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Children's Bureau
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A COMMUNITY PROGRAM
for
PREVENTION AND CONTROL OF JUVENILE DELINQUENCY
IN WARTIME

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FOREWORD

This publication, "A Community Program for Prevention and Control of Juvenile Delinquency in Wartime" is the last in a series of three publications recommended by the Children's Bureau Commission on Children in Wartime at a meeting held at the White House on February 4, 1943. Pursuant to the recommendations made at this meeting, the purpose of which was to explore the problems of children in wartime with special reference to juvenile delinquency and the community's responsibility for providing services for meeting these problems, the following publications have already been issued by the Children's Bureau.

Community Action for Children in Wartime.

To Mothers and Fathers of the Nation's Wartime Children--
A letter from the Chief of the Children's Bureau.

An earlier publication, also prepared at the suggestion of the Commission, is "Programs of State Action for Our Children in Wartime."

The present publication has been prepared by the staff of the Children's Bureau. Helpful suggestions have been received from the Office of Community War Services and the following agencies: Office of Civilian Defense; Office of Education, Federal Security Agency; Bureau of Public Assistance, Social Security Board, Federal Security Agency; Recreation Division, Office of Community War Services, Federal Security Agency; Social Protection Division, Office of Community War Services, Federal Security Agency; Bureau of Prisons, U. S. Department of Justice; United States Probation System, Administrative Office of the United States Courts.

The approach to the prevention and treatment of juvenile delinquency emphasized in this publication is provision for basic services that are necessary to children and their families at all times and provision for new or extended services to meet special needs created by the wartime situation. In this emphasis it supplements the other programs adopted by the Children's Bureau Commission on Children in Wartime, relating to State and community action.

This publication has been prepared primarily for the use of persons or groups furnishing leadership in the development of programs for children and youth. It is addressed particularly to committees of State and local defense councils and councils of social agencies; to other community groups assuming active responsibility in promoting basic services for children and youth; to National private agencies and associations with programs bearing upon some aspect of delinquency, prevention and treatment; and to Federal agencies with responsibilities relating to juvenile delinquency.

This material is intended as a general guide to organizations and committees interested in developing comprehensive community-wide programs. In using these suggestions it will be necessary to obtain supplementary information which can be supplied or will be made available by Federal and Nation-wide private agencies and State or local organizations concerned with these services.

In the Federal Government the Office of Community War Services of the Federal Security Agency is coordinating the work of the Federal agencies concerned with the prevention and control of juvenile delinquency. Similar coordinating service is provided in many States through committees on children in wartime affiliated with State defense councils.

A COMMUNITY PROGRAM FOR PREVENTION AND CONTROL
OF JUVENILE DELINQUENCY IN WARTIME

INTRODUCTION

Juvenile delinquency is an old problem, a problem that today has been intensified, aggravated, and given new points of emphasis under the pressure of war. It has come to have high priority rating among the social problems requiring special consideration and prompt action.

It is not difficult to understand why juvenile delinquency has become a major problem. One need only consider the effect of wartime conditions on those social factors that have most significance in relation to delinquent behavior. In wartime as in peacetime juvenile delinquency results from our failure to satisfy the basic needs of children and youth--the need for security and for opportunity for proper growth and achievement. In wartime the home and community through which these fundamental needs are met, find their task made more difficult by the dislocations they are undergoing.

Some of the wartime conditions contributing to juvenile delinquency are:

Fathers are separated from their families because they are serving in the armed forces or working in distant war industries.

Mothers in large numbers are engaged in full-time employment and are therefore absent from the home the greater part of the day.

Home life is greatly changed for many children today, and lack of consistent guidance and supervision from their parents gives them opportunity for activities that may lead to unacceptable behavior.

An increasing number of children are now employed, in many instances under unwholesome conditions that impede their growth and limit their educational progress.

The widespread migration of families to crowded centers of war industry has uprooted children from familiar surroundings and subjected them to life in communities where resources are overtaxed by the increased population.

Harmful community influences, frequently attractive to youth, have increased greatly and are without adequate controls in many places.

The spirit of excitement and adventure inspired by war, coupled with tension, anxiety, and apprehension on the part of the parents or other adults having responsibility for children, is reflected in restlessness, defiance, emotional disturbance, and other negative forms of behavior on the part of children and young people.

As a result of the wartime conditions, many communities have already experienced an upward trend in delinquency. Other communities apparently find no marked change in the delinquency situation since the war began. The great majority of children and youth are adjusting successfully to wartime demands and stresses, but even those who are responding in the fullest degree to the demands of the adult world may be suffering from emotional strains and deprivations which may seriously affect their future development. The problems of delinquent children highlight the need for doing the best job we can for all children and youth. It is important therefore, at this time, for every community to give attention to the extent to which it is meeting the special needs of children, especially of young people 14 to 18 years. Each community should determine the extent of its own delinquency problem and the factors contributing to it, examine the ways in which the problem has been accentuated or changed by the war, and then decide what action is required.

The primary responsibility for protection of children and youth rests, of course, upon their parents, who occupy the position of first importance in relation to meeting the needs of children. But the community, now more than ever before, has responsibility both to assist parents in fulfilling their obligations toward their own children and to provide the basic services that are required to assure protection and satisfactory and wholesome experiences for all children and youth. Community measures for prevention and control of juvenile delinquency, as at all times, must be approached through provision for strengthening, expanding, and developing community services that promote the protection and satisfactory adjustment of children and young people.

In planning effectively for prevention and control of juvenile delinquency the efforts of all agencies with responsibility toward children and youth should be coordinated in the local community, the State, and the Federal Government. Many communities are already developing means whereby the activities of the various agencies may be brought together in a program for prevention and control of juvenile delinquency. Some States have developed plans for coordinating the efforts and interests of State groups and organizations concerned about the problem. The Federal agencies with responsibilities related to juvenile delinquency are planning jointly in this field. A community, in planning a program to combat juvenile delinquency, will need to draw upon all available resources within its borders and outside, including service that can be provided through the assistance of State and Federal agencies and National private agencies.

Through the participation of Federal, State, and local agencies and citizen groups the community services that affect children and youth can be strengthened, expanded, and developed. This must be done if we are to safeguard our children, who are the strength and future of the Nation.

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PART I of the pages that follow present the content of a community program for prevention and control of juvenile delinquency in wartime.

PART II outlines the steps to be taken by a community in organizing for action.

PART I. CONTENT OF PROGRAM

Since juvenile delinquency is inextricably bound up with all the factors in our social and economic life, the content of a community program to prevent and control it must necessarily be comprehensive and varied. Fundamental points of attack are set forth in the proposals for a community program that follows. Communities planning a comprehensive program for prevention and control of juvenile delinquency in wartime cannot afford to ignore any one of these points of attack. But because conditions and resources vary from community to community, concentration of effort on one point or on another should be determined by the needs existing in the particular community and by their relative urgency.

A community program, to be effective, must include activities in the following fields:

1. Protection of groups of children especially vulnerable to delinquency.
2. Resources needed by all children.
3. Control of harmful influences in the community.
4. Services for the delinquent child and the child with behavior problems.

1. Protection of Groups of Children Especially Vulnerable to Delinquency

Experience has demonstrated that certain groups of children are particularly susceptible to juvenile delinquency. As a result of war conditions, more individual children are subjected to situations conducive to delinquency than in prewar days. Furthermore, many children whose stability would be sufficient to withstand pressures in ordinary times are unable to adjust satisfactorily to the strains inherent in war conditions. Protection of children known to be vulnerable to juvenile delinquency is an important factor in preventing and controlling the problem in any community.

Who are the children in this war period whose resistance to juvenile delinquency is lowered by their condition or by the situation in which they live? And what is needed in a community to protect these children who are susceptible to juvenile delinquency? The answers to these questions require consideration of the groups of children who need special protection and the programs that provide this protection, including day care and extended school services for children of employed mothers; safeguards for boys and girls in employment; improved housing for children in families now living in crowded quarters or congested areas; services for physically and mentally handicapped children; and aid for children in families with economic need.

Children of employed mothers.

The need for day care for children of employed mothers has received public attention as a wartime problem created by increased employment of women. Recognition has been given to the essential need of such care for children of both school and preschool age. Provision of day care for school children is of great importance in a program for the control of juvenile delinquency. Without supervision, direction, and guidance both young children and adolescents may develop undesirable associations and find opportunity for activities that lead to delinquency.

The aspects of a program of day care and extended school services that are important in the prevention of juvenile delinquency are:

- a. Counseling and information service designed to assist mothers who are working or who are contemplating working, in planning for the care of both the young school child and the adolescent.
- b. Foster-family day care and group care for children of employed women.
- c. Before- and after-school programs for school-age children and, during the summer months, all-day programs.

Boys and girls in employment.

Boys and girls eager to earn their own money and restless for new wartime activities are entering employment in large numbers. To a great extent their employment is now unplanned. Much of it is at night and in public places. Many are working under conditions that expose them to health and accident hazards and unwholesome influences that make the path to delinquency an easy one. Many are placed in positions where adult supervision is too slight, or the responsibilities are too great, subjecting them to temptations. Young girls secure in their life in a rural community are going in considerable numbers to crowded areas to seek employment without adequate guidance. Often they find themselves stranded without money or a place to stay and become involved in difficulties. Thousands of young people drop out of school to enter employment and many are developing exaggerated feelings of self-importance and attitudes of defiance toward parental supervision.

Programs helping to control juvenile delinquency through provision of employment safeguards for boys and girls should include:

- a. Continuing publicity on employment standards in relation to age, hours, and working conditions for young people, and on jobs best suited for youth, and insistence on compliance with child-labor laws.
- b. Adequate staff for prompt issuance of employment and age certificates, to make sure that no child goes to work in violation of child-labor laws.
- c. Counseling and placement services to help boys and girls decide whether to continue in school or leave for work, and to assist them in finding suitable part-time or full-time jobs.
- d. Inspection of workplaces by proper authorities to enforce legal employment standards.
- e. Other measures necessary to see that young people have adequate adult supervision on their jobs and work in wholesome surroundings.

Children in families now living in crowded quarters or congested areas.

A large proportion of delinquent children come from crowded homes and congested areas. Under wartime conditions thousands of children are living in trailer camps, in hastily built shacks, or in other places under unwholesome conditions. These children are subjected to strains and undesirable influences arising from lack of the privacy essential to decent standards of living; from lack of space in which to play safely; and, because of overcrowding and staggered work hours of members of the family group, from lack of regular sleeping and eating routines that promote healthy and wholesome growth. When children are placed under such strains, delinquent behavior may be anticipated. A community giving its attention to the control of juvenile delinquency must necessarily be concerned about the relationship between bad housing conditions and delinquency.

Programs for adequate housing include provision for:

- a. Additional housing units to assure safeguards against the physical and social hazards of overcrowding.
- b. Facilities, in connection with housing units, for safety, sanitation, recreation, and transportation.
- c. Legal regulations and effective law enforcement covering sanitary and fire hazards, sewage disposal, and overcrowding.
- d. Centralized housing registries designed to serve those seeking living quarters.
- e. Negotiation of differences between landlords and tenants on a basis of fairness to both.

Physically and mentally handicapped children.

Physical handicaps and mental retardation make children particularly susceptible to the influences of delinquency. The child whose physical condition or handicap prevents his engaging in the normal activities of other children or makes him conspicuous among them may find his satisfactions through undesirable behavior or delinquent acts. The mentally retarded child who is unable to compete with other children of his own age group may yield readily to harmful influences. Children in these groups are especially affected by the tensions growing out of the quickened tempo of living and the dislocations of family life in wartime. It is important that consideration be given to the difficulty they face in attempting to fit into school programs, to play with other children on equal terms, and to prepare for self-supporting and satisfying employment.

Services for physically and mentally handicapped children as a part of the program to prevent juvenile delinquency should include:

- a. Full utilization, and extension if necessary, of State and local resources for early discovery of physically and mentally handicapped children and for adequate diagnosis and treatment that will enable them to function as normally as possible.
- b. An integral part of such resources should be social services to deal with the emotional problems that physically and mentally handicapped children frequently have and to assist parents in understanding and meeting the special problems of these children.
- c. Provision in the schools for general and vocational education commensurate with the physical and mental powers of the handicapped child and designed to discover and develop fully his abilities and aptitudes.
- d. Provision for social services in institutions for the mentally handicapped.

Such services would provide for returning to the community those children who after institutional training can, under supervision, adjust satisfactorily to life outside. The removal of these children would then make it possible to admit to institutions many children who are now denied needed institutional training because of lack of room.

Children in families with economic need.

The fact is well established that many delinquents come from families whose financial status is insecure. As a result of this insecurity a child may be deprived not only of the necessary physical requirements of food, clothing, and shelter, which affect his adjustment vitally, but also may suffer other serious deprivations. Worry of parents over finances may result in tensions that produce domestic discord and thus deprive the child of happy family life. Necessity for the mother to work may deprive the child of her care and supervision. Lack of money may keep him from participating on an equal basis with other children in school, church, and recreational activities. The problem of economic need in families persists in wartime even though there are increased opportunities for employment. Families may be deprived of the support of the breadwinner because of absence of the father in the armed forces or because of death, illness, or physical or mental handicaps. Families that ordinarily are financially able to provide for their own needs may not be able to meet the demands made upon them by contingencies such as accidents, prolonged illness or death.

In order to be of maximum benefit in preventing juvenile delinquency a public-assistance program for aid of children should stress:

- a. The broadening of eligibility requirements and their interpretation so far as State laws will permit so that all families in need will be reached.
- b. Standards of assistance and assistance payments that are realistically related to the requirements and resources of families and to the cost of living in order that (1) mothers (or responsible relatives) may have free choice, without financial pressure, in deciding whether they will accept employment outside the home or give full-time care and supervision to children if they wish to do so; (2) children may be afforded opportunities for health, recreation, and education similar to those of other children not in need; and (3) families may participate in community life on reasonably equal footing with their neighbors.
- c. Other individualized services to these families in relation to general family problems, family relationships, and special problems of children.
- d. Appropriations for the three types of special assistance coming within the Social Security Act and general assistance sufficient to provide for effective administration and meeting the need of families as outlined above.

2. Resources Needed by All Children

All children have needs above and beyond those that can be met by their families. These must be met by the resources of the community. The availability of these necessary resources for all children has a special significance in this war period when family life is subjected to strains and dislocations. Strengthening of community resources is of substantial importance in prevention of juvenile delinquency. If these resources are based on a broad concept of public responsibility, many children not only may be saved from falling into unacceptable behavior but also may be prepared for rich, purposeful, and creative living.

What are the resources that all children have a right to expect from the community? What is needed to make these resources effective? Answers to these questions call for discussion of the school, the church, and recreational and group-work activities, and of the role of the community in helping parents to fulfill their responsibilities.

Schooling for every child.

Since most juvenile delinquents are of school age, the school occupies a strategic position in the prevention and control of juvenile delinquency. In their day-by-day contacts with children school teachers and principals often are able to discover attitudes and behavior that may be the forerunners of delinquency, in addition to serving the fundamental needs of all children by providing them an opportunity for intellectual growth and a sense of achievement. Unhappiness or poor adjustment in school may contribute to delinquency in childhood or may sow the seeds of difficulties that will appear in adolescence or maturity. The school makes a contribution to the prevention of delinquency when it places emphasis upon the child himself rather than upon the things taught him, and when it looks upon the child's school experience as a part of life itself as well as a preparation for life.

If schools are to serve as bulwarks against delinquency there must be in every community:

- a. Enough school buildings adequately equipped and enough teachers adequately compensated to maintain at least minimum school terms for all its children, with full-day school sessions.

- b. School programs that stimulate the child's interest, promote his intellectual growth, give him a sense of achievement, and prepare him for useful adulthood.

Special courses should be provided for those children whose individual differences--physical, mental, or emotional--make it impossible for them to benefit by the regular course of study.

- c. Adequate enforcement of school-attendance laws to promote the attendance of all children of school age and to give recognition to the social and emotional factors that are at the root of much nonattendance.
- d. Social services available to the school to assist in the discovery and understanding of children with social and emotional problems and in the utilization of the resources of the community for meeting these problems.

These services may be given through school social workers or through child-welfare workers on the staffs of public or private agencies. Of special importance is the establishment of means for the development of mutual understanding by teachers and social workers of one another's problems and resources, and for referrals from one to the other.

- e. Full utilization of school buildings before and after school and during evening hours, on week ends, and during vacation periods for supervised activities for children and young people.

The role of the church.

The church as an established and powerful force in community life can play a dynamic part in the prevention of delinquency. In fulfilling its primary responsibility for spiritual guidance, the church helps the child to develop regard for other persons and respect for their rights. It can help the child to gain a perspective upon life that makes him able to distinguish between fundamental values in human conduct and transient ideas as to what constitutes acceptable and unacceptable behavior. Through these positive values children are enabled to face difficulties and are given confidence in the ultimate meaning of life. Thus they are fortified against delinquency. In its secondary role as a community center the church affords a place and an opportunity for the formation of wholesome associations and for participation in constructive activities.

The church can fulfill its responsibilities for combating juvenile delinquency through--

- a. Providing spiritual guidance by private counseling, general and special religious services, special-class and religious instruction, study groups, and special programs.

- b. Serving as community center by use of church buildings and by providing leadership for social and community activities in which boys and girls, as well as entire families and neighbors, may join in clubs, discussion groups, games, athletics, contests, and suppers.

Adequate recreational and group activities.

Recreational and wholesome leisure-time activities constitute an important aspect of any wartime program to combat juvenile delinquency. Such activities offer children a channel for constructive and satisfying experience and give opportunity for direction of interests that might otherwise find satisfaction in delinquent behavior. In seeking ways to offset increases in juvenile delinquency, wise planning for the leisure time of children and older boys and girls will take into account not only their need for rest, relaxation, and enjoyment of living but also the value of making them feel they have a stake in the war effort. The psychological value of making children and young people part of an effort that is absorbing our whole national life should be kept in mind. Furthermore it is important to give attention to provision for participation of young people themselves in the development of recreational program to which they have already demonstrated their ability to contribute. Consideration should also be given to types of activity that meet youth's need for high adventure and dramatic action, which is intensified by wartime excitement. If this need is not fulfilled in acceptable ways, it may find expression in delinquent acts.

A well-balanced leisure-time program of recreational and group activities involves:

- a. Using all suitable facilities and programs available, whether publicly, privately, or commercially sponsored.

This implies full utilization of school buildings, parks and playgrounds, camping areas, community centers, museums and libraries; of activities conducted by such youth-serving organizations as the YMCA, YWCA, YMHA, YWHA, and Catholic youth-serving organizations, Scouts, and settlements; and by churches and similar community groups; and of commercial recreation, properly controlled, such as motion pictures, dance halls, bowling, swimming pools, and skating rinks.

- b. Making the programs attractive to "teen age" boys and girls and offering them a chance to participate in activities together.

The most popular programs include those that provide soft-drink and milk bars; lounges equipped with juke boxes for dancing; and recreation rooms with equipment for ping-pong, pool-table games, and similar activities. It is desirable that the boys and girls have a major portion of the responsibility for planning and carrying out the programs, with unobtrusive supervision.

- c. Providing variety in programs, through active and quiet recreation; large and small groups; carefully planned or

spontaneous play; separate or combined groups for boys and girls; activities promoting physical fitness; hikes and camping; and artistic and cultural pursuits.

- d. Providing coverage of program to take into account the needs of all areas, groups, and individuals.

Special attention should be given to congested areas, minority groups, children with physical, mental, or emotional handicaps, and delinquent children or children with behavior problems who may need individual attention and guidance in selecting activities and associates.

Help to parents.

Parents are the most vital force in the lives of their children. Since the task of mothers and fathers is more difficult under wartime conditions the community has special responsibility in helping them fulfill, to the best of their ability, their obligations as parents. The community is responsible, too, for making parents aware that their children, because of wartime conditions, have an increased need for their direction and guidance. Wise and understanding fathers and mothers, by assuming their full responsibility as parents, will help to bring their children safely through these crucial times.

A community program that will assist parents in fulfilling their responsibilities to their children includes:

- a. Full use of varied publicity to stimulate parents to awareness of the special needs of their children in wartime, and educational campaigns to help them achieve better understanding of these needs and greater knowledge of ways to meet them.

These purposes can be achieved through continuation and expansion of existing programs of parent education; through child-study and family-life courses developed by parent-teacher associations and other organizations; through movie shorts and radio programs setting forth in dramatic form constructive ways of meeting children's needs; and through posters giving graphic illustrations of effective methods of dealing with children. Federal and State agencies and National private agencies specializing in work with children can furnish material for these programs.

All suitable community facilities should be used. Motion pictures might be shown in department stores, for example, in churches, at clubs, at labor meetings, and in industrial plants at the noon hour. Posters might be widely distributed in stores, public libraries, street cars, churches, and meeting halls.

- b. Counseling and information service for parents who wish advice with regard to special problems presented by their children.

This service should be given by persons qualified by training and experience to deal with behavior problems of children as well as special family problems. It might be provided through social agencies, schools, churches, or child-guidance clinics.

- c. Strengthening of relationships and promotion of understanding between teachers and parents through joint meetings and activities in parent-teacher groups.
- d. Promotion of unified action by small groups of parents in setting standards and establishing policies governing the social activities of their children; as, for example, joint agreement by parents as to how late their children should be permitted to stay out at night.
- e. Development of programs designed to promote recreational and leisure-time activities in the home and participation of family groups in community activities planned in the school, church, or community center.

Such programs may be in the home--activities in the home workshop, hobbies, games, and music, for example--and outside the home, such as "family nights," on which various family groups assemble and enjoy themselves together.

Children and young people, in their inexperience and lack of discrimination, are easy prey for harmful influences in the community. Such influences, therefore, are deserving of special attention in an effort to control wartime juvenile delinquency. If control over harmful or potentially harmful influences is forcefully assumed as a public responsibility, the opportunity for children to engage in delinquent activities will be in large measure reduced or removed.

What is the community's responsibility in regard to influences that are harmful to children and young people? What are the means through which a community can protect its young people from influences that may be detrimental to their welfare? The answers to these questions require consideration of measures for controlling, prohibiting, or eliminating harmful influences, including legal authority; effective enforcement of legal measures; voluntary cooperation of commercial establishments; and patrolling of public places.

Legal authority for controlling, prohibiting, or eliminating harmful influences.

Certain activities may be harmful or constructive depending upon the way in which they are conducted. Places providing public refreshment or entertainment, such as dance halls, poolrooms, beer parlors, and roadhouses, have a particular attraction for youth. Under the pressure of war these places have increased in large numbers, especially near military camps and in industrial centers. The quality of entertainment offered may vary from being thoroughly wholesome to being definitely harmful. Other activities are so obviously detrimental to youth that they should be prohibited or eliminated. Houses of prostitution not only draw in the girl who makes vice a profession but also the unsophisticated girl in her teens. Obscene literature is an undermining influence at all times but is especially so in these days of wartime tensions when young people's heightened need for excitement may intensify their interest in it. The control of activities that have potentialities for good, and the prohibition or control of those that are definitely detrimental, require carefully drawn laws and ordinances, and may call for the strengthening of existing legal provisions or the passage of new ones.

Legal regulations for controlling community influences that have special significance in a program for preventing juvenile delinquency are those that make provision for--

- a. Controlling conditions in places offering public refreshment or entertainment.
- b. Dealing with individuals who contribute to the delinquency of minors.
- c. Eliminating danger spots and harmful practices, such as houses of prostitution, sale of obscene literature, and sale of liquor and drugs to minors.

Effective enforcement of legal measures for control of community influences.

If the legal measures for the control of harmful influences are to be effective they must be enforced firmly and consistently by a competent socially minded staff.

Sound law enforcement as a factor in preventing delinquency involves:

- a. Licensing, after careful investigation of applicants and their backers, of places providing public refreshment and entertainment, liquor stores, junk shops, and similar establishments.
- b. Regular inspection of all licensed establishments to determine adherence to licensing requirements.
- c. Revocation of license and prosecution of flagrant violators of license requirements.
- d. Prosecution of operators of illegal establishments and of individuals contributing to the delinquency of minors.

Voluntary cooperation of commercial establishments.

The voluntary cooperation of the operators of establishments that provide public refreshments or entertainment or sell literature, liquor, or drugs, in protecting young people from harmful influences is an important factor in control of destructive influences. These operators, when given an understanding of the potential harm to young people of wholesome influences, will often make a valuable contribution to the prevention of juvenile delinquency by voluntarily conducting their business in a way that assures protection to young people. Operators of motion-picture theaters, bowling alleys, and other such places offering constructive entertainment or recreation for young people can be especially helpful by making provision for entertainment that is wholesome and for control of conditions that may be detrimental to youth. Operators of those places recognized as being undesirable for young people may aid by not permitting the presence of minors. Establishments that sell literature, liquor, or drugs may be helpful by refusing to sell obscene literature and by refusing to sell liquor or drugs to minors.

The cooperation of operators of commercial establishments in prevention of juvenile delinquency may be promoted through:

- a. Adoption of policies by associations or groups of operators, such as associations of liquor dealers, governing the conduct of business with respect to minors.
- b. Adoption of practices by individual operators that will protect minors.

Patrolling of public places.

The patrolling by law-enforcement officials of public places will reveal many children and young people who by their presence in such places are in danger of being victimized or exploited, or whose behavior indicates their need for individual attention. It is important that patrolling be done by competent and socially minded officials who are alert in their recognition of destructive influences, who understand the needs of young people, and who know how to use the social resources of the community for children and their families that are in need of special service.

Patrolling to protect children and youth and discover those in need of assistance to prevent delinquency involves observation of:

- a. Places providing public refreshment and entertainment.
- b. Public places such as streets, parks, and bus, train, and ferry terminals.

4. Services for the Delinquent Child and the Child with Behavior Problems

An individual child who commits a delinquent act or who is found under circumstances that appear to indicate delinquency, who presents behavior problems, or who engages in mischievous and destructive acts, requires consideration in any program of delinquency control. The services afforded by the social agencies of the community, both public and private, are important factors in determining whether he will become confirmed in delinquency or be able to find constructive activity as a substitute for his unacceptable behavior. For the development, strengthening, and extension of these services the local welfare agency has major responsibility.

What happens to a child who engages in delinquent acts? Whose responsibility is it to deal with him? In what way is such a child handled? These questions must be answered by each community considering juvenile delinquency. As a guide in determining whether the wartime needs of the delinquent child or the child with behavior problems are being met, the services a community should provide are described in the pages that follow.

Just as the causes of delinquent behavior are multiple and interrelated, so its treatment requires a variety of resources that complement and support one another. The delinquent child or the child with behavior problems needs the same basic services as the child who is neglected, dependent, or handicapped by a mental or physical defect. The problems of the delinquent child, therefore, cannot be dealt with apart from those of other children with special needs that cannot be met by their families or by community services furnished for all children. Social services must be available to all agencies that work with children in capacities that involve dealing with problems of children's behavior or that afford natural opportunities for treating behavior likely to be a forerunner of delinquency. For example, social services to children need to be closely related to the work of the police and the juvenile court, if individual children and young people are to experience the constructive aspects of law enforcement; to the work of the schools, if behavior problems that teachers have an opportunity to discover in their early stages are to be checked; to the work of agencies dealing with family groups, if the child is to be helped to meet his personal difficulties and if the family situation, which directly or indirectly may have been a causal factor in the child's behavior, is to be modified; to the work of recreational and group-work agencies, if the child who needs individual attention is to be discovered and the child who has difficulty in getting along with his fellows is to be helped to become one of them; and to health services, if the importance of physical well-being to the correction of undesirable behavior is to have due emphasis.

Although both public and private agencies are responsible for furnishing social services, the major responsibility for laying the ground work of a sound system of community social services rests upon the local public-welfare department. Its function is not only to conserve and strengthen the family life of children by adequate programs of assistance implemented by social services to aid in working out special problems, but also to develop, strengthen, and extend all essential social services to individual children. This it does by affording social services to children within its own organization; by making such services available to other agencies such as the school, police department, or juvenile court; or by stimulating the development of such services in appropriate public or private agencies.

Regardless of which agencies furnish social services there must be close cooperation among them, not only to avoid duplication and to bridge gaps, but to insure the high degree of effectiveness that is possible only if all work in unison, supplementing and complementing one another. Good working relationships and means whereby efforts may be coordinated are especially important in these times when the pressures on all agencies are heavy. In many cities the council of social agencies offers a medium for such cooperative planning and coordination of activities. Some of the devices that have been developed to attain these goals are interagency committees, liaison services to further mutual understanding and facilitate referral of cases from one agency to another, and joint committees through which representatives of different fields, such as the police and social agencies, the school and social agencies, case-work and group-work agencies, may arrive at mutual understanding of one another's problems and resources, develop procedures for referrals of cases from one to the other, and evolve ways in which their united efforts may best contribute to the welfare of children.

Social services.

The majority of children who require attention because of delinquent or unacceptable behavior can be dealt with in their own homes if social services are available to help them and their families with their problems. The cases of many do not require action by the police or the juvenile court. Frequently, even when it is necessary for the police or court to intervene, these children and their families also require service other than that which even the best of police departments or of juvenile courts are equipped to give.

For children who are not in immediate need of court action or who require special service in addition to court action the community should make provision for:

- a. Social services adapted to the needs of any child who presents behavior problems in the home, school, or elsewhere, and made available to parents, teachers, police, court officials, and others who deal with the child.

The local public-welfare agency should take major responsibility for providing these services directly or for making sure they are available.

These services may be provided for by child-welfare staff working in the local welfare agency; by child-welfare workers assigned by the welfare department

to accept and facilitate referrals from the schools, police, or juvenile court and to develop close working relations with these agencies; by social workers on the staffs of agencies dealing with children to give assistance in problems of behavior related to the fields in which their agencies work--for example, school social workers for problems relating to the child's school life and probation officers for cases requiring court attention; or by private child-caring agencies.

- b. Full utilization of these social services by law-enforcement officials and by courts in order that children and young persons coming to their attention may be dealt with understandingly and sympathetically, and their needs for special services met with a view to preparing them for healthy, wholesome, and productive lives rather than merely coping with an immediate emergency.

For example, it is important that young girls taken into custody by the police as sex delinquents be dealt with not as children in need of punishment, or as merely in need of medical treatment, but as individuals whose total needs--social, economic, educational, vocational, recreational, and spiritual--must be given attention. Services to meet these needs are required especially for the girl who has received treatment for venereal disease and must readjust to community life.

- c. Utilization by social agencies of all available services that are pertinent to the treatment of delinquency and behavior problems.

This involves knowledge and use of services available locally, such as health and recreational services, to make sure that the needs of all children receiving social services are met; services available from the State welfare agency, such as consultation on difficult cases, and psychiatric and psychological services, and from the Federal agencies that directly or indirectly have responsibility for programs operating in the community--such as the Bureau of Public Assistance of the Social Security Board, the Social Protection and Recreation Divisions of the Office of Community War Services, Federal Security Agency, the United States Employment Service, and the Children's Bureau of the Department of Labor; and from National private agencies that make information and consultation services available.

The police and the juvenile court.

In every community the police department or other law-enforcement officials and the juvenile court represent the authoritative agencies that deal with children who get into difficulty. By virtue of their duties in the community the

police are in a strategic position to discover potential delinquents, frequently long before they come to the attention of social agencies. Although it is not desirable that the police attempt to carry on social treatment, they can do much to prevent delinquency if they perform police duties, when children are involved, with understanding of the factors that influence youthful behavior and with knowledge of the community's social resources and of how to use them to help the children with whom they come in contact.

Recent years have witnessed a change in point of view as to the children who should be dealt with by the juvenile court. At one time the juvenile court was regarded as the proper agency to deal with most of the behavior problems of children, regardless of whether or not judicial action was called for. As local welfare departments and private agencies increasingly provide adequate social services to children, the function of the juvenile court with respect to the delinquent child and the child with behavior problems is being clarified and redefined. Gradually acceptance is being given to the belief that the juvenile court should deal only with cases of delinquency in which it is necessary to take the custody of the child temporarily from his parents, to settle a controversy, or to exercise the authority of court action in dealing with the child's behavior.

Effective handling of juvenile cases by the police and juvenile court requires:

- a. Law enforcement with provision for special handling of children's cases through a special unit in the police department in larger communities, a staff of policewomen or a selected officer.

This staff should have understanding of the needs of young people, knowledge of the social resources of the community and how to use them, and alertness in recognizing destructive community influences. They should be responsible not only for special procedures in dealing with children but for promoting better understanding of children on the part of all police officers who in discharging their regular duties come in contact with children.

- b. Court procedure for children's cases, based upon the idea that children should be helped and protected rather than punished for specific acts--through either a juvenile court or specialized court procedure.

A juvenile court should have available the services of social workers qualified to deal with children. These may be provided either through a staff of probation officers or, in less populous communities, through workers in the public-welfare department, which often has one or more public child-welfare workers who can give the necessary service.

Adequate detention care.

A small proportion of children coming to the attention of the police and the juvenile court require safekeeping pending disposition of their cases. Many communities find themselves without needed detention facilities for children, and this condition is aggravated by wartime pressures. In some communities children are even placed in jail, a practice that may mean serious harm to the child. Moreover, in some communities that do have special detention facilities for children, the management or the practices of detention are so poor that boys and girls may be confirmed in delinquency or subjected to influences that promote interest in unacceptable behavior. It is important to realize that the circumstances under which children are detained may be a vital factor in influencing the child for good or ill.

A program of detention for children should provide:

- a. Quarters entirely apart from those used for the detention of adults.

Provision for detention may be made through a special institution or home if the community is large enough; a foster home to which a regular monthly subsidy is paid plus payment for care of individual children; or boarding homes without such special subsidy.

- b. Standards of care that assure understanding and protection of children while in detention.

These standards especially relate to provision for adequate space to permit satisfactory eating and sleeping arrangements, and opportunity for indoor and outdoor activities; sufficient personnel qualified to deal wisely with children; medical services through which physical examinations and necessary medical treatment can be given; and a program that offers recreation and constructive occupation for children.

- c. Limitation of detention to children for whom it is absolutely necessary.

Children requiring detention include runaways and children whose homes are outside the community; those whose parents cannot be relied on to produce them in court; and those who have committed acts so serious that their release pending disposition of their cases would endanger public safety.

Immediately after a child is taken into custody and before detention he should be released to his parents when feasible or possible. If this cannot be done, he should be referred to the juvenile court or, if the local department of public welfare assists the juvenile court with social-service problems, he should be referred to that department for consideration as to whether plans may be made promptly that will make detention unnecessary.

- d. Authority for charge of children from detention vested only in the juvenile court or the agency designated to provide social services for the juvenile court.

When a child is taken to a place of detention the authority of the police should cease, except for giving information as to the cause of the child's arrest and for filing a formal petition or complaint.

To keep detention periods brief requires that the juvenile court have adequate services to give priority to children in detention and that community agencies assist in making plans for individual children.

Provision for institutional and foster-family care.

Although a child's own home is generally considered the best place for him, care outside the family home is sometimes needed for treatment of delinquent children and children with behavior problems. Institutional care and foster-family care are especially helpful for those children with individual difficulties whose home situation will not respond to efforts to make the home a safe and proper place for them. The availability of institutional and foster-home care in a community will strengthen social-work agencies in planning sound treatment for individual children. The use of State training schools is available to communities for the most seriously delinquent children, but attention should be directed to community resources for foster care, especially for children in the beginning stages of delinquency.

A program of institutional and foster-home facilities focusing on the delinquent child and the child with behavior problems includes:

- a. Assumption by the local public-welfare agency of responsibility for providing foster-home services in communities where no facilities exist or where existing facilities cannot meet the entire need.

Such services should be entrusted only to workers who understand the needs of children and who are experienced in the selection and supervision of foster homes.

- b. Payment of adequate boarding rates, essential to obtaining the kind of foster parents that can deal wisely with such children.

Efforts should be made to establish boarding rates in both public and private agencies that will assure not only payment of full cost of proper maintenance but also compensation for services involved in dealing with a difficult child.

- c. Pooling the efforts of child-placing agencies in stimulating applications from desirable foster parents.

Wartime pressures have reduced the number of available homes in many communities. Extra rooms are rented to war workers; women who would make good foster mothers are taking war jobs. Unified efforts to locate foster parents that have qualities for dealing with children presenting behavior problems should emphasize the patriotic aspects of this service in that it conserves wholesome child life, on which the future of the Nation is built.

- d. Consideration of the place and contribution of child-caring institutions to the total child-welfare program of the community in the light of wartime needs.

Many institutions might consider adaptation of their programs to meet the wartime needs of children for institutional care, as, for example, provision for emergency or temporary care of children.

- e. Standards of care of foster homes and institutions which are in conformity with the standards established by the State public-welfare agency.

Child-guidance services.

Child-guidance services by a psychiatrist, a psychologist, and a psychiatric social worker play an important role in the treatment of individual children who present behavior problems and are a valuable resource for social case-work agencies and the juvenile court. Such services strengthen the other community agencies in dealing with individual children. In addition, child-guidance services promote better understanding and greater awareness of the mental-health needs of children on the part of all those who deal with children's problems. Such services also are of particular importance to parents in helping them to understand better their children's special needs in this time of difficult adjustments and to measure up more fully to their responsibilities as fathers and mothers. Every community should consider means whereby help in child guidance can be given.

Child-guidance services may be obtained through:

- a. Establishment in large communities of child-guidance services under public auspices to serve parents, the social agencies, the schools, and the juvenile court in handling of children showing personality difficulties.
- b. Provision for funds to obtain service on a fee basis from psychiatrists engaged in private practice or from private child-guidance clinics with social services available for all children referred for such care.
- c. Utilization of traveling clinics or special consultant services that may be provided by State agencies.

PART II. PROCEDURES FOR ACTION

A program for the prevention and control of juvenile delinquency includes a wide range of activities that must be developed as integral parts of community services essential to the well-being of all children. Among these are family- and child-welfare services in public-welfare departments, or private agencies; services to promote the physical and mental health of children; school programs adapted to individual needs and providing individual guidance; and leisure-time programs for youth.

Moreover, a program for control of juvenile delinquency must be a part of or related to other community-wide programs that are already under way or are planned for the purpose of meeting the needs of children and youth. Examples of such programs are those developed through State and local defense councils, councils of social agencies, and other local organizations and groups; the Program of State Action for our Children in Wartime and Community Action for Children in Wartime adopted by the Children's Bureau Commission on Children in Wartime; and the work of the follow-up committees of the White House Conference on Children in a Democracy.

Communities in developing a program for control of juvenile delinquency should draw upon all resources that may help them in achieving their objectives, including the services of State and Federal agencies and National private agencies. Such agencies afford valuable assistance through publications and consultation on the different aspects of the community program.

A vigorous attack on juvenile delinquency requires the teamwork of all those in the community who are concerned with children's problems or the conditions that affect children. Effective teamwork requires leadership and a framework within which all community groups, agencies, and citizens can come together to review the local situation, discover needs, determine gaps in resources needing to be filled, and plan for effective action in meeting the needs and filling the gaps.

Organization.

Organization for developing a program to prevent and control juvenile delinquency requires:

- a. Placement of responsibility for leadership on some representative group in the community.

A committee of the local defense council, council of social agencies, or other organization that has broad responsibility for problems related to children and youth is the most appropriate group to assume responsibility for the program to prevent and control juvenile delinquency, acting perhaps through a subcommittee.

Such a committee should include representatives of public and private groups concerned with children and youth and individual citizens.

It is especially important that full utilization be made of existing committees or groups in special fields such as housing, education, health, recreation, social protection, and others to obtain action in special fields that may be required in developing the program.

- b. Clarification of function of the group assigned responsibility for the program for the prevention and control of juvenile delinquency.

The function of such a group should be to study the problem of juvenile delinquency, to stimulate the activities of other committees or groups with responsibility in special fields important in prevention and control of juvenile delinquency, to plan for essential services not already fully available, and to assist in the fullest possible coordination of these services.

Putting the program into action.

Planning for an active program of combating juvenile delinquency involves:

- a. Getting the facts with respect to juvenile delinquency in the community, the services available to deal with it, and the gaps that need to be filled, in the light of the community program outlined in Part I.

For the purpose of expediting this review the services of those who have technical training, experience, or special interest in particular fields should be fully utilized; advantage should be taken of consultative services available from local, State, and Federal agencies; and use should be made of the findings already available in reports or special studies on juvenile delinquency and related subjects.

- b. Analyzing the facts and charting the course to be taken, in the light of the findings, to strengthen existing resources and develop new resources needed. This will involve:

- (1) Decision as to the steps to be taken.

- (2) Consideration of ways to adapt existing programs to community needs, to use staff more effectively, and to develop better working relations among agencies so as to avoid duplications and fill gaps.

- (3) Planning for the additional resources that must be supplied to cope with the delinquency situation in the community.
 - (4) Review of the possibilities of obtaining assistance in adapting, strengthening, and developing programs. Such assistance may be obtained from State and Federal agencies and National private agencies.
 - (5) Review of the adequacy of funds already available and of the ways in which additional funds may be obtained for strengthening existing services and developing new ones.
- c. Acting on the facts by proceeding promptly and effectively to stimulate widespread community interest and mobilize support for specific services and facilities for the prevention and control of juvenile delinquency. This involves:
- (1) Well-timed publicity through a variety of media, including radio, press, and public speeches, and enlistment of the backing of appropriating bodies, officials having power to effect necessary changes, interested groups, influential citizens, and parents.
 - (2) Continuing service as a body for coordination, interpretation, and general guidance in the development of action programs.

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Other publications and a list of references relating to prevention and control of juvenile delinquency are available on request from the Children's Bureau, U. S. Department of Labor, Washington, D. C.