Library Outreach to Juvenile Offenders in Intensive Supervision Probation Programs (Community Centered House Arrest)

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Abstract:

The American Library Association encourages public libraries to extend their services to people in jails and detention centers, but there is little research that shows exactly how many libraries do so. Research shows that 54% of juveniles arrested are not sent to residential facilities but instead receive court ordered probation into an Intensive Supervision program, a type of community house arrest. These centers provide meaningful community based support programs and services to meet the needs of the young offenders and to assist them in a successful community reintegration. The Intensive Supervision Programs need libraries to provide instructional programs to high-risk juvenile offenders, yet few libraries do so.

Research shows that offenders who participated in activities sponsored by educational institutions collaborating with Intensive Supervision Programs have lower recidivism rates. Libraries can take part in the efforts of community organizations to assist young offenders in making changes that lead to a fulfilling life instead of a life of crime. This article discusses juvenile offenders and the efforts of Carnegie Library of Pittsburgh, Job Career Education Center, and the Community Intensive Supervision Project in Pittsburgh, Pennsylvania. A model program is presented that can be implemented in other libraries to raise the awareness of the needs of teens in Intensive Supervision programs (ISP).

Introduction

We are all affected by the actions of juvenile offenders and as such we have the responsibility to assist in efforts to change wrong behaviors into right ones (*McCook 2004).* Almost 80% of the two million adults incarcerated in the United States started their criminal careers in their teens (*McCord 1992*). Incarceration can provide time for self-reflection and personal development, and libraries can assist by supplementing education and workforce development programs *(Rubin 1983*). Currently 20% of American jails have libraries that provide much needed resources to adults, but what of juvenile offenders?

The research on juvenile offenders is generally concerned with recidivism, teens returning to the behaviors that caused them to be sent to juvenile court. The research shows that teens who participate in education and community activities while in residential programs or Intensive Supervision programs have 87% lower recidivism rates *(Vaughn 1991).* Public library programs can assist in the juvenile offender's development of useful skills and abilities for positive reintegration into society. Outreach programs can help teens who are at the delicate balance where information and instruction may make a difference between ending up in an adult prison or making changes that lead to a fulfilling life.

Problem Statement

> "Allowing one youth to leave high school for a life of crime and drug abuse costs society $1.7 to 2.3 million.
> (*Snyder. H.M. and M. Sickmund. Juvenile Offenders and Victims: 1999 National report)*

The speculative costs borne by victims, fellow citizens, parents, school official, librarians, and other members of society are staggering. There are also intangible cost such as pain and suffering and a diminished quality of life that is imposed on all citizens by the average career criminal, drug abuser, and high school dropout. This means that even modest efforts to prevent juveniles from a life of crime is worth it. Further supporting the idea of preventive and rehabilitative programming, a study done to measure the cost and benefits of diverting children from crime concluded that crime prevention is more cost effective than imprisonment. The study stated that early intervention programs that try to steer teens from wrongdoing with intense diligent supervision can prevent as much as 250 crimes per $1 million spent. The report also said that investing the same amount in prisons would prevent only 60 crimes a year (*Schwarz 2002).*

Juvenile offenders represent an especially challenging population in that there are so many variables associated with their arrest and rehabilitation. Juveniles today live in a world much different from that of their parents and grandparents. Juveniles are more likely to live in poverty than they were twenty years ago. They are also more likely to be raised by one parent, usually a female. They are also more exposed to peer pressure and gang violence *(Schwarz 2002).* Many incarcerated juveniles have reading and literacy problems that caused them to drop out of high school and may have contributed to their criminal activity. It is interesting that jail library service is often closely tied to literacy.

Librarians working in jails and detention centers found that their inmates' lack of motivation to learn generally stemmed from their inability to read *(Davis 2000)*. Also, statistically a large percentage of adults in prisons (men and women) have low reading skills and most never finished high-school *(White 2004; Schwarz 2002; Brown 1999)*. In Cook County, 80 thousand people went through the Cook County justice system last year, 90% were high school dropout *(Schneider 1996)*.

Only a small percentage (28%) of juveniles arrested receive court ordered placement in residential facilities. In 54% of the cases they were placed on probation in a supervision program, with some type of house arrest or monitoring. The offender is required to wear a device attached to an ankle bracelet that electronically records the person's activity in distance. They may be restricted from venturing more than five feet or five miles from a specific location or restricted from going into different rooms in their house (the court determines the distance). The ankle bracelet serves not only as a means of monitoring it is also a form of punishment in that it makes known to the public that the person is an offender, which can be degrading and humiliating *(Anderson 1998)*.

Probation may be used at the "front end" or the "back end" of the juvenile justice system for first time, low risk offenders or as an alternative to institutional confinement for more serious offenders. Probation conditions typically incorporate items meant to control as well as rehabilitate. House arrest is one type of control. Juveniles under "house arrest" are rarely restricted just to their homes instead they are monitored and supervised through correctional facilities called Intensive Supervision Programs, which often takes the place of their home *(Snyder & Sickmund 1999)*. Typically these centers operate twenty-four hours a day, seven days a week. The juvenile ex-offender is required

to attend school from their home but must immediately after school report to the center where they stay until bedtime. They are then taken home and monitored the rest of the night.

The courts found that in some neighborhoods ordering a juvenile to stay *home* was not always a deterrent to crime. In some cases the home may have contributed to the criminal activity, the idea of providing an alternate *home*, (ISP) where juveniles could receive supervision and instruction appealed more to the courts *(Kurlychek 1997)*. Traditional house arrest was instituted because it cost approximately $8.00 per day for the electronic monitoring while housing the same child is about $110.00 a day. However, the burden of supervision in traditional house arrest falls upon the parent. Parents are supposed to report their child if they ventured out of the court ordered range *(Children's Campaign, Inc. 2005)*. Community centered monitoring is less expensive then the residential programs, about $45.00 a day, and offers a structured environment *(Kurlychek 1997)*.

Very young offenders present unique service needs to the juvenile justice system. Between 1980 and 1994, the arrest rate for youth under age 13 doubled to 8% or approximately 10,700 arrests (*Snyder & Sickmund 1999)*. Criminologists say that the best predictor of future delinquency is the age of onset of arrest. The percentage of very young offenders is considered relatively small and as such most states rarely initiate special services that specifically address the developmental needs of very young offenders. (However, the fact that the rate has doubled in fourteen years may indicate a need for providing such resources.) Most very young offenders are ordered into probation programs.

What factors contribute to juvenile problem behavior? Over the years criminologists have put forth a wide variety of motives for what causes crime. These motives based on statistical data indicate that poverty, family, environment and peer pressures may contribute to a juvenile's criminal activity. The following statistics taken form the 1999 Juvenile Offenders and Victims Report provide supporting data as to the motives of juveniles who commit crimes.

- In 1997, 14.1 million juveniles lived in poverty, 42% more than 1978
- About 3.4 in 10 children live in single parent homes
- According to a 1992 report 4 in 10 dropouts said they left school because they were failing
- According to a 1998 study, 54% of all seniors said they had at least tried illicit drugs
- According to the 1996 national Youth Gang Survey it was estimated that there were 31,000 gangs in 4,800 cities with a membership of 846,000
- About 1 in 4 males and females with delinquency records was first referred before age 14
- 3 in 10 youth offenders are female and are most often arrested for theft, running away, offenses at home, and prostitution
- About 1 in 11 juveniles in 1997 were under age 13
- Youth are twice as likely to commit crime in groups
- Youth violence peaks in after school hours on school days and in the evenings on non-school days

Intensive Supervision Programs

Since the inception in the late 1950s, intensive supervision programs have been studied extensively to determine their effectiveness in terms of reduced recidivism, cost savings, and or prison diversion. There have been three waves of intensive supervision programs. In the 1950s the focus was on reducing cases per probation officer. In the 1980s the programs were started in a few states to assist adult offenders in aftercare intervention, and also to reduce overcrowding of jails *(Brown 1999).* In the1990s the juvenile justice system began using the programs as probation for non-violent juvenile

offenders and as an alternative to institutionalization. Currently most states have
intensive supervision programs for juveniles and adults. For juveniles the programs are
a type of "community house arrest" with electronic monitoring, control and treatment
programs. Clients are required to submit to weekly urine analyses and must attend any
program or activity arranged by the center. Schoolwork is required and is the first daily
activity clients must complete upon arrival after school *(Kurlychek 1997)*. The after
school programming is a direct response to the statistical data mentioned previously "that
youth are twice as likely to commit crime in groups and that youth violence peaks in after
school hours on school days and in the evenings on non-school days." Some of the
guiding principles of the ISPs are the following:

1. Provide intensive supervision and surveillance
2. Provide meaningful community-based support programs and services that meet
   the individual needs of each youth offender and assist them in a successful
   community reintegration
3. Incorporate staff as role models to foster socially acceptable behavior
4. Utilize mentors to provide support and encouragement and to foster positive
   social interaction, communication, anger management and problem solving skills
5. Replace gang affiliations and values with socially acceptable norms that enable
   the youth offender to participate in the community
6. Provide a network of services that will continue to support and encourage the
   youth offender upon release and living unsupervised in the community
           (Wilebush 2000)

Although high levels of supervision characterize these organizations, the ISPs
ultimate goal is to instill in these young men the decision-making skills they need to
remain productive and responsive members of the community.

ISPs provide activities to assist the youth's personal development and to help them
deal with social problems. They rely on community organizations to support them by
volunteering educational activities, literacy, vocational, and basic life skills workshops.
ISPs have found that community-based programs provide a broad and diverse menu of

support, intervention, and treatment systems and offers better risk control and behavioral reform.   Unfortunately, many community organizations are reluctant to provide services. Some do not realize that social problems help produce crime *(Schwarz 2002).* The crime identifies the juvenile offender to the public and brings condemnation. Society then labels the juvenile offenders as "bad" and therefore not deserving of services *(Tomlinson 1994*).   Public perceptions of juvenile offenders are often influenced by attention focused on high profile incidents, yet most of these cases are not sent to probation programs.

Many residential facilities and detention homes function very similar to ISPs. What is different is the youth and society's perception of the facilities. Researchers have hypothesized that an offender's positive perception of the correctional environment may predict successful outcomes (*Jensen 2001*).   Also, research on the supervision philosophy of probation officers revealed that there is a difference in attitude when probation involves both monitoring and providing services as opposed to just controlling behavior (*Brown 1999*). The emphasis of the ISP is on community support and readjusting behaviors. If not for the electronic monitoring the youth might appear to be a teen in a community center participating in a self-development program. Thinking of the ISP as a community center instead of a correctional facility might make it easier to encourage library outreach programs. Few librarians and library students show interest in working in correctional facilities *(White 2004; Liggett 1993*).   Graduate students who decide to specialize in prison work will have a hard time finding a program to support the specialty. Even courses on service to underserved populations often pass over prison populations *(Liggett 1993*). Also, there is a tendency to consider library outreach to all correctional institutions as the same. Yet they are quite different and require different

types of service. There are several compelling reasons why libraries should make an

effort to support local ISPs, perhaps more so, if not at least as much as residential

programs; the first reason being that the numbers of juveniles who receive probation and

admittance into ISPs are larger than those institutionalized. Also, the immediacy of the

situation—the youth are on probation, there are more opportunities for preventive

measures. Also, while on probation their court ordered placement might be shorter than

in a residential program. Researchers have hypothesized that an inmate's extended time

in a custodial facility often leads to increases in anti-social, prisonization" behaviors

(*Akers 1977; Brown 1999; White 2004).*   A study on criminal behavior indicates that

offenders often consider "crime" as their work. The prisonization behaviors include

acquiring the knowledge to become better criminals. Other research shows that the more

time the offender is around these types of behaviors they begin to adopt and feel pride in

the criminal accomplishments *(Akerstrom 1985).*

The Library's Role

Libraries realize that if they are to be community networks they must collaborate

with community organizations. Libraries are concerned not only with the general user's

perceptions of quality service but also of visibility, credibility and funding issues. The

welfare of the public library is contingent upon the solvency of the city, the financial

dilemma of libraries being one manifestation of characteristic urban ills *(Durrance 1994*).

Libraries realize to stay in business they must not only show quantitative reports, they

must also show the qualitative or humane side of the business. "No local government

ever agreed to fund a public library merely to circulate books" (*Hernon 1998).*

Public libraries have many types of users and are one of the few agencies expected to fulfill the demands of such a wide range of learners. Librarianship is a public service profession and as such requires an understanding of issues related to communicating with and serving the needs of the communities. In addition, libraries can add a civic dimension to the community, i.e. enhance social capital, by engaging residents in discussions of important issues, national trends and other topics to keep residents well-informed *(Flora 1997).*

There are several good examples of library service to offenders and ex-offenders in library literature. For example Maryland has 13 prison libraries that serves over 15,000. They also have a very informative website that includes information on re-entry programs and resources. Enoch Pratt has several programs including a family literacy program that encourages inmates to read with their children (*Shirley 2004*). Another examples of creative library service to offenders occurred in Beaumont, Texas. The media specialist and librarian redesigned the Beaumont Expansion School Juvenile Correctional Center to make the facility as close to "home" as possible. The librarian stated "The library is one place where young inmates should not be reminded of their confinement *(Davis 2000)"*. Many prison libraries provide legal materials to assist inmates *(Dixen 2001)*. There are probably many other examples, yet not as many as there needs to be. Offenders and ex-offenders need resources inside and outside of the jails, prisons, detention homes and hallway houses. Focusing on positive youth development sometimes means looking outside of the walls of the library and into non-traditional environments. "This tests the strength of the Library and Information Science theories, frameworks and models and helps inform change in practices *(White 2004)."*

Developing an Outreach Plan

Outreach takes dedication, a firm belief in the work, and lots of initiative. It is important to have the commitment of the library director and the trustees. They must realize that to keep the library viable in the community they need to include outreach as a budget item. By doing this they are demonstrating their belief in and support of equitable service delivery *(Meadows 2004)*. Before conducting any outreach program, libraries need to create an Outreach Plan, as suggested by Weingand and Trotta, this includes an assessment of the community, identification of the key players, those within and out of the library who will be responsible for the outreach activities. Also, librarians need to clearly articulate goals and objectives and to conduct an assessment of the materials, technology, and literature that is to be presented. Weingand and Trotta advise the following procedures:

- Conduct a market audit.
  a. Know your community by constructing a community profile from information gathered during a community analysis.
  b. Assess your library's resources, strengths, and weaknesses through systems analysis.
- Identify the key players in your community and develop partnerships mutually beneficial to all of the partners. Take time to define the roles and responsibilities of each partner.
- Clearly articulate the goals of the outreach plan. Design measurable objectives that work toward meeting those goals.
- Carefully match your outreach plan to your target customers. Take time to evaluate. Monitor as your plan progresses. Evaluate how well the plan met the objectives and goals. Refine, redesign or change.

> This information is derived from the work of Darlene Weingand and Marcia Trotta, adapted by Nebraska Library Commission webpage Reach Out! Market the Library—Outreach. http://www.nlc.state.ne.us/lib

Training staff to reach out to the community requires both a specific training program and a philosophical commitment from the staff and the administrators.

Outreach takes time and the ability to adjust to other's communication skills, their schedules, and personalities. Some people have the interest, confidence, and ability to make outreach a natural part of their job. Others need a little help. Yolanda Cuesta of Cuesta Multicultural Consulting suggests that formal outreach training programs be conducted in the library every six months or annually. Sessions should include the following:

- Techniques for engaging the community, learning how to work with the community as full partners as they determine how to identify and meet the needs of the community.
- Linguistic competence to help staff convey information in a manner that is easily understood by diverse audience including person of limited English proficiency, those who have low literacy skills, and individuals with disabilities.
- Cultural knowledge to help staff become familiar with the selected cultural characteristics, history, values, belief systems, and behaviors of the members of other ethnic or cultural groups.

The knowledge of cultural differences and the realization of how we usually respond to those differences can make us aware of the prejudices and stereotypes that are barriers to tolerance, understanding, and good communication. Diversity education can help build a strong society and help us make better personal and public policy decisions *(Easter 2002)*. Developing cultural understanding helps erase some of the stereotypes commonly associated with juveniles involved in the criminal justice system. All juveniles-especially those who may feel alienated from society-should be validate and treated with respect.

A "technique for engaging the community" would be contact your area's juvenile court and make your library part of the community network. Identify potential partners and economic stabilizers in your community, local churches, cultural and entertainment outlets. These institutions, no matter how depressed or under funded are still information

centers and often relay more information by word of mouth that through formal communication channels.

Designing a Model Program for Public Library Outreach to Juveniles in Intensive Supervision Programs

In designing the Model Program for Public Library Outreach to Juveniles in Community Intensive Supervision Programs several case studies of ISPs in various states were consulted, including a study of ISPs in twenty-four Ohio counties (Brown 1999*)* and two studies conducted in Pittsburgh (Schwarz 2002 and McCrary 2003).   In Pittsburgh the ISPs are called Community Intensive Supervision Projects and function as other ISPs in most states, henceforth in this paper the ISPs in Pittsburgh will be referred to as the acronym used by the organizations *CISP.*

In Pittsburgh, approximately 213 juveniles are court ordered into one of the four CISP centers in the McKeesport, Garfield, Hill District, and Homewood neighborhoods, areas predominately African American and with high rates of unemployment. Participants must come from these communities, be male, younger than18, and facing the possibility of institutionalization. These neighborhood represent the most severely distress areas in the city. Most of the 21,000 children in Pittsburgh living in poverty come from these areas. Studies show that children living in distressed neighborhoods are likely to spend their formative years without the supports and resources they need, and are often lured into the kinds of behavior that lead them nowhere *(O'Hare 2003*).

Library science literature does not provide a comprehensive assessment of the scope of library service to juveniles in correctional facilities. The most up to date information comes from websites, news coverage or brief mentions in articles *(McCook 2004*).   In the article "*Reaching Out to Young Adults in Jail*, the author stated that a

literature search revealed forty-four public libraries claimed to provide services for jailed teens. A subsequent survey of these libraries produced sixteen responses with details of the types of services provided (*Jones 2005).*   Most of the literature on library service to offenders deals with jail and prison libraries, very little is mentioned of probation, house arrest or intensive supervision programs.

A search of national correctional facilities produced one website that indicated library collaboration between the Johnson County Library and the Johnson County Intensive Supervision Probation in Kansas.   The Pittsburgh studies, Schwarz and McCrary, described community organization's programming at CISP, however, both studies were conducted before the Job Career Education Center, Carnegie Library begun resume workshops and other types of programming at CISP located in the Hill District.

As a special department in the Carnegie Library, instructional outreach is one of its main functions.   In the 1970 public libraries focused energies on meeting everyday information needs. They discovered after the urban riots that inner-city residences were more concerned with information needs relating to survival then they were with reading best sellers *(Durrance 1994*). Job and Career librarians evolved out of the 1970 urban renewal projects and the collapse of the steel industry in United States. Many assume that it is relatively easy for ex-offenders to find common everyday services or resources without the intervention of community networks. This is not the case. Most criminal justice, education and community service agencies do not communicate with each other; libraries are often the neutral point of contact for all services issues.   Also, outreach is necessary to reach these individuals in their neighborhoods. For some the neighborhood is a secure place and they seldom venture outside of the physical boundaries, even for

things they need like obtaining information on finding jobs, etc. Researchers, Spink and Chatman, have hypothesized about the information needs and information seeking of low income households (*Spink & Cole 2001; Chatman 1996*). Spink's research found that "employment information was not adequately disseminated in low-income groups *(Spink & Cole 2001)."* Chatman's research suggested that social norms affect the exchange of information and that for the "information poor" their world is one in which the information needs and sources are very localized *(Chatman 1996)*.

Program Description

The Job Career Education Center considered several things before deciding to conduct an outreach program at CISP. When programs are first being conceived, feasibility and assessment can help prevent wasted time and effort. Questions asked were—What do we want to achieve (outcomes)? For whom (participants)? What types of activities will we provide? These questions are also considered in the model presented. In addition, the Model for Public Library Outreach to Juveniles in Intensive Supervision Programs was based on the following:

- A commitment to professional values to provide service to underserved populations
- The unique needs of the library user, the juveniles in the Intensive Supervision programs and the organization itself
- Goals and objectives of the program
- The need to develop standards of proficiency when conducting outreach programs through evaluation methods

Librarians should articulate principles and practices that ensure members of the profession function at the highest level. In 1981 the Association of Specialized and Cooperative Library Agencies developed library standards for service to correctional institutions, including the provisions for meaningful access to information and a focus on

literacy (*McCook 2004*). Several professional associations within the American Library
Association have developed competencies guidelines for standards of care. The
following competencies developed by the Young Adult Library Services Association are
particularly relevant to working with adjudicated teens. They include:

- Model and promote a nonjudgmental attitude toward young adults.
- Preserve confidentiality in interactions with young adults.
- Identify and plan services with young adults in nontraditional settings, such as hospitals, home-school settings, and alternative education and foster care programs, and detention facilities.
- Demonstrate an understanding of and a respect for diverse cultural and ethnic values.
- Developing partnerships with community agencies to best meet the needs of young adults.
- Effectively promote the role of the library in serving young adults; that the provision of services to this group can help young adults build assets, achieve success, and in turn, create a stronger community.

Adapted from the ALA/YALSA webpage Young Adults Deserve the Best
http://www.ala.org/alayalsaprofessionaldev/youngadultsdeserve.htm

Participants:

Statistically the average juvenile offender in ISPs is from a minority population,
between 13 to 17 years old and are court ordered for truancy, property offenses, drug
related offenses and crimes against persons *(Snyder & Sickmund 1999)*. In 2001 of the
108 regular commitments to CISP, 83% were for property and other non-person crimes
while 17% were for crimes including simple assault against persons. Many of the youth
in CISP have gang affiliation (*Schwarz 2002)*. This fact is supported by the data
mentioned previously on the national averages of juvenile crime and the numbers of
gangs in United States.

Another fact supported by national statistics, relates to the home environment of
the CISP juveniles. Many are from single parent, female headed households, where

unemployment, poverty, and possibly drugs may have contributed to the juvenile's crime. One young man from the McCrary study who had been disorderly and unable to focus in school indicated that he was responsible for taking care of his younger sister because his mother was addicted to crack cocaine and there was no food to eat in the house *(McCrary 2003)*.

CISP staff closely monitors school behavior. One of the first indicators that a child needs additional supportive services is their inability to learn or to control behavior in the school environment *(McCrary 2003)*. The center uses a Daily Rating Sheet to determine the youth's ability to follow rules and directives, and also the youth's progress in the program—socially and educationally. If the staff notices a problem they immediately seek resources to assist the youth.   The relationship CISP has with the Carnegie Library evolved out of a concern for the high rate of unemployment of the teens, especially during the summer.   Teens are required to find employment or to be enrolled in an educational institution before graduation from the CISP program. Some of the older teens had worked in odd jobs but had never formally applied for a position, nor wrote a resume. Very few considered higher education as a possibility.

Goals:

> **Goal**—To provide teen offenders with an inventory of skills and positive experiences that would enable them to be more productive and responsible citizens.
> **Goal**—To provide support to community organizations such as ISPs whose mission is to promote self-development of teens in an effort to lower recidivism.

The research conducted by McCrary with focus groups and Program Supervisors in CISP indicated a need for libraries to get involved.   "We [CISP] need other community groups and institutions to care and take an interest in our youth by providing support,

resources, information, employment and counseling." ISP settings provide a unique arena where both punishment, treatment and education are often coupled to promote public safety by limiting opportunities for re-offenses, by holding offenders accountable for crime and by providing the resources that will help the juvenile make positive changes *(McCrary 2003)*.

CISP also serves as a *home*, the juveniles receive most of their meals, recreation and counseling from the CISP staff. As discussed previously the courts found that traditional electronic monitoring in the juvenile's original residences was not always the best environment for rehabilitation. The CISP staff, in many cases, functions as surrogate mother and father figures to many of the juveniles and devote a considerable amount of time to make the youths transition from the center into the community successful.

A study on offenders in ISPs in Illinois showed that the rate of recidivism dropped 65% for many offenders in the high risk, low income, no education, poor job skills, low self esteem category when community networks provided education and vocation workshops (*Tomlinson 1994)*. Data gathered from the Transition Research on Adjudicated Youth in Community Setting Research Project (TRACS) reported that youth in the ISP were three times more likely to be employed within six months of exit and more than 2.5 times likely to use community resources *(Unruh 2003)*.

The Pittsburgh Foundation provided a grant to the national center for Juvenile Justice to conduct an evaluation of CISP. It was shown that in the first year 53% of the youth had successfully completed the program. A few years later, in 1996, data showed that 75% had successfully completed the program *(Kurlychek 1997)*.

Objectives:

Objective—Create a minimum of one (1) library program/workshop per year based on the needs of the ISP and their participants.
Objective—Evaluate the effectiveness of the program/workshop and the impact on the juveniles.

Objectives should be specific, measurable, achievable, relevant, and time bound. An evaluation should compare the stated goals and objectives with the outcomes and indicate at what level the program met those goals. Evaluation assists decision-making by providing information about service strengths and weaknesses, indicating where successes can be built on and areas where significant improvements could or should be made, highlighting service gaps and suggesting new directions.

Typical Library Program/Workshop:

A typical session starts with the CISP Program Supervisor leading the juveniles in a recitation of the "Pledge". The "Pledge" is a motto that affirms dignity and respect and is recited in front of the guest speaker and before the workshop. This recitation is a component of the control aspect of training. However, to witness the recitation is truly amazing. Some of these youth were placed in CISP for disorderly conduct in school yet in CISP they willingly adhere to commands and respond favorably.

After the recitation the library staff starts the workshop with an attention grabbing activity or discussion. The most popular discussions generally concern events in the media, sports figures, entertainment or money. The juveniles are greatly influenced by the media and the material things owned by the wealthy. Some of them may have had large amounts of money obtained illegally and now must readjust their thinking. During one of the discussions the teens were asked to identify the wealthiest individuals and families in United States and their occupations. One 13 year old young man immediately raised his hand and correctly went down the list naming Bill Gates, the Walton family

(Wal-Mart owners), etc. When asked how he knew this he became embarrassed and quietly responded that he "just read it somewhere".   Later a conversation with CISP staff revealed that this young man was ordered into CISP for truancy and fighting and that he had missed more than half the school year.[*]   Clearly this young man has potential that perhaps could use some coaching.

It is important for library staff to realize that in these types of settings it might be difficult to be objective and not to go beyond our role as librarians. Other library professionals have discussed the problem of staying objective (*White 2004).* When talking to the youth and the CISP staff there is a desire to attempt to get overly involved in the problem. However, we are librarians and not social workers. Our role is not to counsel but to provide information. Our purpose as JCEC librarians is to provide information that will assist the juvenile to find employment or to provide resources that will help the person become employable, i.e., reading and computer training. We conduct resume and financial aid workshops. We also discuss how to prepare for an interview and job fair.

A typical resume workshop is about an hour.   We have found it best to keep instructional materials very simple as the level of skills varies and some juveniles have harder times following along. The teens are shown how to fill out a job application and how to use the library's website to find jobs. The resume workshop includes a discussion on how to analyze and organize past work experience, including things the juveniles may have done around the house or in their communities.

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[*] This statement was made to the author during a workshop at CISP; the juvenile's name is kept confidential.

Each day the CISP staff plan an educational program for the teens. For example a typical week's program would include the following: Sunday—*Lessons in History*; Monday—*Thinking Errors*, which deals with criminal personalities; Tuesday—*Maleness to Manhood*; Wednesday—*Drug and Alcohol;* Thursday—*Self-Assessment*; Friday—*Victim Awareness*; Saturday—*Keep Yourself Alive*, which deals with controlling anger (McCrary 2003).   The teens must attend all activities and program, including those presented by guest organizations. Library staff are encourage to attend these programs and to supplement materials the CISP staff use in the programs.

In Johnson County, Kansas, the ISP holds similar educational programs for the juveniles including: *Resource Development*—a program to assist employment; *Pre-Employment training; Lifeskills; Offender Group*; *Anger Management; Tobacco-Free Teens* and *Changing Lives Through Literature*. *Changing Lives Through Literature* is a seven-week program with facilitators from the Johnson County Library and involves reading and discussing popular books. The program focuses on the idea that "literature has the power to change the lives of criminal offenders. It is based upon the belief that modern literature is the best tool our society has to explore human identity *(Johnson County Department of Corrections).*"

Program Evaluation:

In the past the only data collected on the Job Career Education Center programming at CISP was the number of CISP visits and the number of juveniles.   These statistics indicated the number of clients served and were used for funding purposes. Like most libraries fighting for funds we are called upon to justify activities and expenditures (*Haynes, 2004).*   Library evaluations have traditionally used quantitative

methods such as these for efficiency calculations. However, the numbers collected from CISP told nothing about the users of the service or whether the program was successful. One objective of this Model for Public Library Outreach to Juveniles in Intensive Supervision Programs is to evaluate the users' experience, not just their satisfaction with the service but also the learning experience.

Dervin and Nilan suggests that traditional evaluation methods were "system" centered because they asked questions on the "service" and ignored issues regarding peoples information needs, uses and abilities. System-centered questions help us to discover the extent to which people use a service, how often they may use the service, and what their preferences are. Dervin's "sense making approach" suggests that in order to evaluate the value of a service we need to know its purpose, how people make sense of it, and how it affects their life. We need to ask user-centered questions and select methods which permit users to explore these questions (*Dervin & Nilan 1986)*

User focused research is concerned with outcomes, but formal outcomes evaluation is not necessary user-centered. Outcomes are the focus of inquiry, and subject to different methods and philosophical approaches. We can assess outcomes from a system-centered, quantitative approach by calculating the number of juveniles who participated in the library program; equally, we can take a user-centered, qualitative approach by talking with the teens about changes in their attitudes and life experiences since participating in that same program *(Dervin & Clark 1987)*.

We can evaluate library services by examining the concepts of quality and value. We should ask: "How good is the service?" and "How much good does it do?" *(Orr 1973)*. In order to perform this type of evaluation, librarians must take a different type of

measurement from users. Instead of focusing only on the performance of the system, librarians must also consider the user's viewpoint of their use experience *(Nicholson 2004).*

Quantitative tools gather numerical and statistical data. Qualitative methods gather descriptive information using observation, case studies, focus groups, reflection-in-action, document analysis, open-response questionnaires, and in-depth user interviews. They provide contextual meaning, allow people to raise issues and explore complex situations. They also reveal feelings often excluded from quantitative approaches such as humor and emotion--a crucial dimension for library users both in terms of their information needs and behaviors *(Kuhlthau 1993).*

In the future the Job Career Education Center plans to conduct focus group interviews with the staff and separate interviews with the teens. Focus group interviews will be used to elicit the teen's emotional, situation and personal opinions concerning the workshops.

Both the Schwarz and the McCrary studies used focus interviews and were able to extract data concerning the successfulness of the programs conducted at CISP. The Schwarz study focused on a program created by the Women's Center and Shelter to educate young men about their choices and consequences of actions. The script created for the Schwarz interviews asked participants specific questions about the skills learned and how the skills were used. (See appendix) The Schwarz script can serve as a guide for developing questions concerning the JCEC library workshops and CISP.

The main strength of the Model Program for Public Library Outreach to Juveniles in Intensive Supervision Programs is that it is flexible and can be adapted to different

libraries' missions, goals and objectives; and that all librarians not only young adult

librarians can assist young adults.   Also, except for the evaluation methods proposed, all

other components of the model are currently in place in the Job Career Education Center

programming at the Community Intensive Supervision Project. This collaboration can

serve as a guide for future programs and also to raise awareness of the needs of the

juveniles in these programs. The weakness of this model is that there is not enough

research on other libraries and intensive supervision programs to make comparisons.

Additional research is needed to determine the extent of the successfulness of these

programs and what additional factors may contribute to a youth's successful reintegration

into society.

Conclusion

We live in a world where people make mistakes. It's a fact of life! But there are

also success stories like the case study of a young man named Johnny, age 15, who was

arrested in 1996 for burglary. In 1997 he successfully completed the final level of the

CISP program and fulfilled his financial obligation to his victim. He graduated from high

school and plans to pursue a degree in Early Childhood Education *(Kurlychek 1997).*

Outreach services to Intensive Supervision Programs represent a "new direction in teen

services where the focus is not only on what services libraries provide but also on the

outcomes of those services *(Jones 2005)."*

Often as librarians and library administrators we are challenged by the needs

of the communities we serve but with a commitment and a plan we can help change

someone's life.

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