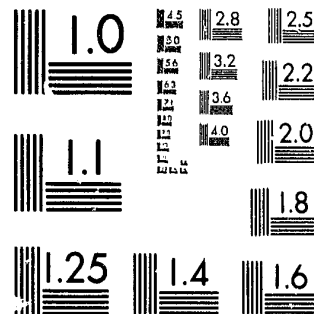


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BROWN COUNTY YOUTH RESOURCES COUNCIL

AN EMPIRICAL ASSESSMENT

Green Bay, Wisconsin

FEBRUARY, 1977



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BROWN COUNTY YOUTH RESOURCES
COUNCIL

AN EMPIRICAL ASSESSMENT

Green Bay, Wisconsin
February, 1977

Prepared By
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ASSOCIATES FOR YOUTH DEVELOPMENT, INC.
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March 24, 1977

Mr. Dennis Maloney, Director
Brown County Youth Resources Council
P.O. Box 2465
200 South Broadway
Green Bay, Wisconsin 54306

Dear Mr. Maloney:

I am pleased to forward to you the completed report of the assessment of the Brown County Youth Resources Council. I hope that you, the staff, the Council, and the many people involved in the program will find this report useful in the months ahead.

I wish to express my sincere appreciation for the kindness and cooperation shown me during my visit to your community. You may be assured of my continued interest in the Brown County Youth Resources Council.

Sincerely,

Bernard M. Bennett
Bernard M. Bennett
Consultant

BMB:tb

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INTRODUCTION

The Brown County Youth Resources Council is a community created agency which is attempting to address the broad spectrum of youth problems, issues and concerns throughout the County. It is working in many arenas which affect Brown County's young people; and while its activities are quite diverse, it tends to emphasize the creation of opportunities for meaningful youth involvement, and agency/community problem solving. It is within the context of these two major programmatic thrusts that the bulk of its organizational energy is expended.

The community study and assessment process which led to the creation of the Youth Resources Council, pointed to some deficiencies in the way youth services and opportunities were organized, offered and delivered in Brown County. The clear mandate for the Youth Resources Council is to address these conditions and assist in the resolution of problems while creating new and expanding youth opportunities.

The Council, as well as its staff, is committed to the goal of enhancing the lives of all Brown County youth. The projects and programs undertaken to date have been targeted toward young persons without regard to age. This is in keeping with the mission of the Brown County Youth Resources Council which relates to *dealing with the problems of youth of all ages* - including early childhood.

While the Brown County Youth Resources Council is in fact still in its infancy (the Director assumed duties in March of 1976), it

2.

has made significant discoveries relating to the problems and difficulties encountered by social change agents. The experiences to date have had impacts on the methodologies employed by staff in their individual and collective attempts at attaining Council objectives. The learning process they have undergone has served them well in the conversion of theory to productive practice.

As catalytic agents operating within the human/social service community, the staff of the Brown County Youth Resources Council are in the process of developing appropriate action programs which can be applied to, and tested in, specific situations.

As one might expect of any newly created community service agency, the Brown County Youth Resources Council is viewed with suspicion and uncertainty in some quarters. Although not cast in a directly competitive role, the Youth Resources Council is a change advocate in a scene of action which oftentimes is hesitant to adapt and resistant to change.

Taken as an aggregate, the Council members and staff of the Brown County Youth Resources Council who were interviewed by the consultant were positively oriented toward a "service" model rather than a "deviance" model for their programs. The Youth Resources Council sees its target population as all young people of Brown County. It is therefore inclusionary and seeks to involve as many agents and agencies as it can. It is committed to the routine utilization of multi-organizational consortiums. There is no stigma attached to the beneficiaries of its services. Whereas deviance model programs tend to define needs through maladjustment, the service model identifies needs and problems of youth in general. The other major difference in approaches may be found in

3.

developing an understanding of service recipients and responsibilities. The deviance model usually identifies entitlements to needs and services rather than dealing with general public responsibility, as does the service model. Thus the current and continuous shape of the Brown County Resources Council's activities are geared toward generic youth development.

This report is an attempt to review and consider the Brown County Youth Resources Council as it was conceived and as it is being operated. This assessment looks at past achievements, present programs, and future prospects of the Council.

While this document contains a number of suggestions aimed at strengthening the Youth Resources Council, these suggestions should not be viewed as the final answers to problematical situations. The Youth Resources Council must remain dynamic and maintain its flexibility. It is essential to community programs, such as the Brown County Youth Resources Council, that they stay attuned to the changes in community conditions and be able to adapt to or alter those conditions.

Any programmatic effort such as the Youth Resources Council, is essentially an organized attempt by concerned citizens to "do something about" youth and the problems they may have. It is not, nor should it be, considered the answer. It represents a sort of starting point for broad consideration of the issues and matters which affect the young people of a community. It can provide the vehicle by which these concerns may be addressed and answers sought. Hopefully it will offer opportunities for youth and adults to come together co-operatively to work on various youth problems, which

are, after all, community problems.

This is the challenge which confronts all communities. Some of them have seriously addressed these concerns and are sincerely trying to develop methods and procedures to aid in the discovery of ways to enhance youth development. The Brown County Youth Resources Council is one such effort. It is the consultant's hope that this report will prove to be of some assistance in that endeavor.

THE SCOPE AND NATURE OF THE ASSESSMENT

The Wisconsin Council on Criminal Justice (WCCJ) has contracted with the National Council on Crime and Delinquency (NCCD) to conduct a program assessment of each of the Youth Service Bureaus in the State of Wisconsin which are supported through WCCJ with funds from the United States Department of Justice, Law Enforcement Assistance Administration. These assessments are being carried out by the Staff of Associates for Youth Development, Inc. (A.Y.D.) through an agreement with WCCJ and NCCD.

The Program Assessment Service has been devised as an organizational development activity. It is an effort to promote and strengthen the capacity of local communities for delinquency prevention. The assessment is not something that is done "to" or "for" a community. Rather, it is an activity carried out "with" the community.

A description of the Program Assessment is attached to this report as Appendix 1.

While the assessment takes place over a relatively short period of time, it has the potential of being a dynamic and productive experience. For this to happen the people of the community who have become involved and the consultant must enter into a relationship based upon open and candid communication. The assessment, to be useful, needs to focus upon the realities of the project being assessed and the community within which it exists. Another reality is that the perspective of the study consultant necessarily enters into the experience because people are involved, complete with their limited knowledge. The overall

value of the assessment will be determined by its usefulness to the community and the project.

An important point about the nature of the assessment needs emphasis. The following paragraph is quoted from the description of the Program Assessment included in the Appendix.

The word ASSESSMENT is used quite consciously because this service is not an EVALUATION in the technical sense of that word. While the Assessment provides a number of benefits that an Evaluation cannot provide, the Assessment does not result in the compilation of objective data upon which scientific conclusions about the program's effectiveness may be based. Rather, the Assessment provides information about the program's operation and a set of recommendations carefully calculated to assist those interested in building a stronger delinquency prevention effort for the future. This in no sense takes the place of Evaluation, but it can complement Evaluation and encourages the development of Evaluation capacity where it does not exist.

The assessment consultant believes that it is inappropriate for this report to be viewed as an evaluation, or for any conclusions to be drawn from it about the "effectiveness" or "success" of the project. It is understood that information in it may be useful to persons making funding and other decisions, but such use of it should be made reasonably and with caution.

A second point should be given equal emphasis. The assessment, to be useful, is something that is desired by the project and certain key people in the community related to the project. At best, it is seen by these people as an opportunity to enhance the effectiveness of their program. Since these assessments are being conducted on the initiative of the WCCJ, rather than at the request of each project, it would be easy for a particular project staff or its governing board to see the assessment as an imposition and an

intrusion. Or it might be seen as an effort by a state agency to find fault with a local program. In either case, the experience would probably be negative and of little constructive value.

The on-site interviews, information and data gathering took place throughout Brown County from Sunday, December 12 through Friday, December 17, 1976. The consultant was Bernard M. Bennett of Associates for Youth Development, Inc., Tucson, Arizona. Prior to the on-site visit, the Director of the Brown County Youth Resources Council had provided the consultant with various reports, documents, brochures, and planning and program proposals which were reviewed. In addition, a substantial amount of printed material was collected on site. This material, other forms, records and documents provided a part of the basis for this report.

While on-site, the consultant interviewed 33 individuals and groups. The interviews were unstructured conversations which were geared toward gaining information and impressions as to the planning, implementation and operation of the Brown County Youth Resources Council. The consultant was also fortunate enough to be able to attend several rather important meetings during the week of the on site visit. For example, he attended meetings of the Brown County Board of Supervisors when that body was voting on the establishment of a juvenile diversion project, a regular monthly meeting of the Brown County Youth Resources Council, a meeting of the Public Education Committee, a meeting of the Community Resources and Services Sub Committee, and others. These meetings provided an opportunity for first hand observations of the Council, some of its components, and the political realities within which the Council works.

A complete listing of persons interviewed may be found in Appendix 2.

The assessment process allowed the consultant an opportunity to gain a broadened perspective of the Youth Resources Council and its place in the larger community. It is regretful that in the span of one week, the consultant did not have an opportunity to conduct more in-depth interviews with an even broader range of Brown County residents and human service professionals. Nevertheless, it is felt that the assessment was as complete as time would allow and this report is an effort to reflect the information and impressions gained by the consultant during the assessment process.

A PROFILE OF BROWN COUNTY

Brown County, Wisconsin is comprised of twenty-four municipalities: two cities (Green Bay and De Pere); four villages (Denmark, Howard, Pulaski, and Wrightstown); and eighteen towns (Allouez, Ashwaubenon, Bellevue, De Pere, Eaton, Glenmore, Green Bay, Hobart, Holland, Humboldt, Lawrence, Morrison, New Denmark, Pittsfield, Rockland, Scott, Suamico, and Wrightstown).¹

In 1976, the U.S. Department of Commerce - Bureau of the Census conducted a special census for the city of Green Bay. The special census population as of February 11, 1976 was 88,304. That figure represented an increase of 495 or 0.6 percent over the 87,809 persons as of April 1, 1970.²

The city of Green Bay is the Brown County seat and contains more than half the population of the entire county. Using the Brown County Clerk's estimates of the population of all its municipalities, there was a 1975 county population of 170,771. Of this total, some 53% lived in the city of Green Bay. The other population concentrations in Brown County are to be found in the towns of Allouez (15,474) and Ashwaubenon (12,885) and the city of De Pere (14,739). When their 1975 estimated populations are combined with that of Green Bay, they amount to 133,894 residents or 78.4% of the total Brown County population. (See Appendix 3 for Map of Brown County).

The principal industry of Brown County is that of paper making. The city of Green Bay, for example, has four large paper mills, three pulp mills, and four paper - converting companies. Also, Green Bay is the largest cheese processing, concentrating and shipping center

in the U.S.

The major portion of the labor force of some 78,500 area workers is distributed in manufacturing (20,500), wholesale and retail trade (16,600), services (12,300), and government (9,000).³

Brown County offers higher educational opportunities at three major institutions: The University of Wisconsin - Green Bay, St. Norbert College, and Northeastern Wisconsin Technical Institute.

According to the 1970 Census Bureau Data, Brown County's population was 158,244. The age grouping with the largest number of residents was the 25-34 year olds. The minority populations are statistically insignificant in Brown County. For example, the 1970 Census found that Negroes comprised .2% of the total Brown County population.

The median income in the Green Bay Standard Metropolitan Statistical Area is \$13,675, with fully a third of the area's families earning between \$15,000 and \$25,000.⁴ However, a demographic profile prepared by the Northeastern Wisconsin Health Planning Council showed that 6.1% of the Brown County families had incomes below the poverty level.⁵

The same document shows that educational attainment of Brown County residents is approximately average for the State of Wisconsin, with 12.2% of its population over the age of 25 years having completed 12.2 years of education while 9.6% have four or more years of college.

Some 62.2% of Brown County families had children under age 18. Ninety-one and nine-tenths percent of these children under age 18 were living with both parents.⁶

Thus we find that the Brown County Youth Resources Council is operating in a Wisconsin County which combines urban as well as rural communities. Demographics of the County provide a picture of steady population growth, a relatively young population, and a stable economy.

OVERVIEW AND BRIEF HISTORY

There is no definite incident or point in time which one can designate or fix as the time when Brown County residents became overtly concerned about youth problems and issues. Rather, a gradual evolutionary process seemed to bring a common consciousness to a large and growing group of citizens. That concern and consciousness manifested themselves in the formation and conduct of the Brown County Study on Children and Youth Services.

The purpose of the Study was to examine "...the life of young people in the community, the service system that is available to them, and to assess both and make recommendations for change in an organized and orderly way." ⁷

In September 1974, the United Way of Brown County made an application to the Wisconsin Council on Criminal Justice for specific funding to conduct a planning study of Brown County Youth needs, problems, and issues. Part of the stimulus for the United Way funding application came from an earlier Brown County United Way study which tried to identify pressing social problems and establish priorities for the allocation of resources to meet those problems. Results of that review process indicated that youth problems, especially as related to deviance, were a serious community concern which needed immediate attention. For example, it was found that 75% of all crimes committed in Brown County were committed by youth under 18 years of age.

Several concerned and influential citizens began to manifest a heightened degree of interest in youth and youth problems, and subsequently the United Way convened a meeting of agency and government leaders to gauge their collective interest in the develop-

ment of a project to carry out a comprehensive youth study in Brown County. Their response was most positive and the grant application was written and submitted to the Wisconsin Council on Criminal Justice. In December, 1974, the application was approved for funding.

The study itself was conducted by over 1,000 volunteers. It was directed by a 17 member steering committee which was made up, in the main, of human service professionals. This committee also had business, religious, and youth members. The committee design was such to allow for membership for each of the seven task force chairpersons, and ten others who represented "areas of community life."

The Task Forces were the production components of the study. They were organized into six goal areas:

1. Adequate Income and Economic Opportunity
2. Optimal Environmental Conditions
3. Optimal Health
4. Adequate Knowledge and Skills
5. Optimal Personal Growth and Social Development
6. Adequately Organized Delivery Systems

In addition, there was a Youth Task Force made up of 13 to 18 year olds. They functioned as a study unit and provided assistance to all other task forces and brought youth perspectives to bear in both the Task Forces and the Steering Committee (where they enjoyed full membership).

Much of the data for the study was developed by the use of three surveys. The youth survey was administered to 1,245 young persons. Of this number, 1,074 were randomly selected high school and junior high school students. The remaining 171 were from special groups. The second survey was an agency survey and was administered

to 125 agency heads and staff. This survey was the first step in an analysis of the human services system operating in Brown County. The third survey was a parent survey. The purpose of this survey was to gain information from the parents which would provide their perspectives on youth problems as well as on the human services system.

In addition to these three surveys, some Task Forces undertook additional data gathering of their own. Included among these were surveys of the police department, courts, Social Services Department, and school principals.

The period of study ended in September, 1975. The Steering Committee had to review the individual Task Force reports and determine the final recommendations to be made to the community.

The Task Forces made 105 recommendations which were aimed at enhancing the development of Brown County's children and youth. These recommendations were very wide ranging and dealt with practically all conditions which impact Brown County youth. It was felt that the number was too great and the focus too broad for a program to realistically address these recommendations en masse. So the Steering Committee introduced a priority setting process which honed this large number of recommendations down to what was considered to be a more manageable number of recommendations, some 35.

(It should be mentioned that the Study Report has a section for each of the six Task Forces goal areas and an additional section entitled Smoking, Alcohol and Drug Abuse. This was added at the request of the Green Bay Board of Education. At the time the Brown County Study on Children and Youth Services had begun its research, the Board of Education was commencing a study of drug abuse. In order to avoid duplication of effort, the Board of Education study

committee requested that the Brown County Study on Children and Youth Services collect data which related to drug abuse. They complied and thus the report contains this added section.)

The 35 recommendations accepted for inclusion in an action plan were subsequently divided into three broad categories: (1) Systems Modification, (2) Advocacy, and (3) Public Education. The problems and proposed solutions were then prioritized. At that point the Steering Committee recognized the need for a vehicle to work toward the implementation of the recommendations and to maintain the community momentum which the study had created. The Steering Committee unanimously agreed to seek program funding from the Wisconsin Council on Criminal Justice for the creation of the Brown County Youth Resources Council. To this end, an application was submitted on October 30, 1975.

It must be remembered that, at the time the Study on Children and Youth Services was begun, no one had a clear sense of what sort of programmatic effort, if any, the study results would point toward. Therefore, the study process and, to a great degree, the study product(s) were focused on a myriad of social conditions and institutions which affect society and especially young people. This broad view of the undertaking had several results. The large initial number of the study's recommendations and their diverse nature was perhaps one of the more significant results of the study.

The objectives enumerated in the Brown County Study on Children and Youth Services' planning phase and subsequently incorporated in the first year WCCJ program grant proposal are most laudable. A tremendous amount of dedicated effort was expended in the process of examining the community and arriving at valid conclusions which relate

to youth problems and possible solutions. However, one must remain wary of escalating expectations based on the universal goodness of the objectives. While none can question the desirability of the stated objectives of the Brown County Youth Resources Council, one can wonder whether some are realistic in terms of attainability by the Brown County Youth Resource Council. For example, in the initial Grant Application, under the goal heading of Systems Modification, there are listed five objectives. However, within each of these there are several sub-objectives. The same is true of the Youth Advocacy and Public Education goal headings.

The ambitiousness of these undertakings is best illustrated by full quotation of the first objective listed in the first year grant application.

Because there is such a high percentage of young people in Brown County who are unable to obtain any form of employment, it will be the responsibility of the (Brown County Youth Resources Council) staff to: a) set up a meeting or meetings with the director of the Job Service, to begin discussions to outline ways that the Job Service might better serve youth under the age of 18. (The director of the Job Service and his assistant have been involved in the planning phase of the study and have assured the planning staff full cooperation in attempting to make some change). The research done by the Brown County Study on Children and Youth Services will be presented to the Job Service in such a way that statistical data can be used as a tool for the Job Service to present arguments to its funding source for increased funding to add a staff member to work only with youth placements; b) develop a project aimed at creating new and coordinating existing job opportunities for youth under the age of 16 in Brown County, working with local resources such as the YMCA "Rent-a Kid" program, the Area Agency on Aging, the Chamber of Commerce, local business leaders and any others who are interested. Exploration of various ways to create new jobs will be undertaken. The Youth Resources Council will establish a clearinghouse for both paid and volunteer jobs for youth primarily under the age of 16 who seek employment. In

conjunction with this, staff will develop a seminar to be administered on a quarterly basis to all youth who are interested. The seminar will deal primarily with the mechanisms for applying for jobs, and will attempt to make the youth feel more comfortable in his dealings with the working world and will try to present the facts about job opportunities in such a way that the expectations of youth will be realistic.

This complex, multi-focused, many faceted statement is listed as an objective. If it were possible to measure the Council's success in achieving this objective, it would indeed be difficult. However, that measurement is not possible.

These sorts of objective statements which tend toward generalities lack the requisite simple specificity which allows for objective measurement of degree of success. These kinds of statements do not deal with the necessary quantifiabiles such as "how many", "what", and "by when". Lacking these elements, the statements are highly suspect.

Perhaps some of the more serious consequences of formulating objectives of this nature are the expectations these objectives raise. These expectations may result in the program staff being placed in an untenable, "no win" position. Is the efficacy of a program to be judged on its ability to attain results in an area where it exercises no control? To make such a judgement would be unwise as well as unjust.

The second year funding grant application (dated September 8, 1976) contains objective statements which are much more amenable to attainment measurement. The Brown County Youth Resources Council is to be congratulated for recognizing some of the difficulties stemming from the nature and magnitude of its first year's set of objectives.

However, even the second year grant application contains a

large number of objectives (15), and sub-objectives or action steps (36) which call to question the prospects for achieving these objectives with the very limited resources the BCYRC has available. As one member of the Council put it, the objectives tend to confuse what one "should do" with what one "can do."

The consultant was, on a few occasions, confronted by Brown County residents who were judging the performance of the Brown County Youth Resources Council in terms of its exhibited ability to meet the objectives stated in the first year grant application. As was mentioned earlier, many of these judgements were and are unwise and unjust.

The Brown County Youth Resources Council is still quite young and in its early implementation phase. The past nine months have been spent establishing footholds, building relationships, informing, and gaining credibility. These are the necessary steps in sound program development. The Brown County Youth Resources Council has completed its planning and preliminary implementation stages and is moving toward full implementation, which should result in solid and substantive accomplishments.

STAFF AND ORGANIZATION

At the present time the BCYRC has a staff of four full time adult and two part-time youth employees. By designation they are: Director, Assistant Director, Administrative Assistant, Secretary/ Receptionist, and Youth Workers.

This staffing pattern was not the one suggested in the initial grant application. At the time that grant application was submitted, the proposed staffing of the BCYRC called for a Director, an Assistant Director, and an Administrative Assistant. There was no provision made for secretarial support. However, the practice experience of the BCYRC soon showed the need for full time clerical support. Thus, that position was added to the second year grant application budget.

Prior to this, the position was filled by a volunteer who later was paid from monies provided by the Adult Work Experience Program. Both Youth Workers, who work 20 hours per week, are paid by funds from the Youth Work Experience Program. At present there are no plans for paid staff expansion.

The staffing history of the BCYRC has been consistently stable. There has been no turnover whatsoever. This staff constancy has provided some stability to the planning and programming efforts of the BCYRC.

The BCYRC staffing pattern through time is shown in the following figure.

	MARCH 1976	APRIL	MAY	JUNE	JULY	AUG.	SEPT.	OCT.	NOV.	DEC.
DIRECTOR	X	X	X	X	X	X	X	X	X	X
ASSISTANT DIRECTOR		X	X	X	X	X	X	X	X	X
ADMINISTRATIVE ASSISTANT	X	X	X	X	X	X	X	X	X	X
SECRETARY/ RECEPTIONIST			X	X	X	X	X	X	X	X
YOUTH WORKER							X	X	X	X
YOUTH WORKER							X	X	X	X

FIGURE 1

The positions and the pattern of staffing of the BCYRC evinces a hierarchical design, i.e. Director, Assistant Director, Administrative Assistant, Secretary/Receptionist, etc. However, functionally all staff are involved in management and program implementation decisions. While team management has not been fully implemented, active staff participation in decision making is a reality.

The BCYRC occupies office space in a three story, city owned building. The building formerly housed a vocational school but the school vacated the facility some time ago. At present, the rather large building houses recreational facilities (gym and swimming pool) being managed by the city and office space for five tenants: Urban Indian Health Screening, Woman's Health Service Center, Junior Achievement, Bethel Bible School, and the BCYRC.

The office space utilized by the BCYRC is adequate for the present need. There is a large reception and waiting area which also provides space for the secretary/receptionist. Additionally, there are individual offices for the three professional staff and two other offices which are currently being used for storage and a duplicating room.

The BCYRC also has a very large adjacent room which had been used to house the youth who participated in the Junior Staff program during the summer months. At the time of the consultant's visit, this room was not being routinely utilized. However, preliminary discussions had been commenced with the Wisconsin Farmers Union which is administering the Comprehensive Employment Training Act for Wisconsin. These discussions could result in the BCYRC

sub-letting this space to the Wisconsin Farmers Union.

The walls of the BCYRC offices have been decorated with murals painted by youth. They also contain various posters, bulletins, and things which relate to youth concerns.

The nature of the activities of the BCYRC is such that the staff is out of the office much of the time. The office has a "downtown" location in Green Bay with rather easy access from all directions and adequate free parking next to the building.

The professional staff have been deployed according to the three major categories into which all recommendations of the Brown County Study on Children and Youth Services fell: Public Education, Systems Modification, and Advocacy. Each of three persons (Director, Assistant Director and Administrative Assistant) carries the responsibilities incumbent upon providing all staff services to the respective committees. At present these are:

Director	- Systems Modification
Assistant Director	- Youth Advocacy
Administrative Assistant	- Public Education

Obviously, these three categories are mutually inclusive and inter-dependent. Effective performance in one area requires careful coordination with the other two. Thus routine staff conversation is encouraged. The staff are developing generalist capabilities while being responsible for specific committees.

The two youth workers were hired in September, 1976 and generally perform routine office and organizational maintenance functions. They also provide some support services to the Council and its committees by assisting in the preparation of agendas,

keeping minutes, informing members of meetings, and other activities. Additionally, they have assisted in the preparation of letters and surveys for some BCYRC Committees. Other responsibilities include services to the Youth Advisory Board and some clerical assistance.

The BCYRC operates in a mildly structured fashion. This style seems to be the one the staff prefer. This somewhat informal mode allows for a latitude and flexibility which staff enjoy. They spend a good deal of their time in the community. Visits to human service agencies are not uncommon. They estimated they spend from 25 to 50 percent of their time out of the office.

The staff of the BCYRC is collectively, as well as individually, assessed as competent. The consultant's views on this matter were continuously reinforced by practically all persons during the course of the on site interviews. Intra-staff relationships appear sound, and communication is good. The close proximity of staff offices fosters a high degree of informal communication. Staff tend to seek consultative advice from one another on a routine basis. All staff seem comfortable with offering ideas and suggestions for program improvement. They share knowledge and experience to benefit the entire program. They demonstrate a commitment to the enhancement of youth opportunities in Brown County.

The consultant reviewed the job descriptions and position qualifications contained in the grant application submitted to WCCJ. The staff of the BCYRC meet or exceed the stated desired qualifications. They are all college educated and have had

experience in working directly with youth. Additionally, the person presently occupying the position of Administrative Assistant was the Project Assistant during the conduct of the Brown County Study on Children and Youth Services. Thus the transition from plan to program was smoothed by her presence; continuity was enhanced.

The staff of the BCYRC are well known in the human services community of Brown County. They have personally visited most of the agencies with which they work. These visits were initially made to inform the agencies of the BCYRC's plans, and to introduce themselves. These visits also resulted in BCYRC staff's gaining first hand information about the visited agencies and personnel. These visits took place during the past nine months and the passage of time has seen some significant changes in the Brown County human services community. Also the BCYRC has undertaken some activities which they may want to explain in more detail to the social agencies. Therefore, it is felt the time may be right for a new round of agency visits. This could be a sort of progress report and perhaps provide a stimulus for future projects to be undertaken by the BCYRC and other agencies. *It is suggested that BCYRC staff visit the human service agencies of the county in an effort to update or inform them about the BCYRC and its programs, past and future.*

There had been regular weekly meetings of the staff of the BCYRC. These meetings were generally focused on information exchange among the staff members. However, of late, schedule conflicts have caused the meetings to be irregularly and

infrequently held. *The consultant encourages the BCYRC staff to reinstate these meetings as soon as practicable.* It is also suggested that the agenda be broadened to address BCYRC staff development and training needs. On some occasions, representatives from other youth serving agencies could be invited. If schedule conflicts again arise, a review of time availability may show what day and hour is best suited for staff meetings.

The BCYRC staff work a standard day of 8:00 a.m. to 5:00 p.m. However, the nature of the duties and responsibilities is such as to require frequent evening and occasional weekend work as well. These extra hours are routinely worked by staff and while the policy is to offer compensatory time off for these extra hours worked, in fact, all staff work in excess of the standard 40 hour work week. This may provide a gauge as to the commitment of the staff of the BCYRC.

At present the BCYRC does not have a planned, coherent program of staff development. This is not to say that they haven't taken advantage of some training opportunities, but rather that those instances were isolated opportunities which presented themselves and which were not a part of a professional development plan.

The vitality of any organization is heavily dependent upon the performance level of its staff. Knowledge of roles and functions within an organization and commitment to organizational goals and objectives are, in great measure, responsible for the effectiveness of organizational undertakings. This sort of knowledge and commitment may be enhanced via a staff training and development program.

It would be presumptuous to attempt to specify the particular training needs which exist within the BCYRC. Nonetheless, it is apparent that by virtue of the organizational style of operation, the small staff size and the close proximity in which they work that team building efforts would be appropriate.

Also, an inventory of staff weaknesses and strengths could provide some clear directions for further staff development and skill building. *It is strongly suggested that the BCYRC immediately undertake a planned, phased program of total staff development.* This training should be multi-faceted and at least partly focused on the development of skills related to current and anticipated staff functions.

PROGRAMS AND SERVICES

The thrust of the programs, services and projects undertaken to date by the BCYRC is best characterized by a statement contained in the cover letter which accompanied the BCYRC Application for Second Year Funding which was submitted to the Wisconsin Council on Criminal Justice. It states: "We at the Youth Resources Council are working hard to provide a more effective service system for our youth that will someday enhance their lives and reduce their involvement in delinquent activity."

Toward that end, the BCYRC enunciates an "Ideal Goal" contained in the above-referenced application. It is: "The goal of the BCYRC is to create a social climate in our county that will eliminate the occurrence of juvenile crime. The aim of the council is to catalyze the youth serving organizations of the county to work as a unified group, and to maximize the quality of services for youth. Having formed a coalition of available services, the council will work to create optimal environmental conditions, adequate income and economic opportunity, and adequately organized delivery systems. The council will work within the county to assist youth to achieve optimal health, optimal knowledge and skills, and optimal personal growth and social development."

All activities which relate to this mission statement are conducted within the context of the three broad goal areas: Systems Modification, Public Education, and Youth Advocacy.

In pursuit of this "Ideal Goal," the BCYRC has undertaken a variety of programs and services which have met with varying degrees of success. However, one must remain aware that at the

time of the consultant's on site visit to Brown County, the BCYRC had been staffed for only nine months. The BCYRC is clearly still in the process of "becoming." Yet it has a record of achievement. This section of the report will discuss how some of these program components were designed and implemented during the past nine months, and will take a brief look at what the future may hold.

The consultant heard several references to the "planned demise" of the BCYRC. Some of the persons interviewed felt that programmed obsolescence is a fit and proper end for the BCYRC. Interestingly, some of these individuals claimed that this was a part of the initial thinking which resulted in the program grant application which was submitted to WCCJ. However, the grant application contains the following statement. "The availability of federal-state funding allows Brown County to try a new approach to solving some of the critical problems faced by its youth. With federal assistance for two years, the project will be given time to prove its value in the community and to develop support. This is the basis for the Steering Committee's determination to secure local funding in the future to make the Youth Resources Council a permanent part of the county's opportunities to young people." There was also a connection between the level of local funding required to continue the program once state and federal funding ceases, and the perception of the wisdom of a time certain approach to the life of the BCYRC.

It may be just as fallacious to prematurely assume that a project or program must not terminate as to assume that it must. In either case, this sort of tack tends to delimit one's options and range

of responsiveness. It is a situation where future decisions are made without all information being considered. To forego the maintenance of one's future flexibility may not be the most prudent course of action.

That is on the practical plane. On the philosophical level, the following is offered for consideration.

CAN THE YSB DO ITSELF OUT OF A JOB?

We frequently hear people say the purpose of the Youth Service Bureau is to do itself out of a job. We have heard juvenile court people make this kind of statement, but that is quite different from hearing it emanate from a program concerned with the *prevention* of juvenile delinquency. We believe the implications of this notion deserve some consideration.

Prevention, as we conceive it, involves *creating conditions which promote the best interests of young people*. The idea of a prevention program "doing itself out of a job" suggests the possibility that the best conditions for youth development will in fact be created and that, once created, they will persist henceforth and forevermore. Seen in this light, the notion of a prevention program outliving its usefulness is rather preposterous.

Granted, some programs that claim to exist for the prevention of juvenile delinquency may well outlive their usefulness *in their present form*. One of the challenges to such programs is that they maintain a high degree of relevance to the needs of young people in the community. The situation this year may be quite different from what it is next year. Or if a YSB is successful in helping to generate needed problem solving resources in the community that begin to function under other auspices, then the YSB can turn its attention to other matters. Emphases will change and changing conditions will call for shifts in focus. But it is unlikely that the time will ever come when a viable prevention program is not an urgent need. History does not provide any evidence, to our knowledge, that such a situation ever existed. Nor, we believe, are there any indications that such a situation looms on the horizon.

Communities can become convinced that programs that find practical and effective approaches to the prevention of juvenile delinquency are worthy of becoming permanent

parts of the community's resources for youth. YSB's that focus on prevention and help the people of the community become involved in a collaborative venture in that direction should have little difficulty staying around for a long time.⁸

While conducting the series of interviews with Brown County residents, the consultant was struck with the variance of the levels of understanding of the BCYRC. Everyone knew of some of the specific undertakings of the Council, and a few could relate knowledge and comprehension to the over all mission of the Council. But most views of the activities and achievements of the Council were somewhat limited and fragmented. It is apparent that a planned program of heightened community recognition and consciousness raising is in order.

The consultant suggests that the BCYRC immediately undertake a comprehensive program of public information. This program should be aimed at increasing the profile of the BCYRC throughout the county and also at improving the understanding of the BCYRC and its functioning.

Some of the same differing levels of BCYRC understanding held true for certain members of the Council itself. Here again, the consultant noted a disparity in the knowledge of BCYRC projects and the nature of how these activities tied together in the mission of BCYRC. Naturally some of this difference may be attributed to the relative newness of some Council members. However, that explanation could not apply to the members of longer standing among whom the disparity existed. Undoubtedly there are several reasons for this condition. One of them, pre-service orientation and in-service information renewal, shall be dealt with in the following chapter. Suffice it to say that there is a need for upgrading the knowledge and

understanding levels of some of the members of the Council.

The consultant was most impressed by the way the BCYRC was designed and is being implemented. The problems of youth are so complex and manifold that a remedial program of the size that the BCYRC budget would allow would have been of very limited benefit to a small number of youth. However, by choosing to take an organization or system approach, the BCYRC has broadened the impact of its resources and introduced a multiplier effect. The following comparison of community development (the organization approach) and remediation (the case/client approach) offers some elaboration.

A COMPARISON OF COMMUNITY DEVELOPMENT AND REMEDATION AS APPROACHES TO PROBLEM SOLVING

The following general statements about two different processes are for the purpose of stimulating thought and suggesting alternatives for developing new approaches to working with youth. As with any generalization, when pressed to its limits, each statement will need further clarification, refinement, or possibly revision.

This approach is taken because those concerned with crime and delinquency have placed almost total emphasis in the area of remediation and have historically given little or no consideration to community development, particularly as it relates to "prevention."

The advent of a community based emphasis has made possible some beginning exploration of community development as a new approach to some of the problems our efforts at remediation in the past have failed to address.

Unfortunately, many, if not most, community programs that have been and are being initiated are being cast in the same remedial mold of past programs. There is a real danger that these opportunities will come and go, and nothing more will have been accomplished than a few more youth will have received remedial services of undemonstratable value.

In some hope of generating interest in some new kinds of efforts in behalf of young people, the following statements are offered.

COMMUNITY DEVELOPMENT

REMEDATION

- | | |
|--|--|
| 1. Community Development is an effort to create the conditions that promote the welfare and best interests of youth. | 1. Remediation is a corrective effort to overcome personal damaging circumstances. |
| 2. Community Development is active, assertive. | 2. Remediation is reactive, responsive. |
| 3. Community Development deals with causes. | 3. Remediation deals with effects. |
| 4. Community Development focuses on organizations, the community, the system, the institution, the neighborhood, on decision processes. | 4. Remediation focuses on the individual, the small group, the family, the peer group. |
| 5. Roles appropriate to Community Development are consultant, planner, trainer, community organizer, organizational development specialist, public information specialist. | 5. Roles appropriate to Remediation are diagnostician, therapist, (counselor, caseworker, etc.) group worker, consultant (to others responsible for remediation.) |
| 6. Relationships generated through Community Development can be described as collaborative, resource people working together, team problem solving (these generally are subject-subject type relationships). | 6. Relationships generated through Remediation can be described as therapist-patient, worker-client, counselor-counselee, probation officer-probationer (these are subject-object relationships: a giver-a recipient). |
| 7. In Community Development people (even those with the problem that is of concern) are seen as resources. | 7. In Remediation the person is seen as a recipient of remedial services, as having the problem. |
| 8. In Community Development people in the community are engaged in a problem solving process that can benefit large numbers of persons, as well as select individuals. | 8. In Remediation a private relationship exists that benefits one or a small number of persons. |
| 9. In Community Development there is generally in the community a fear of and a resistance to the change being sought. Therefore, Community Development is a "high risk" approach. | 9. There is a high toleration for Remediation in the community. It is safer, particularly when it takes place in an office. It is acceptable. Therefore, Remediation is a "low risk" approach. |
| 10. Community Development tends to foster participation and positive labeling. | 10. Remediation tends to foster alienation and negative labeling. |

COMMUNITY DEVELOPMENT

REMEDIATION

- | | |
|---|--|
| <p>11. Community Development promotes utilization of an expanding array of disciplines, insights, vantage points and "people experience" as it seeks out problem solving potential.</p> | <p>11. Remediation tends to depend more upon a tried and tested cadre of disciplines, skills and insights, usually narrowly defined.</p> |
| <p>12. Evaluation is difficult in Community Development in that the essence of it is a community change process. The products of community change, such as changes in decision making processes, may best be monitored on an inter-agency basis, with a number of programs and organizations participating in providing data and data analysis.</p> | <p>12. Evaluation to the extent of monitoring and outcome description is somewhat easy in Remediation. However, measuring effectiveness of Remediation efforts is extremely difficult, expensive and time consuming.⁹</p> |

The very nature of the BCYRC, that of acting as convenor, stimulator, catalyst, etc., militates against the BCYRC achievements being viewed singularly or in isolation. In very few instances has the BCYRC acted alone. The usual course of action involves the creation of a task group or multi-organizational consortium to address a particular matter of concern. These matters of concern are always linked to the goals of the BCYRC which resulted from the Brown County Study on Children and Youth Services.

A second fact is worth mentioning. Evaluation which goes to measuring the effectiveness of a particular youth development program effort is very rarely undertaken. What usually passes for evaluation is in fact only enumeration, occasionally accompanied by some sort of description of what was done to the individual clients. The BCYRC occupies a role in which they do not have "clients" as such. So, the typical question "How many youth have you helped?" does not have the validity it has when asked of a program whose thrust is on remediation of individual clients. Perhaps a more appropriate examination of the results of the undertakings of the BCYRC may be made

by asking human service agency managers, community youth, and lay citizens to enunciate some of the effects of the nine month efforts of the BCYRC. This is what the consultant did. The responses were varied and almost all were quite complimentary.

To use one example, the BCYRC recruited some 18 youth for a summer project run in conjunction with the Wisconsin Job Service. The project, called the Junior Staff, divided Brown County into eighteen districts and recruited one youth with leadership potential from each district. This group included representatives from group homes as well as from a Native American reservation. The project ran from June 15 to August 30. After a period of pre-service training, this cadre of eighteen set out to improve the employability of their youth peers. They worked 4 hours per day and were paid the minimum wage. They interviewed over 300 youth and provided them with information about how to apply for a job and prepare a resume. They also informed them of job possibilities in the County. Further, they contacted over 100 business persons and discussed youth employment. They also widely disseminated information pertaining to the Wisconsin Job Service and otherwise generally promoted youth employment and worked to enhance youth employability. In reviewing the Junior Staff's assessment of their experience, it was noticed that all participants highly praised the project and hoped it would be continued.

Perhaps one of the most significant results of the Junior Staff project was the individual growth stemming from the pre-services training, which included sensitivity building experiences with the mayor, county executive, superintendent of schools, Native Americans, law enforcement personnel and others. This sort of occurrences had effects on both the adults and the youth and were mentioned to the consultant

and referenced in the youth assessment of the experience.

This group of youth, somewhat empowered and motivated by the BCYRC, secured a small cash grant from the Green Bay City Council which allowed 12 of them to attend a national conference on youth held in Minneapolis. This experience and the subsequent feedback these youth provided others went a long way toward establishing the BCYRC credibility with youth. That credibility and the basis for it has continued to increase and improve. It is viewed as one of the singularly most important achievements of the BCYRC. Youth are involved significantly in the undertakings of the BCYRC. Comments from some of those persons interviewed are illustrative:

"....youth involvement has been substantial."

"....the BCYRC takes youth input seriously."

"....youth involvement is seen as important."

"....they not only say they are addressing kids' problems, they are doing it."

"....there is significant and important youth involvement."

"....youth input is important and the BCYRC assures it."

"....the Resources Council has developed a sense in kids that their input is important and can have a positive impact on change."

And so the comments and observations went.

Another result of the Junior Staff project which is important to note is the way the youth themselves responded to this opportunity to take responsibility. At the completion of the project, the Junior Staff met and voted to contribute \$500.00 of their earnings toward the amount the BCYRC needed for its cash match to secure the grant from the Wisconsin Council on Criminal Justice. This

demonstration of the faith the youth have in the BCYRC is quite remarkable.

A second programmatic undertaking of the BCYRC was the Limited Term Employment Program. This interesting and innovative project was run for six weeks during September and October, 1976. The purpose was to familiarize youth with the community services and resources available to them. This purpose was tied to one of the BCYRC objectives in the area of youth advocacy.

A group of ten youth were selected and matched with a group of ten human service agencies which had agreed to take part in the project. These youth were given aide and liaison responsibilities to these agencies and provided an information exchange link between these agencies and BCYRC and its committees. Their experiences were also to be used in designing a series of community workshops which would be run by youth to provide information on youth service resources to other youth.

These young people were placed with Wisconsin Job Service, a school principal, the Park and Recreation Department, YMCA/Girl Scouts/Boy Scouts, Planned Parenthood, the Green Bay Press Gazette, Family Services, Brown County Mental Health Center, Brown County Library, and a substance abuse program. They were paid \$2.10 per hour for 15 hours work per week. Individual contracts which enunciated responsibilities and expectations were worked out with each sponsoring agency.

All in all, the experiences, from the agency as well as the youth perspectives, were assessed as good. Evaluation sheets filled out by both groups of participants expressed satisfaction. Some valuable lessons were learned from the experience and it is hoped

the subsequent workshops will be as favorably received.

The BCYRC also has published and distributed a Newsletter. This publication is compiled and partially produced by youth. It is a vehicle by which the BCYRC informs the public about past happenings and upcoming events which relate to young people. There have been two issues to date and more are anticipated. It has a printing and circulation of approximately 400 to 500 and is mailed to youth serving agencies as well as to other relevant audiences.

The newsletter is a worthwhile venture and should be continued and expanded. Perhaps a series of articles written about particular youth serving agencies would provide a valuable services to potential youth clients. In any case, the publication would have greater impact if it were issued more frequently.

The newsletter is but one of several avenues the BCYRC is taking toward heightening its community profile. Other approaches have included public speaking engagements before various civic audiences, public service spots and interviews on local radio, news articles in the local press, etc. Notwithstanding these efforts which have been substantial, one gets the sense that the BCYRC is not as well known throughout the County as perhaps it could and should be.

Visibility is vital to a program like the BCYRC. It needs a high recognition factor not only among social agencies and youth (which the BCYRC has) but also among the public at large. *The BCYRC would be well advised to undertake a planned program of public education to increase its visibility throughout Brown County.* Perhaps a task team could be formed. This team, composed of knowledgeable Council members and supplemented by volunteer residents with

particular skills in this area, could devise and develop a plan to make the BCYRC and its purposes and programs as well known to the larger community as they are to the human service community. This increased recognition would surely aid the BCYRC and its allies in gaining valuable public support for some of its undertakings which may be controversial.

The BCYRC is also actively involved in enhancing the mutual awareness of youth serving agencies. To achieve that, it has convened groups of youth service personnel around specific tasks. Perhaps the most ambitious and successful meeting was the Conference on Youth. This two day conference held in November, 1976 was aimed at increasing the familiarity that youth serving agents and agencies had with one another. It was sponsored by the BCYRC. The planning group included several other youth service organizations. Speakers included representatives of county, state and regional agencies.

One result of this conference was the formation of several loosely knit task groups to further examine some of the issues raised at the conference. The evaluation forms filled out by the conference attendants were most positive in their assessment of the experience. These positive statements were echoed by the attendants when some of them were interviewed by the consultant.

This conference provided the first opportunity for some youth service personnel to meet one another face to face. Future communication between these parties should be improved.

The Conference on Youth was a success. Similar conferences should and are being planned for the future. In the near future guardian-ad-litem workshops will be held.

In many juvenile court cases, a guardian is appointed for the

child. These attorneys may or may not be particularly skilled and experienced in juvenile matters. Recognizing this, the BCYRC is in the process of putting together a series of workshops to more fully acquaint these potential guardians with the juvenile court process and intricacies. It is to be hoped that in the future, guardians-*ad-litem* will be appointed from among the attorneys who attend these workshops.

Other efforts of the BCYRC have included the provision of technical assistance to youth serving agencies who are seeking funding for specific programs, and supporting agencies when they seek to improve their services to young people. These are fit and proper roles for the BCYRC.

Other project and program undertakings of the BCYRC include the provision of staff assistance in the development of courses on family life education, parenting and childhood development, an examination of recreational opportunities for girls, advocacy for a juvenile court attached intake service and a diversion project, the publication and wide distribution of a pocket sized youth rights and responsibilities card, advocacy for a school/police liaison program, active work toward the inclusion of the student in parent-teacher conferences, and many other undertakings.

Undoubtedly, there are those who are discontent with the pace with which full implementation has taken place. Much of this discontent may be traced to the elaborate study process which was highly stimulating and motivating. The movement from a study phase to full implementation is always slower than some would wish. The omnibus nature of the study made this even more inevitable.

Nonetheless, the BCYRC is moving forward with projects and

services which are incrementally staged to achieve some of the objectives enunciated in the second year grant application. They are achieving results. It must be remembered that while some of the "small" changes may have had minor significance when viewed in isolation, when they are seen as segments of a larger change panorama, they may have contributed to substantial aggregate change.

Perhaps less tangible, but as important as the program efforts of the BCYRC, is the effect it has had on youth involvement in the process of governance and decision making. Some youth are now attending meetings of county and village boards, town councils, school boards, etc. Their awareness and concern has been heightened and their desire to be involved has increased. They are becoming informed and are informing their friends. Just how much of this phenomenon can be directly attributed to the BCYRC is moot. The fact remains that these things have occurred and are of major significance. The question is what will happen to this new found youth involvement and interest? This is a question for the BCYRC and other youth serving agencies to seriously ponder as they jointly develop their future.

THE BROWN COUNTY YOUTH RESOURCES COUNCIL

As of December 13, 1976, the Brown County Youth Resources Council consisted of 25 members. Of this total, some nineteen were categorized as being representatives of what one could broadly construe as the human services community. (In this grouping are included representatives of the criminal justice enterprise and higher education as well as the more traditional human services.) The remaining members of the Council were youth (2 members), business and industry (3 members), and the lay community (1 member). Thus the overwhelming majority of current Council members, some 76%, is from social or human services. These members represent a wide spectrum of state, county and city as well as private agencies. Their active participation tends to increase the level of inter-agency communication around youth matters.

Re-examining the historical development of the Council, one concludes that the composition of the Council was a natural result of the Brown County Study on Children and Youth Services. The BCYRC application for second year funding states "The Brown County Youth Resources Council is comprised of 25 members, including those members of the Steering Committee from the planning phase and will expand membership to include broader participation from other segments of community life. This Council is the policy making body for the project, and staff serves at the pleasure of the Council. The planning phase had stressed inter-agency cooperation to study the problems, and now the same people will be playing an active aggressive role in order to meet the objectives of the project."

The Council has four standing committees. Three of these are related to the goal and action areas of the BCYRC, i.e. Systems Modification, Public Education, and Youth Advocacy. The fourth standing committee is the Executive/Management Committee which has ongoing management responsibilities related to the project.

Also, there is a Youth Advisory Board which has members who sit on each committee and provide their perspectives as projects are implemented to address the BCYRC goals and objectives.

The three goal and action committees are designed to utilize the particular skills and knowledge of the Council members who relate to those action areas. For example, the grant application states "The Systems Modification Committee is made up of members of the Youth Resources Council who have knowledge and expertise in the human resources service system. The Systems Modification Committee sets policy and aids in program and resource development for the Systems Modification section of implementation."

The Executive/Management Committee is comprised of the Chairperson and Vice Chairperson of the Council, the Chairpersons of each of the other three committees as well as the Youth Advisory Board, and a representative of the applicant and fiscal agent.

Each staff of the BCYRC is assigned to specific committees and perform all staff functions related to that committee.

The fiscal agent (United Way of Brown County) has delegated policy and administrative responsibility to the Youth Resources Council, but retains bookkeeping responsibilities.

At the present time there are four active sub-committees and sundry task groups which operate within the BCYRC. A visual aid to the organization of the BCYRC is offered in Figure 2.

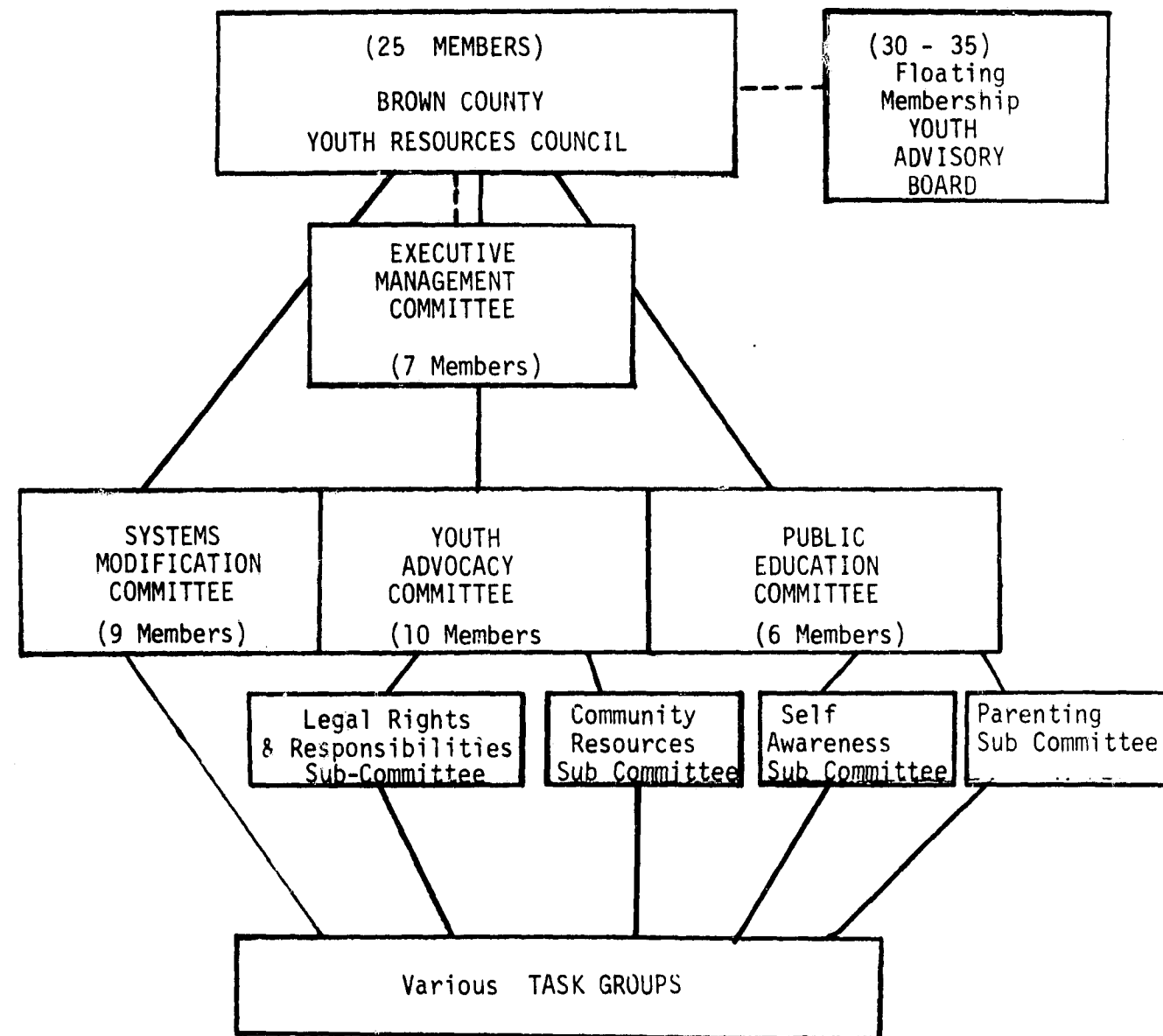


FIGURE 2

The Council meets monthly. The Committees meet at least monthly and are available to meet at the call of the Chairperson. The sub-committees meet more frequently, usually bi-monthly or weekly.

A review of the minutes of the past nine council meetings showed an average attendance of 13 members per meeting with the range being from 17 to 9 members in attendance. While obviously it would be most desirable to have full and complete attendance at every meeting, these attendance figures (50%) are quite usual for programs of this nature. And, of course, the calibre of community leadership which the Council represents could easily account for some absenteeism. Nonetheless, the consultant suggests that the BCYRC conduct a survey of its Council membership to ascertain their feelings regarding the Council itself as well as the meeting date, day, place, agenda, etc. This informal information could then be correlated with individual attendance patterns, undoubtedly some instructive observations made, and hopefully corrective actions taken. For example, something as simple as alternating the day and time of the monthly meetings could improve attendance. Perhaps pre-meeting mailings of the agendas or more rapid distribution of the minutes of the last meeting would have an effect. The survey results should at least provide some indicators.

The matter of attendance of Council members at regular meetings pointed up an even more important concern, i.e. the lack of governing bylaws by which the Council operates. At the present time, formal, written bylaws do not exist. Thus the Council is meeting and functioning without proper and adequate constitution.

Routine and simple matters of organizational maintainance are left unattended as a result. Such things as quorums, officers terms and succession, officers powers and responsibilities, elections, and many other important considerations are not formally addressed at all.

Apparently the lack of governing regulations has not yet caused any serious organizational problems. However, as the BCYRC approaches its first year anniversary it may want to consider the infusion of new leadership. To do so would require a set of rules which regulates the election of new officers. *The consultant strongly urges the BCYRC to immediately attend to the matters of organizational constitution to include the preparation of bylaws.*

The Youth Advisory Board does not have fixed membership requirements. Rather, they have informal, open membership. Staff services to the Youth Advisory Board are provided by the Assistant Director of the BCYRC. They meet monthly or on special call of the Chairperson of the Board.

At the time of the consultant's on site visit, a membership list of the Youth Advisory Board had some 45 names. (These youth were from seven different Brown County municipalities.) The Board Chairperson claimed that some 25 youth were "regulars". However, she admitted that whoever chose to attend a meeting could voice an opinion and cast a vote. Like the Council, they do not have bylaws.

While this open membership philosophy is laudable and certainly will contribute to an inclusionary sense of organization, it could also be damaging to the organizational fabric. Integrity of purpose is difficult to maintain in the face of what could be a constantly

shifting composition of decision makers. Perhaps an even more important concern is the organization's ability to recruit and groom new leadership. Historically, open membership organizations have a difficult time of insuring leadership succession. *The consultant suggests that the matter of membership, including bylaws, of the youth Advisory Board be immediately reviewed.*

As was mentioned earlier, the composition of the Council was a direct result of the Study on Children and Youth Services. There seemed to be a natural assumption that those persons from human service agencies who were involved in determining needs and priorities should also logically be involved in the process of seeking solutions and implementing program thrusts in accord with the established goals and objectives. This assumption was widely accepted. However, there are some logical and expected results stemming from this assumption which should be aired.

The first is an issue which was touched on earlier. It is the matter of attendance at meetings. This could translate to a question of availability, or to a question of satisfaction with BCYRC performance to date, or even to a question of commitment to the mission of the organization. In those instances where it is a question of commitment, the matter needs more scrutiny.

In the process of the Study on Children and Youth Services, agreement via consensus (the most acceptable to the most people) was achieved relative to the problems, issues, needs, service gaps, etc. The commitment to identify problems was clear. The commitment to solve them was not as clear.

Some of the problems/issues with which the youth of Brown County are faced are solvable by changes in the policies of particular youth

serving organizations. They do not require programmatic undertakings. And a Council made up of persons who directly affect these policies could (individually) apply correctives. The consultant believes it would be a profitable exercise for a task group to review the objectives of the BCYRC and to attempt to identify which, if any, objectives may be achieved by changes in youth serving organizational policies and which would require BCYRC programmatic efforts. In those instances, if any, where BCYRC objectives may be reached by a change in an organization's policy, the Council and staff could seek to persuade that individual (those individuals) to make the desired change.

While on site the consultant was able to interview 12 of the current Council members. Those members who were interviewed were open and candid in their remarks concerning the Council. In discussing the efficacy of the Council, most of those interviewed felt that the Council members brought with them varying levels of involvement, commitment, knowledge, etc. and these differences, while healthy, resulted in some absenteeism and apathy. Another point bears repeating. Most of the Council members are busy people with a myriad of commitments whose personal and professional priorities are shifting. Therefore, dedication to a single endeavor may be very difficult to sustain. The consultant wholeheartedly agrees with those observations.

The concept of using influential human service professionals on a governing body such as the Youth Resources Council is theoretically desirable and sound. However, the reality of practice may call the theory into question. A Council comprised of many human service professionals could find itself (or some of its members) in conflict with the program which is trying to induce progressive

change in the human service community. If such a situation were to arise, the issue would most certainly divide the Council and staff and the program's credibility would be damaged. That is a situation which should be avoided.

There is little in the way of proven performance to recommend prescribed or mandated Council composition. In fact, in some instances, Council membership based on the two criteria of agency representation and position in the hierarchy may be counterproductive. In many cases, mandated agency executive inclusion results in the executive being too busy to attend meetings and therefore sending his/her designee, who does not possess the executive authority to speak for the agency. Thus this negates the reason for the inclusion in the first place. A paradox.

Also, mandating agency representation tends to assume some degree of commitment to the mission of the Council on the part of the person representing that agency.

Still another potential problem resulting from a Council composed in the main of human service professionals is the possibility of mutual "turf" protection. This is akin to the earlier mentioned possibility of conflict and what could result from that. Ideally, a Council should be comprised of those persons who can contribute the most to the mission of the organization. Those persons should be concerned and committed.

Some community programs like the BCYRC have instituted Search and Recruit Task Forces whose job it is to locate and enlist the most able and interested persons to join their governing body. These persons may or may not represent a human service agency.

The present Council is almost entirely made up of Green Bay

residents. It would seem to be advisable that as natural attrition occurs, some consideration be given to adding new members who represent a broader geographical base from throughout Brown County.

As was mentioned earlier, the level of understanding of the BCYRC activities and how they all fit together differed from Council member to member. This fact is understandable. However, in an attempt to increase the knowledge and comprehension of the entire Council, *it is suggested that a high quality, in-depth orientation program for all present and future members of the Council be commenced. This orientation should be focused on the philosophical, theoretical and practical aspects of the BCYRC; and it should include periodic reviews, refreshers, and up-dates.*

The Council should also consider more utilization of available area resources. One such example is the talent to be found on the campus of the University of Wisconsin, Green Bay, and St. Norbert College. Certainly there are faculty members who have an interest in and ability to offer some technical assistance in the areas of program and project assessment and evaluation, research, program design, etc. Another example of area resources which the Council has begun to more fully tap is the business and industry community. They have enlisted the voluntary services of an organizational development consultant from one of the large local industries. This management level adviser has already been utilized in attempting to work through a process of BCYRC goals clarification and organizational design. *The consultant urges the fullest possible use of this kind of extra-organizational assistance.*

If the Council should chose to re-examine the membership structure under which it now functions, there are many options which

could be considered. There is no "best" design. Like the program itself, the design of the governing body should be whatever is most appropriate and productive for the context within which it operates.

One such design is shown in Figure 3. This is offered, in a non-prescriptive sense, as an example of how the three elements of citizen, youth and professional input may be guaranteed. This diagram shows a governing body made up of lay citizens, and two advisory groups, one comprised of youth and the other of human service professionals. These two advisory groups function in a mutual value development capacity. Value approval is a process involving the lay citizen policy group and the two advisory groups. Once this process is begun, policies issue from the lay citizen group and are implemented through specific programs undertaken and supported by staff.

The foundation upon which this scheme rests is high quality, frequent communication among all components. This design is merely suggestive of an approach to securing broad input and involvement. It is meant to be more thought provoking than definitive.

It is usually true that it is easier to recruit members for a governing body than it is to maintain the group. Oftentimes people are excited about the prospects of involvement in new and rewarding undertakings, only to see their enthusiasm dissipate with the passage of time. It is indeded difficult for a member of a governing body to maintain high commitment to a lengthy process where tangible results are only periodically seen. For this and other reasons, the members should be involved in some shorter run projects where they can clearly and rather quickly see the results of their efforts.

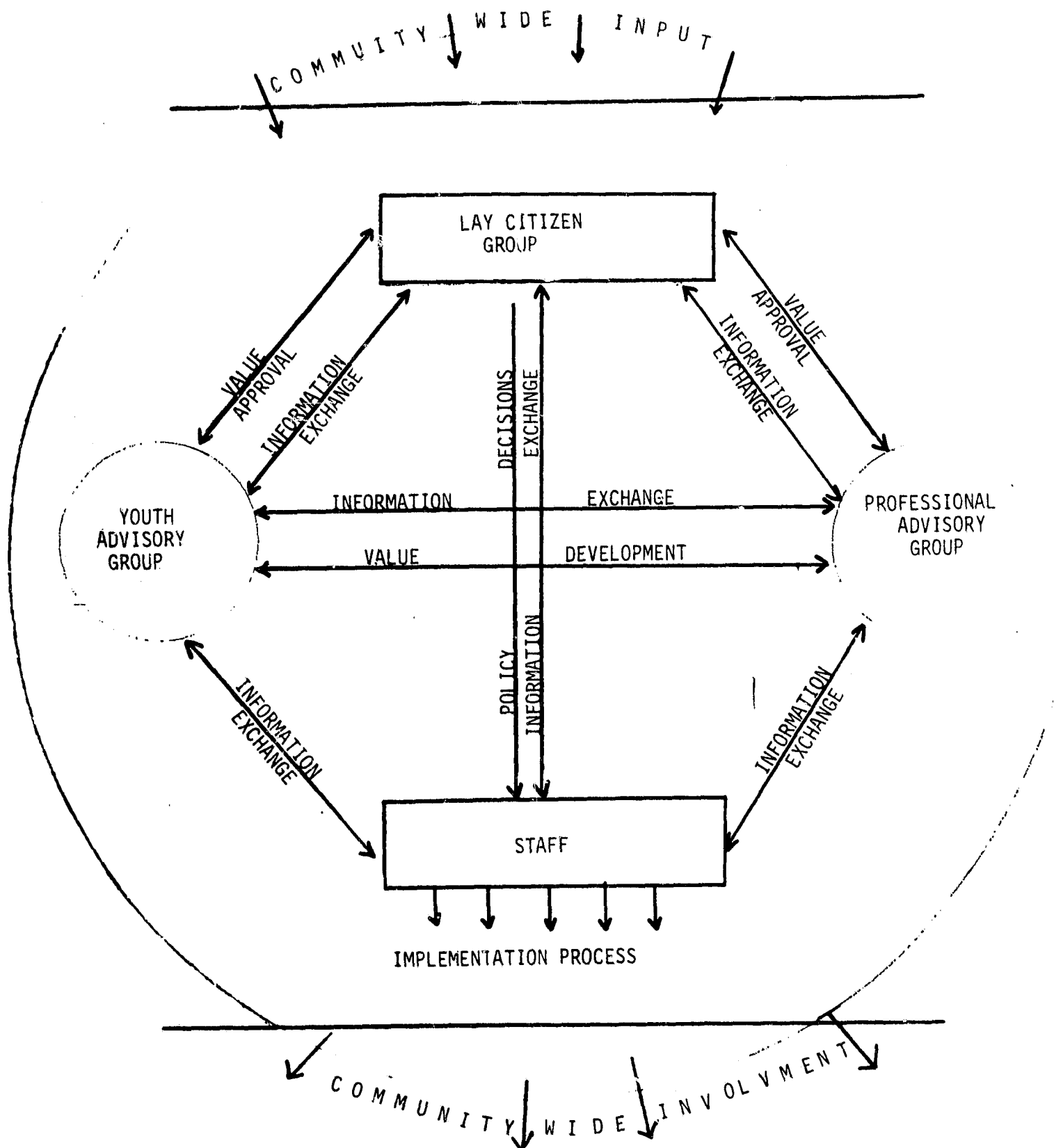


FIGURE 3

The diagram in Figure 4 suggests some logical and sequential steps in the construction and employment of a group toward the attainment of specific objectives.

- STEPS 1 & 2..... Locate those persons who have the greatest potential for contributing to the success of the endeavor. Once this is done, an effort to recruit them must be undertaken.
- 3..... Educate those selected as to what the organization is, and, what it, with their help, is to become.
- 4..... Stimulate those individuals who are willing to join in the venture so as to make them want to be a part of it.
- 5..... Motivate these people to areas where their potential contributions will provide the greatest mutual benefit.
- 6..... Activate them initially in tasks where their skills can best be utilized.
- 7..... Evaluate their performance and redeploy them toward a new objective.

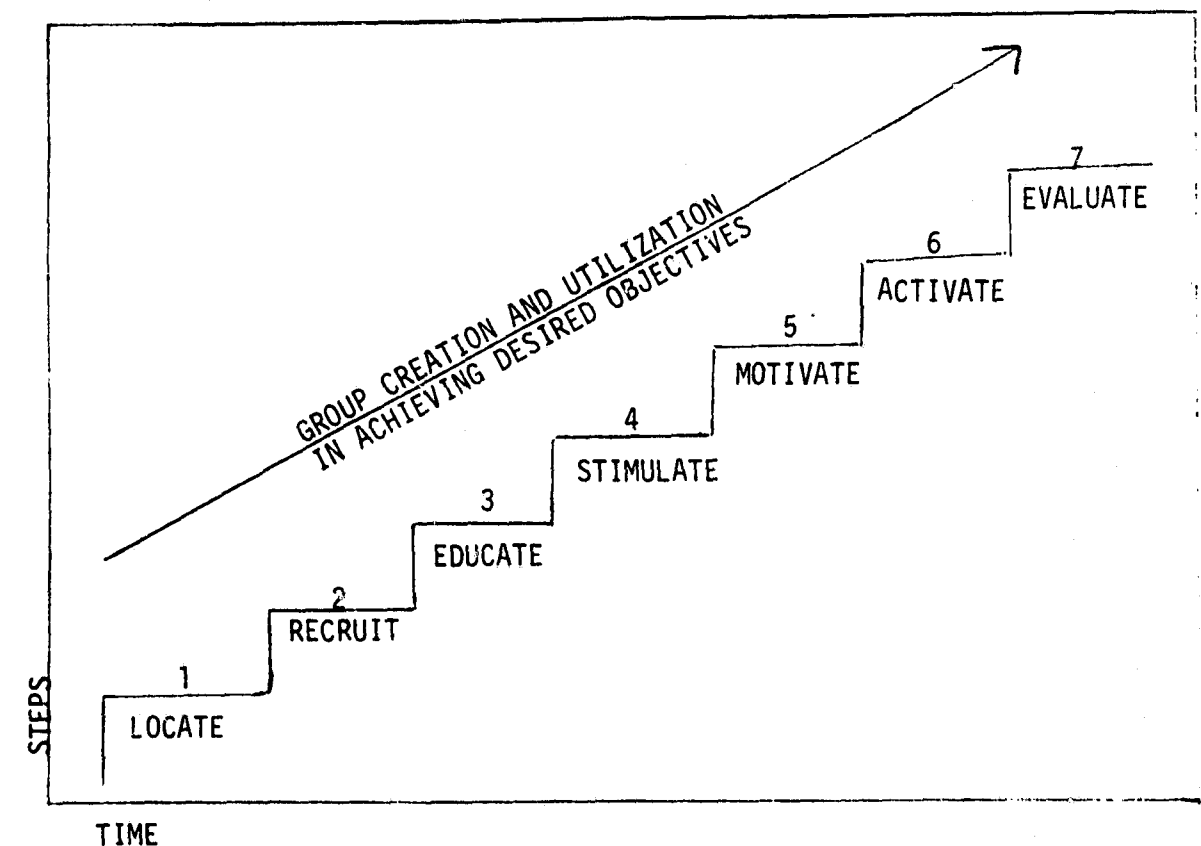


FIGURE 4

SUMMARY STATEMENT

The Brown County Youth Resources Council is less than one year old. It is endeavoring to provide a mechanism by which solutions to Brown County youth problems may be sought. It has spent the first months of its existence developing visibility, earning credibility, and demonstrating efficacy. In the short time it has existed, it has enjoyed much success. Its performance thus far certainly warrants further opportunity to demonstrate its viability.

The Brown County Youth Resources Council is less concerned with what was tried and failed than with what is yet to be done. And to this end, it has engaged a large segment of the community. It has provided a rallying point where those concerned with enhancing youth development may come together. The thrust of its program development has come from the very thorough Brown County Study on Children and Youth Services. That study generated the data and information which has guided the Council thus far, and will continue to provide future guidance.

The history of the Brown County Youth Resources Council is one of emergence and discovery. It has had a clear and positive impact on youth development and youth services in Brown County. The future holds every promise for continuing success.

FOOTNOTES

1. Brown County Directory, 1976-1977, Compiled by Ronald J. De Lain, County Clerk for Brown County.
2. Special Census of Green Bay, Wisconsin, June, 1976, U.S. Department of Commerce, Bureau of the Census.
3. Green Bay Area Statistical Profile, Green Bay Chamber of Commerce.
4. IBID.
5. North East Wisconsin Health Planning - Demographic Profiles, April 15, 1974, Northeast Wisconsin Health Planning Council.
6. IBID.
7. The Report of the Brown County Study on Children and Youth Services.
8. Soundings On Youth, Volume I/Number 4/July-Aug., 1974.
9. Soundings On Youth, Volume 1/Number 6/Nov.-Dec., 1974.

APPENDIX 1THE PROGRAM ASSESSMENT

An Organizational Development Service

ASSOCIATES FOR YOUTH DEVELOPMENT
2125 S. Torrey Pines Circle
Tucson, Arizona 85710
(602) 296-8383

APPENDICES

The Program Assessment is a service offered by ASSOCIATES FOR YOUTH DEVELOPMENT to assist programs in local communities concerned with delinquency prevention in strengthening their efforts. This service is also available to governmental and other agencies which render support and technical assistance to local prevention programs.

The word ASSESSMENT is used quite consciously because this service is not an EVALUATION in the technical sense of that word. While the Assessment provides a number of benefits that an Evaluation cannot provide, the Assessment does not result in the compilation of objective data on which scientific conclusions about the program's effectiveness can be based. Rather, the Assessment provides information about the program's operation and a set of recommendations carefully calculated to assist those interested in building a stronger delinquency prevention effort for the future. This in no sense takes the place of Evaluation, but it can compliment Evaluation and encourages the development of Evaluation capacity where it does not exist.

THE SCOPE OF THE PROGRAM ASSESSMENT

The Program Assessment includes a detailed consideration of:

(1) the conceptual base upon which the program operates; (2) the history and experience of the program to date; (3) the organization and management of the staff and its resources; (4) the policy making processes governing the program and the relationships between the program staff and the program's clientele; (6) the utilization of and relationship with other resources in the community; and (7) other factors considered important to the functioning of the program.

Preparation for the Program Assessment involves extensive interaction with the program prior to the arrival of the Assessment Team in the community. This results in the development of a plan for the Assessment with a clarification of arrangements to be made in the community by program staff. The Assessment team prepares itself by studying all relevant materials that are available and preparing any instrumentation to be used in the Assessment.

The Assessment Team is on-site for a length of time determined beforehand as appropriate for the size of the program. This is decided in collaboration with the program administrator.

Following the site visit a report is prepared in draft form and submitted to the program administrator for comment before the final draft is prepared. These steps follow an agreed upon timetable, with the final draft usually being submitted to the program within six weeks after the site visit.

THE SITE VISIT

The site visit is an intensive exploration of those factors listed under "The Scope of the Program Assessment". The Assessment Team, which includes persons knowledgeable of community based

delinquency prevention programs, spends an appropriate amount of time with the program's staff, governing Board members, volunteers, community decision makers, clients and parents of clients, collaborating agency personnel, and others with a vantage point on the program. The information and impressions thus gathered are combined with knowledge gained from records and other sources that are available, and this is examined through interaction with various persons during the progress of the site visit. Thus, the site visit itself is a dynamic and stimulating experience during which a significant amount of communication takes place between the Assessment Team and a variety of community people.

Every effort is made to make the Assessment experience a positive and growth producing one. The Assessment Team places special emphasis on meeting the program, the staff, and the community where it is, and to be constructive in considering with the appropriate people specific steps for the future. Strengths are pointed up with a view toward building upon them. Needs are analyzed in a manner that is aimed at positive problem solving. The purpose of the Assessment ultimately is to assist the community in using its resources to the best possible advantage and to develop new resources where needed.

The site visit gives the program a substantial amount of visibility in the community. The Assessment process calls attention to the program and stimulates a variety of people to consider its accomplishments and ways it might become more effective. Thus a certain amount of interpretation can result for the program during the site visit.

THE FINAL REPORT

The final report is a summary of the findings and the experience of the site visit. It includes a set of recommendations related to the program calculated to provide ideas useful for immediate and long range planning.

As the final Assessment report includes a description and interpretation of the program, it can be useful as an educational tool in the community.

The contents of the final report will, of course, be related to the realities of the program and the community within which it works. It will generally deal, however, with the items listed under "The Scope of the Assessment."

COSTS OF PROGRAM ASSESSMENTS

The costs of a Program Assessment will vary with the size of the community and will depend upon the plan developed between the program and Associates for Youth Development. Items needing to be covered include the staff time of the Assessment Team, clerical staff, travel and per diem expenses, telephone and postage, reproduction of the final report (depending upon the number of copies to be submitted), and administrative overhead costs.

It can generally be stated that an Assessment which involves a team of two persons on site for three days will cost between \$3,000 and \$4,000.

BENEFITS OF THE PROGRAM ASSESSMENT

The following comments are excerpted from the evaluation of a Program Assessment by the Director of the program studied.

We felt that all of the expectations we had when requesting the assessment were met or exceeded in the work done by the assessment team. The participative process used in developing the assessment goals and methods, the manner in which the data was collected and feedback provided, and the subsequent report were all of superior quality. We felt that the total process further increased our awareness of our project strengths and weaknesses and helped us immensely in the on-going process of reducing the general notion of delinquency prevention into specific program activities. Our discussions with the assessment team further enabled us to perceive more clearly the manner in which our project had evolved from one primarily remedial in nature to one which was oriented more and more toward truly preventive activities. The additional positive side benefit has been the continued contact with the assessment team during the year since the assessment was completed, enabling us to get further feedback on new ideas.

We do feel that the technical assistance we received through the assessment was of highest professional calibre, was of direct benefit to us in terms of observations and suggestions, and was of further benefit to us in the process of generating additional project funding.

APPENDIX 2

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LIST OF PERSONS INTERVIEWED

1. Jeff Basinski
Youth Employee
Brown County Youth Resources Council
2. Nancy Bohm
Supervisor
Juvenile Court Unit
Brown County Department of Social Services
3. Patricia Cole
Administrative Assistant
Brown County Youth Resources Council
4. Phil Condu
Consultant in Juvenile Delinquency Prevention
Wisconsin Department of Health and Social Services
5. Captain Don Cuene
Green Bay Police Department
Member
Brown County Youth Resources Council
6. Mary Dickenson
Member
Youth Rights and Responsibility Sub-Committee of the
Brown County Youth Resources Council
7. Fr. Thomas DeWane
Principal
Premontre High School
Member
Brown County Youth Resources Council
8. Kirby Falkenberg
Youth Director
Brown County Young Men's Christian Association
9. Dr. Merril Grant
Superintendent
Green Bay Public Schools
Member
Brown County Youth Resources Council

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10. William Grant
Director
Campaign for Human Development
11. Wava Haney, Ph.D.
Professor
University of Wisconsin at Green Bay
Member
Parent Education Sub-Committee of the
Brown County Youth Resources Council
12. Jim Hartman
Executive Director
Oneida Boy's Club
13. Patty Jaegers
Member
Brown County Youth Advisory Board
Member
Brown County Youth Resources Council
14. Bob Janda
Plant Manager
Procter and Gamble
Member
Brown County Youth Resources Council
15. Jerry Kaster
Former Member
Brown County Youth Resources Council
16. Casey Kiiskila
Caseworker
Juvenile Court Unit
Brown County Department of Social Services
17. Joe Knaapen
Reporter
Press Gazette
18. Dave Kratz
Director of Social Services
St. Vincents Hospital
Member
Brown County Youth Resources Council

19. Dr. Larry Lark
Principal
East De Pere High School
Member
Brown County Youth Resources Council
20. Dick Lewin
Executive Director
United Way of Brown County
21. Ann Maloney
Secretary/Receptionist
Brown County Youth Resources Council
22. Dennis Maloney
Director
Brown County Youth Resources Council
23. Sharon Metz
Representative
90th District
Wisconsin State Legislature
24. Robert Mendelsohn
Professor
University of Wisconsin at Green Bay
Member
Brown County Youth Resources Council
25. Weldon Mikulik
Planner
United Way of Brown County
26. Eugene O'Leary
Caseworker
Juvenile Court Unit
Brown County Department of Social Services
27. Sylvia Patzlaff
Assistant Director
Brown County Youth Resources Council

28. Jim Smits
Supervisor
Streetworker Program
Family Service Association
Member
Brown County Youth Resources Council
29. Ann Sonenfield
Social Worker
St. Vincents Hospital
Member
Parent Education Sub-Committee of the
Brown County Youth Resources Council
30. Jim Sorce, Ph.D.
Professor
University of Wisconsin at Green Bay
Member
Parent Education Sub-Committee of the
Brown County Youth Resources Council
31. Maureen Spangenberg
Proposal Developer and Planning Phase Coordinator
Brown County Youth Resources Council
Former Member
Brown County Youth Resources Council
32. Barb Van Caster
Youth Employee
Brown County Youth Resources Council
33. Robert Wagner
Regional Chief of Community Planning and Development
Wisconsin Department of Health and Social Services
Member
Brown County Youth Resources Council

END

