

YOUTH CORRECTION: PERSONNEL CONSIDERATIONS RELATING TO THE AUTHORITY PLAN

WILLIAM J. ELLIS*

Preceding articles in this symposium have developed the character of the American Law Institute's plan to improve the treatment of youthful offenders through the establishment of Youth Correction Authorities. The prospects of this plan for successful operation hinge largely upon the two elements of personnel and finance. It is with these two related elements that this article is concerned.

The chief difference between the Authority Plan and other modern correctional programs rests in the centralization of administrative responsibility. All correctional facilities serving youth would be utilized by the Youth Correction Authority which could alter the treatment of any individual as changing circumstances demand. Under existing programs, related correctional functions are in many jurisdictions dissociated so that needed changes in treatment are difficult unless new offenses are committed. The types of personnel needed to perform the services contemplated in the model Youth Correction Authority Act are those now considered essential by modern correctional programs.

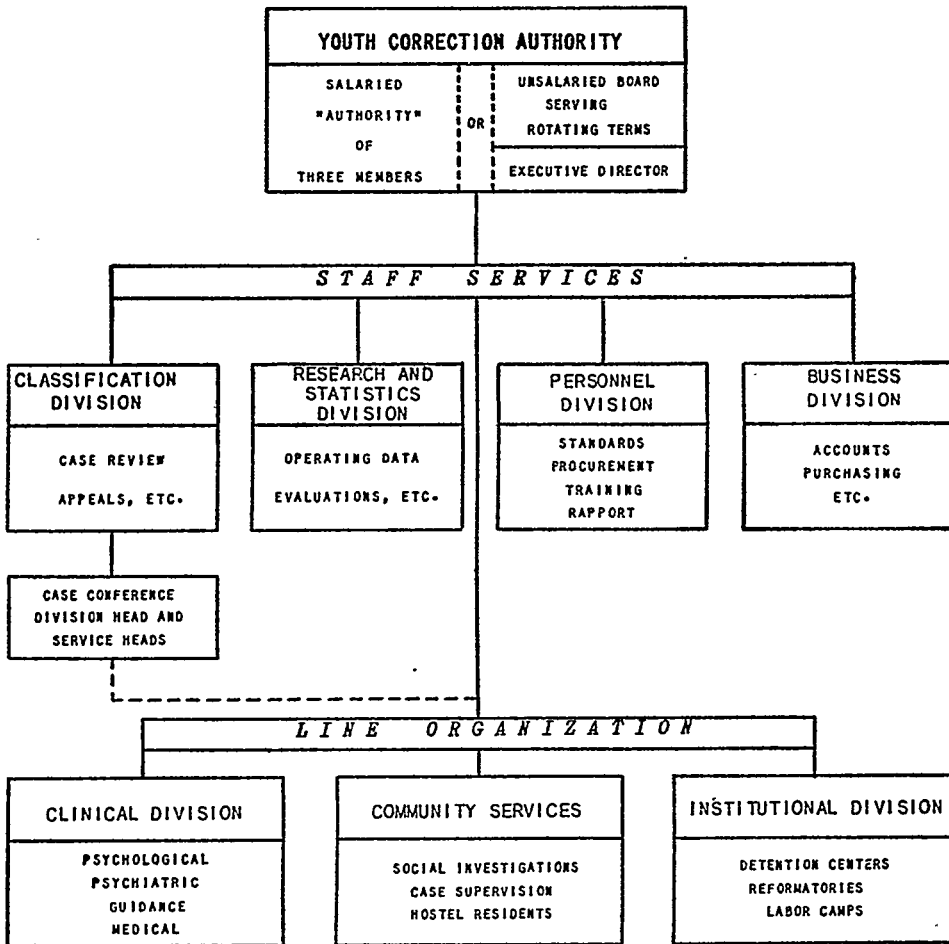
The staff of an Authority would consist of social workers, psychiatrists, psychologists, teachers, vocational advisers, and institutional staffs, reinforced and united by administrative and executive personnel, research statisticians, sociologists, and other specialists. A chart suggesting a possible form of organization for an Authority appears on the following page.

All staff members must be qualified in terms of personality and character, as well as through training and experience.

THE CENTRAL ORGANIZATION OF A YOUTH CORRECTION AUTHORITY

The form of organization used to administer a Youth Correction Authority will go a long way toward determining the effectiveness of the program. It will influence the public's attitude toward the agency and it will influence the attitude of profes-

* A.B., 1914, M.A., 1914, LL.D., 1929, Hobart College; graduate study, 1914-1917, Columbia University; Ph.D., 1928, Rutgers University. Commissioner of New Jersey State Department of Institutions and Agencies, since 1926. Past president of the American Prison Congress and of the American Public Welfare Association; member of various state and federal committees and commissions in the field of public welfare. Author of numerous articles and reports on crime.



(Staff in Line Organization May be in the Employ of Authority or of Accredited Agencies Whose Facilities the Authority is empowered to use.)

sional men and women as to whether they will wish to work with the Authority and whether they will be content in its service.

Nonetheless, the central unit need not be large or elaborate. Qualitative considerations, rather than quantitative factors, are at the heart of the personnel aspects of the central organizational needs of the program.

Jurisdiction of a Youth Correction Authority

The model bill calls for the creation of a Youth Correction Authority whose jurisdiction is to be statewide.¹ This is essential. Ordinarily it is contemplated that the Authority be an independent agency. This is questionable, and the provision may be

¹ YOUTH CORRECTION AUTHORITY ACT (A. L. I., Official Draft, 1940) (hereinafter cited as the "Model Act") p. 2.

adapted to local requirements. The accompanying comments do suggest that "in some states the Authority should be integrated with existing correctional institutions instead of being a wholly separate institution."² In the writer's opinion, it is preferable that the Authority be made an integral part of an existing state welfare or correctional department.³ There are at least two advantages. The cost ought to be less. Much less confusion and dissatisfaction should arise than if a new agency is created, duplicating existing facilities and in all probability competing for personnel and appropriations with older, less glamorous, but equally essential services. Those conditions which warrant establishing the Authority as an independent agency should represent the exception rather than the rule.

The Executive Organization of a Youth Correction Authority

The model bill proposes that the Authority shall consist of three members, appointed for rotating terms of nine years each, who are to be paid salaries commensurate with those received by judges in the courts of general criminal jurisdiction.⁴ The comment accompanying the text of the bill acknowledges that "there exist in certain states strong preferences for a single commissioner in the management of a department or other unit of government and that a good case can be made for the single head."⁵ A third alternative method of organization was not mentioned. This would vest general responsibility in the hands of a lay board whose members serve long overlapping terms and who are empowered to employ a technically qualified administrator as executive officer.

In the fields of welfare, education, correction, and public health, it is all but universal to find that career executives prefer to work under lay boards.⁶ Competent subordinate professional aides also find that the board system provides an atmosphere favorable to the rendition of professional service with a minimum of distraction.

The Youth Correction Authority program seems particularly likely to benefit from organization under a lay board with a single administrator. In the early days of trial and experimentation, the give and take of lay citizens interested in youth problems and keenly aware of the challenge they are meeting provides a spur to professional caution while keeping in mind the importance of public opinion. The lay board provides a sponsorship to the public. It is a demonstration that the project has not been created to invent more jobs. As the program operates, the board provides continuing leadership, and with its gradual turnover of membership it furnishes new blood without the turbulence of constantly shifting executive leadership.

² Model Act, comment, pp. 3-4.

³ This would move nearly parallel to the proposal at the federal level, also, as developed by the Judicial Conference of Senior Circuit Court Judges. See REPORT TO THE JUDICIAL CONFERENCE OF THE COMMITTEE ON PUNISHMENT FOR CRIME (1942).

⁴ Model Act, p. 5, and comment, p. 7.

⁵ *Id.*, comment, p. 4.

⁶ See AM. PRISON CONG. PROCEEDINGS, 1941, pp. 58, 74. There are, of course, able adherents of other patterns of organization.

Personnel Service in a Youth Correction Authority

A key position in the Authority should be occupied by an individual trained in the duties usually assigned in industry to a personnel officer. While personnel problems in government, particularly in jurisdictions where civil service methods prevail, are different from those in private industrial organizations, the use of skilled personnel officers can be as profitable to the public administrator as to the industrial executive.

The Youth Correction Authority is bound to face difficult problems of personnel relationships and adjustments. The program calls for delicate inter-professional relationships and for the close collaboration of professional and non-professional workers. The selection of personnel, from the executive officer through all professional and non-professional employee classifications, should be on the basis of merit.

The model bill recognizes the value of the civil service method of recruiting personnel and determining their qualifications. But there is a clause in this section of the model bill, doubtless inserted to make sure that the program is safeguarded against destructive alteration and control of its job specifications, which seems to hold implications threatening a major purpose for which civil service has been created. This is the phrase giving the Authority final power to set qualifications for employment in its service.⁷

Many operating departments would like to have such power. But civil service is expected to provide unified personnel management throughout the public service. It is perfectly reasonable to let the civil service agency maintain comparable standards in comparable positions in different departments. Furthermore, the power to fix qualifications can be used to break down standards as well as to build them up. It can lead to the diluting of standards so as to limit opportunities to the personal selections of the appointing officer. From experience with civil service, the writer sees no reason to fear improper pressures from the civil service agency to hold personnel standards below a suitable level. This clause may well handicap the Authority in recruiting personnel objectively more than it will help by assuring autonomy in personnel matters.

Qualifications for Specific Jobs

With respect to qualifications for specific jobs, this article does not presume to deal. There are ample sources from which to learn what qualifications in the way of training, experience, and other attributes the applicants for professional positions should possess. The American Association of Social Workers, the National Probation Association, the American Public Welfare Association, the National Committee for Mental Hygiene and other organizations have publicized widely what it takes to qualify as a social worker and as other specialists. Most states have standards adopted either by the state department of education or by other accrediting agencies to describe the qualifications required of teachers and guidance counsellors.

⁷ Model Act, p. 22.

The American Association of Applied Psychologists is working to establish definitive standards for clinical psychologists. A similar comment is applicable to the qualifications of psychiatrists. The American Psychiatric Association has set up standards by which physicians may qualify as psychiatrists, but correctional psychiatry and psychology are specialties within specialties. Outstanding aptitude for the high duties of working with maladjusted youths should be the *sine qua non* among the tangible and intangible job specifications.

Finding Personnel

Perhaps the factor which would create the most problems in the way of personnel management for a newly organized Youth Correction Authority would be to find the needed personnel.

Even in normal times this would be difficult enough. Right at the start, the Authority would need an especially able staff. Men and women would be needed who would be able to make their own precedents and fit the pieces of the operating machinery together so that the new program could get under way with a minimum of confusion and uncertainty and with a minimum of disturbance to the courts and other correctional organizations with whom the Authority must cooperate.

Almost the only source from which suitable personnel could be recruited to initiate the enterprise is the existing correctional system. But this temptation must be resisted. Even the best of these agencies have rarely had a surplus of trained personnel able to exercise leadership in a new field, without lowering at least temporarily the capacity of the existing agencies to fulfill their responsibilities. While the Youth Correction Authority requirements must be met, if the program is to function on the basis contemplated by the American Law Institute, it is certainly not desirable to staff the Authority at the expense of already overloaded correctional agencies. Nonetheless, there may be no alternative. The training of replacements in an established institution may involve less of a shock than to start the new program with an inexperienced staff.

Consequently, we must look to the other sources. The welfare agencies, whose staffs can be diminished while demands for public assistance have moderated, and the schools of social work may have to supply the major part of the staff needed to conduct the community service activities of the Authorities if and when they are created.

As it is unlikely that this movement will become generally operative until after the war, it is possible that the armed forces may be the source for psychiatric and other clinical personnel. Specialists in the art of dealing with emotionally disturbed and recalcitrant soldiers can easily transfer their skill and interest to the care of young civil offenders when the war is over.

There is ample historic precedent for this expectation. If one reviews the progress made in the correctional field in the years following the Civil War, one is struck by the number of officers in both armies whose postwar careers took them into the

fields of education and penology. They brought a new insight into the circumstances which lead men and women to violate the law. Indeed, the Declaration of Principles adopted at the first American Prison Congress held in 1870, and written largely by men who had held important though not controlling war responsibilities, may be cited as one of the earliest endeavors to divert American penal methods away from emphasis on offenses into consideration for the offender. The progress of the last 20 years in many jurisdictions can be traced directly to the fact that personnel trained in modern scientific methods of classification as practiced in World War I promptly applied their invaluable experience to institutional and correctional problems.

In-Service Training

Another essential service in the central unit should be the training program, headed by a competent officer. There should be a regular orientation program for new professional employees. This training should build confidence in the sensibility and efficacy of the modern approach to correctional problems. It should also establish the subtle and seemingly minor considerations which control staff rapport and assure inter-professional teamwork.

In addition to the orientation phase of in-service training, staff members should be required to participate in organized training and refresher courses. In this way the staff can be kept on an optimum standard of quality and the basis laid for growth and development of individual members leading to their ultimate promotion. But the program is intended fundamentally to hold the standards of care on a uniformly high plane.

Research and Statistics

Another major division of the central organization should be a research and statistics unit, which would be engaged in measuring the activities of the Authority and in conducting research studies into the outcome of treatment and in various etiological and ecological aspects of the youth-crime problem which might be used in setting up preventive activities. All these data should be prepared both as guides to action by the Authority and for interpretation to the public.

Business Administration

The Youth Correction Authority will have to prepare payrolls, account for moneys expended, lease offices, buy equipment, handle money belonging to its charges, and perform a wide variety of other business functions. A division of administrative affairs must, therefore, be provided in the central unit.

OPERATING SERVICES OF A YOUTH CORRECTION AUTHORITY

The Probable Case Load of a Youth Correction Authority

To visualize, in detail, the personnel needs of the operating services required by a Youth Correction Authority, a well-defined conception is needed of how many cases

such an agency would deal with and of the various types of treatment involved in a rounded correctional program. Accordingly the writer has based his estimates of personnel requirements on an unpublished analysis of the way the plan might be expected to operate in New Jersey, prepared by the Juvenile Delinquency Commission.

According to these data a yearly average of 15 in every 1,000 youths aged 16-20 years were convicted in this state on charges falling within the intake provisions of the Model Act during the latter part of the 1930's.⁸ Of these, 30%, more or less, were convicted in courts of general criminal jurisdiction, while 70%, more or less, were convicted in minor courts. The procedural disposition of these cases was as follows:

TABLE I

<i>Disposition of convicted youths</i>	<i>Per cent distribution</i>		
	<i>All courts</i>	<i>General courts</i>	<i>Minor courts</i>
Total cases	100.0%	100.0%	100.0%
Suspended sentence	30.0	11.0	38.0
Fine	23.5	11.0	28.5
Local institutions	15.0	5.5*	19.0
Probation	22.5*	44.5	13.0
State institutions	9.0*	28.0	1.5

The items marked with an asterisk represent the cases which would probably be committed to a Youth Correction Authority. These cases (those now being committed to state institutions or placed on probation plus those sent to local institutions by courts of general criminal jurisdiction) represent one third of all convicted youths. It is probable that a few other cases might be committed, amounting perhaps to 10% of the total. Only an arbitrary guess is possible in this connection. But admitting that the figure is highly tentative, it is believed that three eighths of all convicted youths represents an acceptable working estimate of the yearly intake of a Youth Correction Authority in a state having youth-crime problems similar to those in New Jersey. This represents 6 out of every 1,000 young men and young women aged 16-20 years, the age of intake jurisdiction.

In discussing the Model Act at the various national and regional meetings of professional organizations, it has been more or less agreed that the usual term of control will not exceed three years.⁹ In this article, based partially upon these views, and partially on experience with the treatment of youthful offenders in the institutional and parole system of New Jersey, an average duration of custody of approximately two and one-half years has been assumed. On this basis, the average case load of an Authority in a state like New Jersey might be two and one-half times 2,200 (the estimated average yearly intake) or 5,500 cases, or 8 out of every 1,000 youths aged 16-24 years, the range of custodial authority.

⁸ Model Act, §13, pp. 11 ff.

⁹ See NAT. PROBATION ASS'N, DEALING WITH DELINQUENCY, 1940 YEARBOOK, pp. 88 and *passim*.

Another Assignment for the Authority

In New Jersey (and certain other states) the courts of general criminal jurisdiction obtain help in adapting sentences to individual traits of prisoners through pre-sentence social investigations made by probation departments attached to the courts. Minor courts can make use of these facilities but do so only rarely. In addition, each New Jersey county is authorized to operate or to consult diagnostic clinics to aid its courts in arriving at appropriate sentences, and the courts of general criminal jurisdiction can send any offender to an appropriate institution for pre-sentence study and classification.¹⁰ These devices are of proven value. More intensive and more frequent use of them has frequently been recommended.

To require the Authority to provide the courts with a pre-sentence analysis of each youthful offender's characteristics is in keeping with the purposes of the Model Act and would be a socially desirable addition to the Act which judges conscious of their responsibilities would welcome.

If these duties are added to those specified in the Model Act, the Authority would be called on to investigate all convicted youths. Perhaps two thirds might also receive clinical examinations. This represents three times as many social investigations and double the number of clinical examinations than would be required for the basic intake.

This does not mean that the Authority would keep all these youths under intensive supervision. On the contrary, it seems improbable that the yearly intake for intensive service would be very different from that likely to occur under the Institute's own proposal. The pre-sentence investigation, however, would constitute a protection against many of the difficulties now being reported by students of the treatment furnished adolescent offenders. It would help to identify those youths who are likely to interpret their discharge without any definite penalty as the "go ahead" signal for new depredations. It would also serve to identify offenders who might be led into further misconduct by overly severe or inappropriate treatment. It would make sure that judges, as nearly as is humanly possible, fit the treatment to the individual instead of to his offense.

Types of Treatment

The Model Act contemplates that the youths committed to the Authority shall be given treatment as indicated by social and clinical examination. It may be assumed that in the majority of cases the treatment will resemble in form that now furnished by probation or parole agencies and that in other cases the treatment will be furnished in an appropriate institution or in such facilities as youth hostels or work camps.

It is expected that all professional groups will participate in treatment as well as in diagnosis. The clinicians, including the physicians, psychologists, psychiatrists, and educational advisers must provide treatment along with the social workers and the institutional staff.

¹⁰ N. J. REV. STAT. (1937) §2:192-1.1-1.2.

The story of a youthful offender recently discharged from parole in New Jersey⁴ provides an example of this kind of cooperative treatment. On admission to a reformatory, he received thorough classification and study, which revealed that he had been maladjusted and delinquent over a considerable period before the authorities decided to press charges against him. His family background, school history, work record, and recreational interests were all unfavorable. He was boastful and sullen but this, the psychiatric and psychological examinations indicated, was a front for a discouraged and depressed attitude toward a world which seemed to give much to others and little to him. He was partially crippled by a bullet wound. During his institutional stay, psychotherapy lessened his mental instability and helped teachers to overcome educational deficiencies. From job assignments and vocational counsel, he found work which he enjoyed doing which he could carry over into the community. He received thorough orthopedic treatment. After parole, intensive service was required to persuade him to keep up his orthopedic treatments and to prevent him from becoming discouraged. At least once during the parole process, he returned to the institution for adjustment. Now he is in the parachute branch of the army, a fact which sufficiently describes his physical and mental health. This case illustrates what is meant by "individualized study and treatment."

No one can classify in advance the forms of treatment an Authority would prescribe, and how many youths would be under the care of each type of facility, but the daily average number of youths under the care of existing correctional services may furnish some clue as to what might be expected under the Authority's unified program of classification and treatment.

TABLE 2

<i>Average daily case load of present facilities</i>	<i>Number</i>	<i>Per cent</i>
Total number of youthful offenders ^a	5,075	100.0%
In community	4,200	83.0
On probation	3,000	59.0
On parole	1,200	24.0
In institutions	875	17.0
In local institutions	50	1.0
In state institutions	825	16.0

^a Persons convicted before attaining the age of 21 years.

A Summary of Intake and Case Load Probabilities

To summarize the observations thus far made, it seems probable that the Authority would have an intake rate of approximately 6 youths per 1,000 persons aged 16-20 years annually and an operating case load of 8 youths per 1,000 persons aged 16-24 years. Twenty per cent would be undergoing institutional care (including those in work camps) while 80% would be cared for in the community (which includes those living in supervised hostels but working in the community).

If the pre-sentence investigations become a function of the Authority these would

be required in nearly three times the number of cases accepted for active supervision. Preliminary clinical examinations might be called for in two thirds of these cases.

In the following table the estimated yearly intake and the potential average case load of Youth Correction Authorities in states of varying population levels have been computed to aid the reader in applying these estimates to his own state.

TABLE 3

ESTIMATE OF YEARLY INTAKE AND AVERAGE CASE LOAD OF YOUTH CORRECTION AUTHORITY
ACCORDING TO STATE POPULATION

Population of state Total	Age 16-20	Yearly intake	Average case load	Preliminary investigations	
				Social	Clinical
500,000.....	45,000	275	675	750	500
1,000,000.....	90,000	550	1,350	1,500	1,000
1,500,000.....	135,000	800	2,025	2,250	1,500
2,000,000.....	180,000	1,075	2,700	3,000	2,000
2,500,000.....	225,000	1,350	3,375	3,750	2,500
3,000,000.....	270,000	1,625	4,050	4,500	3,000
3,500,000.....	315,000	1,900	4,725	5,250	3,500
4,000,000.....	360,000	2,150	5,400	6,000	4,000
5,000,000.....	450,000	2,700	6,750	7,500	5,000
7,500,000.....	675,000	4,050	10,125	11,250	7,500
10,000,000.....	900,000	5,400	16,875	15,000	10,000

With these data in mind, it now becomes possible to estimate the size of staff required to operate a Youth Correction Authority in a state having youth-crime problems like New Jersey.

The Size of the Social Work Staff

From the standards of effective service evolved by years of operating experience, and from material promulgated by such agencies as the American Association of Social Workers, the American Public Welfare Association, and the National Probation Association, it is a simple matter to compute the number of social workers required to perform the duties called for in the conception of the work of a Youth Correction Authority utilized in this article.

In making the basic social investigations, the maximum monthly load which can reasonably be placed on one worker is 25 complete investigations. Pauline Young, in *Social Treatment in Probation and Delinquency*¹¹ expresses the view that, if a really adequate body of social data is to be assembled, not more than 15 investigations per month should be assigned to one worker. In the case of a Youth Correction Authority program, however, it is believed, without suggesting that Miss Young underestimates the volume of work possible per individual, that a larger number of investigations may be looked for because in many instances social agencies will have already accumulated much basic information which can be turned over to the Authority's worker. In this article, a figure of 20 investigations per worker per month has been used to calculate probable staff needs.

¹¹ SOCIAL TREATMENT IN PROBATION AND DELINQUENCY (1937) 178.

In addition, for the guidance and training of cases under care in the community, the full-time services of one social worker would be needed for each 80 cases. These workers, together with their colleagues who are attached to the clinic, are responsible for carrying on as well as planning individualized programs. Such a case load is, again, somewhat higher than is considered desirable in many quarters. In New York State, the statutory maximum per parole officer is 75 cases.

This case load has been determined by the following procedure:

An individual parole or probation officer can make an average of 200 half-hour interviews per month within a time period reasonably close to the usual working hours of professional and white-collar workers (though, of course, he cannot expect to keep regular hours of work). This allows time to prepare reports, consult superiors, and perform other duties which are common to such workers. From experience, in the operation of the New Jersey parole system, it has been found that 60% of a parole officer's visits are made to persons other than his charges, and only 40% involve interviews between the officer and individual parolees.¹² Since 40% of 200 is 80, this represents a case load per officer which permits a decent professional performance, although, ideally, perhaps a figure as low as 50 or 60 might seem desirable.

The writer assumes that, as in the best probation and parole practice, the Authority would modify its supervision as adjustment proceeded toward a satisfactory conclusion. It is just as important to know when to omit non-essentials and when to withdraw gradually from a situation as it is to make sure that nothing significant has been overlooked. Nothing is more stultifying to welfare progress than inability to differentiate between cases where problems are deep-seated and those cases where search for such obscure causes obstructs the application of appropriate treatment.

To head this organization, it is believed that there should be a director of community services, with two assistants, one in charge of preliminary investigations and the other in charge of case-work treatment. In addition, there should be approximately one case supervisor to every 10 case workers. Clerical staff in the ratio of two clerks and stenographers to every three professional attachés must also be provided.

The following table summarizes the social work staff believed necessary to make

¹² The following table represents the analysis of one month's interviews conducted by New Jersey parole officers on which these observations are based

<i>Total interviews</i>	<i>Per cent of interviews</i>
Total	100.0%
Interviews with parolees	40.0
In office	21.0
In field	19.0
Interviews about parolees	60.0
With one or both parents	14.5
With other relatives	13.0
With schools, clergy, and social agencies	7.0
With employers	5.5
With police	5.0
With court officials	4.0
Miscellaneous	11.0

intake investigations and to provide supervision of individuals receiving treatment in the community with case loads of varying proportions.

TABLE 4
SOCIAL WORK PERSONNEL

Yearly number of cases	<i>For Investigations</i>			Average number of cases	<i>For Supervision</i>		
	Total	Size of staff Professional	Clerical		Total	Size of staff Professional	Clerical
500....	3	2	1	1,250....	27	18	9
1,000....	6	4	2	2,500....	54	36	18
1,500....	11	7	4	3,750....	79	53	26
2,000....	14	9	5	5,000....	103	69	34
2,500....	17	11	6	6,250....	130	87	43
3,000....	21	14	7	7,500....	158	105	53
4,000....	28	19	9	10,000....	207	138	69
5,000....	34	23	11	12,500....	262	175	87
7,500....	51	34	17	18,750....	390	260	130
10,000....	72	48	24	25,000....	525	350	175

Existing facilities for community supervision of offenders vary as widely from state to state as can be imagined. In virtually all states, some additions to existing personnel would be essential.

At the present time, there are approximately 140 probation officers and 36 parole officers in the service of the county and state agencies in New Jersey. These workers supervise offenders of all ages. From studies of probation and parole case loads, however, it is possible to estimate that roughly one fifth of the probation service and between one fourth and one third of the parole service is applied to youthful offenders. This represents the equivalent in time and effort to the full-time services of approximately 45 individuals, one third fewer than the minimum number estimated as needed to operate the social services of a Youth Correction Authority according to the Model Act.

If it should be decided to require individualized pre-sentence study of all youthful offenders, dealt with by minor courts, a much greater staff increase would be required.

The desirability of staff increases proportionate to those suggested above is not contingent upon the adoption of the Youth Correction Authority plan. On the contrary, they are believed by many observers to be overdue in any event. Whether or not the Youth Correction Authority program goes into effect, there are many sections of the country where it is vitally important to add to the number of qualified probation and parole officers to bring case loads down to manageable proportions. And in New Jersey it has already been recommended that the sentencing practice code be amended to call for mandatory pre-sentence study in all criminal cases in which the defendant is under the age of 21 years.

The conclusion to which this points is that the Youth Correction Authority plan does not require more or fewer social workers than are desirable for the community

aspects of a balanced correctional program serving the special needs of the youthful offender. The program, however, would call for a larger staff than legislative sanction and appropriations have permitted existing agencies to recruit in most states. Perhaps, a Youth Correction Authority might function somehow with a smaller social work staff than this article recommends. But, in organizing such an agency, it would be hazardous to begin with too small a staff. If the standards of the Model Act are to have an adequate chance of fulfillment, adequate staff must be provided at the outset.

The Personnel Needs of the Clinical Services

The classification programs of New Jersey institutions and the mental hygiene clinics operated by the state hospitals provide suggestions as to the organization and personnel for the clinical services of a Youth Correction Authority.

It has been assumed that each youth committed to the Authority will receive a clinical examination. This examination should consist of four parts. One should be a physical examination. Another should be an interview with a psychiatrist. The third phase should consist of an examination and diagnostic interview between the offender and a psychologist. The fourth phase should consist of an interview with a guidance counsellor. After these interviews had been completed, and summary reports compiled, a conference of these four specialists and the social investigator studying the case should be held at which a preliminary treatment program would be agreed upon.

In addition to these preliminary examinations, periodic examinations of individuals under continuing treatment would be needed.

In estimating the size of clinical staff required, it has been assumed that one clinician can deal with 700 diagnostic cases per year, and that for the periodic re-examinations and consultation service, one clinician in each specialty per 1,000 cases under care represents an appropriate ratio. The clinical staff required for case loads of various sizes can therefore be estimated as follows:

TABLE 5
CLINICAL STAFF REQUIREMENTS

<i>Preliminary examination</i>	<i>Clinical staff</i>			<i>Supervisory service</i>	<i>Clinical staff</i>		
	<i>Total</i>	<i>Professional</i>	<i>Other</i>		<i>Total</i>	<i>Professional</i>	<i>Other</i>
500.....	5	3	2	1,250	5	3	2
1,000.....	9	6	3	2,500	9	6	3
1,500.....	9	6	3	3,750	18	12	6
2,000.....	13	9	4	5,000	23	15	8
2,500.....	18	12	6	6,250	27	18	9
3,000.....	20	12	8	7,500	36	24	12
4,000.....	27	18	9	10,000	45	30	15
5,000.....	33	21	12	12,500	54	36	18
7,500.....	50	33	17	18,750	85	57	28
10,000.....	90	60	30	25,000	113	75	38

The staff should be headed by a clinic director with an administrative assistant. One member of each of the three basic services should have the rank of chief and should have some administrative policy-making duties, within the general limitations of organizational policy. In view of the importance of speed and clarity in the clinic's work, it is imperative that there be a clerical staff proportionate to the professional staff.

No provision is made in these estimates for the employment of medical examiners. It is contemplated that this service would be arranged by agreement with local medical societies, or with individual health agencies or physicians, on a fee basis unless arrangements could be made for an existing hospital or medical clinic to provide this service without cost to the Authority.

The Authority cannot be satisfied merely to find out what is wrong with its wards. It must correct, in so far as is possible, the conditions causing them to deviate from accepted behavior patterns. If there is a physical problem, medical, surgical, and dental care must be provided. Youths with emotional and related problems must receive psychotherapy. Advice and guidance in the educational and vocational adjustment problems of the Authority's wards must frequently be called for. Supporting the treatment services and alertness to their need is part of the social worker's job. But the treatment itself is a job which clinical specialists must share.

Personnel Needs in Institutional Service

Although it is unlikely that more than one fifth of the youths under care of the Authority at any one time would undergo care in institutions, the institutional program (including work camps) is by its very nature the most complex and costly of all the features of the Youth Correction Authority program.

The institutions serving the Authority must provide, after classification, a widely diversified training program which will build on the character assets of individual offenders. They must instruct them in work habits and give foundation training in useful occupations (the duration of custody is usually too short to furnish complete courses of vocational training comparable to those offered by vocational schools in the community). They must endeavor to repair deficiencies in general education, promote religious feeling, arouse constructive recreational interest, and perform such other services as are needed to fit each youth, boy or girl, to return to the community and live there on a better plane than would have been possible without the institution's training.

Obviously such institutions need personnel of exceptional merit. The teachers, vocational instructors, work supervisors, and custodial officers who come in contact with the individual offenders must be qualified unusually for work with young men and women not merely in terms of training but, as was said earlier, in terms of their own natural capacity for exercising constructive leadership over youth and in the social outlook they have acquired in their experience with life.

In institutions meeting these standards, the ratio between number of inmates and number of employees must be relatively narrow. In the New Jersey institutions

which might serve a Youth Correction Authority there are but five inmates to every employee. Although these ratios include some employees who ordinarily do not come in contact with offenders except casually, they suggest the main point that in an institution designed to render the type of treatment the American Law Institute believes to be desirable, there must be enough employees to assure individualized attention in fact as well as in theory.

Summary of Staff and Organization Proposed

The personnel of a Youth Correction Authority, as envisaged in this article would, therefore, consist of something like the following organization.

TABLE 6

POSSIBLE PERSONNEL NEEDS FOR YOUTH CORRECTION AUTHORITY IN STATES OF TYPICAL POPULATION CHARACTERISTICS

<i>Employees</i>	SMALL STATES (under 1,000,000 population)		MEDIUM STATES (App. 2,000,000 population)		POPULOUS STATES (App. 4,000,000 population)	
	<i>Minimum</i>	<i>Maximum</i>	<i>Minimum</i>	<i>Maximum</i>	<i>Minimum</i>	<i>Maximum</i>
<i>Total employees</i> ^a	100	110	210	250	400	440
<i>Central Administrative Unit</i>	9	12	20	27	30	38
Executive officer or officers.....	1	3	1	3	1	3
Heads of administrative divisions (coordination of services, per- sonnel and training, research, business administration)	2	2	4	4	4	4
Other professional staff (statisticians, sociologists, etc.).....	—	—	2	3	5	7
Non-professional staff—clerical.	2	3	5	7	10	12
Non-professional staff— stenographic	4	4	8	10	10	12
<i>Community Service Division</i>	25½	34½	71	90	124	151
Division head	½	½	1	1	1	1
Assistant division heads.....	—	—	—	1	2	2
Case supervisors	1	2	4	5	6	8
Social workers	14	18	38	47	65	80
Clerical—stenographic aides....	10	14	28	36	50	60
<i>Clinical Division</i>	10½	14½	21	37	41	51
Division head	½	½	1	1	1	1
Chiefs of special services.....	—	3	3	3	3	3
Psychiatrists	2	2	3	6	7	9
Psychologists	2	2	3	6	7	9
Educational and vocational ad- visers	2	2	3	6	7	9
Clerical—stenographic aides... 4	5	8	15	16	20	20
<i>Institutional Division</i>	50	50	100	100	200	200

The organization of the institutions which would serve a Youth Correction Authority is too intricate and too flexible to permit a breakdown by major job classification. Teachers in vocational and academic subjects, recreation and group work leaders, counsellors, work supervisors, dietitians, and custodial officers are among the job types to be provided.

^a As these estimates are at best conjectural, the totals are given only to the nearest multiple of 10.

These estimates are believed to be equally valid with respect to the number of practitioners of each specialty which a Youth Correction Authority serving the case load assumed in this article would require, whether the services were administered directly by the Authority or were performed by other agencies subject to the maintenance of standards set by the Authority. The Model Act, it will be remembered, permits either of these alternatives.¹³

One other comment might be made about these estimates. Although the staff needed for an Authority falls naturally into the three divisions of community services, clinics, and institutions, the operating requirements would probably lead to the establishment of administrative districts.¹⁴ The staff of a district office would consist of a "community service unit" and a "clinical division unit." The former would consist of a case supervisor and an average of ten case workers. The latter would consist of a psychiatrist, a psychologist, and an educational counsellor.

The Cost of the Youth Correction Authority Program

To operate a Youth Correction Authority program even on the more costly of the two bases described earlier does not involve any very great amount of money as public expenditures are contemplated nowadays. As is suggested in the following table, in states like New Jersey the cost might range from \$990,000 per year if the minimum burden estimated is placed on the Authority up to \$1,100,000 if the added tasks proposed in this article are assigned to the Authority.

TABLE 7
POSSIBLE COST OF YOUTH CORRECTION AUTHORITY IN STATES OF TYPICAL
POPULATION CHARACTERISTICS

Cost Item	SMALL STATES (Under 1,000,000 population)		MEDIUM STATES (App. 2,000,000 population)		POPULOUS STATES (App. 4,000,000 population)	
	Minimum	Maximum	Minimum	Maximum	Minimum	Maximum
Grand Total	\$242,500	\$275,750	\$540,000	\$642,500	\$990,000	\$1,100,000
Salaries	175,500	204,500	396,000	477,500	715,000	795,000
Other	67,000	71,250	144,000	165,000	275,000	305,000
Central Administrative Unit	25,000	27,000	58,000	75,000	90,000	100,000
Salaries	18,000	19,500	43,500	56,500	70,000	75,000
Other	7,000	7,500	14,500	18,500	20,000	25,000
Travel	3,500	3,750	7,250	9,250	10,000	12,500
General	3,500	3,750	7,250	9,250	10,000	12,500
Community Service Division	60,000	80,000	167,000	220,000	275,000	350,000
Salaries	47,500	65,000	132,500	175,000	225,000	280,000
Other	12,500	15,000	34,500	45,000	50,000	70,000
Travel	7,500	19,600	22,000	30,000	30,000	40,000
General	5,000	5,400	12,500	15,000	20,000	30,000
Clinical Service Division...	37,500	48,750	75,000	107,500	150,000	175,000
Salaries	30,000	40,000	60,000	86,000	120,000	140,000
Other	7,500	8,750	15,000	21,500	30,000	35,000
Travel	5,000	5,750	10,000	14,000	20,000	22,500
General	2,500	3,000	5,000	7,500	10,000	12,500
Institutional Services	120,000	120,000	240,000	240,000	475,000	475,000
Salaries	80,000	80,000	160,000	160,000	300,000	300,000
Other	40,000	40,000	80,000	80,000	175,000	175,000
Food ^a	12,500	12,500	25,000	25,000	50,000	50,000
General	27,500	27,500	55,000	55,000	125,000	125,000

^a Net expenditure in excess of food products raised by wards of the institutional system.

¹³ Model Act, pp. 22 ff.

¹⁴ *Id.* at p. 22.

But these expenditures are not net increases over existing expenditures. And the increases can be justified even without creating the Youth Correction Authority. As nearly as can be estimated, the care of youthful offenders in New Jersey now costs at the rate of \$700,000 per year. The increase amounts, on the minimum basis to \$290,000 or seven cents per capita, and on the maximum basis to approximately \$410,000 or ten cents per capita.

These estimates, both of number of employees and costs, are tentative. They may, however, serve as a basis for visualizing the form and structure of Youth Correction Authority, even though they might prove to be wide of the mark should an Authority attempt to operate according to them.

RECAPITULATION

This article on personnel aspects of the Youth Correction Authority program has endeavored to demonstrate the personnel likely to be required to perform the services called for in the Model Act in which the American Law Institute's plan for the establishment in each state of a Youth Correction Authority has been presented.

To summarize, the chief effects of the plan would be to place under the jurisdiction of a unifying agency all youthful offenders now committed to state or to local institutions or placed on probation. The scope of the plan might well be enlarged to provide for pre-sentence study of all adolescent offenders convicted in minor courts or in courts of general criminal jurisdiction at least to the extent of providing for pre-sentence social investigations with the possible supplementation of social findings with clinical diagnoses in a considerable number of cases.

To undertake these responsibilities in states like New Jersey, an increase over the personnel of agencies now serving youthful offenders in the community and in clinical personnel of from 20 to 50 case workers and perhaps 20 clinical attachés would be required at a cost of from \$300,000 to \$400,000 per above the present expenditure level.

Are these estimates applicable to states other than New Jersey? The reader will have to judge from his knowledge of conditions in his own state. Their reliability in application to other states will depend upon the extent to which the youth-crime problem there is comparable to New Jersey's youth-crime problem, and upon the type and quality of facilities already available on which to build.

After all, the Model Act is something like an architect's drawing. It presents a picture of the contours of the structure it is hoped to erect. But each prospective builder has to adapt the structure to the place where it is to be erected, and until this is done specifications and detailed drawings can only be considered as tentative and approximate.

In formulating the Youth Correction Authority plan, the American Law Institute has given evidence, if any were needed, that the members of the American Bar are alert to their social obligations and that they, with other citizens, are determined that legalistic encumbrances shall not interfere with the speedy and appropriate administration of justice under the law.