

*Not in cat. 6-11-59*

*458-1179*

**COMMUNITY SERVICES PROGRAM**  
**OF**  
**MINNESOTA YOUTH CONSERVATION COMMISSION**

**A STATE PROGRAM IN THE PREVENTION OF DELINQUENCY**

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*20 Dec. 58*

**APRIL, 1958**

COMMUNITY SERVICES PROGRAM

Presented by

YOUTH CONSERVATION COMMISSION

STATE OF MINNESOTA

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WILL COMBAT DELINQUENCY

THE PLAN

## THE PLAN

### I. COMMUNITY SERVICES AND DELINQUENCY PREVENTION DEFINED

#### 1. Community Services - A Defense Against Delinquency

It is recognized that the first line of defense against delinquency is the HOME. It is also recognized that the community, through its services must support the home. Those community services are: Family counseling and case work, school guidance and attendance services, vocational guidance, religious, recreation, welfare, police, court and volunteer services.

It is clear that parents cannot meet all the needs of their children. They cannot, as an example, teach in the school room nor inoculate against polio. This means the home must be vitally concerned with community services and the reverse is also true. Webster defines a community as "a body of people living in the same place and under the same law," and also as "a body of people having common interests". It is imperative that the "body of people" band together over "common interests" and work cooperatively for the services they, as individuals, cannot supply. The "community" must supply services to the "community".

The final line of defense against delinquency lies in the correctional or rehabilitation area. Included in this defense line are courts, probation, correctional institutions, reformatories and parole. Some of these services are financed by the community, some by the state.

Again, the "body of people living in the same place" must be involved in planning, and be continually considered as this line of defense grows.

#### Delinquency Prevention Defined

There are three aspects of Delinquency Prevention. Interwoven in these three aspects are broad goals which will support or strengthen the three lines of defense against delinquency.

- a. Prevention seeks to discover as early as possible all children showing signs of problems and to provide them with the specialized services they need.
- b. Prevention must be concerned with all the needs of all children. It has, as its aim, the strengthening of all services to children to assure a normal, happy development of the child. Underlying this, is the community's concern for the welfare of its children and the community's acceptance of its responsibility to meet the need which all children have for basic community services.
- c. Prevention must be concerned with the rehabilitation of youth already in conflict or in correctional institutions. Because rehabilitation and correctional programs are both state and locally supported and controlled and because youth return to a community from a state institution, there must be state and local coordination of effort and program.

The Community Service Unit of the Youth Conservation Commission is, primarily, concerned with the first two aspects of prevention, that is, the program for discovery of youth needing help and the creation and extension of all services to youth. The Youth Conservation Commission is organized to carry out a major portion of the rehabilitation and correctional aspects through its probation, parole and institutional program.

2. The State's Responsibility In the Prevention of Delinquency

While state rehabilitation and correctional programs assist in the total prevention field, prevention will take place mainly where the children are, where they play and go to school, where they go to church and where they get into trouble. It is, therefore, evident that the state's responsibility in delinquency prevention must be to help the community to help itself. The state must first outline a program to strengthen every defense against delinquency. The state then must provide personnel as consultants to communities to work with local leaders in designing and perfecting a sound functioning program at that level.

3. Methods of Approach

The state can achieve its responsibility in the prevention of delinquency through the following four basic methods of approach:

Community Organization:

Because prevention must be concerned with all resources needed by all children, and that it mainly takes place at the local level, the soundest approach to overall delinquency prevention lies in the area of community organization. This means that the community must organize itself in such a way as to be able to act in behalf of youth. This can be achieved through the formation of a community coordination council.

Such a council may be defined as a citizens' organization, the purpose of which is to serve as a channel for cooperative community study, planning and action; to coordinate the work of existing services; to

eliminate duplication or unnecessary activity; to locate unmet social needs and to see that they are met; to activate preventive and remedial measures; to develop an increasingly effective program of community services through the most effective application of community resources to the health and welfare of all children and youth.

To stimulate communities and then assist them in the formation of coordinating councils the state must provide personnel as consultants.

Coordination and Integration:

Coordination and integration of all youth agencies, organizations and institutions, at the state and local level, must be another major goal in the establishment of a state program of prevention.

This is no small task. More than one hundred known statewide agencies, organizations and institutions provide youth services or are otherwise involved in this area; while some individual public and private agencies serve youth, supported and operated solely at the local level. All should be brought together and a master plan mutually created to the end that all needs of all youth are met. It is only sensible that existing services at state and local level be made known to all and that duplication of effort be eliminated freeing others to take on the challenge of carrying out a needed service for youth.

It is equally important that all agencies, organizations and interested leaders have an opportunity to study new programs, methods and techniques of juvenile control practices.

Total coordination and the establishment of a statewide "action plan" could be implemented through a statewide conference planned to meet the objectives above named.

Coordination and integration could also be developed through the establishment of a state inter-departmental Committee on youth, primarily composed of state departments related to the youth field.

The state must provide leadership so that these goals are achieved.

#### Education:

The third phase of a state program of prevention must be to develop a supporting educational plan. Actually, prevention in its early stage is educational -- education of the general public, education of youth serving agencies and organizations, education of special groups. Eventually, education becomes the supporting process for all major phases of program development.

The general public must better understand the problems of youth and their needs. Teachers, law enforcement personnel, parents, youth group leaders and agency peoples are continually in need of being advised how to plan for youth, what they can do to assist youth in their programs, suggestions and ideas.



Education could be accomplished through:

1. A monthly newsletter or bulletin
2. Normal channels, such as radio, press, television
3. Publication of materials developed by conference groups
4. Conferences
5. Consultant services

To capture the full benefits of an educational program, the same agency primarily concerned with community organization and coordination should be given, by the state, the responsibility to develop the program.

Service:

In a total prevention program, the state must supply services that the community cannot afford. In addition, to stimulate communities to develop services they can afford, the state must provide consultant services on all subjects related to youth.

Included in a service program stemming from state level should be:

1. Community youth services survey service. Survey teams must be available to assist local communities evaluate their youth services programs and to establish recommendations for extension or creation of needed services. The survey report would provide the community with a "blue print" for constructive action.

2. A research program on local and state situations or conditions that effect youth. The gathering of statewide statistical data along with a proper analysis and interpretation must be made available to provide true program direction.
3. Training and education programs for local people desiring to assume leadership. Definite skills are needed to effectively pull groups of people together to mutually plan prevention programs. There are proven techniques of keeping the group together until the job is completed. Leadership training institutes must be developed.

CHAPTER 242.01 STATE LAW OF MINNESOTA

CREATING THE

YOUTH CONSERVATION COMMISSION

STATES IN PART

242.01 PURPOSE. The purpose of sections 242.01 to 242.38 is to protect society more effectively by providing a program looking toward the prevention of delinquency and crime by educating the youth of the state against crime and by substituting for retributive punishment methods of training and treatment directed toward the correction and rehabilitation of young persons found delinquent or guilty of crime.  
(1947 c 595 s 1)

242.32 CONSTRUCTIVE PROGRAMS: COOPERATION, OTHER AGENCIES. The commission shall be charged with the duty of developing constructive programs for the prevention and decrease of delinquency and crime among youth and to that end shall cooperate with existing agencies and encourage the establishment of new agencies, both local and statewide having as their object the prevention and decrease of delinquency and crime among youth; and the commission shall assist local authorities of any county or municipality when so requested by the governing body thereof, in planning, developing and coordinating their educational, welfare, recreational and health activities or other constructive community programs, which have as their object the conservation of youth.  
(1947 c 595 s 1)

THE YCC PROGRAM

## HIGH-LIGHTS OF PROGRAM

38 COUNTY COUNCILS COMPLETED 352 YOUTH PROJECTS

16 COMMUNITIES SURVEYED BY YCC WITH HELP FROM THE STATE  
DEPARTMENTS OF HEALTH, WELFARE AND EDUCATION.

259 RECOMMENDATIONS MADE IN SURVEYS CARRIED OUT BY LOCAL  
COMMUNITIES

138 TOWN MEETINGS HELD IN 1956

THE TEEN-AGE CODE ADOPTED IN OVER 200 MINNESOTA COMMUNITIES

GOVERNOR'S ADVISORY COUNCIL ON CHILDREN AND YOUTH IN  
OPERATION TEN YEARS.

FIVE STATE CONFERENCES ON CHILDREN AND YOUTH HELD

STATE-WIDE STATISTICS GATHERED AND PUBLISHED.

FOURTEEN REGIONAL YOUTH CONFERENCES HELD.

3804 FIELD TRIPS MADE TO 517 STATE COMMUNITIES DISCUSSING  
COMMUNITY COUNCILS, YOUTH PROBLEMS AND PROGRAMS

RECREATION CONSULTANT SERVICE PROVIDED

JUVENILE POLICE ASSOCIATION FORMED.

THREE-DAY AND TEN-WEEK POLICE INSTITUTES ESTABLISHED.

THE YOUTH CONSERVATION COMMISSION PROGRAM

II. The YOUTH CONSERVATION COMMISSION PROGRAM

1. In Community Organization

Since its inception the Community Service Unit of the Youth Conservation Commission has primarily focused its energies in the area of community organization.

A Guide Book for Community Action:

Dr. Edwin L. Haislet, the Unit's first head spent considerable time studying California's Community Council program because that state had, by 1948, twenty-five years of experience in community council organization. After initial experiences in Minnesota, the Unit under the direction of its next head, George J. Reed, wrote the "Community Organizes for Youth", a comprehensive manual and guide for community action.

The manual has been recognized by national and local leaders as an outstanding guide book for establishing and continuing community councils. It has been used successfully throughout the state and nation and has been the source of text book material. Over two thousand of the guides have been requested and used.

The manual lists suggested steps to be taken toward the successful establishment of a community council, what such a council program should be, council committee structure, and includes questionnaires designed to evaluate youth programs and suggested projects.

Thirty-Eight Community Councils Formed:

With the application of the manual and consultant services from the Youth Conservation Commission, thirty-eight councils have been formed in the state. By June 1956, these councils had completed or undertaken three hundred fifty-two specific projects. They completed youth accounting surveys, extended recreation programs, waged indecent literature campaigns, fostered visiting nurse services, campaigned for annual physical examinations of children, fostered the development of remedial reading programs, promoted need for women police as well as adequate over-all law enforcement, assisted with police salary surveys and in all ways demonstrated they cared for their youth. (A more comprehensive list of projects can be found on Page 36 of "The Community Organizes for Youth").

Sixteen Communities Surveyed:

With cooperation of the State Departments of Health, Welfare and Education, the Youth Conservation Commission performed sixteen surveys of youth services for as many state communities.

Fourteen of these surveys evaluated recreation, law enforcement and detention, juvenile courts, health, welfare, guidance counseling and church areas. The survey team, using local people for fact gathering, brought together all local information on which could be based recommendations for the community to improve the above listed services. Two surveys dealt only with recreation.

Conclusive evidence that the surveys provided a blue print for constructive action can be found in the fact that by January 1955, two hundred fifty-nine recommendations contained in those surveys were carried out in the local communities. Across the board improvements of youth services were achieved.

The communities surveyed and the specific recommendations implemented are listed in detail in the YCC report entitled "These Communities Acted".

One Hundred Thirty-Eight Town Meetings Held in 1956:

Requested by Governor Orville L. Freeman and his Advisory Council on Children and Youth, the mayors of one hundred thirty-eight cities and communities called together all local officials and citizens to evaluate their youth programs and services, and to lay out plans to more completely serve youth. As Executive Secretary to the Governor's Advisory Council on Children and Youth, the Community Services Unit prepared the guide booklet for each mayor and through personal service and communications carried out the total program. These meetings were held in sixty-six of the state's eight-seven counties and more than one-third of the total state population were affected. As a result of one town meeting, a permanent youth activities commission was formed which the Youth Conservation Commission now services. At another, it was recommended that a probation officer be hired. This is now being completed. Among the recommendations made by the two hundred in attendance, at another meeting, was the recommendation that the school include guidance

services for its students and that a school nurse be hired. The three hundred forty-five people attending still another meeting agreed that an "odd job" office for youth should be created to be conducted for youth. At each meeting a number of important recommendations were made.

These town meetings were successful for in many communities it was the first time all forces in that community came together to mutually plan this extension of needed services. Forty-two of the towns have continued to meet and discuss youth problems. This further swelled the ranks of local communities accepting, more completely, their responsibility for their youth.

The Minnesota Teen-Age Code:

In 1954, the Chairman-Director of the Youth Conservation Commission brought back to this state a booklet entitled, "We Can Agree" -- a code of social behavior developed by parents, teachers, and youth in Jenkintown, Pennsylvania, stating to the Head of the Community Services Unit he felt it had great application in Minnesota. With permission, copies were made and mailed to some adults who were in position to evaluate the "Agreement". No action resulted.

The Chairman of the Governor's Advisory Council on Children and Youth (see 13) did see its value and early in 1956 gave it to the Governor's Youth Council urging them to consider it at the May 1956 Governor's Conference on Children and Youth. The Youth Council enthusiastically took the project and discussed a "code" at the conference.



An original Minnesota Teen-Age Code draft was made, then mailed by the Council to the three hundred and seventy Youth delegates who attended the conference. After discussion with other youth in their home community and with parents, these delegates forwarded their suggestions and approval to the Youth Council. A second draft was made and presented to the Advisory Council as a whole which group of over three hundred adults changed only one word in approving the code.

The Community Services Unit serving as Executive Secretary to the Governor's Advisory Council on Children and Youth coordinated all action and the on-going of the code.

Today the Minnesota Teen-Age Code is internationally known. Over 231 schools in the state have discussed social codes using the Minnesota Teen-Age Code as a guide. Requests for copies have been received from 47 states, the territories, and five foreign countries.

While the code provides safe conduct rules for Teen-Agers, the real strength of the code lies in the fact that it is a basis for family discussion. It has been reported that a good many of Minnesota's families gathered together over problems, for the first time, prompted by their youth and some parents over a "code" discussion.

The Community Services Unit again as Executive Secretary acted as the Conference Manager and work crew for the Teen-Age Code Workshop that Governor Orville L. Freeman called for November 25, 1957.

There were 1,202 official registrations for the Workshop, but a check at the meeting rooms indicated that there were over 1,400 present. The Workshop produced a Handbook or a guide for anybody interested in developing a local code. The Community Services Unit edited and produced the Handbook.

2. In Coordination and Interpretation of State Wide Programs

Governor's Advisory Council Formed:

The first Governor's Conference on Children and Youth held October 1948, recommended that a Governor's Advisory Council on Children and Youth be established. The Youth Conservation Commission served as Conference Manager and then in December of 1948 when the Council was formed accepted the role of Executive Secretary to the Council.

To achieve the objectives for which it was established the Advisory Council stated it would -

- (1) Study the factors which make for good family relationships and the problems relating to children and youth and the remedies that may lead to their solution. .
- (2) Examine the services rendered and available by state, local and private agencies serving the children and youth of the state or of the respective localities and offer assistance, suggestions and recommendations directed to the improvement of their contributions.
- (3) Serve as an organ to gather and receive comments, criticisms, and suggestions for improving the services rendered in this state to the cause of children and youth.

- (4) Conduct a state conference on Children and youth at least once every two years and make periodic reports to the Governor concerning the facts ascertained at such conferences or by the Council together with recommendations and suggestions for legislation and other measures which might be adopted for the purpose of improving and increasing the services for children and youth in this state, preventing and reducing juvenile delinquency and achieving the other objectives for which this Council was formed.

#### Five Governor's Conferences on Children and Youth Held 1948-1956

Sponsored by the Governor's Advisory Council each two years since 1948, five Governor's Conferences have been held. In 1948, one thousand thirty-two persons registered and fifty different organizations were represented. In 1956, one thousand twenty-seven registered, with ninety different organizations participating.

Steady progress has been achieved toward integrating state-wide services. Each conference has provided the opportunity to scrutinize facts, to recommend solutions to problems; to create a "blue print" for state-wide action and to coordinate the energies of all organizations.

#### Advisory Council and Conference Accomplishments

(NOTE: The Governor's Advisory Council states it cannot claim full credit for the many accomplishments out of each conference. The Council states that while they sponsor the conference and meet continuously to plan the implementation of the resolutions, many people and agencies did assume major responsibilities to see that resolutions of particular concern to them were carried out. The accomplishments listed here are results of joint efforts of all participants.)

Each conference resulted in twelve to fourteen main resolutions being passed. The Advisory Council

planned the method of implementing these resolutions, Listed here is one or more resolutions passed at each conference and the resultant accomplishment.

The 1956 Conference produced the Minnesota Teen-Age Code.

Three Committees recommended the creation of a treatment facility for the severely disturbed and psychotic child and a central reception center for the YCC. The 1957 legislature appropriated approximately \$225,000.00 to develop architectural plans for (1) a Children's Center; (2) Treatment Center for Disturbed Children; (3) a separate Diagnostic Center for YCC wards.

The 1954 Conference recommended the establishment of a Delinquency Control Institute or a course of training for juvenile police officers. A ten-week summer institute was held for the first time at the University of Minnesota in 1956 and repeated in 1957. Now, with financial backing of a Foundation, the Institute continuance is guaranteed. It must be here noted that one of the prime movers and head faculty members of the Institute is Professor John Ellington, University of Minnesota.

The 1952 Conference recommended that judges of the juvenile courts in Minnesota be learned in the law. Such a Bill was passed in the 1955 legislative session.

The 1950 Conference recommended that at least eight mental hygiene clinics were needed to meet the needs of children and youth and adults throughout the state.

By 1952 four such clinics were established and, with great legislative support in 1957, greater progress is guaranteed.

The 1948 Conference resulted in the establishment of the Governor's Advisory Council. It also recommended the Governor ask Attorney General for a ruling as to whether County Boards may appropriate money for separate detention facilities. The positive answer handed down led to the detention study in Hennepin County by the YCC. That county and Ramsey now have built model detention homes. St. Louis County is now studying such a plan.

\* \* \* \* \*

The Governor's Advisory Council is composed of fourteen committees totaling over three hundred members. A Youth Council is also existent under the structure and three hundred and seventy youth delegates participated in the 1956 conference.

The Youth Conservation Commission, as Executive Secretary writes the report of each conference on behalf of the Advisory Council and provides the work crew for each committee and the Council as a whole.

Inter-Department Committee on Community Services:

In its original prevention plan the Youth Conservation Commission suggested that such a committee be established for the purpose of coordinating activities of the state departments offering services to communities.

It is essential that each state department know the services of all other departments as well as the types and number of state department people available for personal consultant services to a community. This knowledge alone if given to the community is a service. More importantly, each department can plan, with this knowledge more effective use of its own consultant service. Coordination of energy and plans stemming from state departments will provide more services to the community.

In 1951 the State Inter-Agency Recreation Council was formed. This resulted from the above suggestion plus a recommendation of the 1950 Governor's Conference. While useful, the Council only concerns itself with one area of youth plans.

Governor Orville L. Freeman, in the summer of 1957, called together all state departments offering services to youth and local communities. The Inter-Departmental Committee is now formed under the Governor's leadership.

3. In Education

Governor's Conference On Children and Youth

These state-wide meetings bringing together every other year more than one thousand leaders representing over ninety different organizations has as its first purpose coordination of effort, and the study of immediate concerns facing youth, the community and society in general. However, such conferences are also educational.

Each conference provided the opportunity to learn what programs are existent throughout the state; what additional programs are needed as well as an evaluation of existing services. Through publicity and extensive distribution of the conference reports, youth leaders and the general public became more informed. The conference reports have served as text books for all interested in youth and provided a "blue print" for action as a guide.

#### Regional Youth Conference

Fourteen Regional Youth Conferences were sponsored by the Governor's Advisory Council on Children and Youth, the Governor's Youth Council, local Community Councils and the Youth Conservation Commission. These meetings planned and organized by youth with adult guidance have brought together an average of twenty-nine communities to discuss so called youth problems. The inter-change and sharing of information have been educational to youth and adult alike. These conferences have stimulated local communities to consider youth planning as well as strengthening the Governor's Advisory Council.

Topics at the conferences have included - youth and their responsibility to the Church - to the School and the Community - drinking - driving - dating - and leisure time activities. The findings of each of the nine panels at each conference were reproduced by the Youth Conservation Commission and widely distributed.

Youth attending each conference had the responsibility of bringing back to their community the findings, using the report, so that the greatest educational values could be achieved.

Bi-Monthly News Letter - 1948 to 1955:

The Youth Conservation Commission did publish a newsletter for seven years until the 1955 legislature cut the Community Service staff and YCC lost its person who wrote the newsletter. Because the two remaining staff had unchangeable commitments and because of printing budget cuts this valued newsletter was discontinued.

With the accelerated activity of the Governor's Advisory Council resulting in more time consuming work assignments for the two remaining staff, the hope in 1956 of restoring the newsletter faded.

Mailed to 2,500 leaders bi-monthly, the newsletter informed all what programs were under way, gave facts to guide in planning and listed program suggestions.

Quarterly Police Report:

When the YCC was created, no state agency was gathering facts to show the extent of delinquency in Minnesota or of the number of youth coming into contact with local police or local courts.

In 1953 the YCC began publishing a quarterly police report based on police contact with juveniles. The first report



dealt with information provided by twenty communities of five thousand or more representing over 55% of the state population.

The recording of these police contacts at the local level are most meaningful. First, before a community can adequately evaluate itself, it must have facts. The police are a source of basic information, not only on children in trouble, but also community factors that may directly contribute to these youth's difficulties. Secondly, this information is used as a basis for state planning of services.

While providing basic information these reports have tended to emphasize the importance of law enforcement personnel and has provided a measurement tool for their total program.

A by-product of this report has been the development of more adequate and uniform police recording which in turn made it possible for police to refer youth contacted to proper agencies.

#### 4. In Service

517 state communities received direct YCC service between January 1948 and August 1957.

1,401 meetings were held in 225 communities in 85 counties at the request of those communities seeking advice and assistance on youth programing. These meetings encompassed the total area of youth and community programing for youth. As example, meetings were held with police regarding record keeping

and extension of services through a juvenile officer, assisting communities evaluate areas of church, voluntary youth groups, health, welfare, recreation and probation services. Many of these meetings were with city and county officials, schools, churches, civic and fraternal organizations.

These meetings resulted in the formation of 38 community or coordinating councils. In addition, Youth Commission Consultant services were utilized by the new communities of Babbitt and Silver Bay in their community planning.

Also 2,403 field trips were made to 292 state communities in 86 counties. These trips were planned to follow-up in communities where action toward youth planning had started, to meet with executive committees of community councils, making further attempts to stimulate local interest and action, participate in meetings with PTA's or interested leaders over general problems and programs.

Written Requests for Information Received:

For the past three years slightly over 1,000 requests for delinquency control information have been received from throughout the state and nation. Within the state, and according to the problems raised, Youth Conservation Commission either answered by correspondence or sent a field man to the area. Out-of-state requests were answered in writing.

The out-of-state requests usually came from libraries, college students, youth and agency leaders seeking

a description of the YCC program, one of its pamphlets or guides, or advice on community organization. It is evident from the reports that the YCC is "textbook" material in many colleges and that other national publicity has prompted youth leaders to write seeking information.

The requests from within the state came from students, parents, youth leaders, organizational leaders and interested citizens. They requested all information on Juvenile Delinquency or information on a specific program such as recreation. Many social science teachers wrote for material on delinquency to use in class room study.

Basic Planning Guides Published:

Out of actual experience the YCC developed the following guides.

"The Community Organizes for Youth"  
A manual for community planning.

"A Guide for Youth Centers"

"Summer Recreation"

"Youth Councils"

"Town Meeting Handbook"

Moving Pictures Available:

To give ideas, program suggestions, to motivate people to intelligent community action the films here listed were purchased and made available by the YCC to requesting groups within the state.

Families First      A Chance to Play      Playtown U.S.A.

Make Way for Youth      Boy in Court      Preface to Life

\$1,000.00 for Recreation

### Surveys

Reference is here made to the sixteen youth services surveys completed by the YCC as described in the Community Organization section.

Surveys are services. A team of state consultants gave the professional assistance needed by a local committee to adequately measure their youth services, evaluate these services and list needed recommendations.

In addition - the YCC performed 2 Jail Surveys. At the request of the Minneapolis and Hennepin County officials, a YCC team surveyed the facilities used in the detention of juveniles in that county. The survey resulted in condemning the existing facilities and outlined needed detention improvements. This survey, plus the determined efforts of the Detention Committee of the Minneapolis Juvenile Delinquency Committee, led to the opening, in 1956, of the Hennepin County Detention Home, one of the nation's most modern Juvenile Detention Homes.

A similar survey was performed for the city of Duluth in 1956. The Council of Social Agencies of that city and local officials are now working toward adequate detention plans.

### Services in Recreation:

Surveys: The YCC performed two Recreation Surveys, one for the city of New Ulm, the other for International Falls. The major recommendations made in those surveys have been carried out by those cities.

Recreation Consultant 1950 to 1955

For five years the YCC had one man available to work with the 1,154 communities in the state on recreational plans. This position was lost in the 1955 legislative session and was not restored in 1957. As an example of service performance of this position the following is listed.

In 1953 the Recreation Consultant called together Indians and a few other leaders on the Nett Lake Reservation to organize a Recreation Commission. That summer, with continued assistance from the Recreation Consultant, an outstanding recreation program was held. It was reported by a local judge this was the first summer he did not have a delinquency case from the reservation. The program has continued to operate successfully since that date. In 1954 the Governor received a letter from the Mayor of Newport asking for state financial assistance in establishing a recreation program. No such funds were available, yet today, Newport has a recreational program. The YCC Recreational Consultant, after public meetings in Newport, presented a plan to raise the necessary money, the type of program needed and necessary leadership suggestions. Consultant services were given until the program was well under way.

While the present staff handle some recreation questions asked of the YCC, adequate service has not been extended these past 2½ years in this area.

Police Service Consultant:

Since 1950 the YCC employed one person to advise and assist

local law enforcement officers in developing techniques and methods of dealing with juveniles. This included the planning and establishment of in-service training programs and institutes and development of recording practices. This person formulated plans for coordinating locally centered work with the state-wide delinquency control plan.

Central Reporting - Uniform Recording - Police Quarterly Report:

Those three vital steps and services were instituted by the Police Services Consultant and are described in the Education Section (previous section) of this report.

Multi-Use Index Card Developed:

Using samples from Wisconsin and other experiences the Consultant developed a card which could be used by local police in recording necessary data on each youth apprehended, which card could also be used by all Law Enforcement Agencies (county-wide) as a central Juvenile Registry.

The card calling for needed basic information on each youth and coding of offense was the first step necessary in establishing uniform recording practices. The card also supplied requesting police departments with a "system" and usable plan.

Juvenile Police Officer's Association Founded:

Backed by the Consultant, the Law Enforcement and Detention Committee of the Governor's Advisory Council on Children and Youth, the State Association for Juvenile Police

Offenders were founded in 1954.

The consultant acted as executive secretary, the YCC sponsored the newsletter for this group and the consultant edited the newsletter. This function is now being performed by the President of the Association.

Three-Day Police Institutes:

Sponsored by the YCC, Juvenile Police Officers Association, League of Minnesota Municipalities and the University of Minnesota, the first three-day Institute for police specializing in juvenile matters was held at the University of Minnesota in 1955. This is now an annual program using University of Minnesota faculty and other trained leaders. The Institute is planned to help develop a more complete understanding of youthful behavior and proper juvenile police practices and techniques.

Ten-Week Full-Time Institute:

Sponsored by (14) state associations the first ten-week full-time institute for police was held during the summer of 1956 on the campus of the University of Minnesota. The YCC had continually urged the development of such a program and aided in its planning. The Juvenile Police Officers' Association, the University of Minnesota and notably the individual efforts of John R. Ellington mainly made this institute possible. Some of the courses given are: Administration of Police Juvenile Program; Legal Aspects of Delinquency Control; Growth and Change of the Child; Conditioning Factors in Juvenile Delinquency; Procedures and Agencies for Treatment of Juvenile Delinquency; Procedures and

Agencies for the Prevention of Juvenile Delinquency;  
Techniques of Training and Teaching.

Limited to twenty-five active members of municipal police forces, county sheriffs' offices, and the State Highway Patrol, the second institute was held in 1957.

One-Day Regional Police Institutes:

Six one-day regional police institutes have been held starting in 1955, sponsored by the Juvenile Police Association, the YCC and the police department in the community where the institute was held.

The YCC Police Consultant, working with the local sponsoring police department set up the program, secured the faculty, prepared mailing and promotional plans. These institutes have as their purpose:

1. Understanding Juvenile Behavior
2. Understanding the Functions of the various  
Community Agencies
3. In-Service Training for local and surrounding  
community Law Enforcement staff people.

Border Meetings:

Wisconsin law allows sale of beer to anybody over 18 years;  
Minnesota law allows sale to anyone over 21 years of age.  
Problems mounted when great numbers of Minnesota youth began  
"crossing the border".

The Police Services Consultants of Minnesota and Wisconsin met to design a plan. With full cooperation of law



enforcement officials, local officials and private citizens public meetings were held in Winona and Duluth, Minnesota and Hudson, Wisconsin.

At each meeting permanent committees were established to plan intelligent controls to protect youth.

The 1956 Wisconsin Legislature passed legislation allowing any county to adopt local ordinances limiting the sale of beer to youth twenty-one or over. St. Croix County, Wisconsin, applied this legislation establishing such an ordinance which ordinance is now being court tested.

This was only one action out of these meetings. Because of the continued discussion of the problem, the resultant education of youth and parents, constructive action by law enforcement personnel, the problem has greatly diminished.

EIGHT STAFF POSITIONS NEEDED

TO

HELP BUILD STRONGER FAMILY LIFE

HELP DEVELOP GOOD SCHOOLS, CHURCHES,

COMMUNITY SERVICES

HELP BUILD SOUND COURTS, PROBATION-

PAROLE-INSTITUTIONS

THROUGH

EMPHASIS ON FAMILY SOLIDARITY

COMMUNITY ORGANIZATION

EDUCATION

SERVICE

STAFF CHANCES AND  
NEEDS

STAFF CHANGES AND NEEDS

III. COMMUNITY SERVICE AND PREVENTION PROGRAM DEVELOPMENT AND CHANGES

1. The Commission was founded in 1947 and a Prevention Director hired. Three field representatives were added in 1948 and a fourth in 1949. From 1949 to July 1, 1953 the Community Services Unit was allowed four field staff positions, and a Director who then was also responsible for the Probation-Parole Unit of the Commission. The 1953 legislative session cut all four field positions and stated these positions could be used for parole staff positions. However, with administrative approval of the Governor the four positions were retained pending the 1955 legislative session. That session restored only two field positions. One field representative and the recreation consultant was lost. The 1957 session only continued the two remaining positions - these are one Field Representative and a Law Enforcement Consultant.

The program outlined in Section I of this report and as put into effect as outlined in Section II, demands at least an eight person staff. Each approach described starting on page three is absolutely necessary if the state is to adequately discharge its responsibility in the Prevention of Delinquency.

Each approach was initiated by the YCC beginning in 1948 with the view of attaining the necessary staff level. When the damaging staff cut was felt in 1955 it became necessary to plan the most effective use of the two remaining positions.

2. Program in 1953

At the height of the program in 1953 the YCC Community Services Unit was:

1. Servicing thirty-eight Community Councils
2. Stimulating other communities toward such action
3. Performing Youth Service Surveys
4. Performing Community Recreation Surveys
5. Editing and Publishing a bi-monthly Newsletter on prevention planning
6. Providing Consultant services in:
  - a. Recreation
  - b. Law Enforcement
  - c. All areas of youth planning
7. Planning and supervising:
  - a. Regional Law Enforcement Institutes
  - b. Regional Youth Conferences
8. Serving the Governor's Advisory Council on Children and Youth as Executive Secretary
9. Serving the Governor's Youth Council as coordinator and advisor
10. Continually editing and publishing needed youth programs and guides
11. Continually evaluating prevention program needs and promoting new ideas or suggestions

3. Program Changes in 1955

It seemed essential in view of the progress made to take every measure to consolidate those gains. With only two men available and one assigned to the vital role of Law Enforcement Consultant it was decided to initiate the following plan.

1. Turn to services mainly by mail and in person when possible to the 38 established Community Councils.
2. Because the 38 existing councils were more than one man could service it was decided not to actively stimulate others to form such councils. This decision was also based on the fact that if a poor start was made and due to lack of service it failed, the eventual successful establishment of an operating council would be impeded.
3. It was decided to temporarily discontinue performing Youth Services Surveys purely on the fact YCC could not find the necessary time to perform them.
4. It was also decided to discontinue performing Recreation Surveys on the basis of time and loss of the Recreation Consultant position.
5. A temporary discontinuance of the Newsletter was forced on the YCC by loss of the "editor" and printing budget cut.
6. It was decided to provide, by mail and in person when possible, a limited amount of consultant service in recreation planning and all areas of youth programing.
7. The Law Enforcement Consultant position being retained made it possible to continue in full, all plans in this area.
8. It was mandatory to continue serving the Governor's Advisory Council and Youth Council for this has been a most productive program. YCC continued to serve as Executive Secretary to the Councils, as Conference Manager and editors of conference reports, and also the Regional Youth Conference has continued to be planned and sponsored by the two councils and the YCC.

9. The staff cuts, it was agreed, would necessarily curtail the editing and printing of new guides and brochures. Revising and republishing the basic guides previously listed in Section II would absorb the limited staff positions remaining.

4. Present Status Of The Community Services Program

- A. Three quarters (3/4) of the Field Representative's time is absorbed by serving the Governor's Advisory Council on Children and Youth and the Governor's Youth Council. Between 1956 and 1958 there has been a tremendous increase of activity by these two councils. To strengthen the Council the Governor named new officers and committee chairman, allowing the chairman to select their committees. This "new blood" eagerly and soundly went to work.

Town Meetings Called:

In preparing for the 1956 Governor's Conference, the Governor called on all Mayors to hold Town Meetings evaluating their Youth program, and discuss delinquency prevention measures, requesting this material be forwarded to the conference Planning Committees.

The YCC developed the plan, the twenty-one page Town Meeting Guide Book and community check list to be used by the mayors. The mailings, promotion and evaluations of the program was performed by the YCC.

Teen-Age Code Developed:

The 1956 Conference produced the Minnesota Teen-Age Code.

The YCC prepared a "rough" suggested code to serve as a guide for the Youth Council. Once the code was adopted the YCC handled the total work load brought about by this tremendously needed measure. 15,000 copies of the code have been printed and mailed by YCC with a cover letter and additional material frequently requested. The YCC also keeps a current report on the progress of the code, and with the Governor's Advisory Council further promotes the code and accepts numerous speaking engagements explaining said code.

Among the promotional successes was the securing of the Code story in the "American Weekly" which story was reprinted in the "Readers Digest". The YCC called on Jean Libman Block, a nationally known free lance writer who had previously written the YCC story for "Woman's Home Companion" for the code story.

The 1957 Governor's Code Workshop:

In November of 1957 the Governor called a "workshop" for all youth and adults interested in learning more about the "code" and how to work toward the establishment of a code in a community. The YCC acted as Secretary for the planning groups, the Conference Managers and edited the resultant "Code Handbook" to be published in the immediate future.

The 1958 Governor's Conference:

On April 28 and 29, 1958, the Sixth Governor's Conference on Children and Youth will convene. Again the YCC acting as Secretary to the Governor's Advisory Council provides the work crew, manages and gives assistance to carry out the conference.

- B. One Quarter ( $\frac{1}{4}$ ) of the Field Representative's time is currently used to ascertain which Community Councils are still active and how he can service them, occasional meetings with local leaders over serious youth problems and answering requests for information.
- C. The Law Enforcement Consultant continues to service these groups unhampered and effectively.
- D. The Unit Director must devote one half ( $\frac{1}{2}$ ) of his time to the Parole Unit in planning the effective application of personnel, establishment and adherence to good procedures, making measurements of staff effectiveness and staff needs, interpretation of YCC program, designing and application of administrative procedures and checks conducive to greater efficiency and responsibilities delegated by the YCC Director.

One Half ( $\frac{1}{2}$ ) of the Unit Director's time remains to be utilized in Community Services planning, direction of that program and its personnel, some community contacts when problem warrants same, state-wide and regional Juvenile Delinquency training programs and institutes,



answering over 1,000 written requests per year for Delinquency Prevention information, and developing future plans for the Unit.

5. Community Services Unit Staff Needs

To carry out the program outlined in Section I, six additional staff are needed.

A. In Community Organization:

Four (4) additional Field Representatives are needed to make a total of five (5) such positions.

They would:

1. Help develop Community Councils. All our experience has proven that even in the smallest community there are ten or more leaders capable and anxious to do a better job for youth. This great army of people from the states 1,154 cities, towns and villages, if given the guidance and materials needed can make strong the lines of delinquency. Prevention of delinquency must start and take place where the youth are.
2. Develop regional delinquency prevention committees and institutes. With youth today being able to travel great distances, moving constantly between their home community and others, regional planning is necessary. The regional committee should be made up of leaders from each community in the region and work closely with the Governor's Advisory Council members in that region. Leadership training programs would be designed to develop their skills. Detailed program material would be interchanged to aid all participants.
3. Provide Consultant service to local leaders and officials. Special problems as working with "gangs" or handling a pending "gang war", excessive youthful drinking, rowdiness, parental indifference, planning to make the family stronger are issues facing local leaders who, in turn, seek advice on how to cope with these problems. Persons must be made available to assist by bringing ideas, advice and program suggestions to requesting local leaders.

4. Perform youth services surveys with other staff members and state departments.

B. In Education:

One Manual Report writer is urgently needed.

He would:

1. Develop the necessary material to answer the over 1,000 requests received each year for material on delinquency causes, methods and programs for Delinquency Control and Prevention.
2. Develop manuals and guides needed by the field staff in Prevention and Parole.
3. Edit and reprint useful material printed by some fifty national publications to help educate the public and YCC staff on Youth Programs and Delinquency Controls.
4. Edit and publish a monthly newsletter in which could be produced some material stated in (3) above as well as the activity of Community Councils as a means of bringing to others program ideas, projects and problem solutions. This newsletter could also stimulate other communities to action.

C. In-Service:

One Recreation Consultant is needed in addition to the present Law Enforcement Consultant.

He would:

1. Perform Recreation Surveys. Tailoring a recreation program to any given community must be geared to the needs of youth, the needs of that particular community, its facilities and financial structure. Ascertaining these facts are essential and do demand a "specialist".
2. Provide consultant service to requesting communities. As described in Section II this person could help a community outline how a recreation program can legally be established, financed, staffed and continued. He could also assist in outlining a sound recreation program.
3. Develop awareness of the need for recreation. Recreation is vital to the healthy, happy growth of the child. Recreation is a known "preventor" of delinquency. The physical fitness of today's youth is of serious concern to a great many people.

