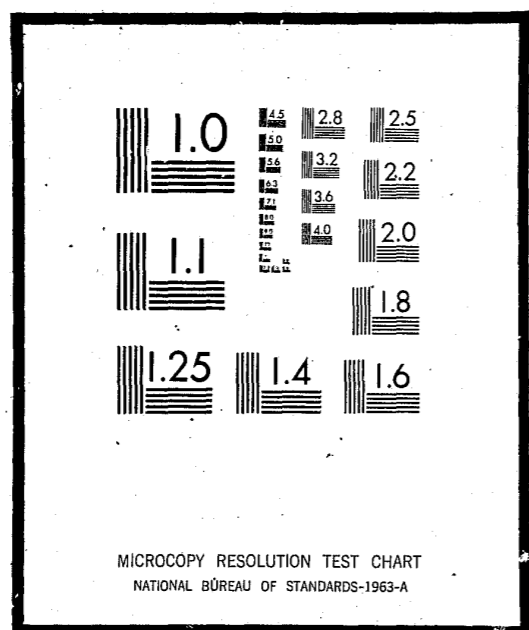


NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

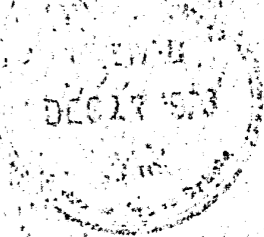
U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed

11/24/75

THE
DEPT

17377



Technical Assistance Report

THE DEPOT - FARGO COMMISSION ON YOUTH -
" (ND)
Box 549
Fargo, North Dakota 58102
AJI No. 78

Sponsored by

Law Enforcement Assistance Administration
Corrections Division

Robert D. Barnes, Project Monitor

Prepared by

American Justice Institute

Richard A. Mc Gee, President

William L. Tregoning, Project Director

William Underwood, Consultant

November 1973

TABLE OF CONTENTS

Methodology	1
Persons Contacted	1
Stated Problem	2
Background	3
Analysis of Problems and Deficiencies	7
Resources	18
Relationship to State Plan	19
Summary of Recommendations	19
Bibliography	22

Technical Assistance Report
by
William Underwood, Consultant
American Justice Institute

"The Depot"
Fargo Commission on Youth
Box 549
Fargo, North Dakota 58102

Methodology

The fieldwork preparation for this assignment began in early October 1973, through telephone contact with the State Planning Agency Executive Director, Mr. Kenneth Dawes; Delinquency Prevention Coordinator, Mr. Dennis Goetz; and Assistant Project Director of the Depot program, Miss Elizabeth Powers. Each was most helpful in providing assistance which included discussion of essential background information, making appointments for some key interviews, and arranging hotel accommodations.

The on-site fieldwork began with a visit to the State Planning Agency in Bismarck on Tuesday afternoon, October 30, 1973. This was followed by a three-hour drive to Fargo, which was "home" until departure time on Thursday, November 8, 1973. In addition to reviewing the case folder and other relevant information (written and verbal) with State Planning Agency staff, the basic format consisted of information-gathering interviews and consultation meetings during the morning and early afternoon; visits to the Depot project during project hours (4 p.m. to 9 p.m., Monday through Thursday, and 1 p.m. to 11:30 p.m., Friday and Saturday); and attendance at a regular meeting of the managing board with follow-up consultation with the board chairman, project director, and assistant project director.

Persons Contacted

The following individuals were interviewed individually for approximately one to two hours each, usually according to a relatively structured information-gathering interview format:

1. Oliver M. Thomas, Assistant Director, North Dakota Combined Law Enforcement Council
2. Dennis Goetz, Delinquency Prevention Coordinator, North Dakota Combined Law Enforcement Council
3. Arthur H. Lieb, Juvenile Supervisor-Referee, Cass County Juvenile Court

4. Ralph Maxwell, District Court and Juvenile Court Judge
5. Michael Stokes, Probation Officer and former Depot director
6. Edwin Anderson, Fargo Chief of Police
7. Caroline Bowe, Youth Commission President
8. Charles Patrick Carbone, ACTIVE Volunteer
9. Thomas McDonald, Assistant Professor in Sociology and Anthropology, and Rhonda Montgomery, graduate student, University of North Dakota
10. Leonard Leikas, Project Director
11. Elizabeth Powers, Assistant Project Director
12. Mike Bowe, 15-year old Youth Advisory Chairman
13. Paul Kallestad, 15-year old youth participant
14. Matthew Knudson, 14-year old youth participant
15. Jody Kyilo, 14-year old youth participant
16. David Evanson, Project Concession Manager and Youth Commission Vice President
17. Orville Nelson, former Project Director
18. Herschel Lashkowitz, Mayor

In addition, informal but nonetheless informative conversations of 15 minutes to an hour duration were held with the following individuals:

1. John Pavek, Police Community Relations Officer
2. Robert Hamblet, School District Director of Counseling and former Youth Commission President
3. Five youth participants

There were additional contacts of a much more incidental and casual nature, which nonetheless made a significant impression regarding the Depot program. These included the observation of 30 to 80 youth who came to the Depot each night, police officers who worked there parttime, the nine adults and five youth who made up the youth board, and a variety of other persons not directly connected with the project, i.e., taxi cab drivers, hotel clerks, waitresses, and merchants in the area.

Stated Problem

The request for technical assistance was initiated June 7, 1973, by Michael Stokes, who was project director at that time. The problem identified at this point in time was that the population using the Depot youth center had changed from a group of highly involved, relatively "straight" senior high school age youth (16 to 18) to a group consisting mainly of junior high school age youth (13 to 16) with "no investment and no commitment to the center's original goals . . . , whose sense of responsibility is poorly developed, whose attention span is very limited, and whose behavior is largely delinquent or pre-delinquent."

The request was as follows:

We need assistance in:

1. *Dealing with Junior High age kids*
2. *Developing programs for this age group in*
 - a. *Police-youth relations*
 - b. *Court-youth-Depot cooperation*
 - c. *Personal growth and development*
 - d. *Delinquency prevention*
 - e. *Drugs*
3. *The effective use of this particular building in implementing the above programs.*

Background

The history of this project is of considerable significance to understanding and dealing with problems which haunt the program from the past and the situation which exists today.

Just exactly who had the idea for a youth center such as "The Depot" varies slightly according to who tells the story. The Fargo police, a community action youth group (with some O.E.O. background), the Mayor's office, the city commission, Model Cities, and the Burlington Railroad all had principal roles.

The first action does seem to be tied in with the availability of financial assistance from the Safe Streets Act and the Juvenile Delinquency Prevention Action in 1968-69. The Fargo Police Department prepared a proposal, and funding sources were approached. The police department had entree for funding but also needed substantial matching local funds. Encouraged by sources such as the community action group, Model Cities funds were utilized for this purpose. The project was subsequently funded as an LEAA discretionary grant for large cities in July, 1970. Numerous difficulties were encountered, including the different funding cycles of LEAA and Model Cities, hiring of staff, and locating a site.

The first project director was hired in May, 1971. He was head of the police auxiliary and was basically a selection of the Fargo Police Department and the Mayor's office.

Reportedly several sites were considered; however, it was a three-month negotiating effort by the Mayor with the Burlington Railroad that caused the railway company, in consideration of its "friendly interest in the people of Fargo, North Dakota," to convey to the city its former passenger

depot building to be used for the purpose of a youth center and for other civic and community-oriented programs. This two-story structure is located on a parcel of land 95' x 260'. The lower floor dimensions are approximately 40' x 200', with the passenger waiting area over 40' x 60'. The contract also permitted the city to lease the outlying and surrounding lands for the purposes of improving, remodeling, and maintaining the depot building. This was a 20-year lease at the rate of one dollar per year.

Upon obtaining the building on August 31, 1971, there was a furor of activity involving a cross-section of individuals from the entire community. In the main this included senior high school young people, but there was also considerable leadership by the project director, the police department, and adult volunteers. There were meetings with architects, the Historical Society, and other groups to advise in regard to what could be done with the building. Since there were plans in the state to restore some of the furniture and the building itself, the volunteers dismantled many of the furnishings such as ticket counters and bookcases, and moved such items as thousand-pound benches up a steep flight of stairs for storage in the attic. They cleaned, scrubbed, and painted the walls. In order to protect the tile floor, the entire lower floor was carpeted. Some walls were carpeted for acoustical purposes. There was also renovation work which had to be done professionally. The railroad insisted that a six-foot fence be installed around three sides of the Depot, and it was necessary to install a new heating plant as the building had been previously furnished heat by a generating plant which had since closed down. There were also electrical and plumbing expenses. The baggage claim area, approximately one-third of the building, was leased to the Railway Express Agency; however, the remaining floor space (over 6,000 square feet) was developed to have a large open area with tables and a stage for live entertainment, a concession stand with soft drinks and snacks, and other rooms designated as rap room, little theater, music room, game room, etc. The grand opening was on October 30, 1971.

After the building was renovated and opened the real problems began. There was considerable publicity and hundreds of people were attracted to the activities of the Depot. To be sure, there were positive happenings at the Depot. Some of the youth who were active during this era commented on the free movies, visit by Tiny Tim, and just having a place to go and be yourself; however, the negative happenings caused much more attention. This seemed to come to a head when representatives of the police department visited and project and were negatively impressed by activities such as smoking, possible evidence of drinking, and heavy petting by the participants (e.g., the "rap room" was renamed by some the "passion pit."). There were differences of opinion as to the extent of the problems, but as to the resulting "bad image" there is no doubt.

As if the programming problems were not enough, a struggle for the control developed between the different interest groups, which included and/or

involved the police, the Mayor's office, Model Cities, and the community youth action group. In many ways all had very legitimate concerns. The police had submitted the proposal and were interested in administering the program; Model Cities had money invested and were interested in accountability for that money; the Mayor's office had negotiated long and hard for the site and for a program for youth; the youth were concerned that they be allowed to have input in developing the program. In addition to having different interests, these groups also had differences of philosophy. As one interviewee said, the Depot became a political football.

In June 1972, the Depot ran out of funds. The police department, which was administering the program, closed it down. The Mayor, who had just returned after an illness, responded to the pleas of the youth and other sources in the community and declared an emergency, and for several months the fire department was responsible for the program. They operated on meager funds from the city, auxiliary police, and other sources; and were open sporadically until the next grant was approved in September, 1972. It was also during this period that a group of interested citizens formed a non-profit corporation, Fargo Commission on Youth, Inc. On the next grant application the applicant was the City of Fargo, with the implementing agency the Fargo Commission on Youth.

The program limped along for several months, and a new director, Michael Stokes, was hired in December, 1972. At his first night on the job over 200 young people descended upon the Depot to participate in the activities. Again, there were a few crises in the following months, some of which came to the attention of the newspapers when in February, 1973, an individual complained to the police and press that drinking and other undesirable activities were occurring at the Depot.

There was some calming in the months which followed, and this continued through June, 1973, when the time came to prepare a proposal for a continued grant. Notably, it was pointed out that the 16 - 20-year old age group previously participating in the Depot program had been replaced by a 13 - 15-year old age group.

The project director, Michael Stokes, resigned in August, 1973, and is now a probation officer in the Fargo area. The application that he was instrumental in developing has since been approved by the North Dakota Combined Law Enforcement Council.

The new project director, Mr. Leonard Leikas, started in September, 1973, and had just gotten his feet on the ground in terms of developing a relationship with the young people who come to the center.

Summary. Highlights regarding development of the Depot program are as follows:

- July 1, 1970 Discretionary grant awarded for large cities from LEAA with Model Cities indicated as match. The funding was as follows:

LEAA	\$21,320
Model Cities	14,230
Total	<u>\$35,550</u>
- October 5, 1970 LEAA funds were available.
- January, 1971 There is a record of delay in Model Cities funds being available. This was eventually worked out as it had to do with the two being on a different funding cycle.
- May, 1971 Hired director - Orville Nelson.
- August 31, 1971 Building was secured through efforts of Mayor negotiating with Burlington Railroad.
- September and October, 1971 Model Cities funds had to be expended or lost. Considerable effort in renovating building for the Depot program.
- October 31, 1971 Grand opening.
- October, 1971 through April, 1972 The program was active. Problems regarding smoking, drinking, etc., developed. Renovation of the building continued. It is noted that money was transferred from program budget categories. For instance, in the overall budget, the "Supplies and Other" category was increased from \$7,100 to \$12,950.
- June 30, 1972 The grant period was extended to end June 30, 1972. The project was closed by the Police Department as it was out of funds.
- July through August, 1972 The project was under the auspices of the Fire Department. Fargo Commission on Youth, Inc., was established. The first official meeting was August 2, 1972.
- July through September, 1972 During this period the project was open sporadically, and open for the most part on emergency funds from the city and a loan from the police auxiliary. The director, Orville Nelson, worked on a week-to-week, month-to-month basis at this point in the program.

During this first budget year a total of \$45,532 is reported as expended. Over \$27,000 was non-personnel related, i.e., equipment, supplies, and operating expenses.

September 28, 1972 Second LEAA discretionary grant award. The budget read as follows:

LEAA	\$25,000
Local	10,234
Total	\$35,234

December, 1972 A new director, Michael Stokes, and assistant director, Elizabeth Powers, hired.

February, 1973 Complaint letter from parent. Press releases as to undesirable activities at the Depot.

June, 1973 Budget adjustment so that with no change in total amount, grant period would go through November 30, 1973. It was also at this point that the request for technical assistance was made and that the project director was involved in developing a new proposal.

September, 1973 Project director, Michael Stokes, resigned to take a job as a probation officer.

October, 1973 New director Leonard Leikes hired. Also a new grant award was made to begin December 1, 1973, and to extend for approximately one year. The budget reads approximately as follows:

LEC	\$49,003
State	1,361
Local	5,800
	\$56,164

Analysis of Problems and Deficiencies

The most prevalent problem cited by interviewees was that of community acceptance. Since this was such an important aspect, each element of the program has been examined keeping this agreed upon problem in mind.

The Setting. The Depot-Youth Center at 701 Main Street, Fargo, is centrally located. It is near the downtown area of Fargo, on a main thoroughfare which connects Fargo with the communities of West Fargo

and Moorehead, Minnesota. The population of these combined cities' area is approximately 90,000. The ethnicity is essentially white with most of the population of Norwegian, Swedish, or German descent. The influence of the old country is noticeable. For the most part, the residences become more expensive as one moves away from the Depot. Accessibility is impaired somewhat in that bus service is infrequent. Most participants either walk or hitchhike to the center--a few ride bikes or are brought by their parents. For the most part, individuals casually contacted in the nearby business area were only vaguely aware that there was a Depot-Youth Center. A few knew that there had been some publicity, and a few knew that some of this publicity had been unfavorable.

Overall the project is located near everyone in general and no one in specific. It may in part be a state of mind, but the project seems to be isolated. Given all the circumstances, moving out of this isolation to gain constructive recognition may indeed take a most significant effort.

The Building. This brick and sandstone structure was built at the turn of the century by a prominent architect. It is considered a historical site, and there has been a great deal of clamor that it be saved. It is indeed a picturesque structure, and its large, high-ceilinged main room is ideal for its primary intended purpose--a place to come and wait. The ceilings are high so that there is plenty of air and can accommodate activities such as smoking. The building is still used as a place where people can come and wait. In many ways this program is clearly dominated by the building. It was easy to find people who were concerned with the preservation and well-being of this building to the point that it overshadowed the concern and well-being of the individuals who came to it. In analyzing the money spent it develops that over \$27,000 out of \$45,500 from the first year's grant was spent in regard to equipment, supplies, and operating expenses mainly for the maintenance and renovation of the building. City tax dollars expended were minimal in that most of the funds were from LEAA, Model Cities, rental of a portion of the building, and other sources.

Some of the main expenditures have been a fence to safeguard the railroad from being responsible for anyone who might wander out on the tracks, to a new furnace to heat this mammoth place (which also causes a winter-time heating bill of over \$600 per month), and a carpet on the floor to protect the tile. Clearly if the Depot youth program is to continue, the needs of the building must be put into perspective. Indeed it may be a legitimate concern but hardly in the long run should it be the primary concern. (NOTE: As it stands the building represents a public relations program image. Over the next year it will be necessary to place what some may consider undue emphasis on it. One course of action would be to rent it out to somebody else and use the proceeds to obtain a new site.)

Analysis of some of the problems and possible courses of action in regard to the building are as follows:

1) Since the program opened there has been no regular janitorial service. They have depended on NYC youth and volunteers to clean the place. It was the writer's observation that the premises were indeed unkempt, untidy, uncomfortable, and unpleasant. At the minimum it needs regular workmanlike janitorial service. The proposal written for the year beginning December 1, 1973, allots \$3,000 for a janitor-maintenance man who will do many things. To the writer's mind the minimum wage and speculated responsibility are hardly commensurate with the duties that maintaining and cleaning this building will involve. It is recommended that the budgetary allotment and duties regarding the maintenance and cleaning of the building be considered a top priority and a budgetary adjustment made as necessary.

2) For permanent types of improvements, such as new roofing or exterior decoration, groups that are interested in such matters should participate, such as the city and historical societies. The Depot program people need to define the limits that they will go to, namely keeping the interior relatively clean and well-maintained--perhaps it would be advantageous for members of the Youth Commission to exert themselves on the City Council and other groups in this regard.

3) Use of rooms. Besides the main waiting room, which is approximately 40' by 60', there is considerable space immediately adjacent to or in other rooms. The concessions area has at least 600 square feet, and there are at least two additional rooms downstairs and four large rooms upstairs. The program staff have located their offices in the most remote section in the rear of the building, which does not accommodate to having someone on hand where the youth activities take place. Unfortunately the room that would be ideal for staff offices is a passageway to the women's rest room. There is almost no ideal way in which the various rooms on these premises can be used. No matter what is done there will be problems, i.e., a crafts program is being planned and yet there is no room with plumbing available other than the concession counter and the rest rooms. Not much can be done except to continue to experiment or major renovations. The former rather than the latter is suggested.

4) It was also the writer's observation that there was very little in the way of furniture to sit on. The main place that youth congregated was what was known as "the stage". The stage consists of high and low carpeted platforms, attractive for both sprawling and sitting. In the past furniture has somehow been destroyed or damaged or burned, and rather than invest in new marginal furniture it might be appropriate to develop new alternatives to furniture such as carpeted platforms and cubes for sitting and sprawling on. These could also serve as work and fun projects and could involve such groups as the Design Center.

5) There is no corner or section for visiting members of the older generation to feel comfortable. It is recommended that something in the way of a parlor or "old folks' corner" be developed.

6) This facility also has the potential to serve as a meeting place for community agencies and community activities. This will take a commitment by staff and participants as well as developing an appealing facility, but should be helpful to the program. In a recent study of similar projects¹ it was found relevant indirect service activities of successful programs included involvement with others in planning, training, liaison, consultation, and by simply being a good host in helping others both from within and outside the community to have a good time. "Notably, successful programs are known for having fairs, displays, open houses, educational rap sessions, and other activities at which a broad cross section of the community can participate. The public relations plan is to enhance people-to-people communication and take full advantage of the public's inclination to help its youth."

Objectives. With the exception of staff who were involved in the development of the most recent project proposal, interviewees had a difficult time relating just exactly what the objectives of the Depot program were.

The objectives as articulated in the first year application are keyed somewhat by the title, "Police-Youth Cooperative Community Relations Program." In summary, the main objective of the project was to "increase understanding and communication between the police and the youth of the community, especially in the Model Cities neighborhood. The Fargo Police Department will be the sponsor of this project with the ultimate authority for its administration vested in the City Commission. The project will be operated to encourage maximum participation from youth in the model neighborhood and community at large. Special emphasis will be given to involving youth with pre-delinquent disposition, high dropouts, and unemployed teenagers . . ." The facility was to provide a face to face meeting ground for youth between the ages of 16 and 19 years and a variety of professional, academic, and governmental resources in an informal, congenial atmosphere. The facility was to be on the ground level, with three major areas to include a food concession with a coke and dairy bar; a dialogue center with a small stage, mike, and p.a. system for live music, entertainment, and speakers; and an area for publications and production equipment. It was also to have programs which included a camping experience, employment, and a police cadet program. In actuality, much of the first year was taken up in development of the facility. The main program component which got under way was a recreation-drop-in center.

¹ *The National Study of Youth Service Bureaus, Youth Development and Delinquency Prevention Administration, U.S. Government Printing Office, Washington, D.C. 1973 pp 150.*

The second year application was also entitled "Police-Youth Cooperative Community Relations Program." In summary, the purpose was "to increase the understanding between law enforcement officials and the youth of the community, to prevent juvenile delinquency, and to provide meaningful programs to serve the needs of the young people of Fargo." The project was also to develop relevant programs of interest to all types of young people in different age groups; reduce the number of arrests of juveniles in the community; serve as a "hub" for youth activities, which could provide an "open forum" on what's happening in the community and head off difficulties; and simply to "provide a place for kids to go --- a place to listen to records, see a film, have a coke, play a game of pool, etc. . . ." This second year of operation was actually the first by the Fargo Commission on Youth. The objective of improving understanding between law enforcement officials and youth was somewhat impaired in that it was the viewpoint of some that the program had been taken away from the Police Department. The entire year was basically a holding action with the main emphasis on the drop-in center-recreation activities. The Depot has become a "hangout" for many 13 - 15 year-olds who do not feel comfortable with other agencies and sources in the community, i.e., school activities, YMCA or YWCA, church, etc.

The third year application has a very subtle title change (perhaps more appropriate), "Fargo Youth Cooperative Community Relations Program." The purpose in summary is to "prevent and reduce juvenile delinquency in Fargo, to improve community relations between youth and community." The objectives of the program, as identified in the proposal and by some of those involved in developing the proposal, are as follows: To improve relationships between youth and the community, and law enforcement personnel in particular; to improve self concepts; to reduce alienation; to prevent delinquency; to reduce recidivism. The target age group is cited as 13 to 15 years. Indications so far are that the primary and most visible service will continue to be drop-in recreational activities. Starting on a low key other activities such as arts and crafts, outings such as skating and bowling, work projects, and continuation of the large communications group and to start some small group communications as well.

The early pattern developed as a result of sponsors with different needs, idiosyncracies of the building, and an annual changing of the guard. Additionally, in defining project objectives, it has been the practice to mix in fragments of program descriptions, and this has caused considerable confusion for either project critics or advocates to identify or describe the objectives of the project.

There is a need for the staff, the managing board, and other resource persons to take the time, in a setting away from everyday activities, to determine what the objectives of the Depot program are, and to articulate these objectives in such a way that Fargo area people know what to expect and what not to expect from the program.

Program Content. Based on regular attendance for one week, the impression the Depot gives is that for young people it is a warm place to come in the wintertime to wait - to wait until you are old enough to drive or have access to an automobile. While there it is possible to play pool, pingpong, pinball machines, and other games, or just sit around and visit with friends. It is not the fanciest place in town, in fact it is sometimes a mess to the point of embarrassment, but then compared to other places in town the rules are flexible and not hypocritical - no drugs, no alcohol, no fighting or rowdiness, and no activities which would embarrass others (i.e., a friendly kiss is okay but not a passionate embrace). Most important of all, smoking is tolerated.

There are other more serious activities such as group communications meetings, which sometimes come off and sometimes do not. The directors are available to talk over problems if need be. Occasionally there are fun activities available such as airplane rides. On weekends the attendance is high, and sometimes there is a band for entertainment.

The problem, as one person put it, is that "In a community like this if everything had gone right from the beginning, you would have a substantial resistance because you have got 'these kids' in a bunch where you can really see them, and this is what people in this community want to hide. Any bunch of teenagers together can be frightening. When you add to that the long hair, the untidy garb, the cigarette smoking, this becomes doubly unacceptable in a very straight community. A facility which attracts a large number of this group starts to break the tolerance point . . ."

After describing the past history of the project another person indicated that the response of the community to the overall program is less than favorable due to 1) publicity in the press, 2) some publicity in a less formal way by parents who see the Depot, at least previously, as being a place where young people can go to engage in activities that the parents do not approve of. To some degree this problem has been alleviated but it has not been alleviated totally. The police are now willing to see what will develop during the forthcoming year and to see if these kinds of problems are overcome. Coming to the Depot to drink and smoke is obviously not viewed favorably. The solution most frequently suggested was that the Depot needs to become something more than a hangout, as it is the hangout image which is read by some as a haven for the use of drugs and alcohol. If the Depot keeps them off the street, there also needs to be some indication that this program is a better alternative.

Two basic courses of action are necessary. One way is to approach the problem by working with smaller groups of youth, which does not cause quite as much reaction and in addition provides an opportunity for better payoff for all parties concerned. The second course of action involves gaining community understanding and acceptance. In developing these program components all of the features will need to be considered - the project background, the building, the participants' needs, the nature of the community, and the staff and other individuals who will implement specific effort and activities. The staff seems to have many ideas and awareness

in regard to working with smaller groups. Short term projects such as making Christmas gifts; painting and building projects; fun activities such as a late night skating party and bowling can lead into heavier kinds of things such as talking about drug use; social seminar situations; and participation in the program as one who gives. It is also recognized that the way a program is presented is as important as what is presented, e.g. "They want to learn arts and crafts such as macrame, beading, and candlemaking, but if you hold a class nobody shows up, mainly because they don't want classes or do not want the program presented like school. They want it in a special way. The way to solve the problem is to have adequate staff who will be there so that everyone knows them and what their talents are so that they can go and see a particular person if they want to get into something like arts and crafts or if they want to rap. If you have one person doing something you have it so everybody else wants to join in. Nobody really wants to take the first step. The whole thing is to get someone to take the first step to get the whole thing going. Someone to take the initiative. This really has not been tried as yet as they do not have the staff." Considering all of the related factors, gaining community acceptance will be a complicated problem. Indeed this may not be possible to achieve in a one-year period.

A unique analogy for approaching this problem was, "A sales organization doesn't wait for people to come to it but they go out with a product to put forth. That is something the town understands. And first they have to identify their product. They need to think of the whole community as their base rather than a so-called 'target group'. Identify the consumer."

Participants. The stated problem and request for assistance indicated that the program population had changed from a "straight" senior high school group to a delinquent and pre-delinquent junior high age group who had a limited attention span and a poorly developed sense of responsibility.

In the September, 1973, Progress Report, the Project Director, Leonard Leikas, describes the Depot youth as follows:

"The Depot young people come from families which represent a wide variety of social classes and educational and occupational backgrounds. Many do not ordinarily become involved in institutionalized or structured activities, probably because of the individualized nature or because of fear of embarrassment or failure.

"Grades in school run the entire spectrum with the majority probably below average. However, it is likely that the Depot young people are at least as intelligent as the average student. These youths seem to

be more sensitive and have had experiences which often make them seem older than their years.

"The family background of most Depot members is apparently troubled in some way. The Depot seems to provide a more stable environment of acceptance where youths meet some of their basic needs through association with peers and staff members.

"With a few exceptions, alcohol and other drug usage seems to be irregular and not of a dependent nature. This drug use might most often be for tension release and feelings of having a good time.

"The Depot membership can roughly be divided by grade as follows:

(1)	Seventh Grade	10%
(2)	Eighth Grade	20%
(3)	Ninth Grade	30%
(4)	Tenth Grade	15%
(5)	Eleventh Grade	10%
(6)	Twelfth Grade	5%
(7)	Graduates or Dropouts	10%

The description done in September by Mr. Leikas is essentially the same as observed by the writer in November. Recent program developments suggest that staff have an increased understanding of their clientele and are pursuing a logical course to improve services. Considering the other aspects and problems of this program, it is the writer's opinion that the nature and behavior of the population is not the most significant problem the Depot project has at this time.

Staff. The key staff consists of Len Leikas, director; Elizabeth Powers, assistant director; and David Evenson, concessions operator. Len Leikas is 30 years of age, was previously a captain in the Air Force (air missile maintenance), and at one time worked as a farm machinery district sales manager. His undergraduate training was in engineering. He is presently completing his master's thesis in sociology. Although not from Fargo, he is a native North Dakotan and has a quiet, calm manner which seems in the tradition of that area. He has experience in administration, has an interest in detail, and seems to be capable of transferring this knowledge to the Depot project. He does not have experience in regard to the operation of social service agencies and the workings of the government.

Liz Powers is 23 years of age, has approximately two years of college, has worked in social service street agencies in the Minneapolis, Minnesota, area, and has experience and training in hot line activities. Her main interest is in the area of counseling, especially in regard to drugs. Her manner of

dress is neat but casual. Blue jeans with patches are a part of her regular dress. Her style of talking with youth is straightforward, and from all evidence they seem to have confidence in her and in this approach. She has little experience in regard to the operation of public social services and other establishment-type agencies.

Dave Evenson is 20 years of age, was a member of the Youth Council during the first year the program operated, and has approximately two years of college. He has a beard, and he too dresses in the neat but casual manner of the older youth of today. Although he refers to himself as "only the concession stand operator," he probably has more contact and more influence on participants at the center than any other staff member.

The one thing this project does not need at this point in its history is staff turnover. Staff turnover has been a major difficulty of the project. There have been three project directors in an operating period of only two years, and there have been at least four assistant directors that the writer has heard about. It is unknown how many other peripheral staff have been in the picture.

Since May 1971 all three project directors have been called upon to implement programs which were basically designed by others. From the very beginning the project has operated with a minimum of staff considering the size of the facilities and the number of individuals who come in. It is a regular requirement that the director and assistant director work six days per week, and usually the hours are in excess of eight per day. The project is open 35 hours per week so that this leaves little time for administration and public relations duties. It is recommended that an adjustment be made in order that staff, including the director and assistant director, have off two consecutive days in a row.

To date the key staff have been so immersed in the day to day operation that there has been little opportunity to find out and exchange ideas with staff in similar programs. This isolation needs to be broken. Professional development opportunities need to be a part of the benefits to key staff.

The project employs a weekend police officer at the rate of \$5 per hour. This is usually Officer Jeff Cummings, who has also recently become a member of the Commission on Youth. Participants speak of Officer Cummings with high praise. During his time at the center, he participates in recreational activities with youth, and in addition on his own time, provides other activities, i.e., as a licensed pilot takes youth on airplane rides. This positive attitude is not limited to Officer Cummings as it was observed that his alternate was also readily accepted. At first it was tempting to criticize that payment from the project was involved; however, although a great deal depends on personality, it appears that this approach works, and possibly the police officer has the advantage that getting involved in program activities is his job rather than being an enforcer of laws.

The 1973-74 grant also provides for a secretary-bookkeeper, which will provide much needed supportive services, especially for the director. A modest sum is designated for part-time youth helpers to work at the concession stand; also a janitor-maintenance man is specified, which is commented on in some detail under the subsection entitled "Building." The new grant also proposes that there be ten part-time interns from North Dakota State University. It is intended that this staff become involved in specific activities and work projects with you. Several have already been selected. The availability of these internships was publicized at the university, application forms were distributed and submitted by the students, and processed through a faculty screening committee. After the initial screening by the faculty, the students are referred to the Depot staff for interview to determine if these interns will be compatible with planned Depot programs. They will work 15 hours a week and receive \$100 a month. The criteria utilized in the selection process consisted of experience working with youth, academic preparation, and personal experience. The work they do will mainly be determined by the Depot staff. Two of them will be working in an arts and crafts program. One will be working with the participants, the Depot staff, and the Fargo Police Department in terms of working out some kind of relationship in regard to activities that they can develop mutually.

This method of selection certainly offers some advantages; however, some concerns regarding this program component are as follows:

- 1) Although the Depot has the "final say," the basic selection is by University staff. The intern necessarily has a commitment regarding school. Whether or not the Depot can gain an equitable share of allegiance on the basis of a 15-hour week is at least open to question.
- 2) To be sure the pay is low but limiting this kind of work experience to college students can serve to shelter the program from involvement by other community types.
- 3) This is a substantial number of individuals to absorb in a short period of time and presents problems simply on the basis of span of control.

It is not the writers intention to suggest that the use of student interns is not an acceptable approach. It is conceivable, however, that as other priorities develop (e.g. increased payment for janitorial services, additional evaluation staff, etc.) a modest modification in this budget category could be considered.

Volunteers. At present the only consistent volunteer worker is Charles Patrick Carbone, aka Chip. Chip is an ACTIVE volunteer on an independent study assignment known as "Bored with School." The project is funded from money from clubs and local businesses. They operate a job placement project located at the YMCA but for the most part this project is conducted at the schools where 45 volunteers provide tutoring and special assistance to students who have a need and request it. He indicated that this project is not a part of the Depot program per se, although the depot does provide housing. Chip has been involved in leading the

men's group rap session and acting as staff in supervising the floor. Other volunteers from this program visit the office periodically but are involved in the Depot program to a very limited degree.

There has been much talk and a few attempts at developing a volunteer program. This has not been done very systematically and therefore any experiences with volunteers have been unproductive. The Student Intern program is a semi-volunteer approach and perhaps experience can be gained from this effort, especially in regard to orientation and training. There are a significant number of similar type youth service projects (similar from the standpoint of youth participants) throughout the country where volunteers have been involved in providing a significant portion of services. Tulsa, Oklahoma; Scottsdale, Arizona; Palatine, Illinois; Columbus, Ohio; El Paso, Texas; and Manteca, California represent some of the locations where this has occurred.² It should be noted, however, that the successful use of volunteers requires coordination and training.³ Their services are not free. They require, at least, a minimal amount of money for expenses (e.g. travel, meals, special events) and a considerable amount of staff time and effort.

The Depot Youth Center needs a volunteer component for a special reason not just to obtain cheap labor. Acceptance and understanding are by-products of involvement and these by-products the Depot needs. Several interviewees suggested starting in a small way, perhaps in conjunction with an outreach effort to develop a parents auxiliary. The writer's recommendation would be - plan it, commit staff, do it!

The Commission on Youth. The Fargo Commission on Youth is presently composed of 15 persons, 9 adults and 6 youth. To its credit it seems to have transcended the burned feelings of the police department and other individuals involved in the first year of operation. The members are well intended as advocates for programs for youth, especially disenfranchised youth. One member, Aloha Eagles, is a member of the state legislature, on the Criminal Justice Council, and social service committees. This has undoubtedly helped the cause of the Depot project at the state level. The situation at the city level is less than encouraging. The mayor seems to want to support the project but is now somewhat cautious in view of past events. Overall, the position of the City

² *The National Study of Youth Service Bureaus, Youth Development and Delinquency Prevention Administration, U. S. Government Printing Office, Washington, D.C. 1973 p 88-9.*

³ *Using Volunteers in Court Settings, U. S. Dept. of Health, Education and Welfare, S.R.S. Office of Juvenile Delinquency and Youth Development, Pub.#477 p 214-24.*

Commission seems to be not to actually oppose the project, but do not invest any city tax dollars either. The Commission on Youth does not seem to have much influence with city government. Perhaps this is due to lack of a constituency; however, they have not been too aggressive in this regard either.

It seems that the major activity of this group has been of an internal nature, especially in regard to the expenditure of money. There also seems to be some in-fighting, mostly between adult members and youth members. The most logical course to follow at this point would be to 1) delegate the main administration of the project to the project director. Already he must answer to a funding source and usually has little choice in regard to expenditures such as emergency repair of the heating system, etc. 2) They should become a unified group and concentrate on planning and developing credibility and linkage with governmental and non-governmental bodies vital to program success. The Commission on Youth has gained valuable experience over the past year and might well consider youth development planning beyond the Depot project.

Resources

The State comprehensive plan describes many of the supportive and resource services available, pointing out that since Fargo was settled early and is the largest city in the state, many state-wide programs for children and youth have been established there. Lutheran Welfare, Catholic Social Service, Children's Village - a private non-sectarian agency, provide a range of services and are all headquartered in Fargo. In addition, there are residential programs for unwed mothers, dependent children, delinquent or pre-delinquent youth and retarded youth. The Cass County Juvenile Court and Probation Department headquarters are in Fargo and the state's only detention home is located there also. There is a very modern YM/YWCA located in Fargo. A 'Hotline' is active in the Fargo-Moorehead area.

The Depot staff were the most familiar with 'Hotline' and had made some use of the Children's Village Social Service and Counseling program. The Juvenile Court has little more than parental hearsay and newspaper knowledge of the Depot; the Probation Department administration had very limited contact and although individual probation officers have been to the Depot, this has not exactly been a part of the accepted departmental routine. The Depot's main agency contact has been with the Police Department. A more aggressive role in developing inter-agency communications seems indicated and possibly the 'professional advisory committee' suggested in the new grant will serve as the vehicle to achieve this purpose. A program in Pacifica, California has this structure and it has proved useful.⁴

⁴ Pacifica Youth Service Bureau, 160 Milagra Dr., Pacifica, CA 94044.

State Plan

The project was funded for 2 years under a discretionary grant. Its status in the State Plan during that period is unclear. This is its first year as a block grantee. The 1973 plan has a section in regard to community programs for the prevention and control of Juvenile Delinquency. The stated objective is: "To divert youth from delinquent behavior through the development of community based programs for the counseling and treatment of youth and their families."⁵ The 1972 stated objective was very similar.

In addition to the goal "To determine the nature and extent of crime and delinquency" some sub-goals are as follows: 1) "A self-reported delinquency study should be conducted in order to establish a 'base rate'."⁶ "One of the problems facing many North Dakota communities is the lack of recreational facilities, especially those which provide activities for youngsters during the long winter months. It will be necessary to obtain information regarding community recreation programs and the effect which these programs have on juvenile delinquency."⁷

The need for the program is based on a self-reported delinquency study which gives some evidence that the Depot program does provide service to more youth in jeopardy of the juvenile justice system than would be found in youth population of the overall community. In addition the evaluation component, developed by Tom Mc Donald of North Dakota State University, has been candid and objective in the past and although the design for the new grant is rather intricate, it seems that it will be useful in obtaining much needed data in regard to the above described goals of the 1973 State Plan.

Summary of Recommendations

It is recommended:

1. That regular janitorial and maintenance service be given top priority and that budgetary adjustment be made as necessary.
2. That the Youth Commission and staff define the limits that they will go to in regard to maintaining the building (such as keeping the interior relatively clean and well maintained) and that for permanent (long range) improvements the city and other interested groups be approached to contribute.

⁵ *Crime and Delinquency in North Dakota*, North Dakota Combined Law-Enforcement Council, Kenneth J. Dawes, Exec.Dir. Jan. 1973 p IV-9

⁶ Ibid., p III-17

⁷ Ibid., p III-18

3. That serviceable furnishings be built or obtained for the lounging comfort of teenagers.
4. That at least a corner or easily accessible room be "created" for parents, police, agency visitors and other "old folks" (and in addition that these visitors be indulged with such luxury as hot coffee).
5. That a program component as well as the facility be developed to serve as a meeting place for community agencies and community activities.
6. That the staff, the managing board, and other resource persons take the time, in a setting away from everyday activities, to determine what the objectives of the Depot program are, and to articulate these objectives in such a way that Fargo area people know what to expect and what not to expect from the program.
7. That activities be developed to make the Depot more than a 'hangout'. That definite programs involving small groups be highlighted (such as a police-youth camping experience, painting and building projects, social service seminars, etc.); that special consideration be given as to how (and who) activities or programs are presented as well as what is presented.
8. That an aggressive outreach program be developed to involve parents and interested citizens in the project.
9. That an adjustment be made in order that staff, including the director and assistant director, have a five day (rather than six day) work week with two consecutive days off.
10. That professional development opportunities be a part of the planned activities for key staff.
11. That the weekend police officer component be continued and when appropriate (special activities or an event which draws a large crowd) expanded.
12. That starting in a small way, perhaps in conjunction with an outreach effort, a parents/volunteer auxiliary be developed.
13. That the Commission on Youth delegate more fully the main administration of the project to the project director.
14. That the Commission on Youth become a unified group and concentrate on planning and developing credibility and linkage with governmental and non-governmental bodies vital to program success.

15. That the Depot staff pursue a more aggressive role in developing a social agency advisory group in order to improve communications and coordination of services.

BIBLIOGRAPHY

A BRIEF ANNOTATED
BIBLIOGRAPHY

Burns, Virginia, and Leonard Stern. "The Prevention of Juvenile Delinquency," *Task Force Report: Juvenile Delinquency and Youth Crime*. Task Force on Juvenile Delinquency, The President's Commission on Law Enforcement and Administration of Justice. Washington: G.P.O., 1967 pp 353-409.

The authors have asked for a national strategy regarding youth development and delinquency prevention. On page 396 they discuss alternatives to judicial handling.

California, State of. *California Welfare and Institutions Code*. Section 1900-1905, "Chapter 9 Youth Service Bureaus," 1968 Ch. 934.

This statute made provision for establishing Youth Service Bureaus in California. It provides background in regard to the emphasis placed on coordination and other aspects of Youth Service Bureaus in that state.

California, State of, Department of the Youth Authority. *Youth Service Bureaus: Standards and Guidelines*. [William A. Underwood,] California Delinquency Prevention Commission, October, 1968.

This publication was developed to provide public and private organizations with a guide to make application for Youth Service Bureau grant funds in California. It gives purpose of the California Youth Service Bureau Act and sets standards for personnel, public agency participation, terms of agreement between key participating agencies, policy, and evaluation.

Duxbury, Elaine. "Youth Service Bureaus, California Style," *Youth Authority Quarterly*, Summer 1971, pp 11-17

A report on how the nine bureaus throughout California carried out the Youth Service Bureau concept of reducing delinquency. It covers two pioneering years of the implementation of Youth Service Bureaus.

Duxbury, Elaine. *Youth Service Bureaus, A First-Year Report to the California Legislature*. Department of the Youth Authority, Jan. 1970.

This report discusses the development of bureaus and makes a preliminary evaluation.

Duxbury Elaine. *Youth Service Bureaus in California: A Progress Report*. Number 2, California Youth Authority, Jan. 1971.

The second-year report of Youth Service Bureaus in California is a continuation of the previous year's report but discusses in more detail organization, delivering specific preventative services, coordination, program evaluation, plus descriptions of the nine bureaus.

Duxbury, Elaine. *Youth Service Bureaus in California: A Progress Report*. Number 3, California Youth Authority, Jan. 1972

The third-year report has a similar format to the first and second year reports but is more comprehensive. Definitions regarding terms such as coordination and diversion are discussed and in conclusion the author states, "The evidence shows that in some of the communities where the bureaus were located reductions in delinquency were rapid." p.123.

Elson and Rosenheim. "Justice for the Child at the Grassroots," *American Bar Assn. Jour.* 51, (1965) p 341.

An approach whereby lay citizens become involved as a hearing committee for young people in their neighborhood who have committed delinquent acts.

Ferré, Sister Isolina, and Joseph P. Fitzpatrick. "Community Development and Delinquency Prevention: Puerto Rican and Mainland Models," paper presented at Amer. Soc. of Criminology, San Juan, Puerto Rico, Nov. 5, 1971. 11pp

This paper provides insight on the importance of considering culture and interpersonal relationships in implementing program.

Gorlich, Elizabeth J. "Guidelines for Demonstration Projects for Youth Service Bureaus," U. S. Department of HEW, Social and Rehabilitation Service, Children's Bureau, 1969. 11pp

This booklet was prepared to stimulate interest in the concept of Youth Service Bureaus and sets forth guides for the establishment of programs. It discusses auspices, structure, target group and functions.

Great Britain, Home Dept. *The Child, The Family and The Young Offender*. Parliamentary publications, Aug. 1965 Cmnd 2742 Vol. 29 HMSO 1945 14pp.

This is the "British White Paper" which is the British version of the Youth Service Bureau concept. It was a main source of reference in the development of the recommendation for Youth Service Bureaus in the United States.

Handler, Joe F. and Margaret K. Rosenheim. "Privacy and Welfare: Public Assistance and Juvenile Justice," *Law and Contemporary Problems*, 31 (1966) pp 377-412.

This article points out that it is clear that the overwhelming majority of delinquents taken into custody never see a juvenile court judge. Eighty percent of the adolescents taken into custody for delinquency probably never go to court. In essence, we operate with a system of prejudicial disposition.

Kahan, B. J. "The Child, the Family and the Youth Offender: Revolutionary or Evolutionary?" 6, *Great Britain Journal of Criminology*, (1966) 101-69.

This is one of a series of articles on the "British White Paper." The author points out that eventually we will have to solve problems of youth who make immature judgements by a means other than the full processes of the law.

Lemert, Edwin M. *Instead of Court: Diversion in Juvenile Justice*, Nat. Institute of Mental Health, Center for Studies of Crime and Delinquency, Public Health Service Pub.No. 2127, Chevy Chase, Maryland, 1971.

This 95 page monograph deals with the issue of diversion from the juvenile justice system. The problems and alternatives are analyzed systematically. Many of the activities of youth which are labeled as "delinquent" need to be normalized. Reform seems to depend on changes and legislation. Youth Service Bureaus are discussed briefly. In general, the author is critical of the initial lack of definition. He restrains himself from criticizing the bureaus too harshly and indicates that much depends on enabling legislation.

Lemert, Edwin M. "The Juvenile Court - Quest and Realities," *Task Force Report: Juvenile Delinquency and Youth Crime*, Task Force on Juvenile Delinquency, The President's Commission on Law Enforcement and Administration of Justice. Washington: G.P.O., 1967 pp 91-107.

This is an overall view of the juvenile justice system, especially the juvenile court. A section on pages 96 and 97 entitled "Judicious Non-Intervention" is of particular interest as background to the Youth Service Bureau concept.

Mangel, Charles, Sr.Ed. Look. "How to Make A Criminal Out of A Child," *Look*, June 29, 1971 pp 49-53.

In a dramatic journalistic way, Mr. Mangel describes hardships of several boys who began their delinquent careers as a result of undesirable environment. In the article he talks to Milton Rector, and at the end there is a note that Youth Service Bureau information can be obtained from National Council on Crime and Delinquency, NCCD Center, Paramus, New Jersey 07652.

Martin, John. "Toward a Political Definition of Juvenile Delinquency," U.S. Department of HEW, Soc. and Rehabil. Serv., Youth Devel. and Delinquency Prevention Admin., Washington: G.P.O., 1970.

A critique of the juvenile justice system with the emphasis on the part that politics plays in the development of institutions. He seeks a system towards better checks and balances and suggests that we explore the way in which Youth Service Bureaus might serve to reduce the imbalance of power between the juvenile justice system and those who receive its care.

Martin, John M., Charles F. Grosser, Dorothea Hubin and Joseph P. Fitzpatrick. "Theory Building in the Political Context of Community Action Programs." *Delinquency Prevention: The Convergence of Theory Building, Political Influence, and New Modes of Advocacy*, Institute for Social Research, Bronx, N.Y.: Fordham University, Oct. 1971 71pp.

The authors provide examples and field tests regarding the importance of political factions in developing and implementing Youth Service Bureaus.

Moore, Eugene Arthur. "Youth Service Bureaus - Local Community Action Program Prevents Delinquency," *The Journal of the American Judicature Society*, K, J 741, Judicature, Vol. 52, No. 1, June-July 1968-1969.

Judge Moore describes the Community Action-Delinquency Prevention program of Oakland County, Mich. He believes that to avoid a national disaster of delinquency, we need Youth Service Bureau-type programs.

Norman, Sherwood. "The Youth Service Bureau, A Brief Description with Five Current Programs," National Council on Crime and Delinquency, New York, N.Y.10010, NCCD, May 1970 65pp.

Description as to the purpose of a Youth Service Bureau and an example of five model programs; i.e., Citizen Action, Community Organization, Cooperating Agency, Street Outreach and Systems Modification models.

Norman, Sherwood. *The Youth Service Bureau: A Key to Delinquency Prevention*. National Council on Crime and Delinquency, Paramus, N.J.: NCCD 1972.

On the establishment, administration, and operation of community Youth Service Bureaus. Chapters include: rationale - function; how to start and fund a youth service bureau; organization; administration; linking youth to service; developing resources; modifying systems; citizen organization; evaluation; research-based planning.

North Dakota Combined Law-Enforcement Council, *Crime and Delinquency in North Dakota*, Kenneth J. Dawes, Exec. Dir. Jan. 1973 ; IV-9.

This state plan represents the thinking and planning of almost one hundred persons from the criminal justice system and other facets of the community.

Platt, Anthony M. "Saving and Controlling Delinquent Youth: A Critique," from *Issues in Criminology*, Vol. V, no. 1, Winter 1970. pp 1-24.

The paper uses history and comparative perspective to evaluate recent happenings concerning the prevention and control of delinquency. It compares contemporary features of what it calls the Delinquency Control Movement (DCM) with the Child Saving Movement (CSM) which developed at the end of the 19th Century.

Platt, Anthony M. "The Child Savers? The Invention of Delinquency," University of Chicago Press, 1969.

The author traces the efforts of social reformers of the late 19th Century in the development and implementation of the Juvenile Court Act. For the most part, the scene of this study is Chicago. He points out that CSM brought about new categories of youthful misbehavior as law violations and, as a consequence, invented delinquency. The study attempts to find the social basis of humanitarian ideals and the intentions of CSM with institutions they helped to create.

Polk, Kenneth. "Delinquency and Community Action in Non-Metropolitan Areas," *Task Force Report: Juvenile Delinquency and Youth Crime*. Task Force on Juvenile Delinquency, The President's Commission on Law Enforcement and Administration of Justice. Washington: G.P.O., 1967. pp 343-352.

This article deals with delinquency prevention in rural areas and smaller cities. The author points out that non-metropolitan delinquency needs attention also.

Polk, Kenneth. "Delinquency Prevention and the Youth Service Bureau," *An Assessment of the Juvenile Delinquency Prevention and Control Act of 1968*, by Daniel C. Jordan and Larry L. Dye, Amherst, Mass: Univ. of Mass. 1970. pp 87-117.

Possible functions of Youth Service Bureaus are discussed. Five recommendations are: development of responsible and responsive communities; involvement of youth; development of non-legal interrogative procedures; development of positive options for creation of legitimate identities; and individually oriented counseling services.

Reynolds, Paul Davidson and John J. Vincent. "Evaluation of Five Youth Service Bureaus in the Twin Cities Region," mimeographed paper for Minnesota Center for Sociological Research, Department of Sociology, Univ. of Minnesota, Minneapolis (March 1972) 32pp.

This progress report describes clientele and activities of youth service bureaus in the Minneapolis - St. Paul, Minnesota area. The research methodology used to obtain information was systematic and deliberate. After six months of study, the authors indicate that bureaus in the Twin Cities area are "providing the types of services envisioned by the President's Commission on Law Enforcement and the Administration of Justice." p 32.

Rosenheim, Margaret K. "Youth Service Bureaus: A Concept in Search of Definition," *Juvenile Court Judge's Journal*. Vol. XX, No. 2, (Summer 1969) pp 69-74

Youth Service Bureaus have caused excitement because they were one of the few new suggestions in the President's Crime Commission Report. The stated purpose of bureaus is to avoid stigma, rely on change agencies rather than juvenile court and to energize community involvement. The author compares the strategy of a Youth Service Bureau as extending the middle class ethic to less privileged areas in the community.

Rosenheim, M. K., and D. L. Skoler. "The Lawyer's Role at Intake and Detention Stages of Juvenile Court Proceedings," *Crime and Delinquency*, Vol. II, No. 2, (April 1965) pp 167-74.

Lawyers should have the right to be involved with juvenile court cases at any point in the proceedings and the earlier the better. From the practical side there is examination that if it is done in every case, it could perhaps become routine and not mean as much as it should.

Rubin, Ted. *Law as an Agent of Delinquency Prevention*. U.S. Dept. HEW, Soc. and Rehabilitation Serv., Washington: G.P.O., YDDPA 1971, 60pp.

This paper was presented to the Delinquency Prevention Strategy Conference at Santa Barbara, Calif. Feb. 18-20, 1970 by Ted Rubin, a former judge of the juvenile court, City and County of Denver, Colo. There are actually several papers within the text; diversion and various techniques of diversion; legal attacks on the shortcomings of the juvenile justice system and education in the law.

Rutley, Ralph, "YSB Loves You," *Youth Authority Quarterly*, State of California, Department of the Youth Authority (Summer 1971) pp 18-20.

The author is a Youth Service Bureau Director and tells how a Youth Service Bureau operates and how it "feels." He gives specific examples of programs and, in particular, relates the activities during the summer of 1971.

Saxe, John Godfrey. "The Blind Men and the Elephant," in Margery Gordon and Marie B. King, *A Magic World, An Anthology of Poetry*. New York: D. Appleton and Co. MCMXX (1930) pp 104-5.

Six people describe what they "see" from different vantage points.

Schiering, G. David. "A Proposal for the More Effective Treatment of the 'Unruly' Child in Ohio: The Youth Service Bureau," reprint from *University of Cincinnati Law Review*, Vol. 39, No. 2, (Spring 1970) *Diverting Youth from the Correctional System*, U.S. Dept. HEW, Washington: G.P.O. 1971 pp 67-82.

The Youth Service Bureau is presented as a means to preserve the philosophy of the juvenile court with the court itself balancing this by providing constitutional protections. He emphasizes purchasing services from other community agencies as a broker.

Seymour, John A. "The Current Status of: Youth Service Bureaus," mimeographed for seminar with the Center for Study of Welfare Policy and Center for Studies in Criminal Justice, University of Chicago, March 11, 1971. 25pp.

This is a report on the seminar held Jan. 24-25, 1971, sponsored by the Center for the Study of Welfare Policy and the Center for Studies in Criminal Justice, University of Chicago. The seminar took in a wide range and was so diverse that it did not prove possible to achieve continuity. The author feels that seminar discussions were disappointing, partly because of the nature of the concept itself and because speakers rightly emphasized that no one model for a bureau could be devised. He felt it failed to bring the concept of diversion into sharp focus and confused specific diversion efforts with the overall description in a broad sense of delinquency prevention.

Seymour, John A. "Youth Service Bureaus" mimeographed paper prepared as background material for a seminar on Youth Service Bureaus, sponsored by the Center for the Study of Welfare Policy and the Center for Studies in Criminal Justice, University of Chicago, Jan. 24-25, 1971 38pp.

The stated purpose of this paper is to examine the President's Crime Commission proposals for the establishment of Youth Service Bureaus. The paper is well indexed with many references. It is a good academic analysis of the Youth Service Bureau recommendation of the President's Crime Commission Report.

Sheridan, William. "Juvenile Court Intake," 2, *Journal of Family Law*. 139 pp 65-67.

An analytical and comprehensive examination of the juvenile court intake process. The screening process is examined and would be one area that might be considered in the development of Youth Service Bureaus.

Sheridan, William. "Juveniles Who Commit Non-criminal Acts: Why Treat in a Correctional System?" *Federal Probation*, (March 1967) pp 26-30.

Sheridan, William. "New Directions for the Juvenile Court," *Federal Probation*, (June 1967), pp 15-20.

Sheridan, William. "Structuring Services for Delinquency Children and Youth," *Federal Probation*, (Sept. 1967) pp 51-56.

This series of three articles deals with the offender and potential offender from apprehension to discharge. The first has the most bearing on Youth Service Bureaus. The description of intervening services between complaint and court is very similar in language to the Crime Commission Report. He describes a program which should receive referrals from a variety of sources, including police, courts, schools, public and private agencies, and parents.

Skoler, Daniel. "Future Trends in Juvenile and Adult Community-Based Corrections," *Juvenile Court Journal*, Vol. XXI, No. 4, (Winter 1971) pp 98-103.

This is a survey type article which first relates the shortcomings of institutional programs and goes on to explore the community-based alternatives. First mentioned are Youth Service Bureaus. He notes that we have no common agreement as to what a Youth Service Bureau is, what services it should provide, or under whose auspices it should be operated.

Skoler and Tenney. "Attorney Representation in Juvenile Court," 4, *Journal of Family Law*, 77, (1964) pp 80-1.

The percentage of juvenile court offenders represented by attorneys in 1964 was not high nationwide. It predicts with a relative degree of accuracy the situation we have in 1971 of attorneys playing an increased role in juvenile court matters.

Underwood, William A., *An Assessment and Directory of Federally Funded Delinquency Prevention Projects in California*, California Council on Criminal Justice 1973.

This report provides an analysis of the development of delinquency prevention projects in California which were initiated as a result of the Safe Streets Act and the Juvenile Delinquency Prevention Act. It also includes a directory and a brief description of 155 federally funded delinquency prevention action projects developed pursuant to the above described legislation.

Underwood, William A. "California Youth Service Bureaus," *Youth Authority Quarterly*, (Winter 1969) pp 27-33.

Underwood, William A. "Youth Service Bureaus: A New Way for Offenders," *Youth Authority Quarterly*, (Fall 1968) pp 12-3.

These articles trace the development of Youth Service Bureaus in California. Beginning with the National Crime Commission recommendation, enabling state legislation to establish four bureaus and the development of procedures that could be followed in order to implement the legislation and realize the concept of Youth Service Bureaus.

U. S. Department of Health, Education, and Welfare, *Using Volunteers in Court Settings*, Social and Rehabilitation Service, Office of Juvenile Delinquency and Youth Development, Pub. #477.

A "how-to-do-it" manual on utilizing volunteers in the probation/social service setting. The main focus is on planning and management.

U. S. Government, President's Commission on Law Enforcement and Administration of Justice. *The Challenge of Crime in a Free Society*. Washington: G.P.O., Feb. 1967. 340pp.

This is the general report of the President's Crime Commission. It contains more than 200 recommendations and discussion of them in summary form. The main reference to youth service bureaus is on page 83.

U. S. Government, Task Force on Juvenile Delinquency. *The Task Force Report: Juvenile Delinquency and Youth Crime, Report on Juvenile Justice and Consultants Papers*. President's Commission on Law Enforcement and Administration of Justice. Washington: G.P.O., 1967 428pp.

Overall this text makes inquiry and comments regarding youth crime and the juvenile justice system. Pages 9-22 deal with pre-judicial dispositions and pages 19-21 treat in detail the recommendation for the establishment of youth service bureaus.

Wheeler, Stanton, Leonard S. Cottrell and Ann Romansco. "The Juvenile Court and Related methods of Delinquency Control," *Task Force Report: Juvenile Delinquency and Youth Crime*, Task Force on Juvenile Delinquency, The President's Commission on Law Enforcement and Administration of Justice. Washington: G.P.O., 1967 pp 409-28.

The authors analyze current delinquency prevention programs. Of special significance to the Youth Service Bureau are comments on page 417 about the potential harmful effects of the labeling process.

"White Paper Proposals, The," 6, *British Journal of Criminology*, (1966) 101-69

This special Journal article outlines the general principles and detailed proposals of the Government White paper. The advantages and criticisms of the proposals are reviewed overall. Several papers are presented with views from a psychiatrist, a lawyer, a criminologist, a legal reader, a probation officer and a children's officer.

Youth Development and Delinquency Prevention Administration, *The Challenge of Youth Service Bureaus*, (California Youth Authority, Robert L. Smith, William Underwood et al), U.S. Dept. of Health, Education and Welfare, Social Rehabilitation Service, DHEW Pub.#73-26024 (1973).

A condensed, popularized report based on the main report and the Casebook of the National Study of Youth Service Bureaus.

Youth Development and Delinquency Prevention Administration, *National Study of Youth Service Bureaus*, (California Youth Authority, Robert L. Smith, William Underwood et al), U.S. Department of Health, Education, and Welfare. Social and Rehabilitation Service, (Nov. 1972) Pub. #(SRS) 73-26025

This study makes a comprehensive assessment of youth service bureaus at the national level. It examines the youth service bureau's role in diversion and coordination and gives indication as to the number and location, auspices, objectives, services, staff, clientele, involvement of volunteers, organizational structure, and basis of financial support. The study concludes that "Youth Service Bureaus in 1972 seem to be organizations pioneering transition - transition from bureaucratic-bound social institutions to a more flexible service system which recognizes that communities have differential needs and require special service delivery programs to resolve these needs."

Youth Development and Delinquency Prevention Administration, *Youth Service Bureau Casebook*, (California Youth Authority, Robert L. Smith, William Underwood et al), U.S. Department of Health, Education, and Welfare, Social and Rehabilitation Service, December 1972.

The 58 programs visited as a part of the national study of youth service bureaus in 1972 are described in terms of physical facilities, accessibility and appeal to clientele, relationships in the community, staff, objectives, program content and linkage to funding. The descriptions are in a narrative style and could be useful to those planning delinquency prevention programs.

END