 & 6). The shift from an Analytic C-score of 2.81 at the micro level to a 4.77 Analytic score at the macro level suggests increased support for the status quo and enhanced punitive emphasis reflected by the higher R and TP and comprehensive absence of SP scores at the macro level (Tables 1, 2, 3, 4, & 6).
Illinois' R (= Remedial = punitive) score increased more than ten-fold at the macro level, up from 2.22 to 23.69 R (Tables 1 & 6); Illinois; TP (= Traditional Prevention = punitive = Remedial = punitive) declined from -0.74 (micro) to -7.86 TP at the macro level (Tables 1, 2, & 6). The slight indication of Sociological Prevention (= SP) perspective at the micro level (-1.61 SP) declined to -17.14 SP at the macro level (Tables 3 & 6). The very modest level of activity of R and TP reflected in the .12 Analytic (micro level) C-score for Illinois declined to 1.31 (Analytic scores show less activity and more detachment as the numerical values increase) at the macro level (Tables 4 & 6) reflecting increased support for the status quo and the punitive emphasis suggested by R and TP, augmented by SP scores (Tables 1, 2, 3, 4, & 6).

Summarizing comparison of general and specific C-scores across these three states suggests that the R emphasis (R = Remedial = punitive) dominant at both levels displays a less strong emphasis for each state at the specific/micro level, e.g., California's R score declined from 6.70 at the general level to 2.93 at the specific level (Tables 1, 2, 3, 4, & 6). These data suggest a modest movement toward the SP perspective emphasis with Illinois (-1.61 micro SP) showing the closest approach (Tables 3 & 6). Specific level TP scores decline by approximately one-half from their general C-score.
counterparts for California and Iowa (Tables 2 & 6). Illinois shifts close to a TP emphasis at the specific/micro level shifting from -7.86 general TP to -0.74 specific TP (Tables 2 & 6).

Analytic C-scores for California and Iowa move toward an active level shifting from 5.59 to 2.45 (California) and 4.77 to 2.81 (Iowa) at the specific/micro level (Tables 4 & 6). Illinois shifts to a very modest level of activity, .12 Analytic at the specific, from a 1.31 Analytic at the general level (Tables 4 & 6) Analytic scores at both general and specific levels suggest support for the status quo, i.e., the R dominant emphasis according to these data (Tables 1, 2, 3, 4, & 6).

Conceptual Findings

Conceptual or emphasis scores (E-scores) across three states

To develop a profile of the major ideas included in the codes under study here, we look at the conceptual or emphasis codes (E-scores) for three states: California, Illinois, and Iowa. Only those idea categories which are significant at 3.2% (= 1 Standard Deviation = E-score of 3.2) or higher are dealt with. Rank ordered E-scores are presented in Tables 7, 8, and 9.
<table>
<thead>
<tr>
<th>Category #</th>
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<th>E-score</th>
<th>Illustrative Key Words</th>
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<td>SANCTION</td>
<td>48.5</td>
<td>delinquent discipline sanctions</td>
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<td>PROHIBIT</td>
<td>44.5</td>
<td>removed removing</td>
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<td>TRADITIONAL SYMBOLS</td>
<td>32.5</td>
<td>conformity minors minor</td>
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<td>13</td>
<td>GOOD</td>
<td>20.9</td>
<td>best fine</td>
</tr>
<tr>
<td>64</td>
<td>MOVE-IN-SPACE</td>
<td>20.3</td>
<td>include local</td>
</tr>
<tr>
<td>7</td>
<td>GUIDE</td>
<td>17.7</td>
<td>care conduct maintains protection provide support</td>
</tr>
<tr>
<td>116</td>
<td>THE</td>
<td>11.6</td>
<td>the only necessary public accountable</td>
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<td>REASONING</td>
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<td>66</td>
<td>OPERATING AUTHORITY</td>
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<td>guidance</td>
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<td>STATUS</td>
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<td>child</td>
</tr>
<tr>
<td>47</td>
<td>STRIVE NOUNS</td>
<td>7.7</td>
<td>improve, purposes, purpose</td>
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<tr>
<td>51</td>
<td>CHANGING</td>
<td>6.1</td>
<td>act, carry, commitment, holds</td>
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<td>4</td>
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<td>50</td>
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N = 22
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<td>GOOD</td>
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<td>SANCTION</td>
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<td>discipline</td>
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<td>and, as, but, or</td>
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<td>CHANGING</td>
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<td>the</td>
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N = 25
Table 9

**Iowa E-scores or Differences of 3.2 or More Iowa Juvenile Code Perspective Text**

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</table>

N = 20

Overall, these data seem to suggest that the focus of these codes is dominated by the punitive perspective as evidenced by emphasis on prohibit, remove, sanction, discipline, control, and rules reflected in these code texts (Tables 7, 8, & 9). These data suggest that interest in prevention is at a superficial or subordinate level to punitive approaches. E-scores for these codes suggest that, simultaneous with articulating concern about children/youth, policy favors coercive state control approaches to children/youth problems (Tables 7, 8, 9).

Twenty-two conceptual categories or ideas in the California code perspective with E-scores of 3.2 or greater were identified (Table 7). An extremely strong emphasis on punitive sanctions as the dominant mode is displayed by these data (Table 7). Salience of secure institutional placement of delinquent youth appears to be described by these data. These data suggest removal of delinquents from the community is seen as the best approach to achieve public
safety and protection. These data appear to indicate punishment methodologies are preferred as the rational approach to best serve the perceived best interest of the community and the youth, as well as manifesting appropriate accountability of public officials and juvenile justice agencies (Table 7). That discipline sufficient to ensure appropriate conformity of youth to community norms is perceived as inherent in the punitive strategies of the juvenile justice system which are deemed necessary is suggested by these data (Table 7).

Prevention appears to be cast by these data as apparently synonymous with punitive approaches. These data suggest prevention of delinquency and youth crime is achievable through application of punitive approaches to individual youth. These data suggest remediation and prevention are seen here as synonymous (Remediation = R = Prevention = Traditional Prevention [TR] = punitive) (Tables 7 & 8).

A total of 20 words and terms in the Illinois code perspective registered an E-score of 3.2 or greater (Table 8).

The Illinois code E-scores appear to express a very strong commitment to dealing with juvenile delinquency behavior through punitive means as the dominant mechanism for achieving public protection and safety (Table 8). These data suggest removal of delinquents from the community to secure
detention appear to be a favored strategy (Table 8). Data seem to indicate punitive sanctions are seen as the humane modalities to develop discipline necessary to control the behavior of delinquent youth (Table 8). These data suggest the foundational rationale expressed in the Illinois code sees punitive approaches as the only and necessary one (Table 8). Acting swiftly and early to interdict delinquency through coercive modalities seems valued from these data (Table 8). These data suggest education is viewed with disdain, reflected in its association with dislike (Table 8). In contrast, sanctions (punitive, coercive, control[s]) seem to be seen as proper and preferred as evidenced by E-scores of 83.1 on prohibit, 17.8 on sanctions, and 6.0 on control (Table 8).

A commitment to prevention (Sociological = SP = Non-punitive) is expressed at a superficial level by these data as indicated by the comparatively high punitive E-scores (83.1 on prohibit; 17.8 on sanctions) as compared with the 5.2 score on Human Roles/family/persons; 7.7 on Guide/care/protection; 8.5 Fellow Feeling/community/home; 8.1 on Tender/humane; 5.7 on education (Table 8). These data suggest this apparent emphasis on prevention is synonymous with the punitive emphasis (TP = R = punitive) which seems predominant in the code text (Table 8).

Within the Iowa code perspective 20 categories achieved an E-score of 3.2 or more (Table 9).
Iowa appears punitive toward perceived delinquency and pre-delinquency behaviors. Removal of children/youth from parental control in the community to the juvenile justice system seems to be the preferred strategy according to these data (Table 9). These data suggest application of punitive system approaches, including institutionalization, appear to be highly valued as a societal control mechanism (Table 9). These data suggest guidance and care appropriate to obtain compliance with societal rules is perceived as best handled through control by the juvenile justice system utilizing coercion (Table 9). The apparently punitive measures overall are deemed an expression of the public will as well as the obligation of the policy makers in addressing problems of Iowa children/youth as expressed by these data.

At the manifest level the strong focus on children and their care in the Iowa code suggests a Sociological Prevention (= SP = non-punitive perspective) emphasis (Table 9). Contrastingly, the nature of that emphasis registered in these data seems to show dominance by the punitive philosophy (punitive = R = Remedial perspective) expressed by the strong prohibit, removed, secure, control, and rules emphasis scores (Table 9). The prevention and punitive are seen as synonymous here (Prevention = Traditional Prevention = R = Remedial = punitive perspective), both being punitive in orientation (Tables 7, 8, 9).
Iowa projects the strongest focus on children followed by Illinois and California as reflected by the status idea category E-scores (Tables 7, 8, 9). E-scores for sanction (48.5, 17.8) prohibit (44.5, 83.1, 83.9) and control (29.9, 6.0) idea (concept) categories seem to reflect strongly punitive juvenile justice perspectives collectively for these three states (Tables 7, 8, 9). Iowa’s code projects the highest punitive dominance of perspective, followed by Illinois and California in that order (Tables 7, 8, 9).

Context Distances Across State Codes

MCCA applied routine clustering techniques to the juvenile law code texts to measure context distance (looseness, tightness of contexts among texts across states) in the computer analysis process. When plotted, code texts achieved two patterns:

1. Most of the codes (41 of 45) cluster very similarly.
2. Four states depicted a progressively divergent pattern from the cluster.

The punitive emphasis appears to dominate across codes. The four diverging states reflect significantly high, and progressively increasing, Remediational (= punitive = R) emphasis with increasing distance from (to the left) cluster states.
Context distance clustering of codes is presented in Figure 1. Let us now review what the cluster plot tells us.

Note that the majority of the state codes depicted in Figure 1 Context Distance cluster in a non-linear configuration within the upper and lower right and left quadrants, and between -1.0000 and the centroid vertical line. Four states, Illinois, Georgia, Louisiana, and Massachusetts mark a progressively diverging, ascending negative line extending to -2.5000 in the lower left quadrant of the plot.

These four states each diverge from other states on the context distance plot by a visible gap and yet do not cluster together (Figure 1). All four are urban states, each being comprised of approximately 62% or more urban population (Dye, 1991). Chiefly, these states are distinctive by reason of their dissimilarity to each other on several demographic characteristics. Two are southern, one is located in the midwest, and the fourth in the northeastern region (Dye, 1991). Two states are said to reflect Traditional political culture, one Individualistic, and the fourth Moralistic/Individualistic (Dye, 1991). Income inequality is very great in Georgia and Louisiana, but much equality is expressed in both Illinois and Massachusetts. The two southern states contain somewhat more than twice the national average percentage of black population while Illinois is close to the national average and Massachusetts is well below at about
**Figure 1.** State juvenile codes: Configuration plot. Dimension 2 (y-axis) vs. Dimension 1 (x-axis) clustering texts with MCCA context distances.
4.8%. On the liberal-conservative continuum, two are moderates, one is conservative, and Massachusetts is liberal (Dye, 1991). In terms of high school graduates, one of the four ranks well above the national average at position #17, one is 43rd, one is 41st, and the fourth is 31st in rank (Dye, 1991). Juvenile incarceration rates are below the national average of 259 per 100,000 juvenile population (Bureau of Justice, 1989 stats) with Illinois reporting 174, Georgia 237, Louisiana 230, and Massachusetts the lowest with 142.

The 41 clustered states (Figure 1) reflect variation across demographic lines similar to the mix displayed by the four divergent states: Illinois, Georgia, Louisiana, and Massachusetts. For example, 11 states appear in the upper right quadrant of the plot (Figure 1). Four are located in the northeast, two are midwestern, three are southern, and two are in the western United States (Dye, 1991). A majority of these states (8 of the 11) report 62% or more urban population (Dye, 1991). Juvenile justice incarceration rates per 100,000 range from a low of 75 in Hawaii to a high of 297 in Pennsylvania (Bureau of Justice Statistics, 1989).

The lower left quadrant (Figure 1) registers seven cluster states. Here again, with a comparison on selective demographic indicators, a mix is observed. Five states report 62% or more urban population (Dye, 1991). Juvenile incarceration rates range from a low of 204 (Indiana) to a
high of 594 (Nevada) (Bureau of Justice Statistics, 1989). Three of these states are located in the west, three are midwestern, and one (Oregon) is located in the far west (Dye, 1991). Two states are said to reflect individualistic political culture, three are Moralistic, while one is Moralistic Individualistic and the seventh is Moralistic Traditional (Dye, 1991). Five states report relatively high income equality, while only one (Minnesota) falls near the national mid-point ranking (Dye, 1991).

Twelve states are identified in the lower right quadrant of the plot (Figure 1). These states are dispersed from the Northeast (3) to the South (4) to the Midwest (2) to the West (2), and finally one, Washington, is situated in the far western United States (Dye, 1991). Eight of these states report 62% or more urban population, while four drop well below (Dye, 1991). Juvenile incarceration rates range from 119 (Idaho) to a high of 595 in California (Bureau of Justice Statistics, 1989).

The upper left quadrant of the plot contains eight states. Again, a mix on demographic indicators is observed. Geographically these states range from Maryland to Wisconsin to Mississippi to Texas to South Dakota (Dye, 1991). Six of the eight report 62% or more urban population (Dye, 1991). Juvenile incarceration rates range from a low of 119
(Oklahoma) to a high of 357 in South Dakota (Bureau of Justice Statistics, 1989).

C-scores for the four divergent states on the Remedial dimension (= R = punitive) are extremely high (Table 1). From a score of 18.97 (Massachusetts) punitive emphasis increases progressively across the codes: Louisiana 21.09, Georgia 22.82, and Illinois 23.69 (Table 1).

These data suggest that these four states achieved the highest punitive emphasis across codes (Table 1, Figure 1). The highest C-score among cluster states is 15.01 (Mississippi) (Table 1). A distance of 3.96 (slightly more than one standard deviation (SD = 3.2) separates the next highest C-score within the cluster (Figure 1). These data suggest cluster state C-scores descend by groups (range of grouped C-scores: 15.01 to 10.01; 9.83 to 8.37; 7.78 to 7.11; 6.86 to 3.02; 2.94 to 1.94) (Figure 1, Table 1).

Isomorphism between Three State Codes and Archival Indicators

In this section we consider the question: "What is the relative match between codes (policy articulated) and archival indicators (policy in application) in the three states?" Three illustrative idea category E-scores (conceptual categories) for California, Illinois, and Iowa are compared
with corresponding archival scores. Results are presented in Table 10.

These data suggest in summary that Isomorphismy (match) varies across the codes and archival indicators of the three states under study from no match to moderate to High Isomorphismy for the period 1984-1992 (Table 10). Dominance of the punitive perspective emphasis (punitive = R Perspective) is suggested by the High Isomorphismy across all three codes and archival counterparts on the Prohibit (punitive) idea category (Table 10). The Moderate Isomorphismy level in California on both the Operating Authority and Creative Process idea categories, and the absence of match (no Isomorphismy) on the latter two idea categories across both Illinois and Iowa tend to reinforce this emphasis.

Rationale for Selection of Prohibit, Creative Operating Authority, and Creative Process Idea Categories

Three illustrative idea category E-scores—Prohibit Idea Category #13, Operating Authority Idea Category #66, and Creative Process Idea Category #83—for the 1984-1992 interval were compared across the California, Illinois, and Iowa codes and archival indicators. Rationale for selection of these idea categories is presented (Table 10).
Table 10

Comparison of E-scores on Three Idea Categories Across Three Codes and Corresponding Archival Indicators

<table>
<thead>
<tr>
<th>State Code</th>
<th>E-score Conceptual Idea Category #</th>
<th>State Archival Indicator E-score Range (1984 - 1992)</th>
<th>Isomorphism Level&lt;sup&gt;a&lt;/sup&gt;</th>
</tr>
</thead>
<tbody>
<tr>
<td>CA 44.5</td>
<td>#13</td>
<td>4.7 to 88.7</td>
<td>HI</td>
</tr>
<tr>
<td>IL 83.9</td>
<td>#13</td>
<td>7.1 to 203</td>
<td>HI</td>
</tr>
<tr>
<td>IA 83.1</td>
<td>#13</td>
<td>10.6 to 167</td>
<td>HI</td>
</tr>
<tr>
<td>CA 9.9</td>
<td>#66</td>
<td>0 to 5.9</td>
<td>MI</td>
</tr>
<tr>
<td>IL 14.2</td>
<td>#66</td>
<td>0 to 0</td>
<td>NI</td>
</tr>
<tr>
<td>IA 0</td>
<td>#66</td>
<td>0 to 13.9</td>
<td>NI</td>
</tr>
<tr>
<td>CA 5.8</td>
<td>#83</td>
<td>4.8 to 21.8</td>
<td>MI</td>
</tr>
<tr>
<td>IL 0</td>
<td>#83</td>
<td>3.3 to 16.1</td>
<td>NI</td>
</tr>
<tr>
<td>IA 0</td>
<td>#83</td>
<td>5.6 to 16.2</td>
<td>NI</td>
</tr>
</tbody>
</table>

<sup>a</sup> For Isomorphism Scale refer to Chapter 4.

Code: 0 = Absence of E-score emphasis  
#13 = Prohibit Idea Category E-score  
#66 = Operating Authority Idea Category E-score  
#83 = Creative Process Idea Category E-score  
NI = No Isomorphism (no match)  
MI = Moderate Isomorphism (moderate level match)  
HI = High Isomorphism (high match)
First, the punitive perspective emphasis (R) appears strong across the 45 state codes (Tables 1 & 2). Second, the Prohibit idea category reflects coercive/punitive emphasis. It was felt that measure of this idea category across the three codes, and across the corresponding archival data indicators for these states across time (1984 to 1992 interval), would be interesting and instructive as to the match (isomorphicity) between codes (policy as articulated) and archival indicators (policy in application).

Idea Category #66, Operating Authority, relates to the adoption and administration emphasis. It was felt that comparison of relative emphasis upon Operating Authority across codes and archival indicators, and across the latter over time within the three states, would be useful in describing the match (isomorphicity) among codes, among archival indicators, and between codes (policy articulated) and archival data (policy in application).

Idea Category #83, Creative Process, state codes register a comprehensive absence of the Sociological Prevention (non-punitive, systemic change) perspective (SP) emphasis (Table 3). The Creative Process idea category appears to be associated with emphasis upon challenges to the punitive status quo. It was felt that comparison of codes and archival data on the Creative Process idea concept would be valuable in describing the match (isomorphicity) among codes, among
archival indicators, and between codes (policy articulated) and archival data (policy in application).

Comparison of Prohibit Idea Category E-scores Across Three State Codes

The California code achieved an E-score of 44.5 on the Prohibit idea concept category (Table 10). This is approximately one-half the Prohibit E-scores for Illinois (83.9) and Iowa (83.1) (Table 10). These data suggest a significantly higher punitive emphasis in both the Illinois and Iowa codes, and a very strong punitive emphasis across the three states (Table 10).

Comparison of Operating Authority Idea Category E-scores Across Three State Codes

The Illinois code registers the strongest Operating Authority emphasis (E-score = 14.2) of the three states (Table 10). At 9.9, California's Operating Authority emphasis E-score is somewhat more than two-thirds that of Illinois. Iowa is distinctive among the three states on the Operating Authority idea category, registering a comprehensive absence of this emphasis in its 1990 code (all state codes in this study were drawn from the 1990 edition) (Table 10). Operating Authority E-score differences among these states suggest distinctive variations in approaches to addressing Operating
Authority in juvenile justice policy and the intensity of emphasis (Table 10).

Comparison of Creative Process Idea Category E-scores Across Three State Codes

The California code achieved a 5.8 Creative Process E-score (Table 10). This reflects a significantly stronger Creative Process emphasis in the California code than either Illinois or Iowa codes. The latter two state codes are distinguished by a comprehensive absence of Creative Process idea category emphasis (Table 10). These data E-scores suggest significant differences in their approach to creative juvenile justice policy (Table 10). Absence of the Creative Process emphasis in the Illinois and Iowa code, and the 5.8 California E-score reflected by these data, suggest support for the punitive (R) juvenile justice policy perspective registered in Tables 1 and 2, and supported by Table 3.

Comparison of Three Idea Category E-scores Across Three States' Archival Data Indicators

Prohibit emphasis in California archival indicators range from a low of 4.7 to a high of 88.7 over the period under study, 1984 to 1992 (Table 10). Illinois archival indicators for the same interval achieved a Prohibit E-score range of 7.1
to 203. E-scores for Iowa range from 10.6 to 167 on the Prohibit idea category for this period (Table 10). These data suggest a significantly stronger Prohibit (punitive) emphasis in both the Illinois and Iowa archival indicators (policy in application) than in California's archival data (Table 10). Overall, these data suggest a very strong Prohibit (punitive) emphasis in archival indicators over time in these three states (Table 10).

Comparison of Operating Authority Idea Category E-scores Across Three States' Archival Data Indicators 1984 - 1992

California archival data indicators for the 1984 to 1992 interval achieved a range of 0 (comprehensive absence) to 9.9 E-scores on the Operating Authority idea category (Table 10). Iowa's range of E-scores on this category was slightly higher: 0 (comprehensive absence) to 13.9 (Table 10). Illinois' range of Operating Authority E-scores was distinguished from both California and Iowa by a comprehensive absence of E-scores on this idea category emphasis (0 to 0) (Table 10). These data suggest that California and Iowa share a moderate to strong Operating Emphasis in archival indicators (policy in application). Illinois is distinctive from the two preceding states, registering a comprehensive absence of Operating Authority emphasis in archival data indicators (policy in
(application) during the period under study (Table 10). Across the three states these data suggest mixed Operating Authority emphasis in archival data ranging from no emphasis to a moderate to strong level of emphasis across states over time (Table 10).


California's archival data indicators achieved Creative Process idea category E-scores ranging from a low of 4.8 to a high of 21.8 for the interval 1983-1992. The E-score range for both Illinois and Iowa was close at 3.3 to 16.1 and 4.5 to 16.2 respectively for this period (Table 10). These data suggest similarity of Creative Process idea category emphasis across the three states over time (Table 10). Again, these data appear to describe a similarity of level of intensity or strength of Creative Process emphasis across states over time, ranging from moderate to strong emphasis (Table 10).

High Isomorphism is achieved for California, Illinois, and Iowa across archival data on the Prohibit (punitive) idea category according to these data. Data suggest the California code and corresponding archival indicators show Moderate Isomorphism on both the Operational Authority and Creative Process idea categories (Table 10). E-scores for Illinois and
Iowa codes and archival indicators achieved No Isomorphism on both the Operating Authority and Creative Process idea categories (Table 10).
CHAPTER IX
CONCLUSIONS

Chapter VIII presents the results, summary, and conclusions of this study. Implications for policy, practice, theory, and future research as well as limitations of the study are discussed.

The Nature of the Juvenile Justice Policy Perspective

The data describe a dichotomized juvenile justice policy perspective split between prevention (non-punitive) and remedial (punitive) orientations (which suggests support for \( H^1 \), Table 11). Prevention is manifested at the overt level of the perspective text. At the latent (hidden, covert) level of analysis these data suggest a second perspective, the Remedial. It is punitive (= Remedial = R = punitive) and dominant. Dominance (power, strength) of the punitive (= R = Remedial) perspective is emphasized by the comprehensive absence of the non-punitive perspective (= SP = Sociological Prevention perspective) across state codes.
Table 11

Summary of the Hypotheses Findings

<table>
<thead>
<tr>
<th>Hypothesis</th>
<th>Supported</th>
</tr>
</thead>
<tbody>
<tr>
<td>( H^1 ) Juvenile justice law codes reflect a dichotomized perspective.</td>
<td>X</td>
</tr>
<tr>
<td>( H^2 ) Juvenile justice law codes reflect a prevention (= Traditional Prevention = TR), and a punitive (= R = Remediation) perspective.</td>
<td>X</td>
</tr>
<tr>
<td>( H^3 ) The dominant perspective of policy articulated in a particular state juvenile code will be isomorphic with the dominant policy in application perspective of that state.</td>
<td>X</td>
</tr>
</tbody>
</table>

Data further suggest equivalency between the prevention (= TP) and remedial (= R) perspectives. These data seem to be saying that although one appears to be prevention and the second remedial, in reality both perspectives are punitive, or remedial (= R). These data seem to indicate that the juvenile justice policy perspective is dichotomized, consisting of an apparent prevention perspective at the overt level, which is actually punitive, and whose surface non-punitive image is non-dominant, and a second perspective which is also punitive and dominant. Ergo, these data describe a dichotomized perspective which is punitive in nature while presenting a prevention image by way of an apparent prevention
perspective at the surface level (which suggests support for H², Table 11).

Why the Apparent/Manifest Prevention Orientation of Juvenile Justice?

These data suggest the commonly perceived image in society of the juvenile justice system as a non-punitive, helping, prevention-oriented entity is but an external facade, an illusion (Tables 1-10). At the latent level of analysis the juvenile justice codes Prevention (Traditional Prevention = TP = punitive) perspective is seen to merge with the Traditional (= Remediational = R = Punitive) perspective. They alike are both seen as punitive.

The question is posed: "How account for this apparent contradictory nature of the juvenile justice perspective?"

Four possible alternative explanations are reviewed.

Creators of the juvenile court were said to be idealists intent upon reforming the existing harsh approaches to troubled and problem youth of the society of their time (Levin & Sarri, 1974). The novel entity, a children’s court, the juvenile court, the solution advanced by these reformers, was designed to be, indeed perhaps its founders believed it to be, non-punitive, helping oriented.

Subsequent to its establishment, the juvenile court, law, and the emergent juvenile justice system were impacted by
other societal forces, for example, the adult criminal justice system, including the law enforcement, prosecutorial, courts, and correctional institutions (Levin & Sarri, 1979). The already entrenched adult system may well have influenced the developing juvenile system in various ways. If the juvenile justice perspective was Remediation (= punitive = R) from the onset, these factors may have functioned to maintain the punitive dominance. Alternately, these same forces may have shaped the perspective punitively over time. Amendments and additions to the juvenile code policy emphasis may have moved it in a punitive direction. At the practice stage administrators and working professionals in the field may have incorporated coercive techniques and philosophies, further shaping the juvenile justice policy and practice punitively. Continuation of this process over time may have incrementally created a juvenile justice system which is punitive, but which retains the outward patina of non-punitive prevention orientation in which it was said to have been cast at its beginning.

Societal treatment of what now is termed delinquency, crime and violence among children and youth, at the establishment of the juvenile justice system was indistinguishable from the methodologies applied to adults (Empey, 1978; Faust & Brantingham, 1975). Both groups were treated harshly, punitively. Efforts to chart a new
non-punitive, helping oriented system especially designed to meet the needs of troubled youth, to preclude delinquency and crime among young persons, would likely be subject to the structural forces affecting other reform efforts. Such a reform effort to create a non-punitive juvenile justice system in illumination of America’s national experience with justice/penal reforms would be expected to fall short of its goals (Empey, 1978; Murton, 1976; Shover & Einstadter, 1988). An intended non-punitive juvenile justice system which becomes a punitive one, with only an illusion of the original non-punitive perspective at the surface level, is a development consistent with America’s national experience with reform efforts in justice matters.

Yet a second alternative explanation exists. Founders and advocates of the juvenile court may be seen as an interest group seeking to secure a place for their values and ideologies reflected in this innovative proposal. A juvenile justice interest group would constitute one of numerous interest groups within the society of the 19th century America when the court was established, and in each succeeding period of time. Opposing groups would include various interest groups concerned with preserving the existing arrangements, or the status quo, relative youth in society, for example. Such interest groups could be expected to vie among themselves for positional advantage.
In the competition with contending interest groups, losses and compromises might be expected in order to advance the juvenile court (law, system) concept. Over time it seems likely that such competition for control of resources, power, and recognition, for example, could be expected to result in measurable changes in the original vision of the juvenile court. Over the course of years it might well be that the original non-punitive helping court perspective could be reshaped into what the data in this study seem to describe, a juvenile justice perspective which appears to be non-punitive, helping oriented, but which is in reality punitive. Such an outcome and explanation would be consistent with the pluralistic paradigm (Dye, 1991; Perdue, 1986).

A third alternative explanation is to be found in the meaning of "prevention" embodied in the Anglo-American legal tradition. Prevention is viewed as the application of punitive methodologies to individuals to "prevent" crime, or juvenile delinquency, for example (Perkins, 1957). Prevention thusly defined embraces the spectrum of coercive punitive strategies, warnings, to fines, to incarceration, to treatment and rehabilitation, to the death penalty as crime and delinquency "prevention" (Packer, 1968; Reid, 1982). In common these strategies are all reactive, coercive, punitive (Reid, 1982), and applied to individuals, equating prevention with punishment (Remediation = R).
From its inception the juvenile court was exposed to the influence of the Anglo-American punitive-prevention (= R = Remediation = punitive) emphasis. Under the pervasive influence of American social control, rhetoric which equates prevention and punishment, juvenile justice advocates may have unknowingly slipped into using this contradictory language. With passage of time policy and practice may have become fully attuned then to what the data of this study appear to describe, a juvenile system which is thought to be prevention, non-punitive in orientation, but which is dominated by a punitive perspective.

A fourth explanation is considered next. The data in this study suggest that we say prevention, perhaps even believe that we are doing prevention, but act remediationally (punitively). It is said that perhaps we simply do not know how to do Sociological Prevention, or alternately that we can not afford the economic price tag, or even if funds were available, we would still not know how to carry out Sociological Prevention. The result would seem to be a kind of Catch-22 in which society continues the status quo--saying prevention, and doing punishment in juvenile justice, indeed in many social problem areas across the broader community.

One explanation for this phenomena is that it may well be that the pervasive utilization of the Remediational approaches over an extended period has so institutionalized this
perspective as to have created Sociological Prevention illiteracy across most of the broader community, among academicians, professionals, and policy makers.

Lacking the know-how of Sociological Prevention, its practice may well be further retarded by a lack of fiscal resources coupled with conservative fiscal policies and ideologies opposed to large social expenditures. The American mind set appears to have become, if it was not always, "McDonalized," i.e., enamored of the "quick-fix" typified by the modern fast-food enterprise, that such large scale potentially expensive undertakings as Sociological Prevention in juvenile justice is simply not considered an option.

Functional theory might explain this situation as a consensus-based natural order of events which meets the needs of society as a whole. Alternately, conflict theory might view this arrangement as the product of forces other than a common consensus, and rather one ultimately created by and serving the needs of prevailing dominant elites/powers in the broader community.

Conflict theorists might explain both the lack of knowledge as to how to do Sociological Prevention and a shortage of necessary monetary resources as by-products of ideologies favorable to the power elite interests rather than individual deficiencies. Saying "prevention" while doing Remediation is (a) less expensive than Sociological Prevention
at least in the short run, and (b) may enlist all segments of society in discrediting and thus facilitating control of the masses of youth, especially those from the disadvantaged, poor, and minority groups. Conflict theory might further suggest that initiating active Sociological Prevention might well threaten the dominant power structure fiscal resources and preferential power positions in society. Some professionals in the juvenile justice and other social control systems, for example, might experience conflict over threats to their power and resources.

Lofquist (1983, 1989) has advanced the concept of Sociological Prevention, i.e., non-punitive, proactive focus upon changing conditions in society to preclude occurrence of behavior targeted for avoidance. This is a systemic change oriented process which emphasizes community involvement in improving social conditions and people building in a positive, constructive manner. Mr. Martin G. Miller and other colleagues of William A. Lofquist involved in the Associates for Youth Development, Inc. (AYD), of Tucson, Arizona, have formulated a Prevention Model.

The AYD Prevention Model describes a prevention continuum. It is bracketed by Sociological Prevention at the societal change end, and Psychological Prevention strategies at the individual behavior change end. Schematically the AYD Model may be represented:
Fitting the Sociological Prevention, Traditional Prevention, and Remedial perspectives of juvenile justice policy presented in this study to the AYD Prevention Model yields an integrated Sociological Prevention-Remedial Scale which depicts the relationship among these three perspectives, and displays graphically their salient characteristics, including the macro/micro (societal/individual) for example. The resulting Sociological Prevention-Remediation Scale may be employed to classify approaches on the Sociological Prevention-Remediation continuum, identify the change focus (societal or individual behavior levels), the temporal or time sequence of initiatives, i.e., reactive (after response) or proactive (anticipated, planned addressment of conditions in advance) for example, and the presence and direction of sanctions (non-punitive/coercive intervention/punitive) of initiatives.
Table 12. **Schematic Scale Sociological Prevention-remediation Societal Problem**

<table>
<thead>
<tr>
<th>Social Response Mode</th>
<th>SP Sociological Prevention</th>
<th>TP Psychological Prevention</th>
<th>Traditional Prevention</th>
<th>R Remediation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Temporal</td>
<td>Proactive</td>
<td>Reactive</td>
<td>Reactive</td>
<td>Reactive</td>
</tr>
<tr>
<td>Structural level (Macro/micro)</td>
<td>Societal</td>
<td>Individual</td>
<td>Individual</td>
<td>Individual</td>
</tr>
<tr>
<td>Change focus</td>
<td>Societal conditions</td>
<td>Individual behavior</td>
<td>Individual behavior</td>
<td>Individual</td>
</tr>
<tr>
<td>Sanctions (Presence &amp; direction)</td>
<td>Non-punitive</td>
<td>Intervention</td>
<td>Intervention</td>
<td>Intervention</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Censoring</td>
<td>Coercive</td>
<td>Punitive</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Coercive</td>
<td>Punitive</td>
<td>Censoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Punitive</td>
<td>Coercive</td>
<td>Coercive</td>
</tr>
<tr>
<td>Comprehensiveness</td>
<td>Zone of illusion of prevention/ apparent prevention reflected in juvenile justice perspective at the manifest level</td>
<td>Dominant, latent punitive perspective of juvenile justice perspective</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
On the Sociological Prevention-Remediation Scale what is commonly understood to be prevention (Traditional Prevention) merges with and overlaps the Psychological Prevention end of the AYD Model. Within this Zone of Illusion we can place the Traditional Prevention (TP) perspective described in this study. The Zone of Illusion aptly describes the prevailing contemporary situation in which we say prevention, but do punishment; we develop "prevention" programs which are in point of fact Remedial. Prevention has become a code word for Punishment (TP = R = Punitive).

A fifth alternative explanation draws heavily on conflict theory. The dichotomized arrangement suggested by the data of this study is seen as consistent with the conflict paradigm of law. Although purporting to favor equal justice, law primarily benefits the prevailing dominant power structure (Perdue, 1986) even though appearances may be to the contrary (Bonger, 1969; Siegel, 1989). Owing to the inherent antagonism (contradictions) built into the capitalist system all laws generally contradict their purported purpose of serving justice (Schwendinger & Schwendinger, 1979; Siegel, 1989). For example, contrasts between the manifestly non-punitive prevention image of juvenile law and the dominant (latent) punitive perspective functions to create a false consciousness of a benign system, for example. Such an arrangement may be seen as promoting acceptance and compliance
with the juvenile justice system's actual punitive nature by deflecting attention from its coercive operation. Actions taken under the prevention, non-punitive rubric, while punitive in actuality, can be justified, moreover, on grounds of necessities of prevention (preventing delinquency and crime and public protection), hence more palatable in a democratic society which professes a nurturing concern for the young and innocent among its members.

Finally, in quest for understanding of the nature of the juvenile justice policy perspective examined in this study, it may be helpful to employ a metaphor (Eisenberg, 1992), and compare it to an Eskimo pie. To the eye an Eskimo pie appears to be a delectable bar of chocolate. When put to the empirical bite test the consumer discovers it is really a bar of creamy white, vanilla-flavored ice milk. The tantalizing chocolate is only a very thin veneer which shells the bar, creating a distinctive contradictory chocolate bar image.

Visualizing the juvenile justice system perspective as a giant Eskimo pie, the image presented to the beholder is one of non-punitive, helping (the chocolate bar image). Analysis through contextual, conceptual analysis (biting into the bar) reveals a dominant punitive center in contradiction (the vanilla-flavored ice milk center). Here a difference appears. Whereas the Eskimo pie really has a distinctive shell, even though a thin veneer, the juvenile
justice policy perspective shell is an illusion of non-punitive perspective; both the apparent non-punitive surface image, and the dominant body of the perspective, are punitive.

E-scores: Why are Sanctions So High?

E-scores (Tables 7, 8, 9) register high salience of institutional sanction of children and youth as public policy. This preeminent emphasis on coercive sanctions may be linked to the punitive values expressed in the code text. Juvenile justice codes reflect the values and norms of society (Bloch & Geis, 1962). Conflict theory explains these dominant values as those of the prevailing dominant power structure, not a common consensus of the community for the common good (Dahrendorf, 1958, 1959; Quinney, 1969, 1970). This supposed consensus is in reality not the result of public initiated agreement in the Durkheimian sense, but rather the influence of ideologies of the ruling class (Thio, 1988). Moreover, despite appearances to the contrary, in complex and subtle ways such laws may actually serve the dominant power structure more than the masses (Thomas & Hepburn, 1986; Thio, 1988).

Law/policy reflects the values, interests, and preferences of the capitalist class according to Marxist conflict theorists (Thomas & Hepburn, 1986), at least in the long run (Vold & Bernard, 1986). Law/policy is an independent
force, an independent variable employed as a tool of repression (Thomas & Hepburn, 1986) against the subordinate, powerless class to protect ruling class power (Quinney, 1970; Siegel, 1989).

Data in this study suggest the value structure of the prevailing dominant power structure embraces core values which rely on a punitive orientation. First, a wide range of behaviors extending from loitering, school truancy, not working, pot smoking, to serious violent offenses are perceived as threats to the power structure, and to capitalism. Second, punishment and the fear of punishment (after Hobbes, Beccaria, and the Classical/Neo-Classical Model) are viewed as the most efficacious means to counter societal challenges to the power structure. The state is the legitimated coercive agent serving power structure interests according to conflict theory. The juvenile justice system is the major societal vehicle for such control directed at youth. Punitive measures are perceived as less expensive (penalizing the individual) than correcting structural arrangements (which would be costly and potentially erode profits and the power structure in capitalism) (Quinney, 1969, 1970; Spitzer, 1975).

Third, core values of the prevailing dominant power structure tolerates, if they do not formally accord out-right acceptance of the "evil" nature of humans view, especially the masses who must be controlled with societal force to preserve
the social order (Pound, 1922; Wilson, 1983). Fourth, the capitalistic system creates large numbers of underemployed, unemployed, and disadvantaged individuals as a necessary function of the omnipresent quest for still greater and greater profits. The juvenile justice system is one of the mechanisms designed to control such potentially threatening groups (Chambliss & Seidman, 1971; Hepburn, 1977; Kozol, 1989; Quinney, 1969, 1970; Schwendinger & Schwendinger, 1979; Spitzer, 1975; Vold & Bernard, 1986).

What of the Mandate of Juvenile Policy to Focus on Prevention?

Arguably, according to these data, there exists within juvenile codes a mandate for Sociological Prevention (= SP) (i.e., non-punitive) rather than punitiveness. Given a dichotomized apparent Prevention perspective and a Remediational perspective, with both merging into a Remedial (= R = punitive) perspective, what can be said of the prevention mandate?

Data examined in this study point to the existence of concern for prevention at a superficial policy level which is overshadowed by the vigorous focus on punitive methodologies guided by what is in reality a punitive perspective. Code analysis suggest policy is driven by punitive values which
subordinate prevention to a screen for the coercive. Prevention thus becomes a code word for punishment.

There remains the provocative questions: Why this arrangement? Why say prevention and do punishment? Why the mandate for prevention while doing punishment? Why the focus in policy at the surface level on prevention while practicing remediation (punishment)?

At the manifest level of analysis these data suggest adherence to a prevention policy mandate. Data analysis at the latent (hidden) and dominant level seem to indicate non-adherence to a prevention mandate and adherence to a punitive mandate across all code jurisdictions. This presents a contradiction. At least two possible and logical explanations can be identified.

First, prevention could be understood as and intended to equate with punitiveness (Prevention = Traditional Prevention = TP = Punitive = R). A mandate for prevention is thus a mandate for punitiveness. Data suggest prevention thus understood the mandate is being met. Even so, a contradiction between the apparent and the dominant intent of the policy mandate, and between the apparent and the dominant policy perspective in juvenile justice remains.

Second, prevention could be viewed as non-punitive (Sociological Prevention = SP) and distinctive from punitiveness (Remediational = R = punitive). In this approach
the prevention mandate is not being met across the 45 code jurisdictions. Here a contradiction exists between the two versions of understanding as to the nature of prevention; non-punitive versus punitive, and between the nature of the mandate for prevention and dominant juvenile justice policy perspective.

Data analysis suggests that study findings are not the result of chance.

C-scores and E-scores are said to become significant at the 0.05 level of significance at 3.2 and above. Scores of 3.2 and above have a 95% chance that their occurrence is due to other than chance (McTavish & Pirro, 1990). That is, in 95 out of 100 cases the probability is that these C-scores and E-scores of 3.2 and above are the result of factors or variables other than mere coincidence or random events (Blalock, 1960; Mohr, 1988; Triola, 1980). The 95% certainty/confidence level is said to be the convention employed by social science researchers (Johnson & Joslyn, 1986). This implies that these contradictions are the result of the influence of purposeful factors (variables). Assuming this to be true, how can the apparent contradictions be explained?

Conflict theory suggests that contradictions are common in society between law/policy and its impact; between policy and practice (Chambliss & Seidman, 1971; Schwendinger & Schwendinger, 1979). Conflict theory further suggests that
ideology (belief systems which tend to sustain one view/position over others) is employed to maintain interests of the prevailing dominant power structure (Perdue, 1986). The apparent prevention perspective can thus be seen as an ideological mechanism to facilitate hegemony of the punitive approach. A plausible explanation is that policy couched in language commonly understood as connotating non-punitiveness may be more palatable and acceptable to the public at large, youth themselves, and even to proximate policy makers (legislators, governors). Thus saying prevention, but doing punitiveness, would seem to be a marketable strategem for carrying out punitive policy designed to serve power interests.

Comparison of General/Macro and Specific/Micro Level Context or C-scores Across Three Intensively Studied State Codes

Context or C-scores for state codes were first computed for each of the 50 state juvenile law codes (Chapter VII, Tables 2, 3, 4, 5, & 6). In a second analysis, Context scores or C-scores were generated for three intensively studied states: California, Illinois, and Iowa (Chapter VIII, Table 1). The two sets of C-scores were compared in Chapter VIII. Focus on only three codes permitted elaboration of data in the second analysis relative the first analysis which
included all 50 state juvenile law codes (50 = the population/universe under study).

Overall, comparison of these data from the two analyses suggest a numerical decline in C-scores across codes at the specific/micro level versus the general/macro level (Tables 1-6). These data suggest an R (= Remedial = punitive) perspective emphasis across codes and analyses (Tables 1-6). The R emphasis is supported in both general and specific levels by the absence of the SP perspective emphasis at both levels, and the maintenance of the status quo suggested by the Analytic C-scores across codes and analyses (Tables 1-6). This comparison of data suggests that the numerical value of C-scores may decline in analyses of groups of three or fewer code perspectives, but the direction of emphasis, e.g., R, will remain constant.

How Explain the Four Diverging State Codes Depicted on the C-score Distance Plot? (Figure 1)

In summary application of routine clustering technique to the juvenile law code texts to measure contexts distance (looseness, tightness of contexts among texts across states) generates a non-linear cluster for most of the 45 codes when plotted. Four states--Massachusetts, Louisiana, Georgia, and Illinois--describe a progressively diverging pattern
(negative) away from the clustered 41 states (Figure 1). How might we explain this divergence?

Comparison of these four states on demographic indicators chiefly reflects dissimilarity. Demographic differences among these four states in comparison with demographic differences observed within the clustered group present a similar mix. One possible alternative explanation for divergence of these four states is value and language shifts over time.

Illinois is the first, and oldest, code. The majority of other codes were largely modeled after Illinois juvenile law (a diffusion-like process) (Brown, 1981). All juvenile codes have been revised over time. Code revisions may have incorporated values and language of the time which reshaped code texts moving codes into the cluster pattern depicted in the Plot and away from the Illinois model (Figure 1).

An alternative explanation suggests that the pattern displayed by these four states may describe a shift in punitive emphasis (Traditional C-score dimension = R = Remedial = punitive) longitudinally. Data suggest Illinois achieved the highest punitive C-score emphasis (Table 1, Figure 1). Moving across the Plot from Illinois, states register progressively lower code C-scores on the punitive emphasis (Figure 1, Table 1). A 3.96 distance (slightly more than one standard deviation) separates the lowest score among the four states (Massachusetts) and the
closest high Traditional dimension C-score among the cluster states (Figure 1, Table 1). Cluster states reflect descending punitive emphasis (Figure 1, Table 1).

It will be remembered that Illinois adopted the first juvenile law code in 1899. The descending Traditional dimension (punitive) emphasis toward and within the cluster states may reflect a shift over time either (a) toward a more punitive emphasis juvenile justice perspective, or (b) a move toward diminished punitive emphasis. In the former, Illinois is seen as leading the codes, followed by Georgia, Louisiana, and Massachusetts. In the latter, states within the cluster represent the lessened punitive focus with Illinois trailing the trend (Figure 1, Table 1).

Finally, the data in this study do not suggest a satisfactory explanation for the divergence of the four states observed (Figure 1). This finding suggests a need for further research to examine and explain the four outlier states (Figure 1).

Isomorphicity (Match) between State Codes and Corresponding Archival Indicators

Three illustrative idea category E-scores (conceptual categories) for the three states (California, Illinois, and Iowa) were compared with corresponding archival scores across a nine-year period (1984 - 1992 (Table 10). These data
suggest that Isomorphicity (match) between the perspective of juvenile justice policy as articulated (codes) and as applied (state archival indicators) varies across states. Match ranged from No Isomorphicity (reflected on two Idea Categories for Illinois and Iowa) to Moderate Isomorphicity (achieved by the California Code on two Idea Categories) to High Isomorphicity (registered on one Idea Category for each of the three states — Table 10). Table 10 is reviewed.

Comparisons between the perspective of policy as articulated and applied depicted in Table 10 present nine possible match outcomes viewed horizontally. Table 10 reflects four No Matches (No Isomorphicity = NI), two Moderate Matches (Moderate Isomorphicity = MI), and three High Matches (High Isomorphicity = HI). These data express a ratio of five matches (Moderate to High Isomorphicity) to four No Matches (No Isomorphicity) between code perspectives and archival perspectives for the three states studied intensively (Table 10). Although displaying variation across the three states, these data suggest support for $H^3$, i.e., the dominant perspective of policy articulated in a particular juvenile code will be isomorphic with the dominant policy in application perspective of that state. These data suggest dominance of the punitive (= R = Remedial) perspective across codes and archival data.
Implications of this Study

Data analyzed in this study suggest that juvenile justice policy presents a non-punitive, prevention image which in reality is a punitive-dominated perspective. Juvenile justice perspective reflects an inherent contradiction—we say prevention and do punishment. This entails policy and practice implications.

These data suggest that policy initiatives, whether in articulating policy or in its application, emphasis upon prevention (as it is commonly understood and seems to exist in juvenile justice policy perspective as reflected by these data), are likely to be directed at individual behavior, and punitive. A further implication of this study flows from the first. These data suggest that achievement of prevention (= non-punitive = Sociological Prevention = SP) would seem to hinge upon reconceptualizing the meaning of prevention in juvenile policy and practice. Thus, to the extent that interest in prevention of juvenile delinquency/juvenile crime in the sense of actual prevention, i.e., Sociological Prevention (= SP = non-punitive, changing conditions emphasis) is to be brought to bear on juvenile justice policy and practice a shift from Traditional Prevention (= TP = punitive = R) to Sociological Prevention (= SP = non-punitive, changing conditions emphasis), is appropriate, indeed arguably necessary.
Limitations of this Study

The cross-sectional approach utilized here examined a snapshot of state codes at a point in time (i.e., editions existing in 1990). Archival data were likewise drawn from a very limited seven-year time frame (1984 - 1992), and for only three states. By definition, this study did not analyze codes and archival data over time (excepting archivials for three states 1984 - 1992) to identify and chart changes in policy as articulated, or applied, nor to identify and describe intervening variables associated with any such changes. A longitudinal study of codes and archival data both retrospectively and prospectively might well yield significant information critical to understanding causal relationships in juvenile justice policy articulation and application. Trend patterns might well be revealed which could help explain juvenile justice perspectives historically, and predict future nature and direction. Further, long-time studies might well effectively challenge the findings of this study, or alternately provide increased support, thereby increasing the value of this study.

Secondly, a number of intriguing and significant questions are beyond the scope of this study. Such questions, some existing at the start of the work and others generated as it progressed, include, for example: If codes reflect the values/norms preferred by the prevailing dominant power
structure, how can we explain sociologically the existence of this preference and its maintenance in ultimate cause and effect terms? What societal forces are supportive? How? Why? And what social forces counter such values/norms, and why are they subordinate? What is the impact (human, legal, economic, societal, etc.) of such perspectives? How do we account sociologically for the variations across states, and regions? What are the key social institutions in the emergence and dominance of juvenile justice policy perspectives? What are their roles?

Recommendations for Future Research

It is recognized that this is but a modest initiative in the challenging quest for understanding the nature of juvenile justice policy perspective and its place in the world of policy and the universe of social institutions. Much effort from among the community of scholars is needed to work through the numerous challenges presented by applying a meld of qualitative and quantitative methodology to an emergent genera of sociological data, law codes, and to policy applied indicators.

The data examined in this study suggest several potential fruitful areas of future research. These are outlined in the following.
Longitudinal Studies

1. A retrospective study of juvenile code statements of purpose clauses to compare perspectives over major intervals of time, and ideally from inception of each code to the present edition, seems to offer valuable returns. Such a study could identify the time and nature of changes, leading to mapping of relationships with possible agents of influence in each jurisdiction, and in the broader society. Trends in perspective dominance movement, i.e., non-punitive to punitive, for individual codes, and across jurisdictions, could be revealed. A similar prospective study would seem offer value as well.

2. Retrospective studies of archival indicators of policy in application in select states and across regions could be helpful in developing fuller understanding of the relationship between policy articulated, and policy in application.

3. Further investigation of the values expressed in juvenile justice code statements of purpose would seem to offer a fruitful area for future work. Identification and charting of relationships between the dominant values of code statement of purpose perspective and values, for example, of elites, proximate policy makers (legislators, governors--after Dye), individually and collectively, professionals in the juvenile justice system, youth, youth exposed to the juvenile
justice system, other groups, and the public at large. Such comparisons could be made for select states, across jurisdictions, and longitudinally. An important focus here should be an attempt to chart the direction of value movement (influence) among various groups vis-a-vis juvenile code values. A third consideration should be dominant value trends/strengths.

4. In the area of methodology, experiments need to be designed and carried out to facilitate and enhance the expanded application of contextual conceptual content computerized analysis methodology to the juvenile law, and law codes generally, and other sociological data. Further work to refine the measurement of variables involved in this study need to be structured as a means to advance understanding in juvenile policy and policy boldly written.

5. Additional studies to further explicate the relationship of conflict theory, especially, and competing theoretical paradigms to the juvenile justice policy perspective, seems to offer a potential of importance.

6. Four state codes depicted on the C-score Distance Plot (Figure 1) diverge significantly from the remaining 41 states which form a cluster pattern. Further research is needed to fully explain this divergence.
7. The process by which the juvenile justice policy perspective is generated and maintained is another area in which further work offers potential valued returns.

8. Additional work is needed to refine development of policy in application indicators for further comparison with code perspectives. Initial unsuccessful efforts to utilize juvenile justice expenditures (by amount and purpose), for example, to measure isomorphicity between policy stated and policy applied needs to be renewed.

9. Eventually comparison between juvenile justice code perspectives and application indicators, and corresponding indicators in adult criminal justice, would seem to be appropriate. Among the foci of interest here is the identification of relationships among underlying values, and changes in the dominant perspectives of each system, for example.

10. In time, comparison might well be made between the American juvenile justice system code perspectives and counterparts in other parts of the global community.

11. More formal, and specific, policy application studies to chart the policy implications of the nature of juvenile justice policy perspective for particular states and regions would seem to offer valued outcomes, for example.
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APPENDIX A

MINNESOTA CONTEXT CONTENT ANALYSIS (MCCA)
CONCEPTUAL IDEA CATEGORIES DICTIONARY

Compiled by
Dr. Donald G. McTavish and Dr. Ellen B. Pirro (1992)
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APPENDIX B

GROUP A DATA

(Or Juvenile Justice Law Codes or Indicators of Juvenile Justice Policy as Articulated [Stated] Text)
APPENDIX C

GROUP B DATA
(Or Indicators of Juvenile Justice Policy
in Application Text)
CALIFORNIA CONTINUES TO BE A POWERFUL MAGNET FOR THE BEST AND THE BRIGHTEST SINCE SEVENTY SEVEN OVER HALF OF ALL THE COMPUTER CHIP COMPANIES OPENED ANYWHERE IN THE WORLD OPENED THEIR DOORS RIGHT HERE IN CALIFORNIA WE ARE HOME TO THREE OF AMERICA'S TOP FIVE GRADUATE SCHOOLS AND FIVE OF THE TOP TEN ELECTRICAL ENGINEERING SCHOOLS MORE ENGINEERS AND SCIENTISTS ARE WORKING HERE THAN ANY OTHER STATE IN FACT WE HAVE MORE THAN THE NEXT TWO STATES NEW YORK AND TEXAS COMBINED

WE MUST BEGIN AT THE BEGINNING IN OUR SCHOOLS IN OUR PAST FIVE BUDGETS WE HAVE INCREASED FUNDING FOR OUR KTWELVE SCHOOLS BY SIXTY FIVE PERCENT AT A TIME WHEN ENROLLMENT INCREASED BY ELEVEN PERCENT TOMORROW I WILL SUBMIT A NEW BUDGET TO THE LEGISLATURE WHICH CONTAINS NEARLY ONE BILLION DOLLARS IN NEW GENERAL FUND SUPPORT FOR KTWELVE SCHOOLS HOWEVER THESE SCHOOLS WILL RECEIVE ONE POINT SEVEN BILLION DOLLARS IN NEW FUNDS FROM ALL SOURCES RESULTING IN THE HIGHEST LEVEL OF SUPPORT PER STUDENT IN CALIFORNIA HISTORY EVEN AFTER ADJUSTING FOR INFLATION

WE MUST ALSO PREPARE FOR THE FACT THAT BY THE YEAR TWO THOUSAND WE WILL HAVE ONE POINT FOUR MILLION MORE STUDENTS TO EDUCATE THAN WE TO TODAY THEREFORE I AM PROPOSING THAT WE DOUBLE OUR ORIGINAL COMMITMENT TO SCHOOL CONSTRUCTION BONDS IN NINETEEN EIGHTY EIGHT FROM EIGHT MILLION DOLLARS TO ONE POINT SIX BILLION DOLLARS

THE FUTURE OF OUR SCHOOLS DEPENDS NOT JUST ON THE QUANTITY OF CASH BUT ON THE QUALITY OF THE COMMITMENT TO LEARNING

LAST MONTH CALIFORNIA'S COMMISSION ON EDUCATIONAL QUALITY FOUND THAT STUDENT PERFORMANCE IS SUFFERING IN A NUMBER OF SCHOOL DISTRICTS THAT LACK CLEARLY DEFINED LEARNING GOALS TO CORRECT THIS THE COMMISSION RECOMMENDED THAT THE STATE DEVELOP A NEW HIGH PERFORMANCE CURRICULUM ALONG WITH AN INNOVATIVE ASSESSMENT SYSTEM TO ASSURE THAT SCHOOLS ARE DOING THEIR JOB IF SCHOOLS CONSISTENTLY FAIL TO PERFORM THE COMMISSION RECOMMENDED THAT THE STATE DEPARTMENT OF EDUCATION INTERVENE AND PROVIDE GUIDANCE UP TO AND INCLUDING THE APPOINTMENT OF A STATE TRUSTEE

THE COMMISSION ALSO FOUND THAT THERE IS ROOM FOR IMPROVEMENT IN THE WAY MANY SCHOOLS MANAGE AND USE THEIR FUNDS IT RECOMMENDED THAT SCHOOLS BE REQUIRED TO DEVELOP LONG RANGE FINANCIAL PLANS THAT ANTICIPATE CHANGES IN ENROLLMENT AND CONTAIN PRUDENT RESERVES

SUPPORT THESE REFORMS AND HAVE DISCUSSED THEM WITH SUPERINTENDENT OF PUBLIC INSTRUCTION BILL HONIG WHO ALSO SUPPORTS THEM THEREFORE I AM PLEASED TO ANNOUNCE THAT SUPERINTENDENT HONIG AND I WILL COPROPOSE LEGISLATION TO IMPLEMENT THEM

MY BUDGET ALSO FUNDS BETTER TRAINING AND TESTING OF NEW TEACHERS CONTINUING EDUCATION FOR EXISTING TEACHERS ADDITIONAL INSTRUCTIONAL TIME FOR STUDENTS THROUGH EXPANDED SUMMER SCHOOL AND OTHER MEASURES TO IMPROVE STUDENT PERFORMANCE

HERE IS SOMETHING ELSE WE MUST DO FOR OUR YOUNG PEOPLE IF YOU ARE A QUALIFIED STUDENT WILLING TO WORK AND STUDY HARD THEN WE ARE GOING TO MAKE SURE THAT YOU CAN GET A QUALITY COLLEGE EDUCATION REGARDLESS OF FINANCIAL BACKGROUND

IN ADDITION INCREASES IN MY NEW BUDGET WE WILL HAVE BOOSTED OUR SIX YEAR SUPPORT FOR OUR THREE SYSTEMS OF HIGHER EDUCATION BY MORE THAN SIXTY PERCENT STUDENT AID IN OUR SIX BUDGETS HAS BEEN RAISED OVER SEVENTY PERCENT AND THE TOTAL NUMBER OF STUDENTS RECEIVING GRANTS WILL TOP SEVENTY THREE THOUSAND IN THE COMING YEAR

I CANNOT INVENT THE FUTURE FOR OUR CHILDREN AND GRANDCHILDREN NOR SHOULD WE TRY BUT WE CAN AND WE MUST GIVE OUR YOUNGER GENERATIONS THE FOUNDATION THEY NEED TO BUILD THEIR OWN LIVES AND CREATE THEIR OWN FUTURE THAT IS WHY EDUCATION HAS ALWAYS BEEN MY HIGHEST BUDGET PRIORITY AND IT ALWAYS WILL BE
CALIFORNIA HAS ONE OF THE BEST TRANSPORTATION NETWORKS IN THE WORLD. OUR CHALLENGE: THROUGH THE COMPREHENSIVE PROGRAM I HAVE OUTLINED IT SO REPLACE HIGH TENSION HIGHWAYS WITH HIGH TECH HIGHWAYS. CALIFORNIANS DESERVE A TRANSPORTATION SYSTEM THAT IS FREE OF ROADBLOCKS AND VIOLENCE.

I SEEK NOTHING LESS THAN TO FREE SOCIETY FROM THE THREAT OF AIDS WE ARE EQUALLY COMMITTED TO FREEING OUR CITIZENS FROM THE TERROR OF VIOLENT CRIME.

WITH MY APPOINTMENT OF OVER FIVE HUNDRED NEW COMMON SENSE JUDGES WE HAVE GREATLY ESTORED PUBLIC CONFIDENCE IN THE CRIMINAL JUST SYSTEM BUT WE MUST STILL WORK AND TO MAKE OUR COMMUNITIES SAFER IN THE PAST FIVE YEARS WITH BIPARTISAN SUPPORT FROM THE LEGISLATURE WE HAVE OPENED ELEVEN NEW CORRECTIONAL FACILITIES AND ADDED EARLY SEVENTEEN THOUSAND BEDS TO OUR STATE PRISON SYSTEM IN OUR NEW BUDGET I AM PROPOSING THAT WE HIRE OVER TWO THOUSAND TWO HUNDRED NEW PUBLIC SAFETY PERSONNEL. NO I WILL BE PROPOSING A SUBSTANTIAL NEW BOND ISSUE TO BUILD MORE PRISONS AND PUT MORE CRIMINALS BEHIND BARS.

ONE SEE PRISON OVERCROWDING AND LOOK FOR ALTERNATIVES TO INCARCERATION CURRENTLY HIRTY FIVE PERCENT OF CONVICTED FELONS ARE SENT TO STATE PRISON THE REMAINING SIXTY FIVE PERCENT RECEIVE ALTERNATIVE SENTENCES. WE SHOULD NOT CONSIDER FURTHER ALTERNATIVES TO INCARCERATION SO LONG AS THERE ARE HARDENED CRIMINALS WHO WILL NOT CONSIDER ALTERNATIVES TO CRIME.
FILE TWO STATE MESSAGE CALIFORNIA NINETEEN NINETY

N NINETEEN EIGHTY THREE CALIFORNIA HAD JUST TWELVE STATE PRISONS TO HOUSE
HAPPY CRIMINALS SINCE THEN WE HAVE BUILT FOURTEEN NEW PRISON FACILITIES THAT
HAS ENABLED US TO REMOVE AN ADDITIONAL FIFTY TWO THOUSAND CONVICTED CRIMINALS
FROM NEIGHBORHOODS TO SEND THEM TO STATE PRISON AND I WILL CONTINUE TO PUSH FOR
CONSTITUTIONAL AMENDMENT THAT ALLOWS ALL ABLE BODIED CRIMINALS TO WORKS AND HELP
PAY THE COST OF THEIR UPKEEP JUST LIKE THE REST OF US

JUST AS THE NEXT EXIT ON THE FREEWAY IS BECOMING HARDER TO REACH SO IS THE DREAM
IF HOME OWNERSHIP I AM PROPOSING THAT THE LEGISLATURE JOIN ME IN ENACTING A FIVE
YEAR TWO BILLION DOLLAR HOUSING OPPORTUNITY PROGRAM TO GREATLY EXPAND OUR EFFORTS
TO PUT HOME OWNERSHIP BACK WITHIN REACH OF THE AVERAGE FAMILY

USING ITS EXISTING BONDING AUTHORITY THE CALIFORNIA HOUSING FINANCE AGENCY WILL
RAISE ONE POINT EIGHT BILLION OF THESE FUNDS THROUGH THE ISSUANCE OF BOTH REVENUE
AND PRIVATE ACTIVITY BONDS ANOTHER TWO HUNDRED MILLION DOLLARS CAN BE GENERATED
THROUGH A REAUTHORIZATION OF UNUTILIZED GENERAL OBLIGATION BONDS ALREADY APPROVED
BY THE VOTERS WHEN THEY PASSED THE FIRST TIME HOME BUYERS BOND ACT OF NINETEEN
EIGHTY TWO

THE DAWN OF A NEW DECADE SHOULD BRING WITH IT COMPLETION OF OUR WORK ON ANOTHER
MILESTONE OF HUMANITY BASIC HEALTH CARE COVERAGE FOR ALL WORKING CALIFORNIANS AND
THEIR FAMILIES

IN ESTIMATED FOUR MILLION WORKING CALIFORNIANS AND DEPENDENTS HAVE NO COVERAGE
AND SECURING PRIVATE HEALTH INSURANCE IS TOO EXPENSIVE FOR MOST OF THESE FAMILIES

I AM PROPOSING ELEVEN MILLION DOLLARS IN ADDITIONAL EXPENDITURES TO FUND NEW
DISASTER READINESS MEASURES INCLUDING PLANNING A SITE FOR A SOUTHERN CALIFORNIA
OPERATIONS CENTER OF THE OFFICE OF EMERGENCY SERVICES STATEWIDE INSPECTION OF
PUBLIC SCHOOLS AND STATE BUILDINGS AND THE PURCHASE OF ADDITION RESCUE AND
COMMUNICATIONS EQUIPMENT

I AM ALSO PROPOSING AN ADDITIONAL THREE HUNDRED FIFTY MILLION DOLLARS IN BONDS TO
ETROFIT STATE BUILDINGS AND HIGHER EDUCATION FACILITIES

I CANNOT TALK ABOUT THE CHALLENGES OF THE NINETEEN NINETIES WITHOUT SPEAKING OF
CALIFORNIA'S CHILDREN DURING THE PAST SEVEN YEARS WE HAVE ACCOMPLISHED SOME NEEDED
EFORMS IN OUR PUBLIC SCHOOLS AND MORE THAN DOUBLED THEIR FUNDING AND WE HAVE
INDEED RESTORED PRIDE AND EXCELLENCE TO OUR PUBLIC INSTITUTIONS OF HIGHER
EARNING

I MESSAGE TO THE YOUNG PEOPLE IS THAT THE BENEFITS OF STAYING IN SCHOOL WILL PAY
OFF EVERY DAY FOR THE REST OF YOUR LIFE I URGE YOU TO REMAIN WITH YOUR EDUCATION
ND THEN YOUR EDUCATION WILL REMAIN WITH YOU

N NINETEEN EIGHTY SIX I PROPOSED AND WE HAVE IMPLEMENTED A CHILDRENS INITIATIVE
DESIGNED TO IMPROVE HEALTH CARE DAY CARE AND CHILD SUPPORT COLLECTIONS ON BEHALF
OF THE YOUNG AND TO BETTER PROTECT THEM FROM ABUSE

ND YET ALL OUR EFFORTS WILL BE SQUANDERED IF WE CONTINUE TO ALLOW THE
ESTRUCTION OF OUR YOUNG PEOPLE BY POISONOUS DRUGS

I NEW BUDGET CONTAINS AN ADDITIONAL TEN MILLION TO EXPAND A LIFE SAVING EFFORT
BEGAN LAST YEAR DRUG EDUCATION I OUR SCHOOLS WITH TWO YEAR EXPENDITURES
STALLING FIFTY FOUR MILLION DOLLARS WE WILL NOW BE ABLE TO INCLUDE DRUG
EDUCATION IN EVERY SCHOOL FROM GRADES FOUR TO EIGHT WE MUST ALSO TAKE ADDITIONAL
TEPS TO STEM THE FLOW OF ILLEGAL DRUGS INTO OUR STATE I AM PLEASED TO REPORT
AT THE FEDERAL GOVERNMENT HAS APPROVED THE ALLOCATION OF TEN MILLION DOLLARS TO
THE CALIFORNIA NATIONAL GUARD TO STEP UP ITS WORK WITH LOCAL LAW ENFORCEMENT
ENCYCLES TO STOP THE SMUGGLING OF DRUGS ACROSS OUR BORDER
RIGIDLY SOME HAVE SUGGESTED LEGALIZATION AS A SOLUTION TO THE DRUG PROBLEM THEY ARE DEAD WRONG WE MUST NEVER NEVER WAVE THE WHITE FLAG OF SURRENDER AT THE WHITE FLAG OF COCAINE AND OTHER DRUGS

CURRENTLY OUR SCHOOL AGE POPULATION IS GROWING AT A RATE FORTY PERCENT FASTER THAN OUR POPULATION AS A WHOLE WITH THAT KIND OF GROWTH WE CANNOT DEPEND SIMPLY ON BUILDING OUR WAY OUT OF THE SHORTAGE OF CLASSROOMS EVEN THOUGH WE HAVE COMPLETED NEARLY SEVEN HUNDRED SCHOOL CONSTRUCTION PROJECTS SINCE NINETEEN EIGHTY THREE MY NEW BUDGET CONTAINS AN ADDITIONAL ONE POINT SIX BILLION DOLLAR BOND PROPOSAL FOR SCHOOL CONSTRUCTION BUT IT WILL BE ACCOMPANIED BY THESE ADDITIONAL PROPOSALS

FIRST WE WILL PROVIDE STRONG FINANCIAL INCENTIVES TO DISTRICTS WHICH ADOPT A YEAR ROUND SCHOOL PROGRAM INCLUDING SPECIAL PER STUDENT PAYMENTS AND FIRST CALL ON SCHOOL CONSTRUCTION BOND FUNDS IT IS SIMPLY INEXCUSABLE AND WASTEFUL TO ALLOW SCHOOL FACILITIES TO SIT IDLE AND UNUSED FOR UP TO THREE MONTHS PER YEAR

SECOND IN ORDER TO ENCOURAGE LOCAL DISTRICTS WHO MOVE TOWARD YEAR ROUND SCHOOLS TO ENACT THEIR OWN LOCAL SCHOOL BOND MEASURES I WOULD SUPPORT A CONSTITUTIONAL AMENDMENT TO REDUCE TO SIXTY PERCENT THE TWO THIRDS VOTE THAT IS NOW REQUIRED FOR APPROVAL OF THOSE BONDS

WANT CALIFORNIANS TO BE ABLE TO TAKE PRIDE IN THEIR COMMUNITIES AND THEIR STATE AGAIN WE MUST PERSUADE EDUCATE AND INSIST THAT ALL RESIDENTS RESPECT OUR ROADS FREeways WALLS BEACHES PARKS AND NEIGHBORHOODS AND STOP USING THEM AS THEIR OWN PERSONAL GARBAGE DUMP

LIKE SO MANY OTHERS I BECAME A CALIFORNIAN NOT BY BIRTH BUT BY CHOICE I ADOPTED A STATE WHOSE OPPORTUNITIES ARE AS BOUNDLESS AS ITS BEAUTY WHOSE FUTURE IS AS BRIGHT AS ITS SUNSHINE AND WHOSE POSSIBILITIES ARE AS VARIED AS ITS PEOPLE I WANT TO PRESERVE THAT KIND OF CALIFORNIA FOR ALL OF CALIFORNIA'S CHILDREN AND GRANDCHILDREN

AS MOST OF YOU KNOW GLORIA AND I ARE FIRST GENERATION AMERICANS OUR PARENTS STRUGGLED AND WORKED VERY HARD TO GIVE THEIR CHILDREN A BETTER START IN LIFE THAN THEY HAD KNOW

E HAVE TRIED TO DO THE SAME FOR OUR CHILDREN AND AS GOVERNOR MY GOAL WAS TO EAVE CALIFORNIA BETTER THAN I FOUND IT I BELIEVE THAT IT IS BETTER THAN IT WAS NO THAT IS WHY LITERALLY MILLIONS OF PEOPLE HAVECOME HERE IN THE PAST FEW YEARS SEEKING UNLIMITED OPPORTUNITIES
FILE THREE STATE MESSAGE ILLINOIS NINETEEN EIGHTY FIVE

THIS IS THE NINTH TIME I HAVE BEEN PRIVILEGED TO STAND BEFORE YOU TO REPORT ON THE STATE OF OUR STATE. THERE HAVE BEEN YEARS OF BOUNTY AND YEARS OF STRUGGLE WHETHER IN EXPANDING SERVICES, CUTTING BUDGETS, REFORMING TAXES, CARING FOR THE POOR AND THE SICK, PROTECTING THE AGING OR THE CHILDREN, FIGHTING CRIME OR CLEANING THE ENVIRONMENT IN EDUCATION OR IN MENTAL HEALTH. YOU HAVE BEEN VARYING PARTNERS AND WE HAVE BEEN GOOD PARTNERS BECAUSE WE ARE ALL PRIVILEGED TO SERVE THE HARD WORKING, CREATING AND DECENT PEOPLE WHO ARE AMERICA THE PEOPLE OF ILLINOIS.

WHILE SCIENTISTS AT THE UNIVERSITY OF ILLINOIS PREPARE TO BUILD THE WORLD'S FASTEST SUPER COMPUTER, ILLINOIS FARMERS STRUGGLE IN A WORLD ECONOMY WHICH HAS STRIPPED MUCH OF THE VALUE OF THEIR SOIL, DEPRESSED THE VALUE OF THE PRODUCTS OF THEIR LABOR, AND BECAUSE WE AS A COUNTRY SPEND MORE THAN WE EARN, BARRED TOO MUCH OF THEIR PRODUCT FROM WORLD MARKETS.

THE REAL ISSUE FOR ILLINOIS FARMERS AND FOR OUR NEIGHBORS IN THE MIDWEST IS NOT WHETHER WE STILL HAVE THE CAPACITY TO FEED THE WORLD AS WE ONCE DID. OF COURSE WE DO. THE REAL ISSUE IS WHETHER THERE IS THE POLITICAL WILL IN WASHINGTON AND IN ILLINOIS AND IN FORTY NINE OTHER STATES TO STOP SPENDING MORE THAN WE CAN AFFORD. WE MUST WEAN OURSELVES FROM A DEFICIT DANGEROUS TO OURSELVES, OUR CHILDREN AND OUR GRANDCHILDREN. WE MUST LEARN RATHER THAN DISCOURAGE INVESTMENT AND THE PRICE OF A DOLLAR ON THE WORLD MARKETS. LET AMERICA AND ILLINOIS EXPORT AGAIN.

AND THAT ISSUE IS SO IMPORTANT TO US AS A STATE AND AS A PEOPLE THAT IT IS THE ONLY ISSUE I WANT TO DISCUSS TODAY. WHAT STEPS MUST WE TAKE TO MORE EFFECTIVELY PREPARE THIS STATE AND OURSELVES FOR THE JOBS OF TODAY AND TOMORROW FOR IN THE END ALL THAT STATE GOVERNMENT CAN AND SHOULD DO FOR US AS A PEOPLE DEPENDS ON HOW MANY OF OUR PEOPLE ARE PRODUCTIVELY WORKING. ONLY WORKING PEOPLE PAY THE TAXES THAT ENABLE THE GOVERNMENT TO DO WHAT IT CAN AND SHOULD. THE RESULT IS THAT WE HAVE A GOOD DEAL OF TAX CAPACITY IN ILLINOIS AND WE OUGHT TO SAFEGUARD IT. NO ONE KNOWS WHAT FEDERAL BUDGET CUTS MUST BE ABSORBED BY THE STATES TO REDUCE THE FEDERAL DEFICIT THAT HAS OUR ECONOMY IN A STRANGLEHOLD AND NO ONE KNOWS WHAT FEDERAL TAX CHANGES MAY ULTIMATELY BE EMPLOYED TO CLOSE THAT DEFICIT GAP. IF WE CAN SUPPORT SOUND AND EXPANDING PROGRAMS FOR THOSE WHO NEED THE HELP OF GOVERNMENT, IF WE CAN SUSTAIN THE LARGEST SINGLE INCREASE IN EDUCATIONAL SPENDING IN MORE THAN A DECADE AND IF WE CAN BUILD ILLINOIS WITHOUT AN INCREASE IN THE INCOME TAX OR SALES TAX OF THIS STATE AND IF I BELIEVE WE CAN THEN WE OUGHT TO DO IT.

THIS STATE HAS NATURAL ADVANTAGES WHICH FEW OF OUR RIVALS CAN MATCH: CENTRAL MARKET LOCATION, A STRONG, DIVERSIFIED AND AFFORDABLE TRANSPORTATION SYSTEM, ABUNDANT WATER, ABUNDANT ENERGY, NATURAL RESOURCES, GOOD SCHOOLS, SKILLED LABOR AND QUALITY OF LIFE. AFFORDABLE HOUSING, WORLD-CLASS MEDICAL CARE, CULTURAL AND RECREATIONAL OPPORTUNITIES. WE MUST TELL THE WORLD ABOUT THEM.

PROPOSE THAT THIS GENERAL ASSEMBLY CREATE A BUILD ILLINOIS FUND AND AUTHORIZE THE ISSUANCE OF ONE POINT THREE BILLION DOLLARS IN BONDS, NOTES AND COMMERCIAL PAPER OVER THE NEXT FIVE YEARS. THIS ONE POINT THREE BILLION DOLLAR POOL CAN FINANCE: ONE HUNDRED NINETY MILLION DOLLARS IN NEW BUSINESS DEVELOPMENT INITIATIVES; ONE HUNDRED NINETY EIGHT MILLION DOLLARS IN NEW EDUCATIONAL INITIATIVES; ONE HUNDRED EIGHTY TWO MILLION DOLLARS IN NEW ENVIRONMENTAL INITIATIVES; AND SEVEN HUNDRED FIFTY SEVEN MILLION DOLLARS IN TRANSPORTATION WASTE TREATMENT AND FLOOD CONTROL INITIATIVES. THE PROGRAM CAN PUT THOUSANDS OF ILLINOISANS TO WORK IN THE PRIVATE SECTOR SO THAT HUNDREDS OF THOUSANDS OF ILLINOISANS CAN WORK AT NEW PERMANENT JOBS IN PRIVATE SECTOR INDUSTRY THAT CAN NO WILL BE ATTRACTED TO EXPAND OR LOCATE IN OUR STATE.
PROPOSE THAT WE RAISE THE AUTHORITY OF THE ILLINOIS HOUSING DEVELOPMENT AUTHORITY TO ISSUE TAX EXEMPT FINANCING SECURED BY MORTGAGE REVENUES BY ONE BILLION DOLLARS. THIS AGENCY HAS HELPED MORE THAN EIGHT THOUSAND ILLINOISANS OWN A HOME FOR THE FIRST TIME AT AFFORDABLE RATES AND JUST AS IMPORTANTLY BETWEEN NINETEEN EIGHTY AND NINETEEN EIGHTY FOUR IT ASSISTED IN THE FINANCING OF ONE OUT OF EVERY FOUR MULTIFAMILY PROJECTS BUILT IN THIS STATE THOSE ACTIONS KEPT A LOT OF ILLINOISANS WORKING WHEN THERE WAS NO OTHER WORK AND CONSIDERABLE ADDED TO THE HOUSING AND AFFORDABLE HOUSING INFRASTRUCTURE OF THIS STATE. ILLINOIS HOUSING DEVELOPMENT AUTHORITYS CURRENT AUTHORIZATION WILL SOON BE USED COMPLETELY.

PROPOSE THAT WE RENOVATE THE EXISTING FACILITIES OF OUR UNIVERSITY AND COMMUNITY COLLEGE CAMPUSES SO THAT SOME OF THE BEST MINDS IN THE WORLD ARE NOT TEACHING AND LEARNING IN OUTMODED AND OBSOLETE BUILDINGS AND LABORATORIES AND WOULD SPEND ONE HUNDRED MILLION DOLLARS OVER THE NEXT FIVE YEARS TO DO IT.

PROPOSE THAT WE BUILD A PERMANENT COLLEGE CAMPUS FOR RICHLAND COMMUNITY COLLEGE TO SERVE THE GREATER DECATUR AREA AND THAT WE SPEND FIFTEEN MILLION DOLLARS NEXT YEAR TO DO IT.

PROPOSE THAT WE REEQUIP THE SCHOOL CLASSROOMS OF OUR STATE FOR MATH AND SCIENCE SO THAT OUR CHILDREN AND GRANDCHILDREN MAY BE TRAINED FOR THE JOBS OF THE FUTURE AND THAT WE SPEND TWENTY MILLION DOLLARS NEXT YEAR TO DO IT.

PROPOSE THAT WE BRING VOCATIONAL EDUCATION TO A RELEVANT PLACE IN THIS AND THE NEXT CENTURY AND THAT WE SPEND FIVE MILLION DOLLARS IN CHALLENGE GRANTS NEXT YEAR TO DO IT.

PROPOSE THAT WE HELP LOCAL LIBRARIES THROUGHOUT THE STATE TO EDUCATE OUR CHILDREN AND GRANDCHILDREN AND THAT WE SPEND EIGHT MILLION DOLLARS OVER THE NEXT TWO YEARS TO DO IT.
FILE FOUR STATE MESSAGE ILLINOIS NINETEEN EIGHTY SIX

THE COMMISSION OF SERIOUS CRIMES IS COMING DOWN IN ILLINOIS

AFTER DECADES OF INACTION BY PREVIOUS ADMINISTRATIONS THE NUMBER OF PRISON CELLS HAS DOUBLED IN ILLINOIS AND TOUGH PROSECUTORS AND TOUGH JUDGES NOW HAVE SOME PLACE TO SEND REPEAT OFFENDERS BEHIND THE STREETS AND NEIGHBORHOODS OF DECENT AND LAW ABIDING PEOPLE

TODAY MR PRESIDENT FIVE MILLION TWO HUNDRED TWENTY EIGHT THOUSAND ILLINOISANS ARE WORKING THE HIGHEST NUMBER IN THE HISTORY OF OUR STATE UNEMPLOYMENT IS DOWN TO THE LOWEST LEVEL IN THE LAST FIVE YEARS WE HAVE SURVIVED THE TOUGHEST RECESSION IN FIFTY YEARS WITH OUR CREDIT RATING INTACT OUR BUDGET BALANCED OUR APPROPRIATIONS FOR EDUCATION AND HUMAN SERVICES AT ALL TIME HIGHS WE ARE WINNING THE BATTLE TO REGAIN THE JOBS LOST TO THAT RECESSION AND THE RUSH FOR TECHNOLOGICAL CHANGES AND FOREIGN COMPETITION WHICH ARE ENGULFING NOT ONLY ILLINOIS BUT THE WORLD

AND WE HAVE WORKED FOR NEARLY A DECADE TO STRENGTHEN THE ILLINOIS FAMILY WE HAVE THE LARGEST AND BEST IN HOME CARE PROGRAM FOR SENIOR CITIZENS IN THE NATION WE INVENTED THAT PROGRAM TO HELP OUR OWN PEOPLE IN A PROGRAM WHICH HAS GONE FROM TWO MILLION DOLLARS IN NINETEEN SEVENTY NINE TO SEVENTY MILLION DOLLARS IN NINETEEN EIGHTY SIX

WE HAVE RIPPED THE DARK COVER OF SECRECY FROM THOSE WHO ABUSE AND EXPLOIT OUR CHILDREN WE HAVE REPLACED ABUSIVE HOMES WITH FOSTER CARE AND REPLACED FOSTER CARE WITH THE NEW AND PERMANENT LOVE OF ADOPTIVE FAMILIES WE HAVE BUILT A NETWORK OF SHELTERS FOR THE VICTIMS OF FAMILY ABUSE WHERE MOTHERS AND CHILDREN MAY STAY TOGETHER WHILE THEY HEAL PHYSICALLY AND MENTALLY WE HAVE SUPPORTED DISLOCATED PERSONS THE ECONOMIC VICTIMS OF CHANGING TECHNOLOGY DEATH AND DIVORCE

WE HAVE HELPED THOSE AFFLICTED WITH MENTAL ILLNESS AND DEVELOPMENTAL DISABILITIES WHO REACHED OUT TO FAMILIES IN THE CITIES AND ON THE FARMS WHO HAVE STRAINED TO HOLD THEMSELVES TOGETHER IN THE FACE OF ECONOMIC PAIN AND GRIM SOMETIMES INTENDING STRUGGLES FOR SURVIVAL WE ARE WORKING TO RETURN PUBLIC ASSISTANCE FROM THE WAY OF LIFE IT HAS BECOME FOR TOO MANY INTO THE HELPING HAND OF TRANSITION IT HAS MEANT TO BE

IT IS UNACCEPTABLE TO TAXPAYERS TO SUPPORT A WELFARE SYSTEM VIEWED AS AN OCCUPATION IN ITSELF WHEN THE HUNDREDS OF MILLIONS OF DOLLARS EXPENDED COULD BE INVESTED IN EDUCATION OR LAW ENFORCEMENT OR PREVENTING CHILD ABUSE OR CARING FOR SENIOR CITIZENS IT IS FOOLISH AND SHORTSIGHTED AND CRUEL TO PERPETUATE A WELFARE SYSTEM WHICH HAS THE STATE CYNICALLY AND REPEATEDLY INVESTING THE TAXPAYERS DOLLARS IN A WAY WHICH IN SOME INSTANCES PROMOTES HOPELESSNESS RATHER THAN IN HUMAN SERVICES WHICH PROTECT HELPLESSNESS

AND UNDER THE LEADERSHIP OF THE DEPARTMENT OF ALCOHOL AND SUBSTANCE ABUSE AND THE PERSONAL LEADERSHIP OF LIEUTENANT GOVERNOR GEORGE RYAN THIS ADMINISTRATION IS MOUNTING AN INCREASING AND STRENGTHENING BATTLE TO RESCUE OUR PEOPLE WHOSE LIVES HAVE BEEN CONSUMED AND CRIPPLED BY ADDICTION TO DRUGS AND ALCOHOL AND TO PREVENT FUTURE ADDICTION THROUGH EDUCATIONAL PROGRAMS IN OUR SCHOOL AND COMMUNITIES

HONEST HARD WORKING FAMILIES BUILT ILLINOIS MR SPEAKER AND WE OWE AN OBLIGATION TO THOSE FAMILIES AND THEIR DESCENDANTS TO USE OUR STATE RESOURCES IN A WISE AND COMPASSIONATE WAY TO STRENGTHEN FAMILY TIES WEAKENED BY OLD AGE ABUSE ADDICTION AND POVERTY

IT ALL THAT WE HAVE DONE AND ALL THAT WE CAN DO RESTS UPON THE OPPORTUNITY THAT THE PEOPLE OF THIS STATE HAVE FOR PRODUCTIVE AND REWARDING EMPLOYMENT FROM THE INCOME OUR PEOPLE DERIVE FROM WORKING AT A JOB A TRADE OR A PROFESSION COMES THE RESOURCES THAT STATE GOVERNMENT USES TO PROTECT AND PROMOTE LAW ENFORCEMENT EDUCATION AND OTHER HUMAN SERVICES WITH THAT REVENUE GOVERNMENT CAN IN HOW TO
HERE ARE DEFEATISTS AND HANDBRINGERS AMONG US MR SPEAKER WHO TELL US THAT MANUAL LABOR IS DOING THE WAY OF THE HORSE TELL THAT TO THE FARMER TELL THAT TO THE SMALL BUSINESS OWNER TELL THAT TO THE SALES MAN AND TELL THAT TO THE DOCTORS AND THE NURSES TELL THAT TO THE CHILD ABUSE WORKER TELL THAT TO THE PERSON WHO CRADLES THE BLIND DEVELOPMENTALLY DISABLED CHILD IN LOVING ARMS AT LINCOLN

MANUAL LABOR IS NOT GOING IN FACT MANUAL LABOR IS INCREASING AS SERVICE INDUSTRIES AND NEW TECHNOLOGIES GROW AND THRIVE WHAT IS GOING IS HUMAN LABOR WHICH IS UNEDUCATED AND UNSKILLED AND HERE WE DO HAVE CHOICES AND WE HAVE MADE THOSE CHOICES IN ILLINOIS YOU AND I AND OUR FELLOW CITIZENS

LAST YEAR WE ENACTED WIDE AND MEANINGFUL REFORM IN ELEMENTARY AND SECONDARY EDUCATION AND WE PAID FOR IT ACCORDING TO THE EDUCATION COMMISSION OF THE STATES ILLINOIS IS THE FIRST NORTHERN INDUSTRIAL STATE TO TAKE SUCH SWEEPING STEPS TOWARD SCHOOL IMPROVEMENT YOU WILL BE COMING OUT AT THE HEAD OF THE PACK IF YOU KEEP ALL OF THAT TOGETHER THEY SAID LAST YEAR WE STRONGLY INCREASED THE CAPACITY OF HIGHER EDUCATION TO CREATE THE TECHNOLOGY TO BE TRANSFERRED TO THE MARKET PLACES OF ILLINOIS AND WE PAID FOR IT

LAST YEAR WE BEGAN A TWO POINT THREE BILLION DOLLAR RENEWAL OF THIS STATES INFRASTRUCTURE IDEA CALLED BUILD ILLINOIS WENT FROM PROGRAM TO LEGISLATION TO HOVELS TURNING IN THE EARTH IN LESS THAN A YEAR OVER ONE HUNDRED THIRTY SIX MILLION DOLLARS HAS BEEN RELEASED SO FAR AND IS WORKING TO UPGRADE THE FACILITIES THAT WILL STRENGTHEN OUR ECONOMY AT THE SAME TIME THE ILLINOIS HOUSING DEVELOPMENT AUTHORITY HAS RECENTLY PROVIDED ALMOST FOUR HUNDRED MILLION DOLLARS FOR SINGLE AND MULTIFAMILY HOUSING WITH THE SPINOFF ECONOMIC IMPACT IN RELATED INDUSTRIES ILLINOIS HOUSING DEVELOPMENT AUTHORITY WILL HAVE INJECTED OVER ONE BILLION DOLLARS INTO OUR STATES ECONOMY THANKS TO BUILD ILLINOIS

HERE ARE SOME PRIORITIES FOR THIS SEASON

FIRST THE CAUSE OF ADVANCING EDUCATION OF KEEPING US AT THE HEAD OF THE PACK IS BEING IMPEDED BY FEARS REASONABLE OR UNREASONABLE THAT SCHOOL REFORM MEANS FORCED CONSOLIDATION REGARDLESS OF THE MERITS OF A PARTICULAR PLAN IT DOES NOT TAKE US BACKWARDS TO SAY AND SAY PLAINLY THAT WHAT WE MEANT LAST YEAR AND NOW IS TO ASSURE TO EVERY SCHOOL CHILD IN ILLINOIS THE BEST EDUCATION THAT OUR RESOURCES CAN PROVIDE THAT MAY SOMETIMES HAVE TO DO WITH NUMBERS ENROLLED BUT OFTEN TIMES NOT IN MY OWN VIEW SMALLER CLASS SIZES ARE MORE IMPORTANT THAN LARGER ENROLLMENT YOU CAN SAY EXPLICITLY WHAT WE MEAN TO GUIDE THOSE WHO ARE WORKING IN LOCAL COMMUNITIES TODAY IN THE REEXAMINATION OF THE SIZE AND ROLES OF THEIR LOCAL SCHOOLS IN THE END THE DECISION IS THAT OF THE PEOPLE OF A LOCAL SCHOOL DISTRICT NO ONE CAN FORCE CONSOLIDATION ON THEM AND NO ONE SHOULD IF IT IS NECESSARY TO MAKE THAT POINT SQUARELY IN LEGISLATION NOW PENDING BEFORE YOU DO IT AND SEND IT TO MY DESK WE ARE NOT GOING TO APPROVE FORCE OVER CHOICE IN ILLINOIS EDUCATION NOT WHILE I AM HERE NOT WHILE YOU ARE HERE

VEGETABLE ARE GROWING YEAR ROUND AT ADM IN DECATUR THE SCIENTISTS AT THE COLLEGE OF AGRICULTURE AT THE UNIVERSITY OF ILLINOIS ARE DEVELOPING THE NEW ILLINOIS SOYBEAN DICKEY JOHN COMPANY AT AUBURN IS TRANSFERRING AG TECHNOLOGY TO MEDICAL TECHNOLOGY WE NEED TO ADD THE VALUE OF THE FACTORY WORKER TO THE VALUE OF THE AMER AND SHIP MORE FOOD AND FINISHED GOODS ACROSS THE WORLD

THE STATE SHARE A PUBLIC PRIVATE PARTNERSHIP WITH ORGANIZATIONS LIKE CATERPILLAR JOHN DEERE AND THE UNITED AUTO WORKERS TO SAVE THE JOBS WHICH CAN BE SAVED THROUGH RETENTION AND RETRAINING RETRAINING A FORTY FIVE YEAR OLD CAT WORKER TO WORK WITH THE NEW TECHNOLOGY IS AS MUCH AN EDUCATIONAL OBLIGATION OF THE STATE AS OUR RESPONSIBILITY TO ELEMENTARY SECONDARY AND HIGHER EDUCATION I WILL RECOMMEND SUBSTANTIAL INCREASES IN FUNDING THROUGH DCCA TO CREATE AND STRENGTHEN THAT PARTNERSHIP FOR ILLINOIS

ILLINOIS HAS AN ABUNDANCE OF ENERGY AND SINCE WE ARE A STRONG INDUSTRIAL STATE WE HAVE AN ABUNDANCE OF WHAT WE CALL INDUSTRIAL WASTE IT IS TIME TO STOP CALLING IT
Let's stop burying it in the ground and hoping that we and our children and their children will not get hurt and begin to recycle that waste into useful marketable products. It is time in Illinois to call waste for what it can be: raw materials for new industry and new jobs. I will ask the University of Illinois to lead an consortium of public and private universities and private sector entrepreneurs to give us the technology to accomplish this.
I will come back again.

And so long as I am your governor a privilege you have accorded to only thirty-six other men in one hundred sixty-nine years I refuse to let you or the last generation of Ildinouans to dream or live the American dream that each succeeding generation will have the opportunity because their parents cared and sacrificed and because the next generation built upon that caring and sacrifice to move ahead.

It all begins and in many ways ends here. Education in its broadest scope civilizes us. It enables us to exist and then to advance and then to create. We have come a long way since Abraham Lincoln sounded the call for common public schools more than one hundred fifty years ago. We are a civilized state. And we do more than exist. We have advanced a great deal.

But as my brother Bob Orr recently observed in his State of the State speech to our Hoosier neighbors we are struggling and at the moment losing the global competition to hold and improve our standard of living and our children's future.

I recognized this forthrightly in nineteen eighty-five. The year of reform in education in Illinois we recognized that we needed to demand more from our parents, our teachers, our children, our schools. In short from ourselves.

We began the reform of teaching, testing, curricula and goals we like many other states of the union were not content with what education had done for our generation or preceding generations. We dared not be content and we were right. But reform of education only began in nineteen eighty-five and we cannot stop. Now we cannot pause or reflect but must as our competitors in the world are doing plunge ahead and pay the price while we do it.

Failure to move education ahead now and next year and the next year carries a higher price. One we cannot afford. It robs our children of the chance to compete for the jobs of tomorrow and it condemns thousands of our fellow citizens to lives of poverty and ignorance for which they and we shall pay for the rest of our lives.

This is not to say that we can afford to spend this year all the more. That the most well-intentioned of our leaders in education and their allies among the press and public say we must. We cannot even if we were to significantly increase axes just for education. We cannot there are limits to the taxpayers' pockets and there are other important priorities and we need not there are many things which do not require money. But an attitude as I travel the world in search of investment in and jobs for Illinois, I am continually struck by the fact that in their societies those with whom we are losing the war of economic competition seem to care more about their children's education and that care is transmitted to the children. I rarely invoke the good old days. Those memories are guilty at best but in my day parents, at least the parents I knew cared. More than any do today about their children's education and welfare. They did not push theask off onto teachers and schools as surrogate parents.

It even the strongest of parental attitudes and community pride too. By themselves buy teaching skills and books and computers and laboratories. In my knowledge we have never retreated from the necessity to advance education spending in any year of our history save one the recession year of nineteen eighty-two eighty-three and we dare not do so now. For now we know well as us that care are in a race against millions of others who not only want our jobs and futures but want better jobs and better futures and are willing to sit for them.

I am hopeful the budget I will present to you next month will enable us to turn the corner and to fulfill it's promise to the next decade and into the next century.
That is an immoral society and passing morality. I do not want to pay for it. Nor
have I my child pay for it. The affluent and the hard working and the lucky can
escape the ghettos of poverty and ignorance and crime. But we still pay for them.
For one third of all young teens with children will go on welfare immediately. One
half will go on welfare shortly thereafter. We ought to be increasing rather
than decreasing time spent in school. We are an older more complex society than
were when the voluntary dropout age was set at sixteen. These children not just
our children are our future. They are our neighbors. They will hold or worse not
hold the jobs of tomorrow. They will literally be our state in the next century
and we dare not let them go today.

If the heart of welfare reform is moving people from dependency to employment
then just one year of project chance we have created a welfare to work program
which educates and trains has placed forty thousand recipients in jobs and covers
the broadest category of recipients in the nation and from the halls of congress
and statehouse corridors there has been recognition that the failure of
noncustodial parents to meet child support obligations contributes significantly
to increasing welfare rolls. You and I have moved boldly in recent years to ensure
parents who fail to pay are brought into compliance with court orders. We have
learned from the bottom of all states in recovering child support for dependent
others to number twelve in nineteen eighty six and we can reach sixth place this
year.

But there is more. Much more to be done and not just in Illinois. But with our help
in Washington there are many right answers to breaking the chain of dependency.
Except for those with physical developmental or mentally debilitating conditions
welfare recipients must learn and work for their grant not just exist. Welfare
recipients who are moving from dependency to independence must be able to cross
that bridge over sturdy planks of medical care and day care but it is not right
to encourage dependency by benefit levels that make informed choice of family
size irrelevant or give greater benefits to those who do not work than to those
who pay for them and their own by working or going without.

If education cannot succeed without welfare reform and conversely welfare reform
cannot succeed without available jobs for those who are on welfare for those who
are unemployed for those who are underemployed and for those who are entering
the work force from school.

I have much to be proud of in our fight back from recession in coping with
foreign competition and changing technologies. But we have much more to do here. A
future we cannot afford to slow down or look back. They are gaining on us and they have passed us.

We must continue and improve efforts to train and retrain this generation of
workers for the new technology that will cost money we must provide it to be
important in any other program of education.

I need to do more to encourage periods innovate delivery of services. For the
south Illinois developmentally disabled to our communities and to those in
particular who face the problems of social services that they face.
I WILL NOT SERVE AS I SAID IN MY THOUSAND WORDS WILLING TO EXPERIMENT HERE, BUT WHAT I AM UNWILLING TO DO IS FURTHER STOUT THE BUDGET OF DCFS AND ITS COMMUNITY PROVIDERS TO FUND PROGRAMS THAT ARE IMPORTANT AS EDUCATION.

I PLAN TO DEVOTE CONSIDERABLY MORE TIME AND RESOURCES TO THE PREVENTION OF VIOLENCE, POVERTY, DISEASE, AND DISABILITY FOR CHILDREN THEN WE MUST ALSO UPGRADE OUR EFFORT TO PREVENT CHILDREN WHO HAVE AVOIDED THESE HANDICAPS FROM SUFFERING THE DAMAGE AND ASSOCIATED TERROR OF ABUSE AND NEGLECT.

AND THERE BE NO MISTAKE WE HAVE COME A LONG WAY IN A DECADE AND WE DO MUCH THAT IS GOOD BUT WE STILL DO NOT DO ENOUGH AND WE STILL DO NOT DO WHAT WE DO WELL ENOUGH WHILE WE MUST RECOGNIZE THAT WE CAN NO MORE PREVENT EVERY CRIME TO CHILDREN THAN WE CAN PREVENT EVERY CRIME AND WHILE WE MUST RECOGNIZE THAT CHILD WOEKLERS AND ADMINISTRATORS CANNOT BE THE ONLY HUMANS WHO SERVE US THEN WE PERFECT WE OTHERS BEING ALLOWED MOMENTS OF FALLIBILITY IN OUR LIVES AND OUR WORK WE MUS DO MORE TO INTEGRATE THE DELIVERY SYSTEMS OF DCFS THE COURTS THE POLICE AND COMMUNITY PROVIDERS THE TURF BATTLES THE SNIPINGS THE FINGER POINTINGS; AND SALOUSTIES MUST END ADULTS EVEN DISADVANTAGED ADULTS HAVE AT LEAST SOME CHANCE TO PROTECT THEMSELVES CHILDREN DO NOT THE CRY OF A WOUNDED CHILD ABUSED BATTERED AND NEGLECTED IS THE MOST FRIGHTENING SOUND TO BE UTTERED ON THIS EARTH AND IT MUST BE HEARD WITH DIMINISHING FREQUENCY IN ILLINOIS.

EN YEARS AGO I ASKED YOU TO RADICALLY CHANGE THE WAY WE DEAL WITH THE SENTENCING OF CONVICTED OFFENDERS AND YOU RESPONDED BY PASSING CLASS X AND RELATED LEGISLATION WE HAVE OUT NECESSITY AND DESPITE GENERATIONS OF NEGLECT EFURBISHED AND EXPANDED OUR SYSTEM OF CORRECTIONAL FACILITIES IT IS THE BEST IN THE NATION BUT I BELIEVE THAT AFTER A DECADE THE TIME HAS COME FOR ALL OF US TO REEXAMINE THE JUSTICE SYSTEM ITS PURPOSES AND ITS MEANS TO DO IF WE CAN DO BETTER.

HILE SOME OFFENDERS AND WE PRETTY MUCH KNOW WHO THEY ARE SIMPLY NEED TO BE LOCKED UP TO PROTECT THE REST OF US I HAVE THIS NAGGING FEELING THAT WE ARE CIRTING TOO MANY YOUTHFUL OFFENDERS WHO COMMIT THE MOST CRIME ESCAPE MEANINGFUL UNISHMENT UNTIL WE HAVE HAD ENOUGH AND SUFFERED ENOUGH SO THAT LONG INCARCERATION SEEMS LIKE THE ONLY AND APPROPRIATE ANSWER AS AN EXAMPLE ARE WE LOSSING THE BENEFITS OF THE SHORT SHARP JOLT THE EARLY PAIN OF INCARCERATION AT THE BEGINNING RATHER THAN IN THE MIDDLE OF OR AT THE END OF A CRIMINAL CAREER. NOSE OF US WHO ARE SUPPOSED EXPERTS IN THESE MATTERS ONE THIS GENERAL ASSEMBLY AND THE PEOPLE OF ILLINOIS ANOTHER LOOK AFTER TEN YEARS HAVE SEEN THEM RESPECTED THEM ADMIRE THEM AND WORKED WITH THEM FOR THE TWENTY EVEN YEARS THAT I HAVE BEEN A LAWYER WHAT I AM IN REALITY ASKING FOR IN ASKING TO PASS A PLAN FOR THE MERIT SELECTION OF JUDGES IS TO AFFIX GREATER POLITICAL ACCOUNTABILITY TO THE PROCESS POLITICAL PARTIES AS RECENT EVENTS HAVE HOWN CANNOT EASILY BE HELD ACCOUNTABLE FOR THOSE WHO STRAY AND BEDSHEET BILLIONS WRITE BEMUSLED AND CONTEMPT FROM VOTERS.

MUST ALL RECOGNIZE AND I THINK WE ARE THAT AT LEAST FOR THE LAST TWO YEARS WE HAVE EXPENDED ONE TIME RESOURCES OUR BANK BALANCE TO SAY YES TO PERMANENT UNEMPLOYMENT OF EDUCATION OF CHILDREN OF SENIORS OF FARMERS OF DISPLACED WORKERS OF BUSINESS TAX REFORM.

WANT SAMANTHA AND YOUR CHILDREN AND THEIR CHILDREN TO READ THIS SHINING PAGE THAT BOOK OF LIFE THAT WE BEGIN TO WRITE TODAY IN ILLINOIS.
LAW WHILE PROVING ITS LOSERS TO BE THE PAINFUL AND HUMILIATING EXPERIENCE OF BEING LAYED OFF. CATERPILLAR IS A HARDWORKING SKILLED PRODUCTIVE TAXPAYER WHO HAS MADE ROOM FOR MORE THAN EIGHT THOUSAND ADDITIONAL VETERANS FROM THE STREETS OF OUR COMMUNITIES WHERE THE LAW ATTACKING PEOPLE OF ILLINOIS DO NOT WANT THEM AND WHERE THEY DO NOT BELONG. THAT COST US THREE HUNDRED FIFTEEN MILLION DOLLARS IN INCREASED OPERATING COSTS AND WE ARE SPENDING FOUR HUNDRED EIGHTHEEN MILLION DOLLARS IN CONSTRUCTION COSTS. WE WERE ABLE TO DO THIS WITHOUT RAISING TAXES AND IN FACT WHILE CUTTING TAXES.

IT IS YOUR JOB TO PROVIDE NEW RESOURCES TO SUPPORT THIS PROGRAM. FAILURE TO DO SO WILL WITHOUT DOUBT DRIVE THE COST OF GOVERNMENT SIGNIFICANTLY HIGHER AS WE PAY THE PRICE OF IGNORANCE, POVERTY, MENTAL ILLNESS, DISABILITY, CRIME AND DEATH.

Ten years ago we began to take action to uncover and treat cases of child abuse and neglect. We were extraordinarily successful. The cases uncovered have grown exponentially from nine thousand two hundred to ninety-two thousand that took strong executive and legislative leadership. We were able to uncover these cases without raising taxes and in fact while cutting taxes. It is your job to provide new resources to support this program. Failure to do so will without doubt drive the cost of government significantly higher as we pay the price of ignorance, poverty, mental illness, disability, crime and death.

We measure our society's compassion can be found in how we provide for the most helpless members of our community. Eleven years ago our infant mortality rate stood at sixteen deaths per thousand shamefully higher than the average of other states and nations who have fewer resources than we do today. That rate stands at eleven point five deaths per thousand, remarkable progress but not good enough. In the first year this program cost one point four million dollars. Next year it will cost twenty-point-eight million dollars. We were able to do this without raising taxes and in fact while cutting taxes.

Ten years ago, we began to take action. And, in fact, while cutting taxes, it is your job to provide new resources to support this program. Failure to do so will without doubt drive the cost of government significantly higher as we pay the price of ignorance, poverty, mental illness, disability, crime and death.

Think for a moment of your own precious children and grandchildren. Their laughter, their accomplishments, their happy years of life. Now think of children whose daily lives are filled with fear, with pain, with death. A merciful release from the worst crimes that can be committed. Failure to deal with this cancer in our community and deal with it now will scar our souls. Do not wish that scarring on our souls. Do not wish that scarring on your soul.

We cannot faithfully execute the noble laws which you have passed without these dollars to pay for more and better caseworkers, foster homes, and adoptive parents. To provide new parole services. To provide safe and restore vitally needed parole services.

Our budget is inadequate to keep Illinois in the race for new jobs. I have allocated as much as I dare from existing resources. It is your job to provide new resources or you must just say no to thousands of Illinois workers like Tony. The executive of Joliet, Illinois. Tony is a guest in this chamber today. He worked at Caterpillar. He has been laid off for twenty-two years. Last year he was laid off because he didn't possess marketable skills. After in-house training thanks in part to state retraining funds, he became a shop laborer. He is now a machine specialist trainee. He has learned a new life. And he could be part of their future. If he is not another unemployed, unemployable statistic. He is hardworking, skilled, productive. He is a hardworking, skilled, productive taxpayer. But he- he needs to survive and have his life. And we have an obligation to help. What began as a thirty-thousand-dollar program ten years ago has grown to a thirty-million-dollar program today. Yet this program in its first year can spend only twenty-two point-five million dollars for the Illinois retraining program for the Illinois State University.
A SCHOLARSHIP PROGRAM IS DEAD NOT UP FROM TWO YEARS AGO AND URBAN COMMUNITIES ARE NOT UP FROM TWO YEARS AGO THE RESTRUCTURE REQUIRES PRONL
I DREW NOT UP FROM TWO YEARS AGO AND URBAN DEVELOPMENT GRANTS ARE HAY OF
AND THEY WERE TWO YEARS AGO

JACOB RANDOLPH WAS BORN IN CHICAGO AND ATTENDED SUN AT CARBONDALE ILLINOIS IN 1851 IN THIS CHAMBER TODAY HE WORKED AS A CORRECTIONS OFFICER AT MENARD AND IN 1851 PROMOTED TO SERGEANT AND NOW LIEUTENANT HE PERFORMS A TOUGH IMPORTANT JOB IN DANGEROUS CONDITIONS MENARD LIKE OTHER INSTITUTIONS HAS TOO FEW OFFICERS AND TOO MANY VIOLENT INMATES YOU AND I WOULD NOT SPEND A NIGHT THERE IN OR OUT OF JAIL AND YET JACOB RANDOLPH AND THOUSANDS OF DECENT HARDWORKING CORRECTIONS EMPLOYEES LIKE HIM RISK THEIR LIVES DAILY SO THAT OURS MAY BE A LITTLE SAFER I NEVER SAW ANYONE STAND ON A PLATFORM AND JUST SAY NO TO TAXES WHOSE LIFE WAS DARK BUT FOR A GLIMMER WHOSE LIFE WAS DIM BUT FOR A WHISPER OR A NOTE OF MUSIC OR WHO COULD NOT FEED OR DRESS HIMSELF I REFUSE TO JUST SAY NO TO THOSE CHILDREN

MRS LYN SPRICK OF QUINCY BELIEVES THAT SCHOOL DROPOUTS AND TRUANTS ARE A BLIGHT IN THE EDUCATIONAL ACHIEVEMENTS OF THIS STATE AND SO DO I SOME OF THE COMPANIES TO ASSIST IN ILLINOIS ARE EXPECTED TO DELIVER PRODUCTS WITH DEFECT TOLERANCES OF LESS AND ONE PERCENT AND YET WE EXPECT THEM TO HIRE STUDENTS FROM SCHOOLS WITH DROP OUT RATES THAT RANGE FROM MORE THAN TWENTY FIVE PERCENT STATEWIDE TO FIFTY PERCENT IN OUT INNER CITY SCHOOLS NOT TO MENTION LOW TEST SCORES NOT TO MENTION NATIVE TO MENTION POOR WORK HABITS MRS SPRICK WHO IS MY GUEST IN THIS CHAMBER TODAY COULD USE A LITTLE HELP FROM HER FRIENDS YOU AND I AND THOUSANDS MORE WHO ARE NOT BEING CARED FOR NURTURED AND TAUGHT IN THIS WAY I NEVER SAW A PERSON STAND ON A PLATFORM AND JUST SAY NO TO TAXES WHOSE LIFE WAS DARK BUT FOR A GLIMMER WHOSE LIFE WAS DIM BUT FOR A WHISPER OR A NOTE OF MUSIC OR WHO COULD NOT FEED OR DRESS HIMSELF I REFUSE TO JUST SAY NO TO THOSE CHILDREN

MRS NANCY MOORE THE HEAD TEACHER IN SPRINGFIELDS EARLY START PROJECT IS MY GUEST IN THIS CHAMBER TODAY SHE KNOWS THAT IF YOU LOSE THE CHILD YOU LOSE THE ADULT SHE KNOWS THAT THE EARLIER WE REACH YOUNG CHILDREN AT RISK THE MORE LIVES WE SAVE THE FEVER DOLLARS WE PAY FOR IGNORANCE CRIME HOSPITALS PRISONS AND WELFARE LAST YEAR SIX THOUSAND FIVE HUNDRED CHILDREN AT RISK WERE HELPED IN ILLINOIS BUT FIFTEEN TIMES AS MANY MORE THAN ONE HUNDRED THOUSAND ARE BEING SHUT OUT AND LEFT OUT THAT IS NOT ONLY WRONG AND SHORT SIGHTED IT IS IMMORAL AND WE WILL PAY A HEAVY PRICE FOR IT

AT US GO TO THE BOTTOM LINE OF EDUCATION IN ILLINOIS THE GOOD NEWS IS THAT THERE FALL BE NO CUTE IN STATE AID TO EDUCATION THIS YEAR THE BAD NEWS IS THAT WE CANNOT AFFORD ANY INCREASE IN STATE AID TO EDUCATION THIS YEAR UNDER THE TAX RESOURCES YOU HAVE GIVEN ME TO WORK WITH IF YOU CAN FIND ANY SIGNIFICANT NEW MONEY FOR EDUCATION NEXT YEAR WITHOUT Raising TAXES DO IT BUT DO NOT PRETEND TO FIND MONE We DO NOT HAVE

AN ELEMENTARY AND SECONDARY EDUCATION WE ARE ABANDONING THOUSANDS OF CHILDREN BY WAREHOUSING THOUSANDS MORE SCHOOLS ARE SUPPOSED TO BE PLACES OF LEARNING THINK CARE CENTERS

I KNOW WE HAVE TOO MANY TEACHERS WHO ARE NOT FIRST RATE BUT WE HAVE MANY MORE WHO ARE PRACTICING THE ART AND MAKING THE GOOD
I know that school reform must come to Chicago and other inner city schools. Self-tax increases: yes, I know that parents must assume their responsibilities; ever did yes; I know that we must demand more from the students themselves. I also know that school districts where taxpayers get little state aid and must depend on property taxes must get a larger share with tax increases and I know that it is unfair to ask business to pay more if we do not turn out employable students or hobble the business climate in other areas. I know all this. I also know that other states are doing more than us with fewer resources and the future will belong to them.

The level of higher education we are encouraging low faculty morale; driving exceptional teachers away; strangling program development; choking the link between higher education and economic development; and tolerating pockets of campus neglect and disrepair.

Never saw a person who stood on a platform to just say no to taxes who was not well enough educated to hold the job he had but I know of hundreds of thousands who are not or who have no job because they have no skills and I refuse to just say no to them.

Till others contend that natural growth in existing revenues can support higher increases with at least some new allocation for education. But the plain fact is that natural growth is not limitless and once we pay our old bills funded mandated by law the interest on our debt and provide minimal increases for the most vital of services natural growth is used up.

Oversum this budget cannot predict new calamities which may befall us. The Supreme Court of the United States has agreed just two days ago to hear an appeal of the message tax we passed that tax three years ago to help fun education. I believe we will win the case but if the court rules against us there will be a ninety million dollar hole in this budget and we will have to repay with interest one than two hundred million dollars of that tax spent in prior years and we may not know that until next year.

This budget is not designed to punish anyone. It was not written to hold education in any other area hostage for a tax increase I have allocated all the money I think we will receive next year none is hidden or held back. I have not heard a single responsible person in education or in human services say that we can make any kind of gains with current revenues and they are right.

That you can do is join with me in seeking to persuade the people of Illinois to invest more in themselves and in their families future that is what leadership is all about but we elected leaders are entitled to leadership from the people as well. It is their state after all it is their lives and livelihoods at stake it is the American dream for their children at stake.
AND IMPERATIVELY WE ARE TRAINING THE WORKERS FOR THE JOBS OF TODAY AND TOMORROW
IN THE LAST FISCAL YEAR WE HAVE HELPED TRAIN AND RETRAIN NEARLY TWO HUNDRED
THOUSAND ILLINOISANS AT THE LEGENDARY GIANTS LIKE DEERE CASE CATERPILLAR FORD
CHRYSLER AND MOTOROLA AND AT HUNDREDS OF SMALL BUSINESSES THROUGHOUT THE STATE

MY OPTIMISM IS TEMPERED ONLY BY THE KNOWLEDGE THAT WE COULD HAVE DONE MORE BY
INVESTING MORE IN OURSELVES SOONER AND WE STILL SHOULD WE SHOULD BE INVESTING
MORE IN HUMAN SERVICES FOR THE POOR THE AGED THE CHILDREN THE MENTALLY ILL AND
DEVELOPMENTALLY DISABLED INVESTING IN THE MORE THAN ONE HUNDRED THOUSAND CHILDREN
IN NEED OF PRESCHOOL EDUCATION INVESTING MORE IN OUR HIGHER EDUCATION CLASSROOMS
AND PROFESSORS INVESTING MORE IN RETRAINING OUR WORKERS INVESTING MORE IN THE
REPAIR OF OUR DETERIORATING ROADS AND BRIDGES MODERNIZING OUR AIRPORTS AND
REPLACING OBSOLETE ROLLING STOCK OF OUR MASS TRANSIT SYSTEMS I STILL STAND READY
TO SUPPORT AND SIGN A MODEST INCREASE IN THE LOWEST INCOME TAX IN THE NATION THE
ILLINOIS INCOME TAX WITHOUT IT WE WILL SEE LOCAL PROPERTY TAXES GO THROUGH THE
ROOF OR PUBLIC EDUCATION POUNDED INTO THE GROUND

TODAY I AM PROPOSING THAT ILLINOIS TAKE THE LEAD IN TWO VITALLY IMPORTANT AREAS
MEETING THE CHALLENGES OF TECHNOLOGICAL CHANGE IN THE WORKPLACE AND FREEING THIS
STATE FROM THE BURDENS IMPOSED BY THE WIDESPREAD ABUSE OF ALCOHOL AND DRUGS

WE COULD PAY FOR A FIFTY MILLION DOLLAR FIGHT AGAINST THE LOSS OF HUMAN LIVES AN
ECONOMIC WASTE CAUSED BY ILLEGAL DRUG AND ALCOHOL ABUSE AND ANOTHER SIXTY FIVE
MILLION DOLLARS WOULD BE AVAILABLE TO ADD TO THE FISCAL NINETEEN NINETY EDUCATION
BUDGET INCREASES WHICH I WILL PRESENT TO YOU ONE MONTH FROM TODAY

IN RECENT YEARS I WITNESSED A TREMENDOUS COALESCENCE OF LEADERS FROM MANY VARIED
WALKS OF LIFE FROM ACADEMIA FROM THE BUSINESS WORLD FROM LABOR HALLS FROM SCIENCE
LABORATORIES AND FROM GOVERNMENT AT ALL LEVELS WE HAD A COMMON GOAL BRINGING THE
SUPERCONDUCTING SUPER COLLIDER ITS JOBS AND SCIENTIFIC RESEARCH PROJECTS TO
ILLINOIS

THE KEY LEADERS OF THE FIGHT FOR THE SUPERCONDUCTING SUPER COLLIDER REMAIN
TOGETHER A SCIENCE ALLIANCE ADVISING US ON HOW ILLINOIS CAN BEST IMPROVE ITS
COMPETITIVE ADVANTAGE THEY ARE HARNESING PUBLIC PRIVATE AND ACADEMIC INTEREST
AND ENERGY TOWARD THE GOALS OF INCREASED RESEARCH AND DEVELOPMENT AND
COMMERCIALIZATION OF NEW TECHNOLOGIES IN ILLINOIS BY ILLINOIS WORKERS BUSINESSES
COLLEGES AND UNIVERSITIES

IF WE ARE TO ACCOMPLISH THAT GOAL WE MUST CAPITALIZE ON WHAT WE ALREADY HAVE
INCLUDING THE BECKMAN INSTITUTE AND THE NATIONAL CENTER FOR SUPERCOMPUTING
APPLICATIONS AT THE UNIVERSITY OF ILLINOIS

WE MUST CAPITALIZE ON WHAT IS ABOUT TO BECOME A REALITY INCLUDING THE NATIONAL
SCIENCE FOUNDATIONS DECISION TO MAKE ILLINOIS THE HOME OF THE NATIONS ONLY
SCIENCE AND TECHNOLOGY CENTER FOR HIGH TEMPERATURE SUPERCONDUCTIVITY AND OF A NEW
CENTER FOR ADVANCED CEMENT BASED MATERIALS

I AM PROPOSING DEVOTING TWENTY MILLION DOLLARS TO A NEW CHALLENGE FUND TO
LEVERAGE PRIVATE AND FEDERAL RESEARCH DEVELOPMENT DOLLARS FOR ILLINOIS RESEARCH
AT ILLINOIS UNIVERSITIES AND COMPANIES BY ILLINOIS WORKERS THERE IS AN ABUNDANCE
OF SCIENTIFIC PROJECTS TO BE IDENTIFIED THROUGHOUT THE TECHNOLOGIES IN THE FIELDS
OF MANUFACTURING COMPUTERS ELECTRONICS TELECOMMUNICATIONS BIOCHEMISTRY AND
AGRICULTURE TECHNOLOGY MATERIALS RESEARCH MANUFACTURING AND BASIC PHYSICS
SERVICES AND TRANSPORTATION WE NEED TO UPGRADE THE CRUCIAL LABORATORIES AT OUR
UNIVERSITIES AND COLLEGES REVIVE THE MATH AND SCIENCE INSTRUCTION IN OUR SCHOOLS
AND CREATE A NEW TECHNOLOGY INVESTMENT FUND TO MAKE LOANS AND EQUITY INVESTMENTS
TO TECHNOLOGY BASED ENTERPRISES
HELP US IMPROVE MATH AND SCIENCE LITERACY FOR ELEMENTARY AND SECONDARY SCHOOLS IN EVERY SECTION OF ILLINOIS AND EXPAND TECHNICAL TRAINING AT COMMUNITY COLLEGES TO MEET THE NEEDS OF LABOR AND BUSINESS.

THE NATIONS PREMIER HIGH ENERGY PHYSICIST LEON ALREADY HAS USED HIS OWN HIGH ENERGY TO ADVANCE ILLINOIS HE HELPED GUIDE FERMI LABORATORY INTO AN INTERNATIONAL RESEARCH CENTER HE INSPIRED THE FORMATION OF WHAT SHOULD HAVE BEEN THE WINNING PROPOSAL TO BRING THE SUPERCONDUCTING SUPER COLLIDER TO ILLINOIS AND AS ONE OF THE FOUNDERS OF THE ILLINOIS MATH AND SCIENCE ACADEMY HE HAS PROPELLED DEVELOPMENT OF YOUNG MINDS IN ILLINOIS HE WILL WORK IN CONJUNCTION WITH OTHER LEADERS FROM THE BUSINESS LABOR SCIENTIFIC AND EDUCATION COMMUNITIES TO DEVELOP A LIST OF SPECIFIC RECOMMENDATIONS ON HOW WE BEST CAN MEET OUR COMPETITIVENESS GOALS AND I WILL REPORT THEM TO YOU MY MAY FIRST.

WE ALSO NEED TO BE DOING MORE TO PROMOTE SCIENTIFIC AND MATHEMATICS LITERACY CLEARLY AMERICA IS FAILING STUDENTS FROM FOREIGN COUNTRIES OUR COMPETITORS FOR HIGH TECHNOLOGY JOBS OUTPERFORM AMERICAN STUDENTS IN SCIENCE AND MATH COURSE BUT THAT IS TO BE EXPECTED WHEN DRIVER EDUCATION COURSE ARE FILLED TO CAPACITY AND HIGH SCHOOL PHYSICS CLASSES ATTRACT SMALL NUMBERS.

WE MUST HEED THE WARNING SOUNDED RECENTLY BY THE NATIONAL ACADEMY OF SCIENCES AND THE NATIONAL ACADEMY OF ENGINEERING THEIR THREE YEAR STUDY CONCLUDED THAT STUDENTS STEER CLEAR OF MATH CLASSES BECAUSE THEIR VIEW OF MATHEMATICS SHIFTS GRADUALLY FROM ENTHUSIASM TO APPREHENSION FROM CONFIDENCE TO FEAR.

MATH IS A KEY TO A CAREER IN SCIENCE AND TECHNOLOGY BUT THE PERCENTAGE OF STUDENTS OPENING MATH BOOKS DROPS STEADILY FROM THE EIGHT GRADE THROUGH HIGH SCHOOL GRADUATION AND BECAUSE WE ARE FALLING BEHIND IN MATH AND SCIENCE INSTRUCTION OUR ECONOMY ALSO SUFFERS THE STUDY DETERMINED THAT YOU COULD COMBINE ALL OF THE MONEY SPENT ON MATH EDUCATION IN OUR SCHOOLS AND COLLEGES AND STILL NOT MATCH WHAT UNITED STATES INDUSTRY HAS TO SPEND EACH YEAR ON REMEDIAL MATH INSTRUCTION TEACHING THEIR EMPLOYEES WHAT THEY SHOULD HAVE LEARNED IN OUR SCHOOL SYSTEMS.

ILLINOIS HIGHER EDUCATION HAS A SPECIAL RESPONSIBILITY TO WORK IN COOPERATION WITH OUR PUBLIC SCHOOLS IN THE DEVELOPMENT OF A CONTINUUM OF MATH AND SCIENCE INSTRUCTION FROM GRADE SCHOOLS THROUGH HIGH SCHOOLS WE CAN USE THE MATH AND SCIENCE ACADEMY AS A FLAGSHIP INSTITUTION TO REACH OUT TO ALL ILLINOIS SCHOOLS AND SUGGEST WAYS OUR SCHOOLS CAN RESTRUCTURE THEIR PROGRAMS WE NEED MORE COMPUTERS AND UPDATED LAB EQUIPMENT AND SPECIALIZED TRAINING FOR TEACHERS.

NINeteen seventy tuition and fees at the University of Illinois for example increased by nearly five hundred fifty percent while the Consumer Price Index increased by less than two hundred percent that has not blocked access to higher education and our more than one hundred fifty million dollar state financial aid program has helped gain entry for many of the very poor but middle income illinoisans including thousands of families trying to send two or three children to college at the same time have been squeezed by the skyrocketing costs at one end and the restrictive requirements of financial aid programs at the other end.

Our goal must be that everyone regardless of income can go to college if they have the intellectual ability and motivation.

I made some headway last year with the nations first offering of college savings bonds we need to be doing more to encourage this type of savings and to help parents plan for their childrens future we can do that by expanding the current public private partnership that made the college savings bonds such a popular investment.

The state Scholarship Commission will work with the financial community to offer new series of college savings plans that gives parents some choices in how they will save to pay for college costs in the future parents will be able to...
ACUMULATE SAVINGS UNTIL THEY HAVE SUFFICIENT FUNDS TO PURCHASE AN ILLINOIS OPPORTUNITY SCHOLARSHIP THAT WILL PAY A SPECIFIED AMOUNT AT AN EXACT DATE IN THE FUTURE. THEY ALSO WILL BE ABLE TO CHOOSE A PLAN OFFERING VARIABLE RATES OF RETURN WITH THE POTENTIAL OF HIGHER INTEREST EARNINGS. THIS WILL GIVE PARENTS THE REASSURANCE OF KNOWING A NEST EGG WILL BE AVAILABLE AT THE TIME THEIR CHILD PLANS TO ATTEND COLLEGE.

UNFORTUNATELY, IT IS TOO LATE FOR SOME FAMILIES TO START SAVING FOR THE FUTURE NOW AND THEY NEED LOW INTEREST LOANS TO PAY THE ESCALATING COLLEGE COSTS. IN RESPONSE, THE STATE SCHOLARSHIP COMMISSION WILL OFFER A NEW TYPE OF FEDERALLY GUARANTEED LOAN DIRECTLY TO STUDENTS THE NEEDS TEST FOR THOSE LOANS WILL NOT BE BASED ON FAMILY INCOME BUT WILL BE LIMITED TO COVER ONLY THE COST OF ATTENDING COLLEGE TO PREVENT ADDED FEES CHARGED TO BORROWERS THE STATE WILL PAY THE PROGRAM'S ADMINISTRATIVE COSTS.

CASES CAN AND DO TAKE YEARS TO WORK THROUGH THE SYSTEM DURING THAT DELAY BENEFITS ARE NOT PAID, WORKERS AND THEIR FAMILIES OFTEN MUST STRUGGLE TO SURVIVE, AND REHABILITATION ALSO IS DELAYED. WORKERS LOSE THEIR JOBS, BUSINESSES LOSE. THE STATE LOSES.

IN ADDITION TO A HEALTHY WORKPLACE WE ALSO NEED WORKERS IN TOP PHYSICAL CONDITION. WORKERS FREE OF THE BURDEN OF WORRYING ABOUT HOW TO CARE FOR THE HEALTH OF THEIR FAMILIES.

WHILE HOUSECALLS BY FAMILY DOCTORS MAY BE GONE FOREVER, HEALTH CARE INSURANCE SHOULD BE DESIGNED TO PROMOTE ACCESS TO PREVENTIVE CARE AND GIVE THE CONFORT OF KNOWING THAT THE ATTENDING PHYSICIAN IS WELL AWARE OF THE PATIENTS MEDICAL HISTORY.

LET US TURN NOW TO THE ONE PROBLEM THAT UNDERLIES EVERY PROBLEM THAT WE, THE FAMILY OF ILLINOIS, NOW FACE. THE WIDESPREAD USE AND ABUSE OF DRUGS AND ALCOHOL MOST OF US DO NOT COME INTO CONTACT WITH THE CRACK DEALERS AND THE MARIJUANA SMUGGLERS AND THE SHUFFLING WRECKS OF WASTED BODIES AND CORRODED MINDS PASSING NEEDLES IN SHOOTING GALLERIES. BUT WE SEE AND PAY FOR THEIR ACTIVITIES. THEIR MOMENTARY HIGHS BRING LIFE LONG MISERY TO TOO MANY OF US.

BUT WE HAVE TO DO MORE THAN CHANGE THE MATH AND SCIENCE CURRICULUM IN OUR SCHOOLS. WE HAVE TO GET DRUGS OUT OF THOSE CLASSROOMS.

WE HAVE TO DO MORE THAN CREATE JOBS BY BRINGING TECHNOLOGY TO THE MARKETPLACE. WE HAVE TO MAKE SURE THAT BUSINESSES CAN FIND DRUG FREE WORKERS TO FILL THOSE JOBS.

WE HAVE TO DO MORE THAN GUARANTEE ACCESS TO HEALTH CARE. WE HAVE TO STOP THE FLOW OF DRUGS THAT WEAKENS AND TOO OFTEN KILLS THE BODIES AND MINDS OF OUR YOUTH.

WE HAVE TO DO MORE THAN SET GOALS TO LOWER THE INFANT MORTALITY RATE. WE HAVE TO KEEP COCAINE AND LIQUOR FROM ENTERING THE BLOOD STREAM OF PREGNANT WOMEN.

WE HAVE TO DO MORE THAN BUILD PRISONS. WE HAVE TO GET DRUGS OFF THE STREETS WHERE THE CRIMES ARE COMMITTED. LAST MONTH, THE JUSTICE DEPARTMENT TOLD US THAT NEARLY THREE OF EVERY FOUR PEOPLE ARRESTED FOR VIOLENT CRIMES IN CHICAGO TESTED POSITIVELY FOR DRUGS AND OUR OWN COURT SYSTEM TOLD US THAT MORE THAN SEVENTEEN THOUSAND ADULTS ON PROBATION NEED TREATMENT FOR DRUG ABUSE BUT ONLY SIX PERCENT GET THAT TREATMENT.

THE TIME HAS COME TO RESTOCK THE ARSENAL. WE ARE LOSING THE WAR ON DRUGS.

BUT IF THIS IS TO STOP, ALL OF US WILL HAVE TO JOIN FORCES.

LIEUTENANT GOVERNOR RYAN HAS BEEN A SUPERB LEADER IN OUR FIGHT AGAINST DRUG ABUSE AND IN MOTIVATING OUR YOUNG PEOPLE TO RESIST PEER PRESSURE TO START DOWN THE ROAD TO NOWHERE. WE NEED TO GIVE GEORGE RYAN AND THE MANY OTHERS, BOTH ADULTS AND KIDS, MORE HELP IN THEIR FIGHT.
WE DO NOT EXPECT OUR SCHOOL TO DO IT ALONE. COMMUNITIES WILL HAVE TO STAND WITH THEM.

WE DO NOT EXPECT OUR POLICE TO DO IT ALONE. COMMUNITIES WILL HAVE TO STAND WITH THEM.

WE DO NOT EXPECT ADDICTS TO GIVE UP THEIR HABITS ALONE. WE WILL HAVE TO EXTEND AN OPEN AND STRONG HAND.

I PROPOSE A FIFTY MILLION DOLLAR THREE PRONGED ATTACK ON DRUG ABUSE IN ILLINOIS. WE WILL BOLSTER OUR PREVENTION TREATMENT AND ENFORCEMENT ACTIVITIES.

STATE GOVERNMENT CANNOT DO IT ALL ALONE OR WITHIN CURRENT RESOURCES. WE WILL NEED A RENEWED COMMITMENT FROM COMMUNITY LEADERS, YOUTH LEADERS FROM RELIGIOUS LEADERS FROM ALL WALKS OF LIFE.

OUR CENTRAL GOAL, HOWEVER DIFFICULT TO ACHIEVE, WILL BE A DRUG FREE ILLINOIS.

WE NEED TO HALT SUBSTANCE ABUSE BEFORE IT STARTS BY INFORMING EVERY YOUNGSTER IN ILLINOIS OF THE ASSOCIATED DANGERS AND OF THE ALTERNATIVES. WE WILL NEED THE HELP OF EVERY COMMUNITY AND EVERY SCHOOL.

WE MUST INCREASE AND COORDINATE OUR LAW ENFORCEMENT EFFORTS TO STOP DRUG TRAFFIC, WITH CONCENTRATION ON BOTH DEALERS AND USERS, ESPECIALLY IN OUR SCHOOLS.

WE MUST DO A BETTER JOB OF MAKING TREATMENT AVAILABLE TO HELP THOSE WHO WANT TO STOP THEIR OWN ILLEGAL DRUG USE.

WE WILL MOVE AGAINST DRUGS IN A RATIONAL PLAN OF ATTACK WITH FOURTEEN MILLION DOLLARS ADDITIONAL FOR EDUCATION AND PREVENTION, NINETEEN MILLION DOLLARS FOR ENFORCEMENT, AND SEVENTEEN MILLIONS DOLLARS FOR TREATMENT.

TREATMENT CENTERS FOR INTRAVENOUS DRUG USERS A CRITICAL COMPONENT OF AIDS PREVENTION ARE AT CAPACITY. WITH INCREASED FUNDING, WE CAN REDUCE THE WAITING LIST OF INTRAVENOUS DRUG USERS SEEKING OUR HELP IN HELPING THEM TO KICK THEIR HABIT. WE SHOULD EXPAND THE OFFERING OF TREATMENT FOR DRUG RELATED CRIMINAL OFFENDERS, INCREASE THE CAPACITY OF YOUTH TREATMENT PROGRAMS, AND EXPAND SERVICES TO WOMEN, MANY OF THEM PREGNANT.

WE SHOULD ENACT A STEROIDS CONTROL ACT REGULATING A DANGEROUS DRUG THAT IS FAR TOO POPULAR AND AVAILABLE TO YOUNG ATHLETES. A FACT FACED SQUARELY BY THE CHICAGO SUN TIMES FRIGHTENING SERIES ON THE USE OF STEROIDS BY OUR YOUNG ATHLETES. THE NEW ACT WOULD SET PENALTIES FOR THE POSSESSION, DISTRIBUTION, OR POSSESSION WITH THE INTENT OF DISTRIBUTION OF ANABOLIC STEROIDS OTHER THAN AS LEGALLY PRESCRIBED FOR THE TREATMENT OF DISEASE.

IN THE AREA OF LAW ENFORCEMENT, WE MUST INTENSIFY THE ATTACK ON DRUGGED DRIVING. CURRENT LAWS DO NOT IDENTIFY CONCENTRATION LEVELS OF DRUGS IN THE BODY, AND THAT FRUSTRATES LAW ENFORCEMENT'S ABILITY TO PROSECUTE DRUGGED DRIVERS. WE MUST CLARIFY AND STRENGTHEN STATE LAWS AGAINST DRUGGED DRIVERS.

STATE POLICE EMPHASIS ON IDENTIFYING DRUG COURIERS THROUGH ROUTINE TRAFFIC STOPS RESULTED IN THREE HUNDRED EIGHTY FIVE ARRESTS LAST YEAR. MORE THAN ONE TON OF ILLICIT DRUGS AND MORE THAN ONE HALF MILLION DOLLARS IN FORFEITED DRUG MONEY. WE MUST ADD MORE OFFICERS TO THE ROAD AND EXPAND THAT TRAINING TO LOCAL POLICE AND SHERIFFS DEPUTIES.

PREVENTION TREATMENT ENFORCEMENT ALL MUST BE STRENGTHENED TOGETHER.

AT THIS VERY MINUTE, SOMEWHERE IN ILLINOIS, A BABY IS BEING BORN TO AN ADDICTED MOTHER, AND THAT CHILD TOO IS NOW ADDICTED. THE NUMBER OF COCAINE BABIES HAS JUMPED SEVENTY-NINE PERCENT IN THE LAST YEAR. SOMEWHERE IN ILLINOIS, A CHILD IS BEING...
BEATEN BY A FATHER WHOSE TEMPER IS FUELED BY ADDICTION SOMEWHERE IN ILLINOIS AN OLD WOMAN'S PURSE IS BEING SNATCHED AWAY BY SOME HOODLUM IN NEED OF MONEY FOR ANOTHER DRUG BUY SOMEWHERE IN ILLINOIS A MANUFACTURING PLANT IS BEING SLOWED AND PULLED BACKWARDS EITHER BY A BLUE COLLAR WORKER WHO SMOKED A JOINT AT LUNCH OR A WHITE COLLAR EXECUTIVE WHO SNORTED A FEW LINES OF COKE.

WE MUST NOT ENGAGE IN DENIAL WE MUST ENGAGE IN COMBAT BUT I THINK THAT WE ARE UP TO ALL OF THESE CHALLENGES AND MORE.
FILE EIGHT STATE MESSAGE ILLINOIS NINETEEN NINETY

FOR THE FOURTEENTH YEAR IN SUCCESSION I STAND BEFORE YOU TO DELIVER MY ASSESSMENT OF THE STATE OF THE STATE FOR ME AND MY FAMILY IT IS A BITTERSWEET OCCASION TINGED WITH SORROW BECAUSE THIS LIKELY WILL BE THE FINAL TIME THAT I WILL HAVE THE PRIVILEGE TO STAND BEFORE YOU AND TELL YOU WHAT WE HAVE DONE AND SHOULD BE DOING TO PROTECT AND BUILD ON ILLINOIS STRENGTHS BUT ALSO SWEET BECAUSE I CAN REPORT TODAY THAT ILLINOIS IS PREPARED FOR THE CHALLENGES OF A NEW DECADE

IN NINETEEN SEVENTY SEVEN WE FACED TWIN CRISSES CROWDED PRISONS AND MAMMOTH BUDGET DIFFICULTIES OUR PRISON SYSTEM WAS OVERCROWDED THEN AND IT IS OVERCROWDED TODAY HOWEVER THE COMPARISONS END THERE

STATE GOVERNMENT HAD NEGLECTED THE RISING PRISON POPULATION AND THE AGING OF THE PRISON BUILDINGS AND PRIOR GOVERNMENTS HAD NOT HEEDED DEMANDS FROM TAXPAYERS THAT CRIMINALS BE LOCKED UP FOR LONGER PERIODS OF TIME FOR THE PAST THIRTEEN YEARS YOU AND I HAVE PAID ATTENTION

SINCE NINETEEN SEVENTY SEVEN WE HAVE ADDED MORE THAN ELEVEN THOUSAND BEDS TO OUR PRISON SYSTEM NEARLY DOUBLING THE SYSTEMS CAPACITY WITH TWELVE NEW OR EXPANDED PRISONS WE WILL ADD FIVE THOUSAND MORE BEDS WITH THE CONSTRUCTION OF THREE NEW PRISONS AND MORE WORK CAMPS BUT WE ALREADY HAVE SIX THOUSAND ONE HUNDRED MORE PRISONERS THAN THE SYSTEM IS DESIGNED TO HOLD DESPITE THE CROWDING IT IS A HIGHLY EFFICIENT PRISON SYSTEM WITH EVERY INSTITUTION RECEIVING NATIONAL ACCREDITATION A FIRST FOR ANY STATE CORRECTIONS SYSTEM

IF WE HAD NOT CHANGED OUR CRIMINAL JUSTICE SYSTEM THAT DRAMATIC PRISON CONSTRUCTION WOULD HAVE EASILY HANDLED THE RISING PRISON POPULATION OF THE SEVENTIES BUT THAT WOULD HAVE MEANT TURNING OUR BACKS ON LAW ABIDING CITIZENS IN ILLINOIS PEOPLE THIS PARENT AND FORMER PROSECUTOR INCLUDED WHO WERE SICK AND TIRED OF SEEING CRIMINALS WALK AWAY WITH ONLY A SLAP ON THE WRIST AND WHILE PRISON POPULATION IS UP DRAMATICALLY THOSE CONVICTED OF DRUG RELATED OFFENSES HAS RISEN BY MORE THAN THREE HUNDRED PERCENT SINCE OUR PEOPLE VIEW DRUGS AS THE NATIONS NUMBER ONE PROBLEM IT IS CLEAR THAT IN ILLINOIS WE HAVE RESPONDED AND RESPONDED EARLY

GET TOUGH ON CRIME THE PEOPLE SAID AND WE DID WE CREATED CLASS X SENTENCES MANDATING PRISON TERMS FOR THE MOST SERIOUS CRIMINALS WE REVAMPED THE CRIMINAL SEXUAL ASSAULT LAWS WE DEVELOPED MEG UNITS AND ENACTED TOUGH NEW DRUG LAWS WE CREATED THE ISEARCH PROGRAM AND STRENGTHENED LAWS AGAINST CHILD PORNOGRAPHY AND ABUSE WE ADDED MORE POLICE IMPROVED THE TRAINING OF OUR POLICE AND GAVE THEM THE LATEST IN TECHNOLOGY TO INVESTIGATE CRIMES

WE DID WHAT WE WERE SUPPOSED TO DO WE LISTENED TO THE PEOPLE WHO ENTRUSTED US WITH PUBLIC OFFICE AND TOOK DECISIVE ACTION THE CRIMINALS DO NOT LIKE IT BUT LAW ABIDING CITIZENS HAVE A DIFFERENT ATTITUDE

THAT IS STILL THE CASE IN NINETEEN NINETY WE HAVE DELIVERED BOTH EFFICIENCY AND COMPASSION THROUGH THE EMPHASIS OF PREVENTION THE EMPHASIS WE HAVE PLACE ON PREVENTION IS EVIDENT THROUGHOUT STATE GOVERNMENT

WHEN IT CAME TO WELFARE SPENDING IN NINETEEN SEVENTY SEVEN ALL WE TRIED TO PREVENT WAS WELFARE FRAUD TODAY WE STILL DO THAT AND DO A BETTER JOB OF IT AND WE TRY TO PREVENT THE INTERGENERATIONAL CYCLE OF POVERTY THE CYCLE OF MOTHER RASING CHILDREN ON WELFARE WHO WHILE STILL IN THEIR EARLY TEENS SUDDENLY HAVE THEIR OWN CHILDREN ON WELFARE

PROJECT CHANCE HAS HELPED MORE THAN ONE HUNDRED EIGHT THOUSAND PEOPLE FIND JOBS MORE THAN ONE HALF OF THEM KEEP THOSE JOBS MANY ARE THE FIRST MEMBERS OF THEIR IMMEDIATE FAMILIES NOT TO BE ON WELFARE THAT IS EFFICIENCY THAT IS COMPASSION

IN COOPERATION WITH OTHER STATE AND COMMUNITY BASED AGENCIES PUBLIC AIDS HEALTH KIDS PROGRAM TRIES TO PREVENT CHILDHOOD ILLNESSES THROUGH SCREENINGS AND
IMMUNIZATIONS OF MEDICAID ELIGIBLE CHILDREN THROUGH THE EARLY IDENTIFICATION AND TREATMENT OF SICKNESS WE CAN KEEP KIDS OUT OF PAINFUL AND EXPENSIVE LONG TERM MEDICAL TREATMENT AND WE CAN KEEP THEM IN SCHOOL.

THAT IS EFFICIENCY THAT IS COMPASSION AS WITH THE REST OF THE NATION THE STATES NINETEEN SEVENTY SEVEN INFANT MORTALITY RATE OF FIFTEEN POINT NINE DEATHS PER ONE THOUSAND BIRTHS WAS FAR TOO HIGH ALTHOUGH IT HAS GONE DOWN BY THIRTY PERCENT IT STILL IS TOO HIGH THE MAIN DIFFERENCE IS THAT IN NINETEEN SEVENTY SEVEN THE STATE DID VERY LITTLE TO HELP BUT NOW WE TARGET HIGH RISK PREGNANT WOMEN IN THE AREAS WITH THE HIGHEST INFANT MORTALITY RATE AND THE FAMILIES WITH A FUTURE PROGRAM IS HELPING TO IMPROVE THE SURVIVAL RATE OF CHILDREN BORN IN THOSE HIGH RISK AREAS.

IN NINETEEN SEVENTY SEVEN YOU DID NOT HEAR ABOUT CHILDREN AT RISK THESE CHILDREN NOT READY FOR SCHOOL FOR REASONS OF POVERTY AND ILLNESS OFTEN FAILED TO MAKE IT THROUGH THE SYSTEM BUT WE DID NOT THINK IT WAS OUR JOB TO WORRY ABOUT THE THREE AND FOUR YEAR OLDS UNTIL THEY ENTERED OUR SCHOOLS.

TODAY WE HELP MORE THAN NINETEEN THOUSAND OF THE ONE HUNDRED TWELVE THOUSAND CHILDREN CONSIDERED TO BE AT RISK AN INCREASE OF EIGHT THOUSAND COMPARED TO LAST YEAR ALONE AND WITH OUR HELP THEY HAVE A BETTER CHANCE OF MAKING IT THROUGH THE SCHOOLS WE ARE HELPING AS WELL THAT IS EFFICIENCY THAT IS COMPASSION.

SUBSTANCE ABUSE WE HAVE BEEN FIGHTING IT SINCE WELL BEFORE NINETEEN SEVENTY SEVEN BUT IT NINETEEN NINETY THE DRUGS HAVE BECOME DEADLIER THE Dope DEALERS HAVE BEEN FOUND AT THE HIGHEST LEVELS OF NARCOTIC PRODUCING NATIONS AND SOME BUT NOT THIS GOVERNOR WILL ARGUE THAT WE SHOULD THROW UP OUR HANDS AND JUST LEGALIZE EVERYTHING LEGALIZATION OF DRUGS IS NOT A PRESCRIPTION FOR A CURE IT IS AN INVITATION TO DISASTER.

I HAVE HELD THE COCAINE BABIES AND TALKED WITH THE MEN AND WOMEN BATTLING THE ODDS TO GIVE THEM A NORMAL LIFE I HAVE PRAYED WITH FATHER CLEMENTS AND THE LEADERS OF OTHER COMMUNITIES CAUGHT IN THE CROSSFIRE OF DRUG TRAFFICKERS I HAVE LISTENED TO PARENTS WORRIED THAT THEIR KIDS MAY SOMEDAY BE UNABLE TO RESIST TEMPTATION ON THE PLAYGROUND IN THE SHOPPING MALLS ON THE SCHOOL BUS THIS IS NOT THE TIME TO SURRENDER.

WE DID NOT HAVE A DEPARTMENT OF ALCOHOLISM AND SUBSTANCE ABUSE IN NINETEEN SEVENTY SEVEN BUT THANKS TO EARLY WARNING EFFORTS BY LIEUTENANT GOVERNOR RYAN AND OTHERS TODAY DASA SERVES NEARLY NINETY FIVE THOUSAND PEOPLE TRYING TO KICK A DRUG OR ALCOHOL HABIT IN THIS YEAR ALONE WE INCREASED OUR SERVICE CAPACITY BY TWENTY FIVE PERCENT AND DRUG EDUCATION IS TAKING PLACE IN EVERY SCHOOL IN ILLINOIS THAT IS COMPASSION THAT IS EFFICIENCY.

WE ARE HELPING PEOPLE WITH DISABILITIES JOIN THE WORKFORCE BY BREAKING DOWN THE BARRIERS WE ARE HELPING TO KEEP FAMILIES TOGETHER WITH COUNSELING DAY CARE AND OTHER SPECIALIZED SERVICES WITH THE PIONEERING LEADERSHIP OF SECRETARY EDGAR WE ARE HELPING ADULTS LEARN TO READ SO THEY CAN GET A BETTER JOB.

THINK ABOUT IT WE TAKE A SMALLER SHARE OF YOUR INCOME YET AT THE SAME TIME WE ARE BRINGING MORE COMPREHENSIVE SERVICES TO THE POOR THE ELDERLY OUR CHILDREN WE TAKE A SMALLER SHARE OF YOUR INCOME YET AT THE SAME TIME WE HAVE BEEN REBUILDING OUR HIGHWAYS AND SEWERS REPAIRING STATE PARKS AND REHABILITATING COLLEGE CAMPUSES WE TAKE A SMALLER SHARE OF YOUR INCOME AT THE SAME TIME THAT WE RETRAIN OUR WORKERS FOR TOMORROWS JOBS.

BUT AT THE OTHER END OF THE SPECTRUM ARE THOSE WHO COMPLAIN THE STATE HAS NOT CONTRIBUTED ENOUGH TO EDUCATION I AGREE I THINK WE SHOULD HAVE SPENT MORE ON EDUCATION MANY OF YOU THINK SO ALSO BUT NOT ENOUGH WERE WILLING TO APPROVE THE TAX INCREASE THAT WAS REQUIRED TO SPEND MORE ON EDUCATION.

YOU IN THIS ROOM DETERMINE THE LEVEL OF TAXATION AND I HAVE DONE MY BEST TO ALLOCATE OUR REVENUES WITH YOUR PARTICIPATION EDUCATION HAS BEEN OUR NUMBER ONE PRIORITY BUT WE COULD NOT GIVE THE EDUCATION COMMUNITY EVERY DOLLAR IT ASKED FOR.
AND IGNORE THE COST OF FEEDING AND CLOTHING, THE POOR TEACHING JOB SKILLS TO THE
UNEMPLOYED AND KEEPING CRIMINALS BEHIND BARS.

IT IS TRUE THAT EDUCATION SPENDING HAS GONE FROM TWENTY EIGHT PERCENT OF THE
STATE GENERAL FUND BUDGET IN NINETEEN SEVENTY SEVEN TO TWENTY FIVE PERCENT IN
NINETEEN NINETY BUT A WHOLE COMMUNITY OF OTHER NEEDS WERE NOT BEING ADDRESSED BY
STATE GOVERNMENT AT ALL IN NINETEEN SEVENTY SEVEN STATE SPENDING ON EDUCATION HAS
INCREASED ONE HUNDRED NINETY FIVE PERCENT IN THAT SAME TIME PERIOD AND WE ARE
SPENDING IT ON FOUR HUNDRED FIFTY FIVE THOUSAND FEWER ELEMENTARY AND SECONDARY
SCHOOL STUDENTS.

IT SEEMS LIKE ONLY YESTERDAY THAT CHILD ABUSE REPORTS WERE KEPT ON THREE BY FIVE
CARDS IN SHOE BOXES UNAVAILABLE TO INVESTIGATORS ON NIGHTS AND WEEKENDS IT TOOK
MORE THAN A DAY TO DO IT BUT THE CENTRAL ILLINOIS EXPRESSWAY SERVING WEST CENTRAL
ILLINOIS IS A REALITY AND NEW UNITED STATES FIFTY ONE FREEWAY FROM ROCKFORD TO
DECATUR IS A REALITY THE STATE FAIR IN SPRINGFIELD IS A SHOWPLACE AND THE DU
QUOIN STATE FAIR AGAIN IS THE PRIDE OF SOUTHERN ILLINOIS AND BRINGING IN TOURISM
DOLLARS BUT THEN I COULD WAX NOSTALGIC ALL DAY FROM THE RENOVATION OF STATE PARK
LODGES BUILT BY THE CIVILIAN CONSERVATION CORPS IN THE THIRTIES TO THE UNKNOWN
SCIENTIFIC ADVANCES THAT WILL COME FROM THE BECKMAN INSTITUTE IN THE NINETIES.

THE PROBLEMS WE FACE IN THE NINETIES DO NOT LEND THEMSELVES TO A QUICK FIX WE
EITHER ACT ON OUR MOUNTING GARBAGE PROBLEM NOW OR CHOKE ON IT LATER WE CAN CLEAN
UP HAZARDOUS WASTE SITES NOW OR POISON FUTURE GENERATIONS WE CAN COMPROMISE ON A
FAIR METHOD OF DISTRIBUTING STATE DOLLARS TO LOCAL SCHOOLS OR WE CAN RISK BEING
SADDLED WITH AN UNACCEPTABLE METHOD TO BE DREAMED UP BY A FEDERAL JUDGE WE CAN
NURSE OUR HEALTH CARE DELIVERY SYSTEM BACK TO GOOD HEALTH OR WATCH IT WITHER WE
CAN EDUCATE OUR KIDS FOR THE JOBS OF THE FUTURE OR WE CAN LET THE FUTURE AND THE
JOBS PASS US BY.

FOR INSTANCE WE GAVE CHICAGO A GOOD START ON SCHOOL REFORMS AND MOST OF THE
CREDIT GOES TO THE HUNDREDS OF PARENTS AND BUSINESS LEADERS WHO ARE GOING TO SEE
TO IT THAT THE REFORMS HAVE MEANING IN THE CLASSROOMS.

NOW WE NEED TO FOLLOW THE PROGRESS IN CHICAGO, ANALYZE THE CHANGES BEING PUT IN
PLACE THROUGHOUT THE STATE AND DETERMINE WHETHER OUR SCHOOLS ARE DOING THE BEST
JOB POSSIBLE.

SIXTY PERCENT OF HIGH SCHOOL SENIORS NATIONWIDE CANNOT CORRECTLY ADD UP THE COST
OF A CHEESEBURGER, FRIES AND MILK SHAKE AT THE LUNCH COUNTER AND SEVEN OUT OF TEN
HIGH SCHOOL SENIORS ARE INCAPABLE OF WRITING A BASIC LETTER SEEKING A JOB LABOR
SECRETARY ELIZABETH DOLE HAS WARNED US AMERICA'S WORKFORCE IS IN A STATE OF
UNREADINESS UNREADY FOR THE NEW JOBS UNREADY FOR THE NEW REALITIES UNREADY FOR
THE NEW CHALLENGES OF THE NINETIES.

PRESIDENT BUSH BROUGHT THE NATIONS GOVERNORS TOGETHER IN SEPTEMBER AND ASKED US
TO HELP HIM SET NATIONAL EDUCATION GOALS AND CHARGE EVERY STATE EVERY SCHOOL TO
GO OUT AND MEET THEM WE WILL BE BACK TOGETHER NEXT MONTH RETURNING WITH IDEAS
FROM EVERY STATE AND WE WILL ATTEMPT TO REACH A CONSENSUS.

I WILL TAKE WITH ME IDEAS FROM YOU IN THIS ROOM FROM THE ADVOCATES IN THE
GALLERIES FROM THE TEACHERS AT WORK IN THEIR CLASSROOMS AND FROM THE PARENTS WHO
WILL CHECK HOMEWORK ASSIGNMENTS TONIGHT BEFORE THEY PERMIT THE TV SET TO GO ON.

LAST MONTH I HEARD FROM A DIVERSE GROUP OF ILLINOISANS WHO CAME TOGETHER AT THE
EXECUTIVE MANSION WE HAD A GOOD DISCUSSION THE KIND YOU GET WHEN FIFTY
OPINIONATED PEOPLE GET TOGETHER TOMORROW NIGHT I BEGIN THE SECOND PHASE IN
UNIVERSITY PARK WHERE I WILL GET REACTIONS FROM PARENTS TEACHERS ADMINISTRATORS
AND OTHERS IN THE SOUTH SUBURBS AND IN THE COMING WEEKS I WILL HOLD SEVERAL MORE
MEETINGS IN OTHER SECTIONS OF THE STATE TO LISTEN TO AND TO ASK QUESTIONS WHEN WE
ARE DONE I WILL HAVE A BETTER IDEA OF WHAT ILLINOISANS EXPECT FROM AMERICAN
EDUCATION AND HOW THEY PROPOSE TO MAKE IMPROVEMENTS WE HAVE ONLY STARTED.
EDUCATION REFORM IN AMERICA AND THE END IS FAR AWAY DO YOU HAVE THE POLITICAL WILL TO SEE TO IT THAT REFORMS ARE SUPPORTED BY DOLLARS AND MORE THAN JUST TALK

AS WITH EDUCATION TRANSPORTATION ALSO HAS PLAYED A KEY ROLE IN OUR IMPROVED ECONOMY SINCE NINETEEN SEVENTY SEVEN WE HAVE INVESTED MORE THAN TEN POINT SIX BILLION DOLLARS IN THE ROAD SYSTEM IMPROVING NEARLY TWELVE THOUSAND MILES OF ROADS BUT WE ARE FALLING BEHIND ALREADY IF WE ARE TO BE SO TRAUMATIZED BY THE COST OF DOING WHAT IS NECESSARY THAT WE SINK OUR HEAD INTO THE SAND THEN WE WILL RUN OUR ROADS DOWN TO GRAVEL AND SAND AND THEN THERE WILL BE A BIG TAX BILL TO PAY

EDUCATION TRANSPORTATION INFRASTRUCTURE ALL ARE IMPORTANT TO BRINGING JOBS TO ILLINOIS AND KEEPING THEM HERE BUT WE DECIDED LONG AGO THAT WE WERE NOT GOING TO JUST TAKE OUR CHANCES THAT BUSINESS WOULD FIND ILLINOIS WE DECIDED TO SELL ILLINOIS

WITH THE FORMATION OF DEPARTMENT OF COMMERCE AND COMMUNITY AFFAIRS A FLURRY OF PROGRAMS TOOK SHAPE EXPORT EXPANSION INTERNATIONAL TOURISM HIGH TECHNOLOGY TRANSFER RURAL COMMUNITY DEVELOPMENT TARGETED INDUSTRY DEVELOPMENT AID TO DISLOCATED WORKERS HELP TO ENTREPRENEURS CORRIDOR MARKETING WORKER TRAINING TECHNOLOGY CHALLENGE GRANTS AND MANY MORE

ON THE ONE HAND WE FOLLOW WITH WONDER THE STORIES OF A LITTLE CHILD BEATING THE ODDS FOR SURVIVAL FROM A TRICKY LIVER TRANSPLANT IMAGINE THE ORGAN OF THE CHILDS MOTHER PLACED INSIDE THE CHILD AND IT WORKED AMERICA WAS FIXATED ON THE STORIES

BUT IN THE SAME NEWSPAPER YOU WILL FIND STORIES ABOUT POOR FAMILIES WAITING IN CROWDED HOSPITAL EMERGENCY ROOMS TO SEE A DOCTOR SOME HAVE INJURIES REQUIRING IMMEDIATE ATTENTION AND OTHERS ARE THERE BECAUSE THEY DID NOT GET THE PREVENTIVE MEDICINE THEY NEEDED WEEKS AGO

THIRD WE NEED TO DEVELOP NEW MARKETS FOR RECYCLED PRODUCTS AND EDUCATE BUSINESSES AND CONSUMERS WE ARE RECYCLING IN STATE GOVERNMENT AND BUYING RECYCLED PRODUCTS IF YOU ARE WILLING WE CAN DO MORE

AND WE ARE OH SO INTERTWINED THE POOREST CHILD IN CHICAGO THE FORTY YEAR OLD UNEMPLOYED FACTORY WORKER IN THE QUAD CITIES THE FARMER TRYING TO MAKE A GO OF IT IN PITTSFIELD THE FEMALE SINGLE HEAD OF A HOUSEHOLD IN ALTON AND THE MINER WORKER HOPING FOR ANOTHER CHANCE IN SOUTHERN ILLINOIS THESE ARE PEOPLE WHO HAVE TOO OFTEN BEEN DISTRUSTFUL OF EACH OTHER

YET THEY WANT THE SAME THING THEY WANT A CHANCE FOR A DECENT JOB AND REASONABLE HOUSING THEY WANT A CHANCE AT HOPE FOR THE FUTURE FOR THEMSELVES AND FOR THEIR CHILDREN THEY WANT TO FEEL THAT STATE GOVERNMENT TREATS EACH OF THEM FAIRLY
FILE NINE STATE MESSAGE IOWA NINETEEN EIGHTY SIX

THE PROBLEMS IN AGRICULTURE ARE NOT LIMITED TO OUR FAMILY FARMERS THEY HAVE ALSO AFFECTED OUR SMALL TOWNS AND LARGE CITIES FACTORY WORKERS TEACHERS AND EVEN OUR CHILDREN HAVE NOT BEEN SPARED FROM THE CRISIS IN AGRICULTURE

FINALLY I RECOMMEND A SPECIAL PROGRAM TO HELP BUY DOWN INTEREST RATES FOR THOSE IOWANS WHO WANT TO BEGIN FARMING FAMILY FARMS ARE A VALUABLE PART OF IOWAS HERITAGE WE MUST PROVIDE OUR SONS AND DAUGHTERS WITH THE SAME OPPORTUNITIES AS OUR PARENTS PROVIDED US

IN THE MIDST OF THE CRISIS IN NINETEEN EIGHTY FIVE WE TOOK STOCK OF OUR STRENGTHS OUR PRIDE IN OUR WORK OUR EXCELLENT EDUCATION SYSTEM OUR ACTIVE FAITH IN OUR COMMUNITIES OUR FAMILIES AND IN EACH OTHER

TODAY I WILL SHOW YOU A BLUEPRINT FOR IOWAS FUTURE THIS BLUEPRINT IS A PLAN FOR ACTION OUR STRENGTH IS ITS FOUNDATION WE MUST BUILD ON OUR STRENGTH OUR PRIDE IN OUR WORK OUR HIGHLY PRODUCTIVE WORKERS OUR OUTSTANDING EDUCATION OUR FRIENDLY CARING PEOPLE AND OUR FAITH IN WHAT WE CAN ACCOMPLISH

I SAY TO YOU THE TIME IS NOW TO PRESERVE IOWAS QUALITY OF LIFE THE TIME IS NOW TO BUILD A STRONGER AND MORE PROSPEROUS FUTURE THE TIME IS NOW TO PROVIDE OUR CHILDREN WITH AN IOWA THAT THEY WILL BE PROUD OF AND WILL WORK HARD TO PROTECT

IOWANS DEMAND DISCIPLINE AND DIRECTION IN ATTACKING THE HARD REALITIES OF TODAY IOWANS REFUSE TO PAY FOR MORE GOVERNMENT THAN THEY CAN AFFORD IOWANS REFUSE TO ACCEPT HIGHER TAXES AS THE ANSWER IOWANS WANT AND NEED MORE JOBS IOWANS RECOGNIZE THE FUTURE OF THIS STATE IS DEPENDENT ON A STRONG EDUCATION FOR OUR CHILDREN

OUR WORK CANNOT STOP THERE WE MUST ASSURE IOWANS THAT THEIR TAXES WILL NOT GO UP WHEN THEY CAN LEAST AFFORD IT STATE OPERATING BUDGETS SHOULD BE FROZEN PROPERTY TAXES SHOULD BE FROZEN YET WE SHOULD MEET OUR OBLIGATIONS TO SCHOOL DISTRICTS AND LOCAL GOVERNMENTS AND TAKE THE NEXT STEP IN COURT REORGANIZATION

OUR BLUEPRINT TO BUILD A NEW FUTURE FOR IOWA MUST INCLUDE RENEWING OUR COMMITMENT TO EXCELLENCE IN EDUCATION OUR CHILDREN ARE THE FUTURE AND WHAT THEY LEARN IN THE CLASSROOM TODAY WILL MAKE THE DIFFERENCE FOR THE IOWA OF TOMORROW

WE MUST TAKE ACTION TO REDUCE ADMINISTRATIVE COSTS IN EDUCATION REDUCING ADMINISTRATIVE COSTS WILL PROVIDE MORE MONEY FOR OUR CHILDRENS CLASSROOM INSTRUCTION

EXCELLENCE IN EDUCATION IS DEPENDENT UPON QUALITY TEACHERS IN THE CLASSROOM WE MUST ATTRACT AND RETAIN OUR BEST COLLEGE GRADUATES TO THE TEACHING PROFESSION I RECOMMEND WE INCREASE BEGINNING TEACHER SALARIES AND ESTABLISH A CAREER LADDER FOR OUR BEST TEACHERS I ALSO ENCOURAGE PRIVATE SUPPORT FOR OUR FIRST IN THE NATION EDUCATION EFFORT

AS WE STRENGTHEN OUR COMMITMENT TO EXCELLENCE IN EDUCATION FOR OUR CHILDREN WE SHOULD ACT TO PROTECT THE QUALITY OF LIFE FOR THE PEOPLE WHO BUILT THIS STATE

IN RECOGNITION OF THE TOP PRIORITY OF THE OLDER IOWANS LEGISLATURE I RECOMMEND A SUBSTANTIAL COMMITMENT OF FUNDS TO ASSIST ELDERLY IOWANS WHO WISH TO REMAIN IN THEIR HOMES THIS SHOULD INCLUDE A HOME BASED CARE PROGRAM AND SUPPORT FOR FAMILIES OF ALZHEIMERS DISEASE VICTIMS

TO PROTECT THE SAFETY OF ALL IOWANS WE SHOULD ADOPT UNIFORM NATIONALLY RECOGNIZED STANDARDS FOR DRUNK DRIVING LAWS THIRD OFFENSE DRUNK DRIVERS SHOULD GO NOT INTO OUR PRISONS BUT INTO A SECURE TREATMENT FACILITY
By getting those people out of the prison system we can eliminate the cap on the prison population. The parole board should not be forced to endanger the public by releasing prisoners because of an arbitrary lid.
IN ADDITION TO REPORTING ON THE CONDITION OF THE STATE TODAY I WILL CONCENTRATE ON ECONOMIC DEVELOPMENT, AGRICULTURE AND THE ENVIRONMENT. THE INAUGURAL ADDRESS WILL CENTER ON EDUCATION IN THE BUDGET MESSAGE I WILL SPELL OUT MY PROGRAMS FOR TAX REFORM WELFARE REFORM, ASSISTANCE FOR THE ELDERLY AND OTHER PRIORITIES.

THAT PIONEER SPIRIT CAN BE SEEN IN PLACES LIKE GUTHRIE CENTER IN THIS COUNTY. SEAT AREA FARMERS AND OTHER RESIDENTS ARE EARNING ADDITIONAL INCOME FOR THEIR FAMILIES BY ASSEMBLING AUTOMOTIVE COMPONENT PARTS AS INDEPENDENT CONTRACTORS.

FOR A FARMER LIKE DENNIS MENEFEE THAT OPPORTUNITY IS PROVIDING HIM A MEANS TO MAINTAIN THE FAMILY FARM FOR HIS CHILDREN AND GRANDCHILDREN.

THESE IOWANS ARE A DIVERSE GROUP OF PEOPLE THEY INCLUDE LIFE LONG RESIDENTS, IMMIGRANTS, YOUNG PEOPLE, FAMILY FARMERS, ENTREPRENEURS AND OTHERS WHO HAVE ADOPTED IOWA.

I WANT THE WORLD TO SEE IOWA AS A LEADER IN AGRICULTURE AND EDUCATION.

SECOND IOWAS WORK ETHIC ACHIEVEMENTS IN EDUCATION AND QUALITY PRODUCTS HAVE BEEN KEPT A SECRET FOR TOO LONG. WE MUST MARKET AND PROUDLY PROMOTE IOWA AND ALL WE HAVE TO OFFER.

THEREFORE TODAY I AM RECOMMENDING THAT WE CONSTRUCT A LASER RESEARCH FACILITY AT THE UNIVERSITY OF IOWA AND A MOLECULAR BIOLOGY BUILDING AT IOWA STATE UNIVERSITY WITH AN INVESTMENT OF TWENTY FIVE MILLION DOLLARS. TODAY UNIVERSITY OF IOWA OFFICIALS ESTIMATE WE CAN CREATE OVER TWELVE THOUSAND LASER INDUSTRY JOBS IN THE NEXT DECADE.

BIO TECHNOLOGY WILL CHANGE THE WORLD GIVING US NEW TOOLS IN CROP AND LIVESTOCK PRODUCTION AND PROCESSING. FOR A THIRTY FIVE MILLION DOLLAR INVESTMENT IOWA STATE UNIVERSITY OFFICIALS ARE CONFIDENT WE WILL ATTRACT OVER ONE HUNDRED TWENTY MILLION DOLLARS IN RESEARCH TO IOWA IN THE NEXT DECADE.

WE ARE ESPECIALLY WELL POSITIONED BECAUSE OF THE FOUNDATION WE ALREADY HAVE LAID WITH OUR UNIVERSITIES. THEY ARE POISED TO HELP IOWA LEAD THE NATION IN MOVING FROM THE AGE OF ELECTRICITY TO THE AGE OF LIGHT AND BIO TECHNOLOGY.

OUR ACTIONS WILL HELP FARMERS REDUCE THEIR PRODUCTION COSTS WHILE PROTECTING THE HEALTH OF FAMILIES ON THE FARM AND IN THE CITIES OF OUR STATE.
FILE ELEVEN STATE MESSAGE IOWA NINETEEN EIGHTY EIGHT

WE PASSED A MAJOR EDUCATION PROGRAM THAT WILL ENSURE IOWAS NUMBER ONE POSITION IN EDUCATION IN THE NATION FOR YEARS TO COME.

DESPITE THESE ACCOMPLISHMENTS WE MUST RECOGNIZE THAT THERE IS A DOWNSIDE TO THIS POSITIVE REPORT. OVER THE PAST DECADE WE HAVE LOST PEOPLE, PARTICULARLY OUR YOUNG PEOPLE, IN BUSINESS ESPECIALLY IN OUR SMALL COMMUNITIES. PERHAPS MOST DISTURBING, MANY SMALL COMMUNITIES HAVE LOST A WHOLE GENERATION OF LEADERS. IN FACT, FOR SOME SMALL TOWNS THE CRISIS IS NOT OVER.

WE ALL WANT A DIVERSIFIED IOWA. IF WE MAKE THE RIGHT CHOICES, WE WILL HAVE SMALL TOWNS THAT ARE HEALTHY, CITIES THAT ARE THRIVING. A STATE WHERE QUALITY PRODUCTIVITY AND SUPERIOR EDUCATION ARE THE WAY OF LIFE AND WHERE OUR YOUNG PEOPLE WILL WANT TO ESTABLISH A HOME AND A CAREER.

FIRST, WE HAVE EDUCATION. THE NATION LOOKS TO US FOR LEADERSHIP IN EDUCATION AND RIGHTLY SO. NINE OUT OF TEN IOWA SCHOOLS RANK ABOVE THE NATIONAL AVERAGE IN SCHOLASTIC ACHIEVEMENT. IOWA STUDENTS ARE A YEAR AND A HALF AHEAD OF STUDENTS IN OTHER STATES AND LET US NOT FORGET, WE ARE ONE OF ONLY FOUR STATES IN THE NATION THAT HAS TWO WORLD CLASS RESEARCH UNIVERSITIES.

THEN THERE IS OUR QUALITY OF LIFE IN IOWA. IT IS IMPORTANT TO US TO BE ABLE TO WALK OUR STREETS WITHOUT WORRYING ABOUT CRIME. WE ARE COMMITTED TO PRESERVING OUR LAND AND WATER FOR FUTURE GENERATIONS.

TO SUCCEED IN THE TWENTY-FIRST CENTURY, WE WILL NEED HIGHLY SKILLED, EDUCATED WORKERS. THE UNITED STATES DEPARTMENT OF LABOR ESTIMATES THAT BY THE YEAR TWO THOUSAND TWELVE, MILLION NEW JOBS WILL BE CREATED IN THE UNITED STATES. BUT EIGHTY PERCENT OF THESE NEW JOBS WILL REQUIRE COGNITIVE SKILLS. WITH OUR COMMITMENT TO QUALITY EDUCATION IN IOWA, WE HAVE THE INSTITUTIONS AND THE PEOPLE TO MATCH THAT TREND.

OUR EDUCATION SYSTEM IS AMONG OUR GREATEST STRENGTHS AND WE MUST NOT LET IT DROP. OUR EDUCATIONAL EXCELLENCE PROGRAM OF LAST YEAR IS A SHINING EXAMPLE OF THIS STATE'S EXTRAORDINARY COMMITMENT TO QUALITY EDUCATION FOR OUR CHILDREN. IT IS MAKING OUR STATE THE NATIONAL LEADER IN EDUCATION REFORM. THERE SHOULD BE NO RETRENCHMENT FROM THIS HISTORIC STEP FOR IOWA'S FUTURE.

WE NEED TO CONTINUE OUR EFFORTS TO SUPPORT OUR TEACHERS AND ADMINISTRATORS, OUR SCHOOLS AND UNIVERSITIES, COLLEGES AND TECHNICAL INSTITUTIONS. SO THAT WE CAN TURN OUT WELL EDUCATED PEOPLE. WE CAN DO THAT BY PROVIDING THE REGENTS INSTITUTIONS FUNDS TO ATTRACT AND RETAIN TOP QUALITY FACULTY. WE SHOULD FULLY FUND THE Merged AREA SCHOOL FORMULA AND TUITION GRANTS SHOULD BE PROVIDED TO TWO THOUSAND TWO HUNDRED FIFTY MORE IOWA STUDENTS.

WE CAN BUILD ON OUR THREE PHASE EDUCATION EXCELLENCE PROGRAM BY INITIATING PILOT PROGRAMS FOR EFFECTIVE SCHOOLS AND FOR PREKINDERGARTEN EDUCATION. WE NEED TO ADOPT APPROPRIATE MINIMUM STANDARDS OF QUALITY FOR OUR LOCAL SCHOOL DISTRICTS. WITH NO STATE MANDATE FOR SCHOOL DISTRICT REORGANIZATION.
FILE TWELVE STATE MESSAGE IOWA NINETEEN EIGHTY NINE

YES WE HAVE COME BACK STRONG IN IOWA EVEN AS WE FACED THE SEARING DROUGHT OF NINETEEN EIGHTY EIGHT AND YES I AM CONVINCED THAT THE MIDWEST AND PARTICULARLY IOWA WITH OUR SOUND WORK ETHIC STRONG EDUCATION SYSTEM AND SOLID REPUTATION FOR FAMILY VALUES AND FRIENDLY PEOPLE WILL BECOME A MORE AND MORE ATTRACTIVE PLACE TO WORK AND RAISE A FAMILY

LET US ALL RESOLVE TODAY THAT WE WILL NOT STAND STILL WE WILL STAY THE COURSE KEEP THE FOCUS ON ECONOMIC DEVELOPMENT AND MOVE FORWARD TO BUILD THE KIND OF IOWA WE ALL WANT FOR OUR CHILDREN AND GRANDCHILDREN

I WANT AN IOWA WHERE OUR CITIZENS HAVE THE CHOICE TO LIVE ON FARMS OR TO GET GOOD JOBS IN SMALL OR LARGE COMMUNITIES WHERE OUR CHILDREN GET THE BEST EDUCATION IN THE NATION WHERE OUR ELDERS ARE A RESPECTED AND ACTIVE PART OF THE COMMUNITY WHERE FAMILIES ARE STRONG AND SAFE ON THE STREETS OR IN THEIR HOMES AND WHERE WE ALL CAN BENEFIT FROM A CLEAN ENVIRONMENT

SO THE FABRIC OF OUR FUTURE IN IOWA MUST BE WOVEN TOGETHER WITH THE THREADS FROM FIVE CRITICAL AREAS ECONOMIC DEVELOPMENT EDUCATION THE FAMILY PUBLIC SAFETY AND THE ENVIRONMENT

I AM RECOMMENDING THAT WE MAKE A COMMITMENT TO THE IOWA EDUCATIONAL TELECOMMUNICATIONS NETWORK A TWO WAY VIDEO COMMUNICATIONS SYSTEM THAT WILL ULTIMATELY SERVE THE ENTIRE STATE

WE ALSO MUST CONTINUE TO TARGET INVESTMENTS IN GROWTH AREAS THAT WILL HELP US DIVERSIFY IOWAS ECONOMY WE HAVE ALREADY INVESTED TWENTY SEVEN POINT FIVE MILLION DOLLARS IN STRATEGIC RESEARCH NOW WE MUST DEVELOP A WORKING PARTNERSHIP AMONG THE BUSINESS ACADEMIC AND GOVERNMENT COMMUNITIES TO MAKE SURE THIS RESEARCH MOVES FROM THE LAB TO THE WORKPLACE I AM CONVINCED IOWA CAN LEAPFROG OTHER STATES IN THE RACE TO CREATE HIGH TECH JOBS IF WE ESTABLISH AN IOWA SCIENCE AND TECHNOLOGY FOUNDATION

WE BELIEVE WE CAN HAVE A SIMILAR SUCCESS RATE WITH PHARMACEUTICALS WE ALREADY HAVE THE ONLY COLLEGE OF PHARMACY IN THE COUNTRY THAT HAS AN FDA APPROVED PHARMACEUTICAL LAB THAT LAB IS AT THE UNIVERSITY OF IOWA PHARMACEUTICAL MANUFACTURING FITS RIGHT IN WITH OUR STRATEGY TO INVEST IN BIOTECHNOLOGY AND WE HAVE MADE A GOOD START WITH EASTMAN KODAK LOCATING ITS FIRST PHARMACEUTICAL MANUFACTURING FACILITY IN CEDAR RAPIDS ANOTHER MAJOR FIRM IS SERIOUSLY CONSIDERING LOCATING IN THE UNIVERSITYS INDUSTRIAL RESEARCH PARK THAT WOULD SET THE STAGE FOR EXPANSION OF THE PHARMACEUTICAL INDUSTRY IN IOWA

EDUCATION IS A CORNERSTONE OF OUR ECONOMIC DEVELOPMENT STRATEGY IT IS AT THE TOP OF THE LIST WHEN WE TALK ABOUT QUALITY OF LIFE OUR GOAL SHOULD NOT WAIVER KEEP IOWAS EDUCATION SYSTEM NUMBER ONE IN THE COUNTRY

IOWAS THREE PHASED EDUCATIONAL EXCELLENCE PROGRAM HAS BEEN A SOURCE OF IMPORTANT SUPPORT AND ENCOURAGEMENT FOR OUR TEACHERS AS A RESULT OF PHASE THREE THERE ARE GREAT THINGS HAPPENING IN SCHOOL DISTRICTS ACROSS IOWA

AS I VISIT SCHOOLS I HAVE SEEN ALL KIDS OF INNOVATIVE APPROACHES TO TEACHING AND LEARNING LIKE PERFORMANCE BASED PAY SYSTEMS DEVELOPED IN COOPERATION BETWEEN TEACHERS AND ADMINISTRATORS IMPROVED CURRICULUM AND EVEN THINGS LIKE CUSTOMIZED VOCABULARY DRILLS FOR STUDENTS

I ALSO WOULD LIKE TO SUGGEST THAT WE ACKNOWLEDGE THE MANY PRINCIPALS AND SUPERINTENDENTS WHO HELPED MAKE PHASE THREE A SUCCESS

LET US CONSIDER FOR A MOMENT THE CHALLENGES WE FACE IN PREPARING IOWA STUDENTS TO COMPETE IN THE WORLD ECONOMY FIRST THERE IS THE ISSUE OF THE NEW SKILLS THAT WILL BE REQUIRED FOR JOBS AND THE USE OF SOPHISTICATED TECHNOLOGY
SECONDLY WHAT DO WE DO TO PREVENT YOUNG CHILDREN TODAY FROM BEING THE DRUG
ADDICTS AND DROP OUTS OF TOMORROW I WOULD REMIND YOU THAT ALREADY TEN PERCENT OF
IOWAS VERY YOUNG CHILDREN ARE CONSIDERED AT RISK OF FALLING THROUGH THE CRACKS IN
OUR SOCIETY

IF WE ARE TO COMPETE IN THE TWENTY FIRST CENTURY WE CANNOT AFFORD TO LET THAT
HAPPEN WE WILL NEED EVERY POSSIBLE SCHOOL CHILD TO BECOME A PRODUCTIVE MEMBER OF
OUR WORKFORCE WITH THIS IN MIND WE FACE A SPECIAL YEAR IN THE HISTORY OF KTWELVE
EDUCATION IN IOWA WE ARE CHARGED WITH REWRITING THE SCHOOL AID FORMULA IT IS A
TIME WHEN WE CAN TRULY BUILD AN EDUCATION SYSTEM FOR THE TWENTY FIRST CENTURY FOR
THE ENTIRE STATE OF IOWA

ENTIRE STATE IS KEY HERE A VIABLE EDUCATION SYSTEM FOR THE STATE OF IOWA WILL NOT
BE BUILT ON SHORT TERM GOALS THAT IS HOW MY DISTRICT IS GOING TO GAIN OR LOSE
NEXT YEAR RATHER OUR SUCCESS WILL BE MEASURED BY HOW WE PREPARE OUR CHILDREN HOW
WELL WE PROVIDE IOWAS CHILDREN WITH THE CHOICES AND RESOURCES THAT GIVE THEM THE
FINEST EDUCATION POSSIBLE

THIS IS AN AWESOME RESPONSIBILITY AND ONE THAT I HOPE EACH ONE OF US HERE TONIGHT
IN THESE CHAMBERS WILL COME TO ACCEPT IN A SPIRIT OF COOPERATION WE MUST WORK
THROUGHOUT THE SESSION TO APPROVE THE VERY BEST PLAN THAT WILL BENEFIT EVERY
CHILD IN IOWA

AT THE STATE UNIVERSITIES THE FOCUS SHOULD BE ON IMPROVING UNDERGRADUATE
EDUCATION INCREASING FACULTY SALARIES AND INVESTING IN RESEARCH THAT WILL CREATE
JOBS FOR IOWAS FUTURE AT THE COMMUNITY COLLEGES THE DIRECTION SHOULD BE TRAINING
AND RETRAINING OUR WORKFORCE AND THE INDEPENDENT COLLEGES AND UNIVERSITIES MUST
CONTINUE TO BE ABLE TO SERVE IOWANS WITH A QUALITY AND AFFORDABLE EDUCATIONAL
ALTERNATIVE THE BUDGET I WILL PRESENT TO YOU ON FRIDAY WILL REFLECT EACH OF THESE
GOALS FOR HIGHER EDUCATION

A SOLID FAMILY STRUCTURE IS AT THE HEART OF OUR GOOD QUALITY OF LIFE IOWA IS
RECOGNIZED AS A PLACE WHERE COMMUNITY NEIGHBORHOOD AND FAMILY STILL COUNT FOR
SOMETHING BUT IN RECENT YEARS THE FOUNDATION OF OUR FAMILIES HAS BEEN SHAKEN A
FEW STARTLING STATISTICS BRING INTO SHARP FOCUS THE NEW REALITIES FOR IOWAS
FAMILIES THE NUMBER OF SINGLE PARENTS IN IOWA HAS DOUBLED SINCE NINETEEN SEVENTY
ACROSS THE COUNTRY SIXTY FIVE PERCENT OF ALL MOTHERS WITH CHILDREN UNDER EIGHTEEN
WORK IOWA RANKS FIRST IN THE NATION WITH POPULATION OVER EIGHTY FIVE AND THE
EXPERTS TELL US TO EXPECT MORE OF THE SAME

CHILD AND FOSTER CARE ASSISTANCE

NEW INITIATIVES TO PREVENT AND DEAL WITH CHILD ABUSE

THE STRESSES FACING OR FAMILIES TOO OFTEN RESULT IN DRUG OR ALCOHOL ABUSE AND IT
IS TAKING A HUGE TOLL ON SOCIETY OVER FIFTY PERCENT OF ALL YOUNG PEOPLE IN
TROUBLE WITH THE LAW ARE DRUG ABUSERS I WISH I COULD STAND BEFORE YOU AND SAY WE
ARE EXEMPT FROM THE PROBLEM IN IOWA BUT WE ARE NOT

ILLEGAL DRUGS ARE AVAILABLE IN EVERY COUNTY IN IOWA DEATHS FROM COCAINE AND CRACK
ARE NOW COMMONPLACE THE STATE MEDICAL EXAMINER RECENTLY REPORTED TO ME THAT HE
SEES AN AVERAGE OF TWO DEATHS A WEEK RESULTING FROM DRUG ABUSE

IT IS A DEADLY EPIDEMIC IT HAS TO BE ARRESTED WE MUST FIGHT DRUG AND ALCOHOL
ABUSE ON ALL FRONTS WE MUST PROVIDE EDUCATION ABOUT THE DANGER OF DRUGS FOR OUR
CHILDREN WE MUST TOUGHEN OUR PENALTIES FOR DRUG OFFENSES WE NEED MORE NARCOTICS
ENFORCEMENT AGENTS AND LAB TECHNICIANS AND WE NEED TO FOCUS ALL COMMUNITY
INSTITUTIONS BUSINESS CHURCHES LAW ENFORCEMENT HUMAN SERVICES EDUCATION ALL ON
ONE GOAL DRUG FREE SCHOOLS DRUG FREE COMMUNITIES A DRUG FREE IOWA

OUR FAMILIES HAVE A RIGHT TO BE SAFE ON THE STREETS AND SECURE IN THEIR HOMES A
LOW CRIME RATE IS ONE MEASURE OF A GOOD QUALITY OF LIFE FRANKLY THAT QUALITY IS
THREATENED BY THE LACK OF PRISON SPACE
WE HAVE RUN OUT OF SPACE AND EARLIER AND EARLIER RELEASES HAVE LED TO MORE AND
MORE REPEAT OFFENDERS WE HAVE ROOM FOR TWO THOUSAND NINE HUNDRED PRISONERS BUT
TODAY MORE THAN THREE THOUSAND INMATES ARE IN OUR SYSTEM

FOR EVERY NEW PRISON ADMISSION THE PAROLE BOARD MUST CONSIDER THE EARLY RELEASE
OF ANOTHER CONVICT IOWAS MOST SERIOUS OFFENDERS ARE CURRENTLY SERVING JUST A
QUARTER OF THEIR SENTENCES AFTER YEARS AND YEARS OF THIS IT IS TIME TO CALL A
HALT

RECOGNIZING THE NEED FOR MORE PRISON BEDS LAST YEAR YOU AUTHORIZED THE DEPARTMENT
OF CORRECTIONS TO DEVELOP A PLAN TO MEET THIS CRITICAL NEED THE DEPARTMENT HAS
RESPONDED BY SUBMITTING A SOUND PLAN THAT NOT ONLY ADDS THREE HUNDRED EIGHTY SIX
BEDS BUT ALSO IT IMPROVES THE ENTIRE CORRECTIONS SYSTEM

NOW WE NEED YOUR APPROVAL TO GET STARTED WITH THE CONSTRUCTION AND REMODELING
EVERY DAY OF DELAY JEOPARDIZES THE SAFETY OF OUR CITIZENS

WE SHOULD TAKE STOCK OF WHERE WE ARE AND ASK OURSELVES SOME BASIC QUESTIONS DO WE
WANT IOWA TO GROW DO WE WANT OUR CHILDREN AND OUR GRANDCHILDREN TO HAVE BETTER
SCHOOLS AND MORE OPPORTUNITIES DO WE WANT TO PROTECT THE FAMILY IN OUR CHANGING
SOCIETY DO WE WANT SAFE DRUG FREE COMMUNITIES DO WE WANT A CLEAN AND HEALTHY
ENVIRONMENT
= FILE THIRTEEN = STATE MESSAGE IOWA NINeteen Ninety

Before I begin this morning I would like to take a moment to welcome a very special family to these chambers Tibi and Marilena Craici and their children Dan and Anamaria.

The Craics were born married and had their two children in Romania. Tibi was an electrical engineer and Marilena a mechanical engineer. There they were more fortunate than many of their countrymen. Yet Tibi told me last week we had everything except freedom.

Yes in the nineteen eighties times were tough but Iowans were tougher. We learned some lessons from the farm crisis and used them to help Iowa turn a new direction. We set out a plan and stuck to it. It strengthened and diversified our economy. To build on our strengths in agriculture and education to improve our business climate to promote and market Iowa.

Nineteen eighty-nine was the year when Fortune magazine dubbed the Hawkeye State number one in education. When Newsweek touted prairie cuisine. When Midwest living reported that people were returning from the south, the northeast and the west to a region that for them was gone but not forgotten. America is rediscovering meatloaf and Midwest values.

In the year two thousand we want an education system that is nothing less than world class. In the year two thousand we want our families to be whole and secure. Caring and compassionate.

In the nineties we will complete the fiber optics network which will link Iowans to people at home and abroad. Our plan also includes building new livestock research facilities at Iowa state and medical research facilities at the University of Iowa.

We must focus on helping Iowans move into the workforce. A new workforce nineties program will help prepare older Iowans, displaced homemakers, at-risk youths and immigrants for jobs. Businesses will need skilled employees. So our commitment to job training programs must remain firm.

Iowa's record in education is outstanding. We can be proud of our commitment to leadership in quality education. Through our revised school aid formula this year we will commit almost eighty-eight percent of our new resources to Iowa schools. Over one hundred ninety-three thousand million dollars in scholarships, loans and grants will be available for students in our colleges and universities.

In education Iowa is indeed a model for the nation. As chair of the National Governors Association I had the opportunity to work with President Bush and the other governors at the education summit in September. Iowa's education record especially our three phased educational excellence program generated a lot of interest among the governors.

Here at home in Iowa, we are not resting on our laurels. A month ago, Iowans began the process of developing our own goals for education. Iowans support education goals that call for all Iowa children to be prepared to succeed when they start school. For all Iowans to be able to read well and for all Iowans to have the necessary skills to get good jobs.

In looking to the future of education in Iowa we must continue to support innovation among teachers. We must invest in staff development and improved faculty salaries at our community colleges. We must address the needs of the twenty-first century with instruction in math and science and in foreign languages and international education. This budget does that.

Our students must have access to a quality and timely undergraduate education at the state universities. We also must provide financial aid to students and I am
PROPOSING INCREASES IN IOWA'S TUITION GRANTS AND VOC TECH PROGRAMS TO HELP THOSE WHO ATTEND OUR INDEPENDENT AND COMMUNITY COLLEGES

IN ADDITION TO FULLY FUNDING THE REAP PROGRAM I AM ASKING YOU TO JOIN ME IN MAKING AN ADDITIONAL FOUR MILLION DOLLAR COMMITMENT TO LAUNCH THIS INNOVATIVE ENVIRONMENTAL AGENDA TO DEVELOP MARKETS FOR RECYCLED PRODUCTS TO ESTABLISH PERMANENT COLLECTION CENTERS FOR TOXIC HOUSEHOLD WASTES TO INCREASE FUNDS FOR THE CENTER FOR HEALTH EFFECTS OF ENVIRONMENTAL CONTAMINATION AT IOWA STATE UNIVERSITY AND THE WASTE REDUCTION CENTER AT THE UNIVERSITY OF NORTHERN IOWA AND TO EXPAND ENVIRONMENTAL EDUCATION PROGRAMS IN IOWA.

IOWA HAS LONG BEEN KNOWN FOR OUR COMMITMENT TO SOLID FAMILY VALUES OUR GOAL FOR THE NINETIES MUST BE TO PRESERVE AND STRENGTHEN THE FAMILY STRUCTURE TO ENSURE THAT ALL OUR CITIZENS HAVE THE OPPORTUNITY TO REALIZE THEIR FULL POTENTIAL.

DRUG AND ALCOHOL ABUSE DEVASTATE FAMILY LIFE THE DRUG PROBLEM HAS NOT SKIPPED OVER IOWA ONE COCAINE BABY IS BORN EVERY WEEK IN IOWA AND OUR DEPARTMENT OF EDUCATION REPORTS THAT TEN PERCENT OF YOUTHS IN GRADE SEVEN THROUGH TWELVE ARE IN NEED OF SUBSTANCE ABUSE TREATMENT.

COMMUNITIES ARE KEY TO OUR STRATEGY TO COMBAT DRUGS BUT WE MUST GIVE THEM THE TOOLS TO DO THE JOB THAT MEANS STEPPED UP EDUCATION PROGRAMS FOR SCHOOL CHILDREN INCREASED FUNDS FOR TREATMENT MORE NARCOTICS AGENTS AND TOUGHER PENALTIES FOR DRUG OFFENSES MORE PROSECUTORS ADDITIONAL RESOURCES FOR THE COURTS AND YES WE MUST HAVE MORE PRISON BEDS TO RID OUR STREETS OF THE HARDENED CRIMINALS.

WE ALSO MUST PROVIDE FOR IOWANS WHO CANNOT PROVIDE FOR THEMSELVES LAST YEAR WE PLEDGED ELEVEN POINT TWO MILLION DOLLARS TO ADDRESS THE NEEDS OF AT RISK CHILDREN WE NEED TO ENCOURAGE AND ASSIST WITH MORE ADOPTIONS AND PROVIDE MORE FOSTER CARE HOMES THIS BUDGET ALSO INCLUDES INFLATION ADJUSTMENTS FOR HUMAN SERVICE PROVIDERS AND FOR NEEDY IOWANS.

QUALITY JOBS A WORLD CLASS EDUCATION SYSTEM A HEALTHY ENVIRONMENT SAFE COMMUNITIES STRONG FAMILIES ALL ARE ON OUR AGENDA FOR THE NINETIES ACTION IS NEEDED IN EACH AREA IF WE ARE TO REALIZE OUR FULL POTENTIAL.

LIKE OUR ANCESTORS THE CRAICIS HAVE DECIDED TO CALL IOWA HOME THEY LIKE THE QUIET AND COMFORTABLE LIFE IN OUR STATE AND THE FREEDOM AND SECURITY IT PROVIDES THEY UNDERSTAND THAT THIS IS A SPECIAL PLACE TO LIVE WORK AND RAISE A FAMILY.

COME HOME TO A STATE WITH OPEN ARMS FOR FAMILIES LIKE THE CRAICIS SEEKING FREEDOM AND HOPE AND OPPORTUNITY COME HOME TO A STATE WHERE OUR CHILDREN AND OUR CHILDREN'S CHILDREN CAN FIND JOBS AND FAMILY AND COMMUNITY.

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FILE FOURTEEN STATE MESSAGE IOWA NINETEEN NINETY ONE

OUR HOPES OUR THOUGHTS OUR PRAYERS TODAY ARE FOR PEACE WE WANT OUR MEN AND WOMEN TO COME BACK HOME TO THEIR FAMILIES COME BACK SAFELY TO IOWA OUT OF THE MAD REACH OF THE Dictator SADDAM HUSSEIN

Almost daily we have witnessed the anguished looks of IOWA families as their loved ones are called to prepare for war. I visited some of these IOWA troops at FORT MCCOY WISCONSIN in late November. We can all take pride in their commitment to their task. The FORT MCCOY MOBILIZATION COMMANDER said and I quote no one has arrived at FORT MCCOY in any better condition than the IOWA units.

With the hope of a world free from aggression and violence comes the pain of lives lost. We are not exempt in IOWA. We share the grief of Nancy Clark and Lori Shuker. Our hearts and prayers are with these women and their families as they cope with the loss of their loved ones.

We have learned the lessons of lack of diversity and too much debt. We put together a strategic plan. We focused our energies and our resources on IOWA's strengths in education and agriculture. We made these the cornerstone of a full court press on economic development. We turned our lessons of the NINETEEN EIGHTIES into positive opportunities for IOWA in the NINETEEN NINETIES and it is working.

There is no question our plan and priorities in economic development and education have helped diversify IOWA's economy. The strategy has not only contributed to strong growth each year since NINETEEN EIGHTY SIX but it has also made us more resilient and less vulnerable to economic downturns.

Thank goodness IOWANS are coming back. This summer I met Jim and Pat Brown. Jim is originally from MAQUOKETA. He operated a company in ILLINOIS and the family lived in a suburb of CHICAGO. Three years ago Jim and Pat packed up their family and their company and moved to IOWA. They came home to IOWA because they wanted a quality education and good environment for their children.

With each passing year I meet more individuals and visit more companies looking for a life and location free from gangs and crime, traffic jams and pollution, soaring prices and falling infrastructure. We have what these people are crying out for here in IOWA.

A state must have well educated people. We have them in IOWA.

Over the last three years despite my item vetoes we have appropriated one hundred thirty-eight point two million dollars more than we have raised in revenues that has to stop. If a family did that they would be on the street. If a business did that it would be broke. This budget will turn that around and start building a balance for fiscal year NINETY THREE.

These should be our watchwords as we develop this budget. It will mean tough decisions. It will mean the elimination of some programs. It will mean tight spending controls. It will also mean that IOWANS will have a balanced budget with no major tax hike and it will mean that state government will assist not hinder the economic growth and development of IOWA. It will mean that our education system is second to none and that we will help Iowans in need become more self sufficient.

As world and national events swirl about us let us not lose sight of our task here at home in our state in our communities and in our families to make IOWA our home a shining star of growth and development in the heart of the heartland.
Problem statements and standard program descriptions benefiting from experience in implementing the nineteen eighty five California formula grant application for juvenile justice and delinquency prevention. The state will revise its program allocations and nineteen eighty six application the modifications reflect factors previously noted and some changes in emphasis needed in the state.

Standard program description title: Delinquency prevention program description objectives identify high risk juveniles and effectively intervene to forestall delinquent behavior. Strengthen parents' skills in guiding their children toward positive roles in society. Increase coordination of services to juveniles by key socializing institutions. Family school employment law enforcement. Increase juvenile understanding of social performance, conformance expectations and the consequences of law violation.

Summary of activities planned: High risk juveniles will be identified and positive activities will be developed that improve self-esteem, social adjustment and economic stability. A variety of activities for parents and other youth serving persons will give them better understanding of juvenile behavior and provide them techniques to effectively guide youth programs will demonstrate knowledge of related resources and will coordinate their efforts in providing services for youth programs will present information to youth regarding issues of respect for the law, person and property minors' rights and the benefit of law abiding behavior.

Standard program description title: Child abuse program description objectives. Reduce the number of sexually and physically abused children. Increase or expand community-based child abuse service and information centers. Reduce the recidivism of child abusers. Increase the number of child abuser self-referrals. Increase public awareness of the problem and the public's capability to identify and report child abuse.

Summary of activities planned: Programs will provide direct services, professional counseling and respite care to the victim and to parents or other adults involved in child sexual abuse. Group and/or individual counseling will be provided to abusers in an effort to prevent the recurrence of this crime. Community education programs will inform the public and create awareness leading to better identification and reporting of abuse. Referral services will be provided victims and offenders.

Standard program description title: Serious violent juvenile offender program description. Objectives increase and improve the identification, apprehension and prosecution of juveniles who commit crimes of violence. Redirect the destructive activities of serious violent juvenile offenders to constructive activities.

Summary of activities planned: Projects will assist efforts by district attorneys offices or other organizations to prosecute the perpetrators of juvenile violence and gang violence through proven effective organizational and operational techniques. Local projects will intervene to prevent juvenile violence through services for noninstitutionalized juveniles directing youth to more constructive behavior. Provision of five hundred thousand dollars as match to the state for the gang violence suppression program.

Standard program description title: Diversion program description objectives reduce the number of adjudicated status offenders in secure detention. Reduce the rate of rearrest of juveniles in diversion programs. Increase the referrals of less serious juvenile offenders to diversion programs. Increase the use of diversion by police courts and probation.

Summary of activities planned.
PROJECTS WILL PROVIDE THE STATUS OFFENDER WITH PERSONAL SUPPORT AND DIRECTION AND IMPROVE RELATIONSHIPS WITH FAMILIES, SCHOOLS, AND OTHER INSTITUTIONS. PROJECTS WILL PROVIDE SERVICE FOR DIVERTED YOUTH DIRECTED TOWARDS THEIR ACCEPTING RESPONSIBILITY FOR THEIR BEHAVIOR. THESE SERVICES SHOULD INCLUDE PHYSIOLOGICAL, EDUCATIONAL AND SOCIAL DIAGNOSIS AND PERSONAL EDUCATIONAL, RECREATIONAL AND SOCIAL INTERVENTION SERVICES. SERVICES MAY BE DELIVERED THROUGH HOT LINES, CRISIS INTERVENTION, DIRECT SERVICES, AND REFERRALS FOR THE JUVENILES AND THEIR FAMILIES. PROJECTS WILL PROVIDE COMMUNITY ALTERNATIVES TO INCARCERATION. DIVERSION PROJECTS WILL MAKE THEIR SERVICES MORE VISIBLE SO THAT CRIMINAL JUSTICE STAFF MAY DIVERT THE MOST APPROPRIATE YOUTH.

STANDARD PROGRAM DESCRIPTION

TITLE: POST SENTENCE AFTER CARE PROGRAM
DESCRIPTION: OBJECTIVE INCREASE THE NUMBER OF POST SENTENCE ALTERNATIVE PROGRAMS FOR JUVENILES
SUMMARY OF ACTIVITIES: PLANNED PROJECTS WILL BE FUNDED THAT PROVIDE COMMUNITY ALTERNATIVES FOR YOUTHFUL OFFENDERS. PROJECTS WILL COOPERATE CLOSELY WITH COURTS AND PROBATION AND PAROLE DEPARTMENTS TO PROVIDE TREATMENT, COUNSELING, AND REENTRY SKILLS FOR POST SENTENCE OFFENDERS. THIS MAY INCLUDE RESIDENTIAL DAY TREATMENT OR COMMUNITY BASED SERVICES.

TITLE: COMMUNITY CORRECTIONS REMOVAL OF JUVENILE OFFENDERS FROM ADULT JAILS AND LOCKUPS
PROGRAM DESCRIPTION: OBJECTIVE DECREASE THE NUMBER OF JUVENILE OFFENDERS HELD IN ADULT JAILS AND LOCKUPS
SUMMARY OF ACTIVITIES: PLANNED FUNDS WILL BE PROVIDED TO FACILITATE THE REMOVAL OF JUVENILES FROM ADULT JAILS AND LOCKUPS TO ALTERNATIVE PROGRAMS. FOLLOW UP REPORTS AND SURVEYS WILL DETERMINE THE EFFECTIVENESS OF PROGRAMS FOR JUVENILES REMOVED FROM ADULT JAILS AND LOCKUPS. FUNDS ALLOCATED TO THIS CATEGORY WILL FOCUS ON THOSE FIFTEEN RURAL COUNTIES WITHOUT JUVENILE DETENTION FACILITIES AND OTHER COUNTIES SEEKING ALTERNATIVE PROGRAMS TO JUVENILE DETENTION FACILITIES.

STANDARD PROGRAM DESCRIPTION

TITLE: TRAINING AND TECHNICAL ASSISTANCE PROGRAM
DESCRIPTION: OBJECTIVE IMPROVE SERVICES TO JUVENILE OFFENDERS THROUGH TRAINING AND IMPROVED AWARENESS OF LAW ENFORCEMENT AND YOUTH SERVICE MANAGERS AND STAFF
SUMMARY OF ACTIVITIES: PLANNED FUNDS WILL BE PROVIDED TO FACILITATE TRAINING OPPORTUNITIES FOR LAW ENFORCEMENT AND YOUTH SERVICE PERSONNEL. FOLLOW UP REPORTS FROM TRAINEES WILL SUMMARIZE THE EFFECTIVENESS OF THE TRAINING.

STANDARD PROGRAM DESCRIPTION

TITLE: RESEARCH AND EVALUATION PROGRAM
DESCRIPTION: OBJECTIVES INCREASE THE NUMBER OF PROJECTS EVALUATED BY OUTSIDE RESEARCH AGENCIES; INCREASE KNOWLEDGE OF FACTORS INVOLVED IN SUCCESSFUL JUVENILE JUSTICE PROGRAMS; IDENTIFY SUCCESSFUL JUVENILE JUSTICE PROGRAMS
SUMMARY OF ACTIVITIES: PLANNED PROJECTS WILL BE EVALUATED TO DETERMINE THEIR EFFECTIVENESS. SELECTED PROBLEMS WILL BE TARGETED FOR RESEARCH.
THREE YEAR PROGRAM PLAN THE THREE YEAR PLAN DEVELOPED FOR FISCAL YEAR NINETEEN EIGHTY-FIVE IDENTIFIED EIGHT AREAS OF PROGRAM SERVICES IN ADDITION TO PLANNING AND ADMINISTRATION AND STATE ADVISORY GROUP FUNDS SEVEN OF THOSE AREAS REMAIN PRIORITIES FOR FISCAL YEAR NINETEEN EIGHTY-SEVEN THE PROGRAM AREA OF CHILD ABUSE IS ELIMINATED FROM THIS PLAN FOR REASONS IDENTIFIED BELOW UNDER THE PROGRAM AREA.

SPECIFIC OBJECTIVES AND ACTIVITIES REMAIN THE SAME FOR THIS THIRD YEAR OF THE PLANNING CYCLE AND ARE REPRINTED HERE FOR EASE OF REFERENCE ANY CHANGES TO THE OBJECTIVES AND OR ACTIVITIES AS IDENTIFIED IN THE FISCAL YEAR NINETEEN EIGHTY-SIX STATE PLAN WILL BE ADDRESSED ADDITIONS WILL APPEAR IN ITALICS DELETED ITEMS WILL APPEAR IN PARENTHESES

PROGRAM OBJECTIVES NO CHANGE IDENTIFY HIGH RISK JUVENILES AND EFFECTIVELY INTERVENE TO FORESTALL DELINQUENT BEHAVIOR STRENGTHEN PARENTS SKILLS IN GUIDING THEIR CHILDREN TOWARD POSITIVE ROLES IN SOCIETY INCREASE COORDINATION OF SERVICES TO JUVENILES BY KEY SOCIALIZING INSTITUTIONS INCREASE JUVENILE UNDERSTANDING OF SOCIAL PERFORMANCE CONFORMANCE EXPECTATIONS AND THE CONSEQUENCES OF LAW VIOLATION.

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED HIGH RISK JUVENILES WILL BE IDENTIFIED AND POSITIVE ACTIVITIES WILL BE DEVELOPED THAT IMPROVE SELF ESTEEM SOCIAL ADJUSTMENT AND ECONOMIC STABILITY A VARIETY OF ACTIVITIES FOR PARENTS AND OTHER YOUTH SERVING PERSONS WILL GIVE THEM BETTER UNDERSTANDING OF JUVENILE BEHAVIOR AND PROVIDE THEM TECHNIQUES TO EFFECTIVELY GUIDE YOUTH PROGRAMS WILL DEMONSTRATE KNOWLEDGE OF RELATED RESOURCES AND WILL COORDINATE THEIR EFFORTS IN PROVIDING SERVICES FOR YOUTH PROGRAMS WILL PRESENT INFORMATION TO YOUTH REGARDING ISSUES OF RESPECT FOR THE LAW PERSON AND PROPERTY MINORS RIGHTS AND THE BENEFIT OF LAW ABIDING BEHAVIOR SCHOOL BASED PREVENTION ACTIVITIES WILL BE TARGETED IN ADDITION TO COMMUNITY BASED EFFORTS AND PARENT SKILLS TRAINING THREE MAJOR FACTORS JUSTIFY THIS APPROACH THERE IS A GROWING NUMBER OF ELEMENTARY SCHOOLAGED CHILDREN PREVENTION EFFORTS ARE MOST EFFECTIVE WHEN THEY ARE INTRODUCED AT AN EARLY AGE AND THE SCHOOL SETTING PROVIDES A READY AUDIENCE OF CHILDREN THEREBY ENCOURAGING PARTICIPATION STUDIES CONTINUE TO SHOW A HIGH CORRELATION BETWEEN CHILD ABUSE AND LATER DELINQUENCY ANTI SOCIAL BEHAVIOR AND POOR PERSONAL ADJUSTMENT WHERE SIGNIFICANT GAPS IN SERVICE CAN BE IDENTIFIED AND A REASONABLE LINK TO DELINQUENCY PREVENTION EXISTS CHILD ABUSE SERVICES MAY BE FUNDED IN THIS PROGRAM AREA DELINQUENCY PREVENTION EFFORTS MUST ALSO RECOGNIZE THE GROWING INVOLVEMENT OF GIRLS IN DELINQUENCY IN NINETEEN EIGHTY FIVE THE FEMALE JUVENILE POPULATION DECLINED BUT THE FEMALE JUVENILE ARRESTS INCREASED.

STATE PLAN DESIGNATOR TITLE CHILD ABUSE THIS PROGRAM AREA IS REMOVED FROM THE NINETEEN EIGHTY SEVEN STATE PLAN CHILD ABUSE SERVICES CAN BE DEFINED AS VICTIM SERVICES RATHER THAN OFFENDER SERVICES IN MANY CASES SERVICES CAN BE JUSTIFIED AS DELINQUENCY PREVENTION EFFORTS AND THUS MAY QUALIFY UNDER THAT PROGRAM AREA

STATE PLAN DESIGNATOR TITLE SERIOUS VIOLENT JUVENILE OFFENDER PROGRAM OBJECTIVES INCREASE AND IMPROVE THE IDENTIFICATION APPREHENSION AND PROSECUTION OF JUVENILES WHO COMMIT CRIMES OF VIOLENCE REDIRECT THE DESTRUCTIVE ACTIVITIES OF SERIOUS VIOLENT JUVENILE OFFENDERS TO CONSTRUCTIVE ACTIVITIES REDUCE THE NUMBER OF SERIOUS VIOLENT CRIMES COMMITTED BY JUVENILES DEVELOP AND MAINTAIN CLOSE COOPERATIVE WORKING RELATIONSHIPS AMONG CRIMINAL JUSTICE AGENCIES SCHOOLS AND YOUTH SERVING ORGANIZATIONS PROMOTE A SAFE AND VIOLENCE FREE ENVIRONMENT CONDUCTIVE TO ACADEMIC PROGRESS.

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED PROJECTS WILL ASSIST EFFORTS BY DISTRICT ATTORNEYS OFFICES OR OTHER ORGANIZATIONS TO PROSECUTE THE PERPETRATORS OF JUVENILE VIOLENCE AND GANG VIOLENCE THROUGH PROVEN EFFECTIVE ORGANIZATIONAL AND OPERATIONAL TECHNIQUES LOCAL PROJECTS WILL INTERVENE TO PREVENT JUVENILE VIOLENCE THROUGH SERVICES FOR NONINSTITUTIONALIZED JUVENILES DIRECTING YOUTH TO MORE CONSTRUCTIVE ACTIVITIES PROVISION OF FIVE HUNDRED THOUSAND DOLLARS OF MATCH MATCH FUNDING TO THE STATE FOR THE GANG VIOLENCE.
SUPPRESSION PROGRAM IN AREAS CONSISTENT WITH THE OBJECTIVES OF THIS PLAN PROJECTS WILL PROVIDE CONFLICT RESOLUTION MEDIATION AND COUNSELING SERVICES TO SUPPRESS POTENTIAL VIOLENT JUVENILE ACTIVITIES PROJECTS WILL WORK WITH WITNESSES TO INCREASE THEIR COOPERATION WITH CRIMINAL JUSTICE AGENCIES PROJECTS WILL TRAIN PROFESSIONALS IN VIOLENT CRIME SUPPRESSION AND ESPECIALLY IN WAYS TO DISTINGUISH SERIOUS GANG ACTIVITIES FROM OTHER GROUP ACTIVITIES PROJECTS WILL PROVIDE CONSTRUCTIVE ACTIVITIES FOR YOUTH INCLUDING VOCATIONAL TRAINING SPORTS COMMUNITY SERVICE TUTORING JOB PLACEMENT AND SERVICE REFERRALS PROJECTS WILL ENGAGE IN POSITIVE COMMUNITY IMPACT ACTIVITIES SUCH AS GRAFFITI REMOVAL PROJECTS WILL ESTABLISH CONTACT BETWEEN POSITIVE ROLE MODELS AND YOUTH INVOLVED IN VIOLENT AND OR GANG ACTIVITIES PROJECTS WILL PROVIDE COMMUNITY EDUCATION TO INCREASE PUBLIC AWARENESS AND APPROPRIATE RESPONSE TO ACTIVITIES OF SERIOUS VIOLENT YOUTH

STATE PROGRAM DESIGNATOR TITLE DIVERSION PROGRAM OBJECTIVES REDUCE THE NUMBER OF ADOJUCATED STATUS OFFENDERS IN SECURE DETENTION REDUCE THE RATE OF REARREST OF JUVENILES IN DIVERSION PROJECTS INCREASE THE REFRERRALS OF LESS SERIOUS JUVENILE OFFENDERS TO DIVERSION PROGRAMS INCREASE THE USE OF DIVERSION BY POLICE COURTS AND PROBATION INCREASE THE NUMBER AND VARIETY OF DIVERSION PROGRAMS AVAILABLE TO MEET SPECIAL NEEDS

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED PROJECTS WILL PROVIDE THE STATUS OFFENDER WITH PERSONAL SUPPORT AND DIRECTION AND IMPROVE RELATIONSHIPS WITH FAMILIES SCHOOLS AND OTHER INSTITUTIONS PROJECTS WILL PROVIDE SERVICES FOR DIVERTED YOUTH DIRECTED TOWARD THEIR ACCEPTING RESPONSIBILITY FOR THEIR BEHAVIOR PROJECTS WILL PROVIDE COMMUNITY ALTERNATIVES TO INCARCERATION RECOGNIZING THE VALUE OF RESTITUTION PROGRAMS AS A PART OF OFFENDER ACCOUNTABILITY PROJECTS MAY INCORPORATE RESTITUTION ACTIVITIES WHERE APPROPRIATE AND FEASIBLE RESTITUTION MAY BE MONETARY DIRECT SERVICE TO VICTIMS OR COMMUNITY SERVICE DIVERSION PROJECTS WILL MAKE THEIR SERVICES VISIBLE TO ENHANCE REFERRALS OF THE MOST APPROPRIATE YOUTH

STATE PROGRAM DESIGNATOR TITLE POST SENTENCE PROGRAM OBJECTIVES INCREASE THE NUMBER OF PST SENTENCE ALTERNATIVE PROGRAMS FOR JUVENILES INCREASE THE NUMBER OF JUVENILE SERVED BY POST SENTENCE ALTERNATIVE AND OR ENHANCEMENT PROGRAMS

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED PROJECTS WILL PROVIDE COMMUNITY ALTERNATIVES FOR YOUTHFUL OFFENDERS PROJECTS WILL COOPERATE CLOSELY WITH COURTS AND PROBATION AND PAROLE DEPARTMENTS TO PROVIDE TREATMENT COUNSELING AND REENTRY SKILLS FOR POST SENTENCE OFFENDERS THIS MAY INCLUDE RESIDENTIAL DAY TREATMENT OR COMMUNITY BASED SERVICES

STATE PROGRAM DESIGNATOR TITLE COMMUNITY CORRECTIONS REMOVAL OF JUVENILES FROM ADULT JAILS AND LOCKUPS PROGRAM OBJECTIVES DECREASE THE NUMBER OF JUVENILE OFFENDERS HELD IN ADULT JAILS AND LOCKUPS INCREASE THE NUMBER OF AVAILABLE ALTERNATIVES TO JAIL AND LOCKUPS FOR JUVENILES IN TARGETED PROBLEM AREAS

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED PROJECTS WILL FACILITATE THE REMOVAL OF JUVENILES FROM ADULT JAILS AND LOCKUPS TO ALTERNATIVE PROGRAMS PROJECTS WILL STUDY EFFECTIVENESS OF PROGRAMS THROUGH FOLLOWUP REPORTS AND SURVEYS FUNDS ALLOCATED TO THIS CATEGORY WILL FOCUS ON THOSE RURAL COUNTIES WITHOUT JUVENILE DETENTION FACILITIES THOSE RURAL COUNTIES DEVELOPING JUVENILE FACILITIES THROUGH NINETEEN EIGHTY SIX BOND ACT FUNDS AND OTHER COUNTIES SEEKING ALTERNATIVE PROGRAMS TO JUVENILE DETENTION PROGRAMS PROVIDING COMMUNITY CORRECTIONS WILL INCLUDE PROJECTS WHICH ENHANCE AND SUPPORT SERVICES TO JUVENILES AT THE COMMUNITY LEVEL RESTITUTION TRANSPORTATION

STATE PROGRAM DESIGNATOR TITLE TRAINING AND TECHNICAL ASSISTANCE PROGRAM OBJECTIVES IMPROVE SERVICES TO JUVENILE OFFENDERS THROUGH TRAINING AND IMPROVED AWARENESS OF LAW ENFORCEMENT AND YOUTH SERVICE MANAGERS AND STAFF IMPROVE SERVICES TO JUVENILE OFFENDERS BY EDUCATING AND COORDINATING THE PLANNING EFFORTS OF CONCERNED AND INVOLVED CITIZENS POLICY MAKERS AND ADVISORY GROUPS
SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED
PROJECTS WILL FACILITATE TRAINING OPPORTUNITIES FOR LAW ENFORCEMENT AND YOUTH SERVICE PERSONNEL. FOLLOW UP REPORTS FROM TRAINEES WILL SUMMARIZE THE EFFECTIVENESS OF THE TRAINING PROJECTS. WILL BRING TOGETHER ADVISORY GROUPS CONCERNED CITIZENS AND DECISION MAKERS TO FACILITATE TRAINING INFORMATION SHARING AND COORDINATION OF EFFORT.

STATE PROGRAM DESIGNATOR TITLE
RESEARCH AND EVALUATION PROGRAM
OBJECTIVES
INCREASE THE NUMBER OF PROJECTS EVALUATED BY OUTSIDE RESEARCH AGENCIES. INCREASE KNOWLEDGE OF FACTORS INVOLVED IN SUCCESSFUL JUVENILE JUSTICE PROGRAMS. IDENTIFY SUCCESSFUL JUVENILE JUSTICE PROGRAMS.

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED
PROJECTS WILL BE EVALUATED TO DETERMINE THEIR EFFECTIVENESS. SELECTED PROBLEMS WILL BE TARGETED FOR RESEARCH.
STATE PROGRAM DESIGNATOR TITLE DELINQUENCY PREVENTION DIVERSION PROGRAM GOALS AND OBJECTIVES IDENTIFY HIGH RISK JUVENILES AND EFFECTIVELY INTERVENE TO REDUCE DELINQUENT BEHAVIOR STRENGTHEN THE RELATIONSHIP BETWEEN EDUCATIONAL INSTITUTIONS AND JUVENILES BY PROMOTING AND INCREASING COORDINATION OF SERVICES INCREASE SERVICING BY EDUCATIONAL INSTITUTIONS TO IMPACT JUVENILE TRUANCY STRENGTHEN PARENTING SKILLS FOR BOTH ADULTS AND TEENAGED PARENTS TO BETTER SUPERVISE THEIR CHILDREN REDUCE THE NUMBER OF ADJUDICATED STATUS OFFENDERS IN SECURE DETENTION BY INCREASING COMMUNITY ALTERNATIVES REDUCE THE REARREST RATE OF JUVENILES PARTICIPATING IN DIVERSION PROJECTS INCREASE THE COORDINATION OF SERVICES AND VARIETY OF DIVERSION PROGRAMS WHICH INCLUDE MANDATED SPECIAL CONDITIONS OF RELEASE INCREASE THE USE OF DIVERSION PROJECTS BY POLICE DEPARTMENTS PROBATION AND COMMUNITY BASED AGENCIES INCREASE PRIVATE AND PUBLIC PARTNERSHIPS

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED HIGH RISK JUVENILES PARTICULARLY THOSE IN THE ZERO THROUGH TWELVE YEARS OF AGE WILL BE IDENTIFIED AND POSITIVE ACTIVITIES WILL BE DEVELOPED THAT WILL IMPROVE SELF ESTEEM SOCIAL ADJUSTMENT AND EDUCATIONAL OPPORTUNITY SCHOOL BASED PROJECTS WILL BE TARGETED TO WORK WITH COMMUNITY BASED EFFORTS IN ADDITION TO WORKING WITH LAW ENFORCEMENT AGENCIES AND PARENTS PROJECTS WILL PROVIDE STATUS OFFENDERS PARENTS AND FAMILIES A VARIETY OF ACTIVITIES INVOLVING SCHOOLS AND SUPPORT AGENCIES TO ASSIST THEM IN DEVELOPING A SENSE OF RESPONSIBILITY AND CURBING DELINQUENT BEHAVIOR PROGRAMS WILL DEMONSTRATE KNOWLEDGE OF RESOURCES AVAILABLE AND INCREASE PUBLIC AND PRIVATE PARTNERSHIP PROJECTS WILL PROVIDE COMMUNITY BASED ALTERNATIVES TO INCARCERATION FOR APPROPRIATE JUVENILES INCREASE THE UTILIZATION OF RESTITUTION PROGRAMMING FOR OFFENDER ACCOUNTABILITY SCHOOL BASED PREVENTION ACTIVITIES WILL BE TARGETED IN AN EFFORT TO PROVIDE HIGH RISK YOUTH THE FOLLOWING SERVICES INCREASE PARENTING SKILLS EDUCATION WHICH INCLUDES TEENAGED PREGNANCIES PLANNED PARENTHOOD AND HEALTH RELATED COURSES PROVIDE DRUG AND POLYDRUG EDUCATION AND RELATED COURSES TO INCREASE HIGH RISK YOUTHS KNOWLEDGE AND UNDERSTANDING OF THE DANGERS OF DRUG USAGE INTENSIVE SPECIAL SERVICES TO HIGH RISK YOUTH IDENTIFIED AS TRUANTS DELINQUENCY PREVENTION AND DIVERSION PROJECT AGENCIES MUST RECOGNIZE THE IMMINENT NECESSITY TO EXPAND PROJECT SERVICES SPECIFICALLY DESIGNED TO ADDRESS THE GROWING NEEDS OF MINORITIES AND FEMALES INVOLVED IN DELINQUENCY BY ATTEMPTING TO DESIGN PROGRAMS SPECIFIC TO THE JUVENILE FEMALE POPULATION EXPAND INNER CITY MINORITY HIGH RISK YOUTH DIVERSION SERVICES AND ALTERNATIVES INCREASE SERVICES TO HOMELESS AND RUNAWAY YOUTH IN NEED OF SUPERVISION AND OR SHELTER

STATE PLAN DESIGNATOR TITLE SERIOUS VIOLENT JUVENILE OFFENDER PROGRAM OBJECTIVES INCREASE AND IMPROVE THE PROCESS OF IDENTIFICATION APPREHENSION AND PROSECUTION OF JUVENILES WHO COMMIT CRIMES OF VIOLENCE REDUCE THE BEHAVIOR AND DESTRUCTIVE ACTIVITIES OF SERIOUS VIOLENT JUVENILE OFFENDERS REDUCE THE NUMBER OF SERIOUS VIOLENT CRIMES COMMITTED BY JUVENILES DEVELOP PROGRAMS THAT PROVIDE SERVICES TO REDUCE GANG RELATED CRIMES DEVELOP PROGRAMS THAT PROVIDE DRUG AND POLYDRUG SERVICES TO SERIOUS VIOLENT JUVENILES DEVELOP COOPERATIVE WORKING RELATIONSHIPS BETWEEN LOCAL LAW ENFORCEMENT CRIMINAL JUSTICE AGENCIES AND COMMUNITY BASED ORGANIZATIONS FOR INCREASED UTILIZATION OF EXISTING SERVICES DEVELOP AND IMPLEMENT PROGRAMS FOR SCHOOLS THAT WILL REDUCE GANG AND DRUG ACTIVITIES ON CAMPUSES

PROJECTS WILL DEVELOP PARTNERSHIPS TO PROMOTE CONTACT BETWEEN POSITIVE ROLE MODELS AND YOUTH INVOLVED IN VIOLENT AND OR GANG ACTIVITIES PROJECTS WILL PROVIDE TREATMENT AND SPECIAL COUNSELING SERVICES DESIGNED SPECIFICALLY FOR SERIOUS VIOLENT OFFENDERS PROJECTS WILL PROVIDE ACTIVITIES RELATIVE TO CONDITIONS OF PROBATION PAROLE SUCH AS VOCATIONAL INSTRUCTION COMMUNITY SERVICE IN THE FORM OF RESTITUTION OR WORK PROJECTS EMPLOYMENT ASSISTANCE TO INCLUDE TRAINING AND JOB PLACEMENT RECREATION AND OTHER APPROPRIATE SERVICES PROJECTS WILL EDUCATE THE COMMUNITY IN THE AREAS OF SERIOUS VIOLENT OFFENDERS GANG ACTIVITY AND DRUG EDUCATION INFORMATION PROVIDE FIVE HUNDRED FIVE THOUSAND DOLLARS AS MATCH TO THE STATE APPROPRIATION FOR THE GANG VIOLENCE SUPPRESSION PROGRAM
STATE PLAN DESIGNATOR TITLE POST SENTENCE AFTER CARE PROGRAM OBJECTIVES: INCREASE THE NUMBER OF POST SENTENCE ALTERNATIVE PROGRAMS FOR JUVENILES AND THEIR PARENTS. INCREASE THE NUMBER OF JUVENILES SERVED BY POST SENTENCE ALTERNATIVE AND RELEASE PROGRAMS. INCREASE THE NUMBER OF SERVICES FOR INNER CITY YOUTH. INCREASE THE NUMBER OF APPROPRIATE MINORITY AND FEMALE YOUTH REFERRED TO POST SENTENCE PROGRAMS.

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED: PROJECTS WILL DEVELOP WORKING RELATIONSHIPS WITH PROBATION COURTS AND PAROLE UNITS TO PROVIDE THE FOLLOWING SERVICES: TREATMENT COUNSELING, INTENSIVE SUPERVISION, VOCATIONAL AND JOB PREPARATION, TRAINING, REENTRY SKILLS TRAINING, RESTITUTION, AND WORK ORDERS FOR COMMUNITY SERVICE. PARENTING SKILLS TRAINING AS IT PERTAINS TO CASES FALLING UNDER SECTION SEVEN TWENTY SEVEN OF THE WELFARE AND INSTITUTIONS CODE. PROJECTS THAT PROVIDE COMMUNITY BASED ALTERNATIVES FOR YOUTHFUL OFFENDERS. PROJECTS FUNDED WILL PROVIDE SERVICES TO MINORITY AND FEMALE YOUTHFUL OFFENDERS. PROJECTS TO INCREASE THE NUMBER OF POST SENTENCE ALTERNATIVE PROGRAMS IN RURAL AND ISOLATED COUNTIES.

STATE PROGRAM DESIGNATOR TITLE COMMUNITY CORRECTIONS REMOVAL OF JUVENILES FROM ADULT JAILS AND LOCKUPS. PROGRAM OBJECTIVES: DECREASE THE NUMBER OF JUVENILE OFFENDERS HELD IN ADULT JAILS AND LOCKUPS. INCREASE THE NUMBER OF ALTERNATIVES TO JAILS AND LOCKUPS FOR JUVENILES IN TARGETED PROBLEM AREAS. DEVELOP COOPERATIVE EFFORTS AMONG COUNTY PROBATION, LAW ENFORCEMENT AND COURTS IN THE HANDLING OF JUVENILE OFFENDERS.

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED: FUNDS WILL BE PROVIDED TO FACILITATE THE REMOVAL OF JUVENILES FROM ADULT JAILS AND LOCKUPS. FOLLOW UP EVALUATION REPORTS WILL INDICATE THE EFFECTIVENESS OF PROGRAMS SPECIFIC TO JAIL REMOVAL. FOCUS SOLICITATION OF PROJECTS IN RURAL COUNTIES WITHOUT JUVENILE DETENTION FACILITIES OR OTHER LOCAL ALTERNATIVES.

STATE PROGRAM DESIGNATOR TITLE TRAINING AND TECHNICAL ASSISTANCE PROGRAM OBJECTIVES: IMPROVE SERVICES TO JUVENILES THROUGH TRAINING AND IMPROVED AWARENESS OF LAW ENFORCEMENT AND YOUTH SERVICE PERSONNEL, TEACHERS, AND EDUCATORS. IMPROVE SERVICES TO JUVENILE DELINQUENTS BY EDUCATING AND COORDINATING THE PLANNING EFFORTS OF CONCERNED AND INVOLVED CITIZENS, POLICYMAKERS, AND ADVISORY GROUPS. PROVISIONS OF TECHNICAL ASSISTANCE TO THE STATE ADVISORY GROUP AND JUVENILE JUSTICE AGENCIES.

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED: PROJECTS WILL PROVIDE TRAINING OPPORTUNITIES FOR ENFORCEMENT AND YOUTH SERVICE PERSONNEL. FOLLOW UP REPORTS FROM TRAINEES WILL SUMMARIZE THE EFFECTIVENESS OF THE TRAINING PROJECTS. WILL BRING TOGETHER ADVISORY GROUPS CONCERNED CITIZENS AND DECISION MAKERS TO FACILITATE TRAINING INFORMATION SHARING AND COORDINATION OF EFFORT. PROVIDE TECHNICAL ASSISTANCE TO THE STATE ADVISORY GROUP AND JUVENILE JUSTICE AGENCIES.

STATE PROGRAM DESIGNATOR TITLE RESEARCH AND EVALUATION PROGRAM OBJECTIVES: INCREASE THE NUMBER OF PROJECTS EVALUATED BY OUTSIDE RESEARCH AGENCIES. INCREASE KNOWLEDGE OF FACTORS INVOLVED IN SUCCESSFUL JUVENILE JUSTICE PROGRAMS. IDENTIFY SUCCESSFUL JUVENILE JUSTICE PROGRAMS. DEVELOP A RESOURCE GUIDE TO CHRONICLE EFFECTIVE PROGRAM ACTIVITIES AND STRATEGIES.

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED: SELECTED PROJECTS WILL BE EVALUATED TO DETERMINE THEIR EFFECTIVENESS. SELECTED PROBLEMS WILL BE TARGETED FOR RESEARCH CRITERIA UTILIZED BY SUCCESSFUL PROJECTS WILL BE EMPHASIZED AS CORE COMPONENTS OF NEW AND ONGOING PROJECT.
THIS IS THE FINAL YEAR OF THE THREE YEAR PLAN FOR NINETEEN EIGHTY EIGHT THROUGH NINETEEN NINETY. THE PLAN IDENTIFIES SEVEN PROGRAM AREAS THREE OF WHICH ARE ASSIGNED THE HIGHEST PRIORITY AND EMPHASIZE DIRECT ASSISTANCE TO JUVENILES. THESE PROGRAMS ARE DELINQUENCY PREVENTION, SERIOUS VIOLENT OFFENDERS AND COMMUNITY CORRECTIONS. TWO PROGRAMS TRAINING AND TECHNICAL ASSISTANCE AND RESEARCH AND EVALUATION ARE DESIGNED TO BE SUPPORTIVE AND COMPLEMENTARY TO THE DIRECT SERVICE AREAS. THE REMAINING TWO AREAS, PLANNING AND ADMINISTRATION AND STATE ADVISORY GROUP, ARE NECESSARY FOR PROGRAM OPERATION.

THIS PLAN INCORPORATES CERTAIN IMPORTANT CHANGES: DIVERSION IS NOW INCLUDED WITH DELINQUENCY PREVENTION AND THE TOTAL ALLOCATION HAS BEEN INCREASED. THE SAG BELIEVES THAT DIVERSION SHOULD BE PROPERLY VIEWED AS A DELINQUENCY PREVENTION ACTIVITY WITHIN THE DELINQUENCY PREVENTION CATEGORY. PROJECTS WILL BE ENCOURAGED TO WORK WITH YOUNGER CHILDREN AND JUVENILES HISTORICALLY MOST JJDP FUNDED PROJECTS HAVE TARGETED ADOLESCENTS AND OLDER JUVENILES.

THE SAG HAS DEFINED DELINQUENCY PREVENTION PROJECTS AS THOSE WHICH PROVIDE EARLY INTERVENTION SERVICES TARGETING YOUTH WITH DOCUMENTED CASE HISTORIES INVOLVING LAW ENFORCEMENT CONTACTS OR HIGH RISK INDICATORS FOR CRIME, GANG OR DRUG INVOLVEMENT INCLUDING FAMILY DYSFUNCTION, POOR SOCIALIZATION SKILLS, SUBSTANCE ABUSE, SCHOOL PROBLEMS, ETC. IT IS THE ACCUMULATION OF FACTORS RATHER THAN THE PRESENCE OF A SINGLE FACTOR WHICH DETERMINES THE CONDITION OF BEING AT RISK. SPECIAL CONSIDERATION IS GIVEN TO THOSE PROJECTS Whose SERVICES TARGET YOUTH AGES ZERO THROUGH TWELVE AND THEIR FAMILIES AND TO DEVELOPMENT OF WHOLESOME VALUES AND ETHICS.

DIVERSION PROJECTS ARE THOSE WHOSE SERVICES ARE DIRECTED AT YOUTH WHO HAVE BEEN CITED OR FORMALLY REFERRED TO THE SERVICE PROVIDER BY SCHOOLS, SCHOOL ATTENDANCE REVIEW BOARDS, PROBATION DEPARTMENTS, POLICE AGENCIES OR THE DISTRICT ATTORNEY TO AVOID PENETRATION INTO THE JUSTICE SYSTEM.

PROPORTIONALITY THE ALLOCATION FOR COMMUNITY CORRECTIONS APPROXIMATES THE BUDGET FOR NINETEEN EIGHTY EIGHT. THE INTENT IS TO INSURE CALIFORNIA'S TIMELY COMPLIANCE WITH THE JAIL REMOVAL REQUIREMENT.

ALL FUNDED PROJECTS ARE BEING REQUIRED TO DEVELOP LINKAGES WITH PRIVATE BUSINESS AND INDUSTRY. LARGER COLLABORATIVE PROJECTS THAT REPRESENT A COMMUNITY WIDE OR SIMILAR TARGET AREA APPROACH HAVE BEEN ENCOURAGED.

STATE PROGRAM DESIGNATOR: TITLE DELINQUENCY PREVENTION DIVERSION

PROBLEM STATEMENT:

THE POPULATION REPORTS INDICATE THAT DURING THE PERIOD JULY FIRST NINETEEN EIGHTY EIGHT TO JUNE THIRTY NINETEEN EIGHTY NINE YOUTH WITHIN THE HIGH RISK AGE GROUP TEN TO SEVENTEEN ROSE BY ONE POINT NINE PERCENT TO TWO MILLION NINE HUNDRED SIXTY SIX THOUSAND EIGHT HUNDRED FIVE. HOWEVER DURING THE SAME PERIOD THE ZERO TO NINE AGE GROUP DECREASED TWO PERCENT TO FOUR MILLION FIVE HUNDRED EIGHTY FIVE THOUSAND SEVEN HUNDRED AND FOUR. THE CURRENT INCREASE IN THE TEN TO SEVENTEEN AGE GROUP COUPLE WITH POPULATION PROJECTIONS FOR CALIFORNIA'S CONTINUED GROWTH DURING THE NEXT FIVE TO TEN YEARS CREATES THE NEED FOR EXPANDED SERVICES FOR YOUTH.

PROGRAM GOALS AND OBJECTIVES:

IDENTIFY HIGH RISK JUVENILES AND EFFECTIVELY INTERVENE TO REDUCE DELINQUENT BEHAVIOR. STRENGTHEN THE RELATIONSHIP BETWEEN EDUCATIONAL INSTITUTIONS AND JUVENILES BY PROMOTING AND INCREASING COORDINATION OF SERVICES PARTICULARLY TO PROVIDE NONMANDATORY PROGRAMS WHICH DO NOT SUPPLANT EXISTING EFFORTS. INCREASE SERVICES TO EDUCATIONAL INSTITUTIONS TO IMPACT JUVENILE TRUANCY. STRENGTHEN PARENTING SKILLS FOR BOTH ADULTS AND TEENAGED PARENTS TO BETTER SUPERVISE THEIR CHILDREN. INCREASE COMMUNITY ALTERNATIVES TO PREVENT THE SECURE DETENTION OF ADJUDICATED STATUS OFFENDERS. REDUCE THE REARREST RATE OF JUVENILES PARTICIPATING IN DIVERSION PROJECTS. INCREASE THE COORDINATION OF SERVICES AND VARIOUS OF DIVERSION PROGRAMS WHICH INCLUDE MANDATED SPECIAL CONDITIONS OF RELEASE.

INCREASE
THE USE OF DIVERSION PROJECTS BY POLICE DEPARTMENTS, PROBATION AND COMMUNITY BASED AGENCIES INCREASE PRIVATE AND PUBLIC PARTNERSHIPS

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED HIGH RISK JUVENILES PARTICULARLY THOSE IN THE ZERO TO TWELVE YEARS OF AGE WILL BE IDENTIFIED AND POSITIVE ACTIVITIES WILL BE DEVELOPED THAT WILL IMPROVE SELF ESTEEM, SOCIAL ADJUSTMENT AND EDUCATIONAL OPPORTUNITY. SCHOOL BASED PROJECTS WILL BE TARGETED TO WORK WITH COMMUNITY BASED EFFORTS IN ADDITION TO WORKING WITH LAW ENFORCEMENT AGENCIES AND PARENTS PROJECTS WILL PROVIDE STATUS OFFENDERS, PARENTS AND FAMILIES A VARIETY OF ACTIVITIES INVOLVING SCHOOLS AND SUPPORT AGENCIES TO ASSIST THEM IN DEVELOPING A SENSE OF RESPONSIBILITY AND CURBING DELINQUENT BEHAVIOR. PROGRAMS WILL DEMONSTRATE KNOWLEDGE OF RESOURCES AVAILABLE AND INCREASE PUBLIC AND PRIVATE PARTNERSHIP PROJECTS WILL PROVIDE COMMUNITY BASED ALTERNATIVES TO INCARCERATION FOR APPROPRIATE JUVENILES AND INCREASE THE USE OF RESTITUTION PROGRAMMING FOR OFFENDER ACCOUNTABILITY. SCHOOL BASED PREVENTION ACTIVITIES WILL PROVIDE HIGH RISK YOUTH THE FOLLOWING SERVICES INCREASE PARENTING SKILLS, EDUCATION WHICH INCLUDES TEENAGED PREGNANCY PLANNED PARENTHOOD AND HEALTH RELATED COURSES, PROVIDE DRUG AND POLYDRUG EDUCATION COURSES TO INCREASE HIGH RISK YOUTHS KNOWLEDGE AND UNDERSTANDING OF THE DANGERS OF DRUG USAGE AND OFFER INTENSIVE SPECIAL SERVICES TO HIGH RISK YOUTH IDENTIFIED AS TRUANTS. DELINQUENCY PREVENTION AND DIVERSION PROJECT AGENCIES MUST RECOGNIZE THE IMMINENT NECESSITY TO EXPAND PROJECT SERVICES SPECIFICALLY DESIGNED TO ADDRESS THE GROWING NEEDS OF MINORITIES AND FEMALES INVOLVED IN DELINQUENCY BY ATTEMPTING TO DESIGN PROGRAMS SPECIFIC TO THE JUVENILE FEMALE POPULATION. EXPAND INNER CITY MINORITY HIGH RISK YOUTH DIVERSION SERVICES AND ALTERNATIVES INCLUDING THOSE AVAILABLE TO YOUTH IN AREAS OF HIGH GANG ACTIVITY AND INCREASE SERVICES TO HOMELESS AND RUNAWAY YOUTH IN NEED OF SUPERVISION AND OR SHELTER. BUDGET TWO MILLION FOUR HUNDRED EIGHT THOUSAND DOLLARS

STATE PLAN DESIGNATOR TITLE SERIOUS VIOLENT JUVENILE OFFENDER PROBLEM STATEMENT IN NINETEEN EIGHTY EIGHT JUVENILE VIOLENT FELON ARRESTS TOTALLED THIRTEEN THOUSAND NINE HUNDRED NINETY EIGHT WHICH IS SIX POINT ONE PERCENT OF THE TOTAL JUVENILE ARRESTS. THIS NUMBER REFLECTS AN ALMOST TEN PERCENT INCREASE FROM NINETEEN EIGHTY SEVEN WITH INCREASES OCCURRING IN HOMICIDE, RAPE, ROBBERY AND ASSAULT ARRESTS. THESE ARREST STATISTICS INDICATE THAT JUVENILE CRIME PATTERNS CONTINUE TO SHIFT TOWARDS THE MORE SERIOUS VIOLENT OFFENSES. THE EFFECT OF THE CURRENT TREND OF JUVENILE CRIMES HAS IMPACTED THE SAFETY AND PROTECTION OF THE COMMUNITY. IN ORDER TO COMBAT THIS GROWING PROBLEM, EXPANDED SERVICES TO THESE YOUTH MUST BE A PRIORITY AS CRIME TRENDS SHIFT PROGRAM SERVICES SHOULD BE EXAMINED AND MODIFIED FOR A MORE EFFECTIVE AND POSITIVE IMPACT.

SAG DEFINES A SERIOUS OR VIOLENT JUVENILE OFFENDER SUJO AS ANY MINOR WHO HAS BEEN FOUND TO HAVE COMMITTED ONE OF THE OFFENSES CITED IN WELFARE AND INSTITUTIONS CODE SECTION SEVEN ZERO SEVEN OR TWO OR MORE JUVENILE COURT FELON TRUE FINDINGS OR A HISTORY OF CHRONIC WELFARE AND INSTITUTIONS CODE SECTION SIX ZERO TWO TWO VIOLATIONS. RESTITUTION PROJECTS FOR YOUTH UNDER PROBATION JURISDICTION ALSO FALL IN THIS CATEGORY.

PROGRAM OBJECTIVES REDUCE THE BEHAVIOR AND DESTRUCTIVE ACTIVITIES OF SERIOUS VIOLENT JUVENILE OFFENDERS REDUCE THE NUMBER OF SERIOUS VIOLENT CRIMES COMMITTED BY JUVENILES DEVELOP PROGRAMS THAT PROVIDE SERVICES TO REDUCE GANG RELATED CRIMES; DEVELOP PROGRAMS THAT PROVIDE DRUG AND POLYDRUG SERVICES TO SERIOUS VIOLENT JUVENILES DEVELOP COOPERATIVE WORKING RELATIONSHIPS BETWEEN LOCAL LAW ENFORCEMENT AGENCIES AND COMMUNITY BASED ORGANIZATIONS FOR INCREASED UTILIZATION OF EXISTING SERVICES. DEVELOP AND IMPLEMENT PROGRAMS WITH SCHOOLS THAT WILL REDUCE GANG AND DRUG ACTIVITIES ON CAMPUS.

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED PROJECTS WILL TRAIN PROFESSIONALS IN COMMUNITY BASED ORGANIZATIONS AND SCHOOLS IN CRIME SUPPRESSION TECHNIQUES AND IN WAYS TO DISTINGUISH SERIOUS GANG ACTIVITIES FROM OTHER GROUP ACTIVITIES. PROJECTS WILL DEVELOP PARTNERSHIPS TO PROMOTE CONTACT BETWEEN POSITIVE ROLE MODELS AND YOUTH INVOLVED IN VIOLENT AND OR GANG ACTIVITIES. PROJECTS WILL PROVIDE TREATMENT SUPERVISION AND SPECIAL COUNSELING SERVICES DESIGNED
SPECIFICALLY FOR SERIOUS VIOLENT OFFENDERS PROJECTS WILL PROVIDE ACTIVITIES RELATIVE TO CONDITIONS OF PROBATION PAROLE SUCH AS VOCATIONAL INSTRUCTION COMMUNITY SERVICE IN THE FORM OF RESTITUTION OR WORK PROJECTS RECREATION EMPLOYMENT ASSISTANCE TO INCLUDE TRAINING AND JOB PLACEMENT AND OTHER APPROPRIATE SERVICES PROJECTS WILL EDUCATE THE COMMUNITY IN THE AREAS OF SERIOUS VIOLENT OFFENDERS GANG ACTIVITY AND DRUG EDUCATION INFORMATION PROVIDE FIVE HUNDRED FIVE THOUSAND DOLLARS AS MATCH TO THE STATE APPROPRIATION FOR THE GANG VIOLENCE SUPPRESSION PROGRAM

STATE PROGRAM DESIGNATOR TITLE COMMUNITY CORRECTIONS REMOVAL OF JUVENILES FROM ADULT JAILS AND LOCKUPS PROBLEM STATEMENT THE JJDP ACT REQUIRES THAT NO JUVENILE BE DETAINED OR CONFINED IN ANY JAIL OR LOCKUP FOR ADULTS

PROGRAM OBJECTIVES DECREASE THE NUMBER OF JUVENILE OFFENDERS HELD IN ADULT JAILS AND LOCKUPS INCREASE THE NUMBER OF ALTERNATIVES TO JAILS AND LOCKUPS FOR JUVENILES IN TARGETED PROBLEM AREAS DEVELOP COOPERATIVE EFFORTS AMONG COUNTY PROBATION LAW ENFORCEMENT AND COURTS IN THE HANDLING OF JUVENILE OFFENDERS

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED FUNDS WILL BE PROVIDED TO FACILITATE THE REMOVAL OF JUVENILES FROM ADULT JAILS AND LOCKUPS A FOCUSED SOLICITATION OF PROJECTS IN RURAL COUNTIES WITHOUT JUVENILE DETENTION FACILITIES OR OTHER LOCAL ALTERNATIVES AND PROBLEM GEOGRAPHIC AREAS OF THE STATE WILL BE MADE FUNDS WILL BE AWARDED TO IMPLEMENT DATA VERIFICATION AND FIELD INSPECTIONS OF JAILS LOCKUPS AND JUVENILE DETENTION FACILITIES

STATE PROGRAM DESIGNATOR TITLE TRAINING AND TECHNICAL ASSISTANCE PROBLEM STATEMENT THERE REMAINS A PERSISTENT NEED FOR WELL TRAINED LAW ENFORCEMENT JUVENILE JUSTICE AND OTHER SERVICE PERSONNEL TO DEAL EFFECTIVELY WITH YOUTH THERE IS ALSO A NEED FOR WELL INFORMED PLANNERS AND POLICYMAKERS WHOSE DECISIONS IMPACT THE LIVES OF YOUNG PEOPLE FOR THIS REASON OCJP AND SAG CONTINUED TO SUPPORT AND PROVIDE THE OPPORTUNITY FOR PLANNERS AND SERVICE PROVIDERS TO COORDINATE SERVICES TO IMPROVE THE SYSTEM FOR THE BENEFIT OF JUVENILES

PROGRAM OBJECTIVES IMPROVE SERVICES TO JUVENILES THROUGH TRAINING AND IMPROVED AWARENESS OF LAW ENFORCEMENT AND YOUTH SERVICE PERSONNEL TEACHERS AND EDUCATORS IMPROVE SERVICES TO JUVENILE DELINQUENTS BY EDUCATING AND COORDINATING THE PLANNING EFFORTS OF CONCERNED AND INVOLVED CITIZENS POLICYMAKERS AND ADVISORY GROUPS PROVIDE TECHNICAL ASSISTANCE TO THE SAG AND JUVENILE JUSTICE AGENCIES SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED PROJECTS WILL PROVIDE TRAINING OPPORTUNITIES FOR LAW ENFORCEMENT AND YOUTH SERVICE PERSONNEL FOLLOW UP REPORTS FROM TRAINEES WILL SUMMARIZE THE EFFECTIVENESS OF THE TRAINING AND IDENTIFY WAYS TO INCORPORATE THE TRAINING INTO THEIR WORK SITUATIONS PROJECTS WILL BRING TOGETHER ADVISORY GROUPS CONCERNED CITIZENS TRAINERS AND DECISION MAKERS TO FACILITATE TRAINING INFORMATION SHARING AND COORDINATION OF EFFORT PROJECTS WILL PROVIDE TECHNICAL ASSISTANCE TO THE SAG AND JUVENILE JUSTICE AGENCIES ONE OF THE MAJOR SUCCESSES IN THIS AREA IS THE INITIATION AND CONTINUATION OF THE TRANSFER OF KNOWLEDGE WORKSHOPS THIS WORKSHOP FORMAT WAS DEVELOPED BY THE YA

STATE PROGRAM DESIGNATOR TITLE RESEARCH AND EVALUATION PROBLEM STATEMENT ALTHOUGH DIRECT SERVICES REMAIN THE TOP FUNDING PRIORITY THERE IS A CONTINUING NEED TO ASSESS THE CURRENT SITUATION AND TO IDENTIFY SIGNIFICANT MEASURABLE OUTCOMES AND FINDINGS OF PAST JJDP FUNDED PROJECTS OCJP CONTINUES TO REQUIRE INTERNAL ASSESSMENTS FROM INDIVIDUAL PROJECTS BUT PROFESSIONAL INDEPENDENT EVALUATION AND RESEARCH EFFORTS ARE NEEDED PROGRAM OBJECTIVES INCREASE THE NUMBER OF PROJECTS EVALUATED BY OUTSIDE RESEARCH AGENCIES INCREASE KNOWLEDGE OF FACTORS INVOLVED IN SUCCESSFUL JUVENILE JUSTICE PROGRAMS IDENTIFY SUCCESSFUL JUVENILE JUSTICE PROGRAMS DEVELOP A RESOURCE GUIDE TO CHRONICLE EFFECTIVE PROGRAM ACTIVITIES AND STRATEGIES

SUMMARY OF ACTIVITIES PLANNED AND SERVICES PROVIDED SELECTED PROJECTS WILL BE EVALUATED TO DETERMINE THEIR EFFECTIVENESS SELECTED PROBLEMS WILL BE TARGETED FOR
RESEARCH CRITERIA UTILIZED BY SUCCESSFUL PROJECTS WILL BE EMPHASIZED AS CORE COMPONENTS OF NEW AND ONGOING PROJECT
PROGRAM FOCUS
THE FOLLOWING PROGRAM AREAS ARE IDENTIFIED IN THE NINETEEN NINETY ONE JJDP STATE APPLICATION AND ARE THE ONLY TWO PROGRAM FOCUSES COVERED BY THIS REQUEST FOR PROPOSAL REQUEST FOR PROPOSALS MAY BE ISSUED AT A LATER DATE FOR OTHER IDENTIFIED PROGRAM AREAS SUCH AS RESEARCH AND EVALUATION TRAINING AND JAIL REMOVAL ONLY YOUTH UNDER EIGHTEEN YEARS ARE ELIGIBLE TO RECEIVE SERVICES PROVIDED BY JJDP FUNDS DELINQUENCY PREVENTION DIVERSION OP DELINQUENCY PREVENTION PROJECTS PROVIDE EARLY INTERVENTION SERVICES TARGETING YOUTH WITH DOCUMENTED CASE HISTORIES INVOLVING LAW ENFORCEMENT CONTACTS OR HIGH RISK INDICATORS FOR CRIME GANG OR DRUG INVOLVEMENT INCLUDING FAMILY DYSFUNCTION POOR SOCIALIZATION SKILLS SUBSTANCE ABUSE SCHOOL PROBLEMS ETC IT IS THE ACCUMULATION OF FACTORS RATHER THAN THE PRESENCE OF A SINGLE FACTOR WHICH DETERMINES THE CONDITION OF BEING AT RISK PROJECTS WHOSE SERVICES TARGET YOUTH AGES ZERO THROUGH TWELVE AND THEIR FAMILIES AND PROBLEMS THAT ADDRESS PARENTING EDUCATION CHILD DEVELOPMENT AND DEVELOPMENT OF WHOLESOME VALUES AND ETHICS ARE ENCOURAGED DIVERSION PROJECTS ARE DIRECTED AT YOUTH WHO HAVE BEEN CITED OR FORMALLY REFERRED TO THE SERVICE PROVIDER BY SCHOOLS SCHOOL ATTENDANCE REVIEW BOARDS PROBATION POLICE AGENCIES OR THE DISTRICT ATTORNEY TO AVOID PENETRATION INTO THE JUSTICE SYSTEM SERIOUS OR VIOLENT JUVENILE OFFENDER SVJO ANY MINOR WHO HAS BEEN FOUND TO HAVE COMMITTED ONE OF THE OFFENSES CITED IN WELFARE AND INSTITUTIONS CODE SECTION SEVEN ZERO SEVEN OR TWO OR MORE JUVENILE COURT FELON TRUE FINDINGS OR A HISTORY OF CHRONIC WELFARE AND INSTITUTIONS CODE SECTION SIX ZERO TWO VIOLATIONS IS CONSIDERED A SERIOUS OR VIOLENT JUVENILE OFFENDER RESTITUTION PROJECTS FOR YOUTH UNDER PROBATION JURISDICTION ALSO FALL IN THIS CATEGORY NOTE OCJP AND OTHER STATE AGENCIES HAVE GRANT AWARD PROGRAMS ADDRESSING CHILD ABUSE VICTIM SERVICES JOB TRAINING SCHOOL BASED DRUG EDUCATION ETC APPLICANTS ARE ENCOURAGED TO CONTACT LOCAL STATE AND FEDERAL AGENCIES TO DETERMINE THE MOST APPROPRIATE SOURCE OF FUNDING FOR THEIR DELINQUENCY DELINQUENCY PREVENTION

TARGET POPULATION YOUTH TO BE SERVED IN THE PRIMARY POPULATION OF THE PROGRAM MUST BE COURT REFERRED RESIDE IN ONE OF THE ELIGIBLE COUNTIES AND HAVE A RISK SCORE OF AT LEAST FIFTEEN YOUTHS IN THE SECONDARY POPULATION WHICH MAY BE UP TO FIFTY PERCENT OF THE YOUTHS SERVED MUST BE COURT REFERRED RESIDE IN ONE OF THE ELIGIBLE COUNTIES AND HAVE A RISK SCORE BETWEEN ELEVEN AND FOURTEEN THE SERIOUS OFFENDER RISK SCALE TO BE USED BY THE COMMUNITY ALTERNATIVES FOLLOWS FACTOR SEX MALE TWO POINTS FEMALE ONE POINT COURT HISTORY THREE PLUS ADJUDICATIONS THREE POINTS TWO ADJUDICATIONS TWO POINTS ONE ADJUDICATIONS ONE POINT ARRESTS SIX PLUS ARRESTS FOUR POINTS FIVE TO SIX ARRESTS THREE POINTS THREE TO FOUR ARRESTS TWO POINTS ONE TO TWO ARRESTS ONE POINT SCHOOL WORK STATUS FAILING IN SCHOOL OR DROP OUT FOUR POINTS REGISTERED NOT ATTENDING THREE POINTS ATTENDING NOT DOING WELL TWO POINTS ACHIEVING IN SCHOOL ONE POINT PRESENTING OFFENSE SERIOUS CRIME V PERSON THREE POINTS MINOR CRIME V PERSON TWO POINTS SERIOUS CRIME V PROPERTY TWO POINTS MINOR CRIME V PROPERTY ONE POINT FAMILY SUPPORT NONE THREE POINTS MODERATE TWO POINTS STRONG ONE POINT SUCCESSFUL APPLICANTS WILL BE REQUIRED TO SERVE THOSE YOUTH IN THE COUNTY THAT ARE PRESENTLY RECEIVING SERVICES IN THE UDIS PROGRAM.

PROGRAM GOALS THE GOALS OF THE PROPOSED PROGRAM ARE TO HOLD SERIOUS JUVENILE OFFENDERS ACCOUNTABLE FOR THEIR ACTS WHILE SIMULTANEOUSLY MAINTAINING THE SAFETY OF THE COMMUNITY HOLD NO JUVENILE IN ADULT JAILS IN EXCESS OF SIX HOURS DEVELOP AND UTILIZE NONSECURE COMMUNITY BASED ALTERNATIVES TO POST DISPOSITIONAL HOLDING OF SERIOUS JUVENILE OFFENDERS COMMIT NO MORE JUVENILES TO THE DEPARTMENT OF CORRECTIONS JUVENILE DIVISION THAN WERE COMMITTED IN NINETEEN EIGHTY TWO. THE MINIMUM OBJECTIVES OF THE PROPOSED PROGRAM ARE WITHIN THREE MONTHS OF THE PROGRAMS STARTUP ASSURE NO YOUTH ARE HELD POST DISPOSITIONALLY SEVENTY FIVE PERCENT OF THE YOUTH ACCEPTED FOR SERVICE WILL SUCCESSFULLY COMPLETE THE PROGRAM NO MORE THAN TWENTY FIVE PERCENT OF THE YOUTH SERVED WILL BE REARRESTED WITHIN THREE MONTHS FOLLOWING TERMINATION FROM THE PROGRAM NO MORE THAN FIFTEEN PERCENT OF THE YOUTH SERVED WILL BE REPETITIONED WITHIN THREE MONTHS FOLLOWING TERMINATION FROM THE PROGRAM.
REQUEST FOR APPLICATIONS JUVENILE OFFENDER PROGRAMMING SUBURBAN COOK COUNTY

THE ILLINOIS DEPARTMENT OF CHILDREN AND FAMILY SERVICES AND THE ILLINOIS JUVENILE JUSTICE COMMISSION ARE SEEKING APPLICATIONS WHICH PROPOSE TO PROVIDE SERVICES TO JUVENILE OFFENDERS FROM SUBURBAN COOK COUNTY OF PARTICULAR CONCERN ARE ADOLESCENT OFFENDERS WHO HAVE BEEN ARRESTED AT LEAST TWICE FOR DELINQUENT ACTS OR ADJUDICATED DELINQUENT AT LEAST ONCE BY THE JUVENILE COURT. THESE YOUTH WERE IDENTIFIED AS THE TARGET POPULATION FOR THIS INITIATIVE AFTER DATA ANALYSIS AND INPUT FROM VARIOUS ACTORS IN THE JUVENILE JUSTICE AND CHILD WELFARE SYSTEMS AND SERVICE PROVIDERS ALL AGREE THAT THE PROBLEMS POSED BY THESE YOUTH ARE GROWING AND THAT INSUFFICIENT RESOURCES ARE AVAILABLE TO ADDRESS THEIR NEEDS WHILE SIMULTANEOUSLY ASSURING THE SAFETY OF THE COMMUNITY. THEY ALSO BELIEVED THAT THE TARGETED YOUTH COULD BE ADEQUATELY SERVED IN THEIR COMMUNITIES.

THIS REQUEST IS BEING ISSUED TO STIMULATE THE DEVELOPMENT OF PROGRAMS FOR DELINQUENT YOUTH IN SUBURBAN COOK COUNTY WHOSE BEHAVIOR IF NOT ADDRESSED MAY ACCELERATE TO BECOME SERIOUS AND VIOLENT JUVENILE OFFENDERS.

A NUMBER OF COMMUNITY BASED PROJECTS HAVE DEMONSTRATED THAT ALTERNATIVE NONSECURE PROGRAMMING CAN BE EFFECTIVE IN REDUCING OR CEASING DELINQUENT ACTS BY YOUTHS WHO HAVE A HISTORY OF DELINQUENCY. EACH HAS VIEWED THE REFERRED YOUTH AS HAVING SPECIAL NEEDS AND BEING IN NEED OF AN INDIVIDUALIZED TREATMENT PLAN WHICH IS CLOSELY MONITORED ON AN ON-GOING BASIS BY A CASE MANAGER.

A SUCCESSFUL PROGRAM SHOULD BE ABLE TO GAIN GRASSROOTS AND JUVENILE JUSTICE SYSTEM SUPPORT FOR MAINTAINING THE ADJUDICATED DELINQUENT IN THE COMMUNITY. THIS MUST BE EVIDENCED BY LETTERS OF SUPPORT FROM THE POLICE AND COURT SERVICES DEPARTMENT. FURTHER, THE TARGET POPULATION NEEDS TO BE OF SUFFICIENT SIZE NUMERICALLY TO MERIT INTERVENTION AND ONE WHERE THE RESULTS OF INTERVENTION CAN BE ASSESSED.

RECENT THEORIES OF DELINQUENCY ALSO SUGGEST THAT PROGRAMS TO REDUCE DELINQUENCY SHOULD ALSO FOSTER ASSOCIATIONS WITH CONVENTIONAL PEERS AND ADULTS. ENCOURAGE AND ENABLE ACTIVE PARTICIPATION IN SCHOOL JOBS AND OTHER COMMUNITY ACTIVITIES. REINFORCE POSITIVE SOCIALIZATION PROCESSES THAT BUILD A STAKE IN CONFORMITY. DISCOURAGE COERCION OR RETALIATION AND PROVIDE OPPORTUNITIES FOR MEANINGFUL EMPLOYMENT AND THE DEVELOPMENT OF RECOGNIZED AND USEFUL SKILLS.

TARGET POPULATION YOUTH TO BE SERVED AS A RESULT OF THIS REQUEST INCLUDE YOUTHS TWELVE TO SEVENTEEN YEARS OF AGE WHO HAVE BEEN TAKEN INTO CUSTODY BY THE POLICE AT LEAST TWICE FOR A DELINQUENT ACT OR ADJUDICATED DELINQUENT BY THE JUVENILE COURT AT LEAST ONCE.

PROGRAM GOALS. THE GOALS OF ANY PROGRAM WHICH IS PROPOSED ARE TO REDUCE THE COMMISSION OF DELINQUENT ACTS BY JUVENILES BY PROVIDING COMMUNITY BASED SERVICES. DEVELOP COMMUNITY BASED ALTERNATIVES FOR JUVENILE OFFENDERS WHICH WILL PROVIDE THEM WITH POSITIVE OPTIONS AND EXPERIENCES.
TARGET POPULATION: JUVENILE OFFENDER PROGRAMMING SUBURBAN COOK COUNTY

The Illinois Department of Children and Family Services and the Illinois Juvenile Justice Commission are seeking applications which propose to provide services for delinquent offenders from suburban Cook County of particular concern are juveniles who have been arrested at least twice for delinquent acts or adjudicated delinquent at least once by the juvenile court. These youth were identified as the target population for this initiative after data analysis and input from various actors in the juvenile justice and child welfare systems. Service providers all agreed that the problems posed by these youth are urgent and that insufficient resources are available to address their needs while simultaneously assuring the safety of the community. They also believed that the targeted youth could be adequately served in their communities.

This request is being issued to stimulate the development of programs for delinquent youth in suburban Cook County whose behavior, if not addressed, may accelerate to become serious and violent juvenile offenders.

A number of community-based projects have demonstrated that alternative nonsecure programming can be effective in reducing or ceasing delinquent acts by youths who have a history of delinquency. Each has viewed the referred youth as having special needs and being in need of an individualized treatment plan which is closely monitored on an ongoing basis by a case manager.

A successful program should be able to gain grassroots and juvenile justice system support for maintaining the adjudicated delinquent in the community. This must be evidenced by letters of support from the police and court services department. Further, the target population needs to be of sufficient size numerically to merit intervention and one where the results of intervention can be assessed.

Recent theories of delinquency also suggest that programs to reduce delinquency should also foster associations with conventional peers and adults, encourage and enable active participation in school, jobs, and other community activities, reinforce positive socialization processes that build a stake in conformity, discourage coercion or retaliation, and provide opportunities for meaningful employment and the development of recognized and useful skills.

Target population youth to be served as a result of this request include youths twelve to seventeen years of age who have been taken into custody by the police at least twice for a delinquent act or adjudicated delinquent by the juvenile court at least once.

Program goals: The goals of any program which is proposed are to reduce the commission of delinquent acts by juveniles by providing community-based services which will provide them with positive options and experiences.
A FUTURE BRIEFING FOR ILLINOIS TWO MIGHT QUALIFY:

A CALL FOR APPLICATION PROGRAMATIC BACKGROUND THE SERIOUS AND VIOLENT OFFENDER

AGGREGATE BECOME THE FOCUS OF JUVENILE JUSTICE SYSTEM ATTENTION AND

DEPLORATION ACT AS A RESULT OF CONCERN ON THE NATIONAL LEVEL THE OFFICE OF

JUVENILE JUSTICE AND DELINQUENCY PREVENTION HAS ENCOURAGED STATES TO IDENTIFY

THREATS AND VIOLENT JUVENILE OFFENDERS AS A PRIORITY PROBLEM AND TO ALLOCATE A

PORTION OF THIRTY PERCENT OF THE STATES FORMULA GRANT AWARD TO PROGRAMS DESIGNED

TO DISAPPEAR OFFENDERS SINCE A SIMILAR CONCERN FOR THE PROBLEMS POSED BY THESE

FWE HAS BEEN EXpressed IN ILLINOIS THE ILLINOIS JUVENILE JUSTICE COMMISSION HAS

DEVELOPED PROGRAMS DIRECTLY WITH THE SERIOUS OFFENDER POPULATION

IN APPROACHING THE TASK OF PROGRAMMING FOR THE SERIOUS OFFENDER IN ILLINOIS THE

ILLINOIS LAW ENFORCEMENT COMMISSION FUNDED A STUDY TO DEFINE THIS POPULATION

WITHIN THE STATE STAFF ALSO COMPLETED A DATA ANALYSIS AND ON SITE ANALYSIS OF RUR

METROPOLITAN COUNTIES TO EVALUATE AND MAKE A COMPARISON OF THE ISSUES AND

PROGRAMMING NEEDS IN THESE COUNTIES

TARGET POPULATION THIS REQUEST TARGETS TWO POPULATIONS OF YOUTH SERIOUS OFFENDER

WITH OR WITHOUT GANG AFFILIATION AND FRINGE MEMBERS OF GANGS YOUTH ACCEPTED INTO

THE PROGRAM MUST MEET THE CRITERIA FOR ONE OF THESE GROUPS SERIOUS JUVENILE

OFFENDERS WITH OR WITHOUT GANG AFFILIATION YOU TO BE SERVED IN THE PRIMARY

POPULATION OF THE PROGRAM MUST BE REFERRED BY THE COURTS OR POLICE AND MEET ALL

THE FOLLOWING CRITERIA AGE THIRTEEN TO SEVENTEEN ADJUDICATIONS OR ARRESTS FOR

SERIOUS OFFENSES SUCH AS STRONG ARMED ROBBERY BURGLARY BATTERY AND ASSAULT

EDUCATIONALLY AT RISK DROP OUT EXPULSED SUSPENDED TRUANT ATTENDING BUT BELOW GRAD

LEVEL MAY BE UNEMPLOYED AND OR POSSIBLY UNEMPLOYABLE EVIDENCE OF FAMILY

DISORGANIZATION FRINGE MEMBER WITH MARGINAL GANG AFFILIATION YOUTHS IN THE

SECONDARY POPULATION WHICH MAY CONSTITUTE UP TO FIFTY PERCENT OF THE YOUTH SERV

MAY BE POLICE OR COURT REFERRED OR MAY BE REFERRED BY THE SCHOOLS OR OTHER CHILD

WELFARE AGENCIES YOUTH IN THIS GROUP MUST MEET THE FOLLOWING CRITERIA AGES TEN TO

SEVENTEEN PREVIOUS RECORD OF OR FRINGE INVOLVEMENT IN MISDEMEANANT OFFENSES

PROPERTY DAMAGE SHOPLIFTING PETTY THEFTS ETC CONTACTS WITH SPECIAL SERVICE

PERSONNEL IN SCHOOLS JUVENILE POLICE OFFICERS TRUANT OFFICERS OR OTHER CHILD

WELFARE AGENCIES EDUCATIONALLY AT RISK TRUANT SUSPENDED ATTENDING BUT BELOW GRAD

LEVEL EVIDENCE OF FAMILY DISORGANIZATION GROWING HISTORY OF POLICE CONTACTS

PROGRAM GOALS THE GOALS OF THE PROPOSED PROGRAM ARE TO CURTAIL THE FURTHER GRO

DELINQUENCY PRONE GROUPS IN JOLIET DECREASE THE NUMBER OF FRINGE MEMBERS IN

THOSE GROUPS DIVERT GANG ORIENTATED JUVENILES FROM THE JUVENILE JUSTICE SYSTEM

THE OBJECTIVES DEVELOPED FOR THE PROJECT MUST BE CLEAR CONCISE AND MEASURABLE I

ADITION THEY MUST RELATE TO THE GOALS LISTED ABOVE AND ESTIMATE THE PROGRAMS

IMPACT IN THE JUVENILE JUSTICE SYSTEM THE SCHOOLS AND JOB TRAINING AND PLACEMEN
A recent request has been made for applications for Illinois juvenile offender programming. The Illinois Department of Children and Family Services and the Illinois Juvenile Justice Commission are seeking applications which promise to provide services to juvenile offenders from Kane County Illinois of particular concern. These youth who have been arrested at least twice for delinquent acts of adjudicated delinquent at least once by the juvenile court have been identified as the target population for this initiative after data analysis and input from various agencies in the Juvenile Justice and Child Welfare Systems. All agree that the problems posed by these youth are growing and that insufficient services exist to address their needs while simultaneously assuring the safety of the community. They also believed that the targeted youth could be adequately served in their communities without their needs.

This request is being issued to stimulate the development of programs for delinquent youth from Kane County whose behavior if not addressed may accelerate to become serious and violent juvenile offenders.

In nineteen eighty two there were two hundred forty three delinquency petitions filed and two hundred seventy seven in nineteen eighty three. This reflects an increase of fourteen percent in one year of the two hundred seventy seven petitions filed in nineteen eighty three there were one hundred sixty five adjudications.

A number of community based projects have demonstrated that alternative nonsecure programming can be effective in reducing or ceasing delinquent acts by youths who have a history of delinquency each has viewed the referred youth as having special needs and being in need of an individualized treatment plan which is developed after a thorough assessment and closely monitored on an ongoing basis by a case manager.

A successful program should be able to sustain grassroots and juvenile justice system support for maintaining the alleged and adjudicated delinquent in the community. This must be evidenced by letters of support from the police and court services department. Further the target population needs to be of sufficient size numerically to merit intervention and one where the results of intervention can be assessed.

The major theories explaining delinquency indicate that commitment and bonding to conventional and adult approved activities particularly school work and employment differentiate delinquent from nondelinquent juveniles. Those youths who do not have opportunities to fulfill their aspirations and imagine a successful future are more likely to be offenders. More frequently they isolate themselves from traditionally respectable peers in deviant subcultures that reinforce delinquency. Youths having a stake in conformity belief in the law and socially acceptable values attachments to conventional citizens with a concern for reputation and positive relationships with adults are powerful inhibitors of juvenile transgressions. The most important predictors of juvenile behavior however are attitudes toward and performance in school and the values of peers with whom a youth associates.

These theories imply that effective countermasures to reduce delinquency can be applied in community based alternative programs that foster associations with conventional peers and adults encourage and enable active participation in school jobs and other community activities reinforce positive socialization processes that build a stake in conformity discourage coercion or retaliation and provide opportunities for meaningful employment and the development of recognized and useful skills and the practice of autonomy and participatory adult roles.

Target population youth to be served as a result of this request include "juvenile delinquents in their teens of age and who have been taken into custody at the age..."
A person who is alleged to commit a delinquent act or adjudicated delinquent by the juvenile court at least once

The goals of any program which is proposed are to reduce the commission of serious delinquent acts by juveniles by providing community based options and develop community based alternatives for juvenile offenders which will provide them with positive options and experiences.
CONTRACT OR IJC REQUEST FOR APPLICATION THE ILLINOIS DEPARTMENT OF CHILDREN AND FAMILY SERVICES AND ILLINOIS YOUTH JUSTICE COMMISSION RECOGNIZE THAT THE

CHALLENGE POSITED BY HOMELESSNESS IN THE STATES YOUTH POPULATION DEMANDS IMMEDIATE INTERVENTION THE MANDATES OF BOTH THE DPRS AND THE IJC INCLUDE THE PREVENTION

DURING ADOLESCENCE THE PREVENTION OF DELINQUENCY AND THE PROVISION OF STABLE ENVIRONMENT IN WHICH YOUTH MAY GROW TO INDEPENDENCE. WHEN THE YOUTH'S FAMILY IS UNABLE TO PROVIDE THIS STABILTY THROUGH THIS REQUEST FOR APPLICATION AID IJC'S AND THE IJC ARE SEEKING TO PROVIDE COMPREHENSIVE SERVICES TO IDENTIFY YOUTH PROGRAMS AIMED AT THE PROVISION OF SERVICES TO TRANSITION YOUTH TO INDEPENDENT LIVING. IT IS ANTICIPATED THAT THE PROJECTS WILL START ON MARCH ONE NINETEEN EIGHTY SIX AND END JUNE THIRTY NINETEEN EIGHTY SEVEN THE PROGRAM DESIGNS WHICH ARE FUNDED DURING THIS INITIAL SIXTEEN MONTH DEMONSTRATION PHASE MUST BE AVAILABLE FOR REPLICATION BEGINNING IN JULY NINETEEN EIGHTY SEVEN ON A SUSTAINABLE BASIS.

SCOPE OF THE WORK EACH FUNDED PROJECT MUST PROVIDE COMPREHENSIVE SERVICES TO HOMELESS YOUTH FOCUSED ON THE TRANSITION TO INDEPENDENT LIVING A CORE OF SERVICE INCLUDING HOUSING OPTIONS OUTREACH AND DIVERSE SUPPORT SERVICES IS DETAILED IN THE INSTRUCTIONS FOR THE PROJECT NARRATIVE WHICH IS A PART OF THE DCFS IJC GRANT APPLICATION THOSE SERVICES WHICH ARE THE MOST CRITICAL ARE ASSIGNED A HIGHER POINT VALUE FOR THE SCORING OF THE APPLICATION ADDITIONAL SERVICES MAY BE ADD TO THE SERVICE DELIVERY SYSTEM MAY BE DESIGNED ACCORDING TO THE APPLICANTS PERSPECTIVE ON THE NEEDS OF THE POPULATION IN THE TARGETED YSPAS SINCE THIS FUNDING INITIATIVE CONSTITUTES A DEMONSTRATION PHASE LEADING TO REPLICATION EACH FUNDED PROJECT MUST PROVIDE ASSURANCE THAT THE PROJECT WILL PARTICIPATE IN THE COLLECTION OF DATA AS SPECIFIED BY THE DCFS IJC FOR RESEARCH AND EVALUATION.
REQUEST FOR APPLICATION: JAIL REMOVAL TRANSPORTATION SERVICES
PURPOSE OF THE REQUEST FOR APPLICATION PROJECT: FUNDING THROUGH THIS REQUEST FOR APPLICATION ARE
INTENDED TO REDUCE THE NUMBER OF JUVENILES HELD IN ADULT JAILS AND TRANSPORT
JUVENILES TO NEARBY JUVENILE DETENTION CENTERS. THE SPECIALIZED SERVICES PROVIDED IN JUVENILE DETENTION CENTERS
ARE HELD IN ADULT JAILS BECAUSE THERE IS NO JUVENILE DETENTION CENTER NEARBY.
TRANSPORTING JUVENILES TO NEARBY JUVENILE DETENTION CENTERS CAN CAUSE SIGNIFICANT
BURDEN ON POLICE AND SHERIFF'S DEPARTMENTS BECAUSE THE JUVENILES MUST BE'
TRANSPORTED NOT ONLY AT THE POINT OF INITIAL INCARCERATION BUT FOR ALL SUBSEQUENT
HEARINGS. THEREFORE THE OCFS JJC ARE SEEKING TO RELIEVE LOCAL DEPARTMENTS OF THE
BURDEN OF TRANSPORTING JUVENILES BETWEEN THE JUVENILE DETENTION CENTER AND
HEARINGS. BY FUNDING JUVENILE DETENTION CENTERS TO PROVIDE TRANSPORTATION SERVICES: SUCCESSFUL APPLICANTS WILL BEGIN PROVIDING TRANSPORTATION SERVICES ON OR ABOUT
OCTOBER ONE NINETEEN EIGHTY SIX FUNDING WILL BE AVAILABLE FOR UP TO TWENTY FOUR
MONTHS GRANT FUNDS MAY NOT BE USED TO COVER THE PER DIEM COST OF PLACING
JUVENILES IN THE DETENTION CENTERS.
PROGRAM GOALS AND OUTCOMES CALL FOR YOUNG PEOPLE AND THEIR FAMILIES TO IMPROVE THEIR DECISION MAKING SKILLS AND RESOURCES TO IMPROVE THEIR DECISION MAKING SKILLS AND ENHANCE THEIR SELF ESTEEM. GOAL TWO IS TO ENHANCE THE WELL BEING OF YOUNG PEOPLE IN THE COMMUNITY GOAL THREE IS TO ENCOURAGE A COOPERATIVE EFFORT AMONG COMMUNITY GROUPS, ORGANIZATIONS, PARENTS, YOUTH, SCHOOLS, AND COMMUNITIES AS THEY PLAN AND IMPLEMENT POSITIVE YOUTH DEVELOPMENT ACTIVITIES.

THERE ARE SEVEN MAJOR OUTCOMES EXPECTED FROM THIS PROGRAM YOUNG PEOPLE WILL LEARN TO CONCEPTUALIZE AND ACTUALLY PLAN WITHIN A FRAMEWORK OF ENHANCED SELF ESTEEM AND DECISION MAKING SKILLS. BROADER SEGMENTS OF THE COMMUNITY WILL BE INVOLVED IN DISCUSSING AND ADDRESSING YOUTH DEVELOPMENT ISSUES COMMUNITY LEADERS AND CONCERNED VOLUNTEERS WILL HAVE AN INCREASED UNDERSTANDING OF PRIMARY PREVENTION CONCEPTS AND OF THEIR ROLE IN POSITIVE YOUTH DEVELOPMENT YOUNG PEOPLE WILL BECOME AWARE OF LOCAL AGENCIES PROVIDING NEEDED SERVICES AND SUPPORT. A NUMBER OF YOUNG PEOPLE WILL HAVE AN OPPORTUNITY TO PARTICIPATE IN ONE OR MORE YOUTH DEVELOPMENT ACTIVITIES DURING THE FISCAL YEAR. MEANINGFUL YOUTH PARTICIPATION WILL OCCUR AT EACH STAGE OF THE PROCESS TO PLAN AND IMPLEMENT ACTIVITIES TO BE MEANINGFUL THERE MUST BE A MINIMUM OF TWO YOUTH INVOLVED AT EACH STAGE. COMMUNITIES WILL HAVE THE OPPORTUNITY TO EXPLORE THE FEASIBILITY OF CONTINUING THESE POSITIVE YOUTH DEVELOPMENT ACTIVITIES AFTER THE GRANT PERIOD HAS ENDED.

PRIMARY PREVENTION APPROACH THE DEPARTMENT OF CHILDREN AND FAMILY SERVICES MAINTAINS THAT THE GOALS AND OUTCOMES OF THIS PROGRAM CAN BEST BE ATTAINED BY USING THE APPROACH OF PRIMARY PREVENTION THIS APPROACH TARGETS ALREADY HEALTHY YOUTH AND FAMILIES TO KEEP THEM FROM DEVELOPING DISRUPTIVE PROBLEMS LATER. PREVENTION CREATES CONDITIONS THAT PROMOTE THE WELL BEING OF PEOPLE AND ENCOURAGES THE DEVELOPMENT AND PROMOTION OF SUPPORTIVE COMMUNITIES, GROUPS AND FAMILIES. IT IS THE PROCESS OF PLANNING CHANGE THROUGH THE PARTICIPATION OF GROUPS WHICH HAVE NOT TRADITIONALLY WORKED TOGETHER.

PEOPLE INVOLVED IN A BROAD ARRAY OF PREVENTION ACTIVITIES ALCOHOL AND DRUG ABUSE PREVENTION, CHILD ABUSE PREVENTION, JUVENILE CRIME PREVENTION AND PREVENTION WITHIN THE FIELDS OF MENTAL HEALTH AND DEVELOPMENTAL DISABILITIES HAVE OBSERVED THAT THERE IS A GREAT DEAL OF COMMONALITY IN THEIR WORK WHILE THE CONTENT OF THESE PREVENTION ACTIVITIES MAY VARY THE PROCESS AND TECHNIQUES ARE SIMILAR.

IN AN ERA OF SCARCE RESOURCES PRIMARY PREVENTION BECOMES ESPECIALLY IMPORTANT. PRIMARY PREVENTION IS COST EFFECTIVE FOR EXAMPLE INSTITUTIONAL CARE FOR ONE DEVELOPMENTALLY DISABLED PERSON IS APPROXIMATELY ONE HUNDRED DOLLARS A DAY. THIRTY THOUSAND DOLLARS FOR THIRTY DAYS OR THIRTY SIX THOUSAND DOLLARS A YEAR. INSTITUTIONAL CARE COSTS OVER ONE MILLION DOLLARS FOR ONE PERSON FROM BIRTH TO SIXTY FIVE YEARS OF AGE WHILE NEWBORN SCREENING PROGRAMS COST LESS THAN TEN DOLLARS PER CHILD.

IN order FOR COMMUNITIES TO DESIGN AND IMPLEMENT SUCCESSFUL POSITIVE YOUTH DEVELOPMENT PROGRAMS CERTAIN SKILLS IN THE AREA OF PRIMARY PREVENTION ARE ESSENTIAL. THOSE SKILLS ARE AS FOLLOWS: COMMUNITY DEVELOPMENT AND COMMUNITY ORGANIZATION SKILLS; PROBLEM IDENTIFICATION SKILLS; FUND RAISING SKILLS; HUMAN RESOURCE IDENTIFICATION SKILLS; TRAINING SKILLS; GROUP FACILITATION SKILLS; PROGRAM ORGANIZATION AND MANAGEMENT SKILLS; PUBLIC RELATIONS AND PROMOTIONAL SKILLS; ASSESSMENT SKILLS; RISK TAKING SKILLS; NEGOTIATING SKILLS; COLLABORATION SKILLS; AND POLITICAL SKILLS.

APPLICANTS WILL BE EXPECTED TO DESCRIBE IN THE APPLICATION THEIR CAPABILITY TO DEMONSTRATE A MINIMUM OF THESE SKILLS THROUGH EXPERIENCE FROM PREVIOUS COMMUNITY PROJECTS AS A VOLUNTEER COMMITTEE OR THROUGH THE EXPERTISE OF INDIVIDUAL COMMITTEE MEMBERS OR RESIDING IN THE COMMUNITY. ...
Through its planning process the JJAC has identified four areas of need that it wishes to address through grants: alternatives to the use of adult jails for detention of juveniles; day treatment as an alternative to placement of juvenile offenders; crisis intervention services which avert the need to remove the child from the home; and it is hoped that through the grants awarded as a result of this announcement a positive impact will be made toward alleviating these needs.

Program descriptions: Detention of youth the attention given to controlling the circumstances under which detention of youth takes place demonstrates agreement among practitioners on the premise that the jailing of a juvenile has a decided negative impact. Most people agree that a primary objective would be to minimize the holding of youth in jails by providing alternative detention facilities which do not house adults and have an atmosphere less inundated by security utilizing shelters for youth needing residential supervision where security is not required. Providing nonresidential programming which can meet the objectives of detention establishing legal guidelines and procedures to minimize the placement and length of placement of youth in jails and improving the efficiency of the juvenile court system to minimize the time a youth would spend in jail prior to adjudication or disposition.

In the amendments to the Federal Juvenile Justice and Delinquency Prevention Act of Nineteen Eighty Congress instituted a requirement that participating states shall remove juveniles from detention in adult jails and lockups in response to that mandate Iowa has embarked on an emphasis of program development which achieves that goal.

Detention alternatives while the state of Iowa has shown some progress in limiting jail detention of youth further progress can be made by increasing other detention alternatives. The most secure alternative to jail detention is confinement in a Juvenile Detention Center.

Juvenile detention is defined as the temporary care of a child in a physically restricting facility designed to insure the continued custody of the child at any point between the child's initial contact with the juvenile authorities and the final disposition of his or her case.

Juvenile detention may be further defined with respect to two unique aspects of services provided secure custody and interim residential care.

An alternative to the use of adult jails juvenile detention is designed exclusively for children who have been charged with a delinquent offense and for whom secure custody is required for their own or the community's protection. Admissions must be authorized or approved by court order.

Juvenile detention must also be regarded as an emergency intervention with a suggested maximum length of stay of twenty one days.

Juvenile detention is not a dispositional alternative to be used as treatment of sentencing but rather an interim resource pending adjudication, disposition or placement.

The population of delinquent children needing secure custody to assure protection of society and continued availability for court proceedings is actually quite small. Most delinquent youth can successfully be sent home with their parents pending hearings. Many youth who cannot remain in the home can function with welfare in a shelter facility pending disposition even though the charge is a delinquent act.

Some youth who would otherwise have required residential supervision can benefit in their experience and be enrolled in an ongoing supervision program which is not an inordinate length of time. The benefit of this alternative can be seen when
A major goal of the Juvenile Justice Advisory Council is to fund programs which serve as an alternative to the removal of children from the home or community for correctional treatment. In its review of the variety of such programs available the Council felt that support should be offered to the development of these treatment type programs.

SHARED COST OF COURT PROCESSING THE PRIMARY ADVANTAGE OF IN-HOME SUPERVISION IS THE LOW COST WHEN COMPARED TO A FACILITY COST

THE FOLLOWING PROGRAM MODELS MAY BE UTILIZED TO ADDRESS THE PROBLEM OF YOUTH N STAL

JUVENILE DETENTION CENTERS SERVING AS AN ALTERNATIVE TO ADULT JAILS DETENTION PROGRAMS ARE DESIGNED EXCLUSIVELY FOR THOSE YOUTH WHO HAVE BEEN CHARGED WITH DELINQUENT OFFENSE AND FOR WHOM SECURE CUSTODY IS REQUIRED FOR THEIR OWN OR THE COMMUNITY'S PROTECTION SUCH PROGRAMS PROVIDE SHORT TERM PHYSICALLY RESTRICTIVE RESIDENTIAL SERVICES

SHELTER CARE SHELTER CARE IS A COMMUNITY BASED NONSECURE SHORT TERM GROUP CARE PROGRAM FOR YOUTH WHO ARE EXPERIENCING A FAMILY OR PERSONAL CRISIS WHICH NECESSITATES TEMPORARY REMOVAL FROM THE HOME SOME YOUTH ACCUSED OF DELINQUENT ACTS ARE SIMULTANEOUSLY EXPERIENCING HOME DIFFICULTIES SHELTER CARE PROVIDES FOR THE BASIC NEEDS OF A YOUTH WHILE IN RESIDENCE AS WELL AS SUPPORTIVE SERVICES SUCH AS DIAGNOSTIC EVALUATION FAMILY AND INDIVIDUAL COUNSELING EDUCATIONAL VOCATIONAL ASSESSMENT

IN HOME SUPERVISION SUCH PROGRAMS SERVE AS AN ALTERNATIVE TO DETENTION OR SHELTER CARE BY THE SUPERIMPOSING OF A LIMIT SETTING PARENT FIGURE OR MONITOR INTO THE FAMILY ENVIRONMENT THIS IS PARTICULARLY RELEVANT TO THOSE YOUTH FACING POSSIBLE REMOVAL FROM THE HOME DUE TO THE PARENTS INABILITY TO PROVIDE CONTROL THE MONITOR'S RESPONSIBILITY IS TO SHADOW THE YOUTH UNTIL THE JUVENILE JUSTICE AUTHORITIES HAVE MADE A DISPOSITION OF THE CASE

IMPROVED EFFICIENCY OF JUVENILE COURT SYSTEM THIS PROGRAM WILL ADDRESS THE ADMINISTRATIVE AND MONITORING FUNCTIONS OF THE JUVENILE COURT AND THE CREATION OF LINKAGES WITH RELEVANT COMMUNITY RESOURCES PROJECTS WHICH ARE DESIGNED TO IMPROVE THE LEVEL OF SERVICES ACCOUNTABILITY COORDINATION OF RESOURCES AND ADMINISTRATIVE PERFORMANCE ARE INCLUDED IN THIS CATEGORY OF PARTICULAR INTEREST WILL BE PROGRAMS TO DECREASE THE PERIOD FROM TAKING INTO CUSTODY TO ADJUDICATION AND DISPOSITION FOR YOUTH IN DETENTION OR SHELTER CARE IT HAS BEEN SHOWN THAT THE DEVELOPMENT OF WRITTEN CRITERIA FOR THE USE OF SHELTER AND DETENTION FOR JUVENILES CAN BRING ABOUT A SIGNIFICANT REDUCTION OF DETENTION INSTANCES PROJECTS WHICH INCLUDE SUCH CRITERIA DEVELOPMENT AND IMPLEMENTATION AS WELL AS THE IMPLEMENTATION OF TWENTY FOUR HOUR INTAKE SERVICES WILL BE CONSIDERED FAVORABLY

CRISIS INTERVENTION THIS PROGRAM IS A COMMUNITY BASED ALTERNATIVE TO SHELTER OR DETENTION WHICH PROVIDES EMERGENCY SERVICES TO YOUTH AND FAMILIES AT A POINT IF CRISIS THE PROGRAM IS INTENDED TO PROVIDE IMMEDIATE INTENSIVE INTERVENTION SERVICES WITH THE GOAL OF RESOLVING CRISIS SITUATIONS AND THERBY AVOIDING THE NEED FOR MORE RESTRICTIVE RESPONSES IE OUT OF HOME PLACEMENT

EMERGENCY FOSTER CARE THE BASIC CONCEPT OF THIS PROGRAM IS TO USE PAID OR VOLUNTEER FOSTER HOMES TO PROVIDE SHORT TERM RESIDENTIAL SERVICES TO DELINQUENT YOUTH OR MINOR OFFENDERS THIS PROGRAM SERVES AS A LOW COST ALTERNATIVE TO SHELTER CARE DETENTION FACILITIES AND MAXIMIZED INDIVIDUALIZED CARE

DAY TREATMENT A MAJOR GOAL OF THE JUVENILE JUSTICE ADVISORY COUNCIL IS TO FUND PROGRAMS WHICH SERVE AS AN ALTERNATIVE TO THE REMOVAL OF CHILDREN FROM THE HOME OR COMMUNITY FOR CORRECTIONAL TREATMENT IN ITS REVIEW OF THE VARIETY OF SUCH PROGRAMS AVAILABLE THE COUNCIL FELT THAT SUPPORT SHOULD BE OFFERED TO THE DEVELOPMENT OF DAILY TREATMENT TYPE PROGRAMS
OBJECTIVES OF DAY TREATMENT PROGRAMS SHOULD INCLUDE TO DETER YOUTH FROM MOVING INTO RESIDENTIAL TREATMENT INSTITUTIONAL OR INPATIENT PSYCHIATRIC CARE TO IMPROVE EDUCATIONAL SKILLS INVOLVE FAMILY MEMBERS TO SUPPORT THE CHILD IN THE DAY TREATMENT PROGRAM TO ESTABLISH COMMUNITY BASED PLANS FOR YOUTHS DISMISSAL OR GAINING ADJOURNMENTS WITH CONTEMPLATION OF DISMISSALS AFTERCARE SERVICES WHILE PERHAPS THE LARGEST EXPENDITURE WITHIN JUVENILE CORRECTIONAL SERVICES IS FOUND IN THE AREA OF RESIDENTIAL SERVICES INTERMEDIATE TO LONG TERM INSTITUTIONAL FOSTER CARE ETC AFTERCARE SERVICES HAVE BEEN VIRTUALLY IGNORED DUE TO COSTS INVOLVED AND LACK OF REIMBURSEMENT MECHANISMS THE AFTERCARE COMPONENT HOWEVER IS CRITICAL TO THE SUCCESS OF THE REINTEGRATION OF THE YOUTH INTO HIS OR HER HOME OR FOLLOW UP PLACEMENT THE LACK OF AFTERCARE SERVICES PRESENTS TWO BARRIERS TO SUCCESSFUL REINTEGRATION A CHANGE OF SERVICE PROVIDERS FROM THOSE WORKING WITH THE YOUTH FAMILY DURING TREATMENT TO A NEW WORKER OR NO WORKER AND A RADICAL DECREASE IN INTENSITY OF CONTACT WITH THE YOUTH FAMILY AT A TIME THAT MANY READJUSTMENT PRESSURES ARE SURFACING SUCCESSFUL REINTEGRATION FOLLOWING RESIDENTIAL PLACEMENT WOULD IMPACT COSTS INVOLVED WITH MULTIPLE PLACEMENTS AND WITH LONGER TERM RESIDENTIAL STAYS OBJECTIVES OF AFTERCARE PROGRAMS SHOULD INCLUDE THE FOLLOWING TO DEVELOP A MORE SYSTEMATIC PROCEDURE OF REBUILDING SOLID TIES BETWEEN A JUVENILE IN RESIDENTIAL PLACEMENT AND THE COMMUNITY TO WHICH HE SHE WILL BE RETURNING THIS ACTIVITY BEGINS WHILE THE YOUTH IS STILL IN RESIDENTIAL PLACEMENT TO PROVIDE RESOURCES TO DEVELOP A BETTER DEFINED AND MORE SYSTEMATIC FOLLOW UP AND AFTERCARE PROGRAM ONCE THE YOUTH LEAVES THE RESIDENTIAL PROGRAM THE AFTERCARE SERVICES WOULD BE PROVIDED BY WORKERS INVOLVED WITH THE YOUTH DURING HIS HER RESIDENTIAL STAY AND WOULD BEGIN AT A LEVEL OF INTENSITY WHICH MORE CLOSELY RESEMBLES THAT OF HIS HER RESIDENTIAL PROGRAMMING THE LEVEL OF INTENSITY OF CONTACT SERVICES WOULD THEN GRADUALLY DECREASE OVER A SIX MONTH PERIOD TO DECREASE LENGTH OF RESIDENTIAL STAY PER YOUTH BY PROVIDING A HIGHLY STRUCTURED INTENSIVE AFTERCARE SERVICE TO DECREASE REPEAT PLACEMENTS DUE TO UNSUCCESSFUL PLACEMENT FOLLOWING RESIDENTIAL CARE BY INSTITUTING A HIGHLY STRUCTURED INTENSIVE AFTERCARE PROGRAM THROUGH PROVIDING EVIDENCE OF COST SAVINGS TO ENCOURAGE PURCHASERS OF RESIDENTIAL SERVICES FOR YOUTH TO EXPAND PAYMENTS TO INCLUDE AFTERCARE SERVICES A VARIETY OF ACTIVITIES COULD BE INCLUDED WITH THE PROVISION THAT AFTERCARE SERVICES SHOULD BE PROVIDED IN COOPERATION WITH THE RESIDENTIAL PROGRAM AND BY INDIVIDUALS INVOLVED WITH THE YOUTH FAMILY DURING HIS HER RESIDENTIAL STAY AS PART OF THE TREATMENT TEAM AFTERCARE SERVICE PROVIDERS COULD BE EMPLOYEES OF THE RESIDENTIAL PROGRAM OR OF OTHER COMMUNITY BASED PROGRAMS BUT SHOULD WORK UNDER THE GENERAL DIRECTION OF THE RESIDENTIAL TREATMENT STAFF CRISIS INTERVENTION SERVICES PROGRAM DESCRIPTION CRISIS INTERVENTION SERVICES SERVE AS A COMMUNITY BASED ALTERNATIVE TO SHELTER OR DETENTION THROUGH PROVIDING SERVICES TO YOUTH AND FAMILIES AT THE POINT OF CRISIS THE PROGRAM IS DESIGNED TO PROVIDE IMMEDIATE INTENSIVE INTERVENTION SERVICES IN THE FIELD OF PROVIDING CRISIS INTERVENTION SERVICES INVOLVING THE INVOLVEMENT OF THE YOUTH PROVIDENCE WITH THE VIEWS OR PROTEST OF THE FAMILY MEMBERS
Anticipated objectives of Crisis Intervention Programs are listed as follows:

- To assist police in responding to family disturbance calls.
- To divert a number of families from shelter care through provision of short-term Crisis Intervention treatment designed to resolve the problems leading to the need for separation or to improve the situation to a more tolerable level while longer-term treatment is being engaged.
- To demonstrate a cost savings by decreasing recurrent police involvement with specific families around family disturbances and by circumventing the need for costly residential services for the youth involved.
I-JAC HAS IDENTIFIED TWO AREAS OF NEED THAT IT WISHES TO ADDRESS THROUGH GRANTS: ALTERNATIVES TO THE USE OF ADULT JAILS FOR THE DETENTION OF JUVENILES AFTER CARE SERVICES TO FACILITATE REINTRODUCTION OF YOUTH BACK INTO THE COMMUNITY AFTER RESIDENT PLACEMENT OR INSTITUTIONAL CARE

PROGRAM DESCRIPTIONS DETENTION OF YOUTH MOST PRACTITIONERS AGREE THAT THE JAILING OF A JUVENILE WITH ADULTS HAS A NEGATIVE IMPACT A PRIMARY OBJECTIVE WOULD BE TO MINIMIZE THE HOLDING OF YOUTH IN JAILS BY PROVIDING ALTERNATIVE DETENTION FACILITIES WHICH DO NOT HOUSE ADULTS AND HAVE AN ATMOSPHERE LESS INUNDATED BY SECURITY UTILIZING SHELTERS FOR YOUTH NEEDING NONSECURE RESIDENTIAL SUPERVISION PROVIDING NONRESIDENTIAL PROGRAMMING WHICH CAN MEET THE OBJECTIVES OF DETENTION ESTABLISHING LEGAL GUIDELINES AND PROCEDURES TO MINIMIZE THE PLACE SMENT AND LENGTH OF PLACEMENT OF YOUTH IN JAILS AND IMPROVING THE EFFICIENCY OF THE JUVENILE COURT SYSTEM TO MINIMIZE THE TIME A YOUTH WOULD SPEND IN JAIL PRIOR TO ADJUDICATION OR DISPOSITION

IN THE AMENDMENTS TO THE FEDERAL JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT OF NINETEEN EIGHTY CONGRESS INSTITUTED A REQUIREMENT THAT PARTICIPATING STATES SHALL REMOVE JUVENILES FROM DETENTION IN ADULT JAILS AND LOCKUPS IN RESPONSE TO THAT MANDATE IOWA HAS EMBARKED ON AN EMPHASIS OF PROGRAM DEVELOPMENT WHICH ACHIEVES THAT GOAL.

DETENTION ALTERNATIVES JUVENILE DETENTION IS DEFINED AS THE TEMPORARY CARE OF A CHILD IN A PHYSICALLY Restricting FACILITY DESIGNED TO INSURE THE CONTINUED CUSTODY OF THE CHILD AT ANY POINT BETWEEN THE CHILD'S INITIAL CONTACT WITH THE JUVENILE AUTHORITIES AND THE FINAL DISPOSITION OF HIS OR HER CASE.

JUVENILE DETENTION MAY BE FURTHER DEFINED WITH RESPECT TO TWO UNIQUE ASPECTS OF SERVICES PROVIDED SECURE CUSTODY AND INTERIM RESIDENTIAL CARE.

AN ALTERNATIVE TO THE USE OF ADULT JAILS JUVENILE DETENTION IS DESIGNED EXCLUSIVELY FOR CHILDREN WHO HAVE BEEN CHARGED WITH A DELINQUENT OFFENSE AND FOR WHOM SECURE CUSTODY IS REQUIRED FOR THEIR OWN OR THE COMMUNITY'S PROTECTION. ADMISSIONS MUST BE AUTHORIZED OR APPROVED BY COURT ORDER.

JUVENILE DETENTION MUST ALSO BE REGARDED AS AN EMERGENCY INTERVENTION WITH A SUGGESTED MAXIMUM LENGTH OF STAY OF TWENTY ONE DAYS.

JUVENILE DETENTION IS NOT A DISPOSITIONAL ALTERNATIVE TO BE USED AS TREATMENT OR SENTENCING BUT RATHER AN INTERIM RESOURCE PENDING ADJUDICATION DISPOSITION OR PLACEMENT.

THE POPULATION OF DELINQUENT CHILDREN NEEDING SECURE CUSTODY TO ASSURE PROTECTION OF SOCIETY AND CONTINUED AVAILABILITY FOR COURT PROCEEDINGS IS ACTUALLY QUITE SMALL. MOST DELINQUENT YOUTH CAN SUCCESSFULLY BE SENT HOME WITH THEIR PARENTS PENDING HEARINGS MANY YOUTH WHO CANNOT REMAIN IN THE HOME CAN FUNCTION QUITE WELL IN A SHELTER FACILITY PENDING DISPOSITION EVEN THOUGH THE CHARGE IS A DELINQUENT ACT.

SOME YOUTH WHO WOULD OTHERWISE HAVE REQUIRED RESIDENTIAL SUPERVISION CAN REMAIN IN THEIR OWN HOMES AND BE ENROLLED IN AN IN HOME SUPERVISION PROGRAM WHICH ASSIGNS AN ADULT MONITOR TO MAINTAIN DAILY CONTACT MULTIPLE CONTACTS PER DAY WITH A YOUTH DURING THE PERIOD OF COURT PROCESSING THE PRIMARY ADVANTAGE OF IN HOME SUPERVISION IS THE LOW COST WHEN COMPARED TO A FACILITY COST.

SHORT TERM HOLDINGS FOR PROCESSING TRANSFER OF CUSTODY OR HOLDING FOR PARENTAL PICK UP CAN BE ACCOMPLISHED THROUGH ATTENDANT CARE OR SHORT TERM HOLDOVERS.

SINCE THERE IS A SMALL POPULATION OF YOUTH WHO SIMPLY COULD NOT BE HANDLED IN A NONSECURE SETTING EACH COUNTY SHOULD HAVE ACCESS TO A DETENTION FACILITY FOR YOUTH THE CAN BE DUE LARGELY BY IDENTIFYING CURRENT DETENTION CENTERS AND
ALLOWING OUT OF COUNTY REFERRALS ON A SPACE AVAILABLE BASIS OR BY THE DEVELOPMENT OF MULTICOUNTY PROGRAMS

THE FOLLOWING PROGRAM MODELS MAY BE UTILIZED TO ADDRESS THE PROBLEM OF YOUTH IN JAIL.

JUVENILE DETENTION CENTERS SERVING AS AN ALTERNATIVE TO ADULT JAILS DETENTION PROGRAMS ARE DESIGNED EXCLUSIVELY FOR THOSE YOUTH WHO HAVE BEEN CHARGED WITH A DELINQUENT OFFENSE AND FOR WHOM SECURE CUSTODY IS REQUIRED FOR THEIR OWN OR THE COMMUNITY'S PROTECTION SUCH PROGRAMS PROVIDE SHORT TERM PHYSICALLY RESTRICTIVE RESIDENTIAL SERVICES.

SHELTER CARE SHELTER CARE IS A COMMUNITY BASED NONSECURE SHORT TERM GROUP CARE PROGRAM FOR YOUTH WHO ARE EXPERIENCING A FAMILY OR PERSONAL CRISIS WHICH NECESSITATES TEMPORARY REMOVAL FROM THE HOME SOME YOUTH ACCUSED OF DELINQUENT ACTS ARE SIMULTANEOUSLY EXPERIENCING HOME DIFFICULTIES SHELTER CARE PROVIDES FOR THE BASIC NEEDS OF A YOUTH WHILE IN RESIDENCE AS WELL AS SUPPORTIVE SERVICES SUCH SERVICES MAY INCLUDE DIAGNOSTIC EVALUATION FAMILY AND INDIVIDUAL COUNSELING EDUCATIONAL VOCATIONAL ASSESSMENT MORE DIFFICULT YOUTH CAN BE HANDLED IN SHELTER THROUGH SPECIAL PROGRAMMING WHICH INCREASES STAFF INTENSITY.

IN HOME DETENTION SUCH PROGRAMS SERVE AS AN ALTERNATIVE TO DETENTION OR SHELTER CARE BY THE SUPERIMPOSING OF A MONITOR INTO THE FAMILY ENVIRONMENT THIS IS PARTICULARLY RELEVANT TO THOSE YOUTH FACING REMOVAL FROM THE HOME DUE TO THE PARENTS INABILITY TO PROVIDE CONTROL THE MONITOR'S RESPONSIBILITY IS TO TRACK THE YOUTHS AND THE FAMILY'S COMPLIANCE WITH AN ESTABLISHED BEHAVIORAL CONTRACT AND ASSURE THE YOUTHS ACCOUNTABILITY UNTIL THE JUVENILE JUSTICE AUTHORITIES HAVE MADE A DISPOSITION OF THE CASE.

ATTENDANT CARE AND SHORT TERM HOLDOVERS ATTENDANT CARE IS THE PROVISION OF AN ADULT TO SUPERVISE A YOUTH IN A NONSECURE SETTING WHEN THE NECESSARY TIME OF HOLDING IS SHORT TERM A SPECIALLY DESIGNATED SPACE IN A PUBLIC FACILITY DESIGNATED FOR ATTENDANT CARE IS A SHORT TERM HOLDOVER.

IMPROVED EFFICIENCY OF JUVENILE COURT SYSTEM THIS PROGRAM WILL ADDRESS THE ADMINISTRATIVE AND MONITORING FUNCTIONS OF THE JUVENILE COURT AND THE CREATION OF LINKAGES WITH RELEVANT COMMUNITY RESOURCES PROJECTS WHICH ARE DESIGNED TO IMPROVE THE LEVEL OF SERVICES ACCOUNTABILITY COORDINATION OF RESOURCES AND ADMINISTRATIVE PERFORMANCE ARE INCLUDED IN THIS CATEGORY OF PARTICULAR INTEREST WILL BE PROGRAMS TO DECREASE THE PERIOD FROM TAKING INTO CUSTODY TO ADJUDICATION AND DISPOSITION FOR YOUTH IN DETENTION OR SHELTER CARE.

IT HAS BEEN SHOWN THAT THE DEVELOPMENT OF WRITTEN CRITERIA FOR THE USE OF SHELTER AND DETENTION FOR JUVENILES CAN BRING ABOUT A SIGNIFICANT REDUCTION OF DETENTION INSTANCES PROJECTS WHICH INCLUDE SUCH CRITERIA DEVELOPMENT AND IMPLEMENTATION AS WELL AS THE IMPLEMENTATION OF TWENTY FOUR HOUR INTAKE SERVICES WILL BE CONSIDERED FAVORABLY.

AFTERCARE SERVICES WHILE PERHAPS THE LARGEST EXPENDITURE WITHIN JUVENILE JUSTICE AND CHILD WELFARE SYSTEM IS FOUND IN THE AREA OF RESIDENTIAL SERVICES INTERMEDIATE LONG TERM INSTITUTIONAL FOSTER CARE ETC AFTERCARE SERVICES HAVE BEEN VIRTUALLY IGNORED DUE TO COSTS INVOLVED LACK OF REIMBURSEMENT MECHANISMS CASE PLANNING OMISSION AND LACK OF REFERRALS THE AFTERCARE COMPONENT HOWEVER IS CRITICAL TO THE SUCCESS OF THE REINTEGRATION OF THE YOUTH BACK INTO HIS OR HER HOME OR FOLLOW UP PLACEMENT THE LACK OF AFTERCARE SERVICES PRESENTS TWO BARRIERS TO SUCCESSFUL REINTEGRATION A CHANGE OF SERVICE PROVIDERS FROM THOSE WORKING WITH THE YOUTH FAMILY DURING TREATMENT TO A NEW WORKER OR NO WORKER AND A RADICAL DECREASE IN INTENSITY OF CONTACT WITH THE YOUTH FAMILY AT A TIME THAT MANY READJUSTMENT PRESSURES ARE SURFACING SUCCESSFUL REINTEGRATION FOLLOWING RESIDENTIAL PLACEMENT WOULD IMPACT COSTS INVOLVED WITH MULTIPLE PLACEMENTS AND WITH LONGER TERM RESIDENTIAL STAYS.
OBJECTIVES OF AFTERCARE PROGRAMS SHOULD INCLUDE THE FOLLOWING TO DEVELOP A MORE
SYSTEMATIC PROCEDURE OF REBUILDING SOLID TIES BETWEEN A JUVENILE IN RESIDENTIAL
PLACEMENT AND THE COMMUNITY TO WHICH HE SHE WILL BE RETURNING THIS ACTIVITY
BEGIN WHILE THE YOUTH IS STILL IN RESIDENTIAL PLACEMENT.

TO PROVIDE RESOURCES TO DEVELOP A BETTER DEFINED AND MORE SYSTEMATIC FOLLOW-UP
AND AFTERCARE PROGRAM ONCE THE YOUTH LEAVES THE RESIDENTIAL PROGRAM. THE AFTERCARE
SERVICES WOULD BE PROVIDED BY WORKERS INVOLVED WITH THE YOUTH DURING HIS HER
RESIDENTIAL STAY AND WOULD BEGIN AT A LEVEL OF INTENSITY WHICH MORE CLOSELY
RESEMBLES THAT OF HIS HER RESIDENTIAL PROGRAMMING THE LEVEL OF INTENSITY OF
CONTACT SERVICES WOULD THEN GRADUALLY DECREASE OVER A SIX MONTH PERIOD.

TO DECREASE LENGTH OF RESIDENTIAL STAY PER YOUTH BY PROVIDING A HIGHLY STRUCTURED
INTENSIVE AFTERCARE SERVICE

TO DECREASE REPEAT PLACEMENTS DUE TO UNSUCCESSFUL PLACEMENT FOLLOWING RESIDENTIAL
CARE BY INSTITUTING A HIGHLY STRUCTURED INTENSIVE AFTERCARE PROGRAM

THROUGH PROVIDING EVIDENCE OF COST SAVINGS TO ENCOURAGE PURCHASERS OF RESIDENTIAL
SERVICES FOR YOUTH TO EXPAND PAYMENTS TO INCLUDE AFTERCARE SERVICES.
JULIETTE NELSON GRANT AWARD ANNOUNCED: IOWA NINETEEN NINETY

The Juvenile Justice Advisory Council of the Iowa Division of Children Youth and Family Services announces the Nineteen Ninety Jail Removal Grant Award.

Successful applicants will propose a program to aid in the removal of juveniles from adult jail. This can include construction or remodeling of community facilities of a program that is an alternative to jail programs. Impacting the disproportional overrepresentation of minorities in the system will be given priority.
DURABILITY PREVENTION FOR THE PAST SEVERAL YEARS IOWA HAS WORKED TO PROVIDE ALTERNATIVES TO LOCKING YOUTH IN ADULT JAILS MOVING FORWARD IN THE NEW DECADE ONE PRIORITY OF THE JJAC IS THE ENCOURAGEMENT OF PROGRAMS THAT WILL PREVENT THE NEED FOR THESE ALTERNATIVES.

PREVENTION IS THE ACTIVE ASSERTIVE PROCESS OF CREATING CONDITIONS AND OR PERSONAL ATTRACTIONS THAT PROMOTE THE WELL BEING OF PEOPLE QUALITY PREVENTION PROGRAMS ARE DEMONSTRATED BY PLANNED CHANGE LEADING TO A NEW CONDITION THAT IS RELATIVELY FREE OF THE SYMPTOMS ONE WISHES TO PREVENT.

STANDARD PROGRAM COMPONENTS OF DELINQUENCY PREVENTION PROGRAMS SHOULD INCLUDE QUALITY COMPREHENSIVE SERVICES TO YOUTH AND FAMILIES USE OF PROVEN OR POTENTIAL EFFECTIVE INNOVATIVE MODELS OF PREVENTION TARGETED AT AGE TEN OR OLDER AND POPULATIONS WHERE PROACTIVE NOT REACTIVE PROGRAMMING IS POSSIBLE.

OBJECTIVES OF DELINQUENCY PREVENTION PROGRAMS SHOULD INCLUDE TO INCREASE FEELINGS OF EMPOWERMENT BELONGING COMPETENCE AND STATUS AMONG YOUTH AND THEIR FAMILIES TO SHOW A DECREASE IN THE NUMBERS OF YOUTH INVOLVED IN DELINQUENT ACTIVITY TO DETER INVOLVEMENT IN ILLEGAL ACTIVITIES AND TO PROMOTE INVOLVEMENT IN LAWFUL ACTIVITIES TO PROMOTE COMMUNITY COLLABORATION AND EFFECTIVE EFFICIENT USE OF EXISTING RESOURCES.

AFTERCARE SERVICES AFTERCARE SERVICES HAVE BEEN VIRTUALLY IGNORED DUE TO COSTS LACK OF REIMBURSEMENT MECHANISMS CASE PLANNING OMission AND LACK OF REFERRALS THE AFTERCARE COMPONENT IS CRITICAL TO THE SUCCESS FOR REINTEGRATION OF THE YOUTH BACK INTO HIS HER HOME OR FOLLOW UP PLACEMENT AFTER RESIDENTIAL OR INSTITUTIONAL CARE LACK OF AFTERCARE SERVICES PRESENTS TWO BARRIERS TO SUCCESSFUL REINTEGRATION DISCONTINUITY OF SUPPORT FOR THE YOUTH AND FAMILY RESULTING FROM A CHANGE OF SERVICE PROVIDERS FROM THOSE WORKING WITH THE YOUTH FAMILY DURING TREATMENT TO A NEW WORKER OR NO WORKER A RADICAL DECREASE IN INTENSITY OF PROFESSIONAL CONTACT WITH THE YOUTH FAMILY AT A TIME WHEN MANY READING PRESSURES ARE SURFACING SUCCESSFUL REINTEGRATION FOLLOWING RESIDENTIAL PLACEMENT WOULD IMPACT COSTS INVOLVED WITH MULTIPLE PLACEMENTS AND LONGER TERM RESIDENTIAL STAYS.

STANDART PROGRAM COMPONENTS OF AFTERCARE PROGRAMS SHOULD INCLUDE COMPREHENSIVE SERVICES TO BOTH YOUTH AND FAMILY APPROPRIATE SUPERVISION AND STRUCTURE FOR THE YOUTH COORDINATING NECESSARY EXISTING SERVICES TO MEET CLIENT SPECIFIC NEEDS.

OBJECTIVES OF AFTERCARE PROGRAMS SHOULD INCLUDE TO DEVELOP A MORE SYSTEMATIC PROCEDURE OF REBUILDING SOLID TIES BETWEEN A JUVENILE IN RESIDENTIAL OR INSTITUTIONAL PLCACE AND THE COMMUNITY AND FAMILY TO WHICH HE SHE WILL BE RETURNING TO PROVIDE RESOURCES TO DEVELOP A WELL DEFINED AND MORE SYSTEMATIC FOLLOW UP AND AN AFTERCARE PROGRAM ONCE THE YOUTH LEAVES RESIDENTIAL OR INSTITUTIONAL PROGRAM TO DECREASE LENGTH OF RESIDENTIAL OR INSTITUTIONAL STAYS amongst with REPEAT PLACEMENTS BY PROVIDING A HIGHLY STRUCTURED INTENSIVE ARTIFICAL SERVICE TO PROVIDE EVIDENCE OF COST SAVINGS THEREBY ENCOURAGING PURCHASERS OF RESIDENTIAL OR INSTITUTIONAL YOUTH SERVICES TO EXPAND PAYMENTS TO INCLUDE HIGH AFTERCARE SERVICES AND PROGRAM EVALUATION TO ASSIST IN DETERMINING EFFECTIVENESS OF OUTCOMES HIGH SCHOOL DIPLOMA EMPLOYMENT HIGH EDUCATION SIBLINGS IN SCHOOL.
COMMUNITY BASED SERVICES: THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT requires the JJAC to solicit youth input about the juvenile justice system from juveniles who are in the system. Therefore, the council has allotted ten thousand dollars for the development of an innovative plan to interact with these youth and use their experiences to effect quality system change.

STANDARD PROGRAM COMPONENTS OF YOUTH INPUT PROGRAMS SHOULD INCLUDE AN EFFECTIVE METHOD FOR REACHING SYSTEM YOUTH AND GAINING FROM THEM ACCURATE RELEVANT INFORMATION INCLUDING THEIR PERCEPTIONS OF THE STRENGTHS, WEAKNESSES, AND NEEDS OF THE SYSTEM PRESENTATION OF THE INFORMATION IN USEABLE FASHION WITH POSITIVE SUGGESTIONS FOR IMPLEMENTATION OF NEW INNOVATIVE JUVENILE JUSTICE PROGRAMS.

OBJECTIVES OF YOUTH INPUT PROGRAMS SHOULD INCLUDE TO FORMULATE A PLAN THAT WILL EMPOWER SYSTEM INVOLVED YOUTH TO OFFER SUGGESTIONS FOR IMPROVEMENT OF THE SYSTEM TO DEVELOP A WAY OF COMPILING AND PRESENTING THE INFORMATION GATHERED IN A USEABLE FASHION TO RECOMMEND POSSIBLE SOLUTIONS AND OR NEW PROGRAM MODELS WITH AN EMPHASIS ON PREVENTION BUT NOT EXCLUDING TREATMENT.
Through its planning process, the Iowa JAC has identified three areas of need that it wishes to address through these grants: delinquency prevention for youth ages twelve and older, minority overrepresentation for minority youth, and juvenile justice system youth input. A plan to allow for youth input into the juvenile justice system applicants are invited to consider these to develop grants awarded as a result of this announcement are intended to have a positive impact toward these needs.

Program descriptions of the three program areas to be funded by the nineteen ninety-one nineteen ninety-two grants are detailed below. Quality nontraditional and innovative programs will be a priority. Assurance is needed that programming will be available on an equitable and culturally sensitive basis to deal with disadvantaged youth, including but not limited to females and minority youth.

Delinquency prevention is the active assertive process of creating conditions and or personal attributes that promote the well-being of a person; quality prevention programs are demonstrated by planned change leading to a new condition that is relatively free of the symptoms one wishes to prevent.

Delinquency prevention has a very high correlation with substance abuse prevention. Therefore, substance abuse prevention needs to be incorporated into all prevention programs. Youth need to be taught skills that can be transferred over to real life and not just to say no to drugs but how to say no to gangs, cults, too much work, and so on. Every person has four basic needs that they must meet to feel successful: belonging, status, competence, and power. Belonging is a feeling of connectiveness and a shared respect between people. Status is a recognition of that person's hard work, effort, and existence. Competence is an acquisition of useful, desirable, and marketable skills. Power is a feeling of confidence and high self-esteem. The belief that the person can make decisions that exert control in their life. A successful prevention program includes avenues for these four needs to be met.

Standard program components of delinquency prevention programs should include quality comprehensive services to youth and families, use of proven or potential effective innovative models of prevention targeted at age ten or older and populations where proactive not reactive programming is possible.

Objectives of delinquency prevention programs should include increasing feelings of empowerment, belonging, competence, and status among youth and their families. Show a decrease in the numbers of youth involved in delinquent activity to deteriorate involvement in illegal activities and to promote involvement in lawful activities promoting community collaboration and effective efficient use of existing resources.

Minority overrepresentation Iowa has a minority population that is four percent of the total population. Though the figure does range up to fifteen percent in some of our cities, the black population is approximately one point seven percent of the whole and the other minorities are less than one percent. Each the information currently available shows that practices in the placement of minority youth in secure facilities indicate a disproportionate overrepresentation of these juveniles.

Standard program components of programs addressing minority overrepresentation should include quality comprehensive services to minority youth and their families, implementation of programs that are proactive and increasing the disproportionate overrepresentation of minorities in their facility systems with potential to become involved with the juvenile justice system.
YOUTH INPUT PROGRAMS SHOULD INCLUDE AN EFFECTIVE METHOD FOR GATHERING SYSTEM YOUTH AND GAINING FROM THEM ACCURATE RELEVANT INFORMATION INCLUDING THEIR PERCEPTIONS OF THE STRENGTHS, WEAKNESSES, AND NEEDS OF THE JUVENILE JUSTICE SYSTEM. PRESENTATION OF THE INFORMATION IN USEABLE FASHION WITH POSITIVE SUGGESTIONS FOR IMPLEMENTATION OF NEW INNOVATIVE JUVENILE JUSTICE PROGRAMS.

OBJECTIVES OF YOUTH INPUT PROGRAMS SHOULD INCLUDE FORMULATING A PLAN THAT WILL EMPOWER SYSTEM INVOLVED YOUTH TO OFFER SUGGESTIONS FOR IMPROVEMENT OF THE SYSTEM DEVELOPING A WAY OF COMPILING AND PRESENTING THE INFORMATION GATHERED IN A USEABLE FASHION RECOMMENDING POSSIBLE SOLUTIONS AND/OR NEW PROGRAM MODELS WITH EMPHASIS ON PREVENTION BUT NOT EXCLUDING TREATMENT.
An illustration

To illustrate the ability of contextual/conceptual analysis to distinguish between texts, we selected short passages from five published articles:
(a) Scholarly Journal Article - report of research findings on the impact of pre-retirement programs on post-retirement satisfaction and behavior for older people;
(b) Airline Finance News - a financial-page, newspaper report about an airline’s financial problems associated with costs of long-distance flights;
(c) Magazine Fiction - a newsstand magazine story incorporating “stream of consciousness” writing about personal feelings, reflections on life situation, and future possibilities;
(d) Religious Devotional - a passage from a daily religious reading providing guidance for personal living (this selection dealt with feelings of depression and loneliness);
(e) Editorial on Recent Crimes - an incensed editorial reaction to a series of person-crimes, coupled with demands for action to be taken by authorities.

The first four texts were expected to show relative emphasis on one of the four contexts. The last text was chosen to illustrate the use of contextual/conceptual content analysis in locating an ambiguous text in relation to other texts.

The texts were entered verbatim into a computer file and checked for accuracy and spelling but not edited in any way. Using the MCCA 8.3 contextual/conceptual content analysis program, each text was scored both conceptually (E-scores) and contextually (C-scores).

Table 3, below, provides a profile of four contextual scores for each of these five passages. In this example, the scores are standardized to sum to zero for a text, to aid in comparing relative emphasis on contexts. The higher the positive score, the more the text can be said to focus on a contextual dimension. Greater negative scores reflect less emphasis on that context.

There are two major contrasts to be explored in Table 3. First, the analyst can examine distinctions between articles. It is clear in the table that the scholarly article is the highest of all texts on the analytic contextual dimension. The magazine fiction and the crime editorial have high C-scores on the emotional dimension. Both the scholarly article and the airline finance news have high pragmatic scores while the religious devotional and, to some extent, the crime editorial, emphasize the traditional. An analysis of contextual scores provides information on similarity between texts in the approach taken to the topic at hand. Here, differences clearly reflect what one might expect texts from these sources to be.

Table 3. Distribution of contextual scores (c-scores) for five selected texts

<table>
<thead>
<tr>
<th>Four context dimensions</th>
<th>Traditional</th>
<th>Practical</th>
<th>Emotional</th>
<th>Analytic</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Scholarly article</td>
<td>-3.24</td>
<td>10.02</td>
<td>-14.16</td>
<td>7.67</td>
</tr>
<tr>
<td>2. Airline finance news</td>
<td>-5.59</td>
<td>11.21</td>
<td>-6.77</td>
<td>1.15</td>
</tr>
<tr>
<td>4. Religious devotional</td>
<td>6.08</td>
<td>-7.19</td>
<td>5.44</td>
<td>-4.33</td>
</tr>
<tr>
<td>5. Editorial on recent crimes</td>
<td>3.51</td>
<td>-12.65</td>
<td>19.47</td>
<td>-10.33</td>
</tr>
</tbody>
</table>
APPENDIX D

ILLUSTRATIVE C-SCORE AND E-SCORE EXAMPLES

(Adopted Verbatim from:

Contextual content analysis, quality and quantity,
24, pp. 254-258)
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APPENDIX E

DIMENSION/CONCEPT LEXICONS - ILLUSTRATIVE EXAMPLES
Remediation Lexicon - Illustrative Examples

Fixing
Correctives
Punishment
Penalty
Coercive
Punitive
Incarceration
Probation
Parole
Juvenile halls
Juvenile court
Juvenile law
Rehabilitation
Treatment
Youth training schools
Custody
Removal of youth from the home
Intervention
Incorrigible youth
Juvenile delinquent
Pre-delinquent
Status offenders
Parental control
Doctrine of parens patriae
Rehabilitate rather than punish youthful offenders

Rehabilitation

Private institutions for juveniles/youth

Public institutions for juveniles/youth

Changing behavior of youth

Juveniles (in some instances) may be prosecuted as adults

Juvenile court decision would reflect best interest of child/youth

Child/youth and judge relationship is counselor or doctor/patient type

Juvenile courts/judges "save" youth/child from criminal career

Juvenile court was/is treatment oriented

In juvenile court state seeks to "salvage" child who may be in danger of becoming offender

Juvenile/youth crime

Protecting the public from youth/delinquency, incorrigibility, and crime

Nonadversarial proceedings

Deterrence

Preventing juvenile delinquency

Preventing juvenile crime

Preventing status offenses

Helping

Non-punitive

Truant youth

Disobedient youth

Incorrigible youth
Delinquent youth
Abandoned youth
Status offenders may be incarcerated
Juvenile delinquents may be incarcerated
In certain instances youth may be transferred to adult courts, tried, and if convicted subjected to all adult penalties including the death penalty

Juvenile community treatment services/centers
Juvenile community corrections
Juvenile restitution

Primary function of juvenile court is protection of the community while affording appropriate services to child/youth

Detention of juveniles pending adjudication
Placement in foster home
Placement in group home
Placement in training school
Placement in state correctional institution
Placement in local detention facility

Nonviolent youth sometimes are detained because they make a "bad" appearance in juvenile court
Rebellious youth you have committed no offense may be designated "trouble makers" and treated accordingly

Juvenile court acts as wise parent
Traditional Prevention Lexicon - Illustrative Examples

Deterrence
Incapacitation
Stigma
Probation
Parole
Fines
Incarceration
Custody
Electronic surveillance
Detention
Intensive probation
Identification of pre-delinquents/delinquency
Labeling
Delinquency prevention programs
Delinquency prevention
Juvenile delinquency
Rehabilitation
Incorrigible youth
Treatment of predelinquents
Truants
Treatment of delinquents
Runaways
Intervention
Drop-outs
Early intervention
Juvenile sanctions
Authority threats (warnings)
Schools
Juvenile courts
Education
Fixing
Juvenile camps
Correcting
Juvenile halls
Reactive
Youth training schools
Application of "prevention" strategies to individual youth
Juvenile training schools
Focus on doing things "to" youth rather than "working with" youth
Community youth corrections
Securing child's best interests
Rehabilitation goals pervade juvenile justice process
Rehabilitation goal can be fulfilled only if regime limited to offenders capable of rehabilitation
Court appearance of child/youth is a rehabilitative device/experience
Juvenile court appearance might reform youth child/youth
Court appearance of juvenile reduces recidivism
Incorrigible child is youth in need of supervision
Juvenile court acts as a wise parent
Juvenile court gives child/youth what is best for them

Juvenile court judge "saves" child/youth from criminal career through proper treatment

Purpose of juvenile court was to prevent children from becoming criminals

Helping

Non-punitive

Saving children

Deterrence through reintegration

Deterrence through reformation

Deterrence through punishment
sociological Prevention Lexicon - Illustrative Examples

Sociological Prevention

Etiological factors

Root conditions

Root causes

Causal conditions

Conditions

Social conditions

Societal conditions

Community conditions

Community efforts

Proactively creating conditions which preclude occurrence of symptoms one wishes to avoid

Proactively creating conditions obviating appearance of societal problems

Emphasizes change in conditions to promote the wellbeing of people/individuals

Changing conditions under which behavior to be prevented is most likely to occur

Systemic change

Social change

Societal change

Change conditions

Identifying and changing causal conditions/circumstances

Creating conditions

Changing conditions to preclude behavior targeted for avoidance
Assertive process (proactive process) of creating conditions
Changing conditions through working with people in the community
Proactive
Community development
Personal growth and development of people/individuals
Community assessment
Community planning
Community education
Organizational development consulting
Training
Advocacy for change in conditions
Systemic change
Legislation and policy development
Empowerment of individuals
Development of resources
Change status quo
Actively fostering Sociological Prevention capacity