

**Juvenile Detention Facilities**  
**1963-65**  
**1971-73**

## APPLETON LEAGUE OF WOMEN VOTERS POSITION PAPER

### JUVENILE DETENTION FACILITIES

Adoption: In 1963 the League of Women Voters of Appleton adopted a two-year study entitled "The present system of juvenile law enforcement and correction in Outagamie County." The scope included police, courts and correction within our county.

Study: For background information the committee read publications from the United States Children's Bureau, the National Council on Crime and Delinquency, State Department of Public Welfare, and the Wisconsin State Statutes. Consultations were held with many professionals and citizens to collect the necessary information. Through the two-year study, the committee wrote three reports for the members entitled: "A Study of Juvenile Court Services," "Detention Study Outline," and "Courts and Related Services." To inform the members further, a panel of five experts presented views in February, 1964. In April 1964, a tour of the juvenile facilities in Outagamie County was held for League members.

#### Consensus:

A. Appleton Juvenile Aid Bureau: Members felt the Bureau should be strengthened in the following areas:

1. Staffing: There was strong feeling that a man should be added to the Bureau to work the evening shift. A properly qualified woman staff member would also be very desirable. Both units felt there was need for both; however, one unit felt that the added officer for the evening shift was the primary concern.
2. Work hours: should be expanded to include the evening shift.
3. Rank of the head of the Bureau: must be higher than the present rank of detective (second lowest in rank).
4. Status: The members were strongly in favor of restoring the Bureau to a bureau of equal rank with the other three bureaus in the department. The Bureau must have necessary status and personnel to deal with the very important problems of juvenile law enforcement and prevention of delinquency.
5. County-wide central index files system: The members felt that it would be necessary for the Appleton police to cooperate fully with the county in a central index file in order to have an effective county-wide file.

B. Sheriff's Department Juvenile Office:

1. Staffing: The members favored increasing the staff but seemed to be uncertain whether the addition of another juvenile officer is justified at the present in view of the small staff in the entire sheriff's department. However, the present officer certainly needs help to do the job he wants to and needs to do. This could be in the form of clerical help or additional investigative help.
2. Central index files system: The members felt strongly that an effective central index file is necessary to good law enforcement in the county.

C. Detention Facilities:

1. Members felt that the primary need in detention facilities in Outagamie County is for a shelter care home. Many children now held in the jail would not need secure facilities if shelter care were available. A home similar to the Winnebago County home might be a quick way to meet our needs.
2. The consensus was that Outagamie County should have new secure detention facilities completely separate from the county jail. The present facilities are very inadequate in that the children have no recreational facilities, no room for private counseling with welfare workers, and no trained personnel (other than welfare workers) to work with the children.
3. Because the members felt that obtaining a new secure detention facility might be a long-range project, there was strong feeling that the League should work toward certain improvements in the present detention rooms immediately.

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These would not represent a significant sum of money but would help to overcome a few of the detrimental factors. These might included curtains or doors on the shower and toilet stalls, bright paint and more adequate lighting. Members wanted it stated clearly in the consensus that these improvements would not make the present facilities adequate and would not change our position of supporting new, separate secure facilities.

4. The members felt they did not have enough information to be able to support any of the plans (the consensus question suggested as possible alternatives (a) combined shelter care and secure detention facilities; (b) Outagamie County join with another county or counties to build a secure detention facility; (c) Outagamie County should approach the state concerning a regional detention facility to be located in the valley; (d) Outagamie County should build an adequate secure detention facility and sell the services to adjoining counties), but the members were willing to accept the recommendation of a citizen's committee on any type of shelter care and detention facilities that would be practical for this county.
5. The members felt that the League should initiate action on organizing a citizen's study committee. The committee would be made up of a cross section of the county population and the purpose would be to study the detention facility needs and take action on securing adequate facilities for the county.

Action: The Appleton League:

Inspired and sponsored a day-long workshop on March, 1965, on juvenile facilities.

Organized a county-wide committee of interested professionals and laymen to determine our particular needs for juvenile detention facilities. The Citizens' Juvenile Detention Committee of Outagamie County researched and published a report, and took action for better facilities.

Worked steadily and strongly with the Parks and Public Property committee of the County Board from March through September 1967, to have the County operate a shelter care home for children who should not be detained in secure facilities. This passed the County Board in September 1967.

Organized and invited groups to tour the county jail in April 1969, to illustrate detention needs and current conditions.

Wrote letters to the County Board for maintaining a shelter home in 1969.

Provided speakers on the topic of juvenile facilities.

Again supported the continuation of a shelter care home in June, 1970, and invited other groups to help.

Met with a county committee on shelter care home in June, 1970.

Met with a County Supervisor on juvenile facilities in July 1970.

League of Women Voters of Appleton

The Study of Juvenile Law Enforcement and Correction in Outagamie County

For more than a year, the local agenda committee has been interviewing officials and gathering data for this study. The professional workers we contacted were extremely helpful and spent many hours with us. We have been impressed with their dedication to their work. They are well aware that there are areas of work with juvenile delinquency that need improving. A citizenry that is also aware of the needs would be a great asset to the professionals.

We divided this study into three groups and will be presented to the study units in this manner.

November 17-18	Appleton Juvenile Aid Bureau Sheriff's Department Juvenile Office Consensus
December 1-2	Secure and Non-secure Detention Facilities Consensus
February or March	Juvenile Court and Related Services Consensus

The pamphlet, "The Juvenile Court In Wisconsin", and the first section of resource material entitled "A Study of Juvenile Court Services" will give you the basic philosophy of juvenile law enforcement and an overall picture of the different agencies and their responsibilities. Before the units next spring, you will have more information on the court and related agencies. Please keep this resource material to review for the later units.

Many people have helped with this study. Our special thanks go to Carl Bruno, State Department of Public Welfare; Alfred Eggert and Chester Luce, Outagamie County Department of Public Welfare; Calvin Spice and Joseph VandenOever of the Sheriff's Department; Earl Wolff, Vilas Burnmeister nad David Young, Appleton Police Department; Raymond P. Dohr, Judge, County Court, Branch No. 3; and Gilbert James, U.W. Extension Center.

We would like to acknowledge our enthusiastic and hard working resource committee: Mrs. John Gall, Mrs. David Mayer, Mrs. Wm. O'Brien, Mrs. Edwin Olson, Mrs. Sumner Richman, Mrs. John Stanley and Mrs. Eldon Wood.

Mrs. Marvin Schilling  
Mrs. Edgar Turrentine  
Co-Chairmen

THE LEAGUE OF WOMEN VOTERS OF APPLETON

March, 1965

In March, 1963, the League of Women Voters of Appleton selected the study, "The Present System of Juvenile Law Enforcement and Correction in Outagamie County." For convenience, the study was divided into the following categories:

- Part I Law Enforcement
  - Juvenile Aid Bureau - Appleton Police Department
  - Juvenile Office - Outagamie County Sheriff's Dep't.
- Part II Juvenile Detention Facilities
- Part III Juvenile Court and related agencies

The League has completed study on Parts I and II and since the study on Part III will not be completed until April, we are taking this opportunity to inform you of the findings of our studies to date.

The study resource committee found excellent material for the study, such as publications by the National Council on Crime and Delinquency, Children's Bureau, Wisconsin Board of Juvenile Court Judges and the State Department of Public Welfare. The Reverend John Hanchett, chairman of the Winnebago County Juvenile Detention Committee, has been helpful in providing us with the findings of that committee. Many police departments in and out of Outagamie County furnished us statistical data. The complete cooperation of the city and county officials contacted has made our study a valuable experience for us all. The committee has been impressed with the dedication and sincere interest of these men in the work with juveniles.

We realize that the implementation of the recommendations based on League study will necessitate greater expenditure in the area of juvenile law enforcement and correction. Because of this, we are aware that it will take time for the realization of all the recommendations. However, when all the costs have been considered, we are convinced that money spent for the adequate handling of juveniles (including a strong emphasis on prevention) is insurance against greater costs in further delinquency and crime.

We would welcome an opportunity to discuss with you this area of concern, and to learn ways in which we might give our support to the enclosed proposals. Chairman of this committee is Mrs. Edgar Turrentine, RE 4-4831

## JUVENILE AID BUREAU - APPLETON POLICE DEPARTMENT

Because of the rise in crime rate on the adult as well as juvenile level, strengthening of the Juvenile Aid Bureau seems essential. We recommend that at least one additional trained policeman be assigned to the Juvenile Aid Bureau to work the evening shift. It is advantageous to have a person well trained in work with juveniles to handle the questioning at the time of apprehension. Also, this juvenile officer would be able to seek out the potential trouble areas of the city during the hours when most delinquency occurs. The Juvenile Aid Bureau has done a good job of public relations work and more can be done with additional staff. We also recommend the hiring of a qualified police woman to be assigned to the Juvenile Aid Bureau.

We recommend that the Juvenile Aid Bureau be made a separate bureau of equal standing with the other bureaus. In a study of the LaCrosse County Juvenile Court and its relationship with the other agencies in 1956, the study director, Hugh P. Reed of the National Probation and Parole Association stated that "the (juvenile) bureau should be directly responsible to the chief of police and not to a division head so that the selection of personnel goals of the bureau will not be subordinated to any other considerations in the department. The head of the bureau should be given sufficient rank to deal with other divisions as an equal."

The Juvenile Aid Bureau is to be commended for their central index file. It is our recommendation that the bureau cooperate with the county sheriff's department in setting up a central index file on a county-wide basis.

## JUVENILE OFFICE - SHERIFF'S DEPARTMENT

We recommend that the juvenile officer be assigned full time to work with juveniles. The League feels that he is in need of help in order to set up an effective county-wide system of juvenile law enforcement, including a central index file. Possibly this help could be in the form of clerical or additional investigative assistance. We are aware that the sheriff's department as a whole is understaffed. However, if the population experts are to be believed, the Fox Valley will have a dramatic increase in population in the next ten years. Certainly the sheriff's department will have to be expanded and an adequate county wide system of juvenile law enforcement now will lay the groundwork for effectiveness as the county population increases.

## JUVENILE DETENTION FACILITIES

The League feels that the greatest need in detention facilities in Outagamie County is for a temporary shelter-care home. Many children now held in the jail do not need secure facilities. Winnebago County has met their need by employing a married couple to maintain their home as a shelter care home. The home can accommodate eight children. These children are either neglected or delinquents who do not need secure facilities but cannot be returned to their homes immediately. A home of this type, without need for capital outlay, may be the answer to the needs of this county.

We recommend a new secure detention facility to be entirely separate from the county jail. The present facilities are completely inadequate in that the children have no recreational facilities, no room for private counselling with welfare workers and no trained personnel (other than the welfare workers) to supervise the youth.

Because of lack of time and manpower, the League was unable to determine the exact need as to size and cost of a secure facility and feels it is advisable to form a citizens' committee to determine the needs of Outagamie County. The State Department of Public Welfare provided assistance to the Winnebago County Juvenile Detention Study Committee in 1961. We would like to quote one of the findings of their study.

"On the basis of this study, it is agreed that it would not be practical or economical for Winnebago County to develop a secure detention facility alone. National studies indicate a detention facility should provide 16 to 20 beds, whereas Winnebago County would need only 9 beds. We recommend the joint construction and operation of a single unit facility of 20 beds by combined counties. We suggest contacting Outagamie County as the starting point in this program.

"If not feasible the following alternative ways are suggested:

- A. Construction of a single unit facility of 20 beds by Winnebago County and selling services to other counties.
- B. Approaching the State Legislature to establish a state-operated regional detention facility in the Fox River Valley."

Because League members felt that obtaining a new secure detention facility might be a long-range project, there was strong feeling that certain improvements should be made in the present detention rooms immediately to help overcome a few of the detrimental factors. These might include curtains or doors on the shower and toilet stall, bright paint and more adequate lighting. Our members do not feel these improvements would make the present facilities adequate and would not change our position of supporting new, separate secure facilities.

Appleton League of Women Voters

DETENTION STUDY OUTLINE

- I. Custody
- II. Detention
  - Places of Detention
  - Secure detention
  - Non-secure detention or shelter care (receiving)
  - Children who should be held in detention
  - Children who should not be held in detention
  - What detention should be
  - What detention should not be
- III. Detention Care in Outagamie County
  - Secure detention
  - Non-secure detention or shelter care (receiving)
  - Statistics
- IV. Possible Alternatives
- V. Findings of the Winnebago Report
- VI. Bibliography

This booklet was prepared by the Resource Committee on Local Agenda study of the Appleton League of Women Voters for member study. While this basic resource material was used in our group discussions, many other pertinent facts were contributed orally by resource committee members. Concensus reached on detention facilities can be found on Page 3 of the Concensus Summary.



## I. Custody

" A child may be taken into custody by any officer of the peace without order of the judge (a) when in the presence of the officer the child has violated a state or federal law or a county or municipal ordinance; (b) when there are reasonable grounds to believe that he has committed an act which if committed by an adult would be a felony; (c) when he is seriously endangered in his surroundings, and immediate removal appears to be necessary for his protection; (d) when there are reasonable grounds to believe that he has run away from his parents, guardian or legal custodian. Such taking into custody shall not be deemed an arrest."

"When an officer or other person takes a child into custody he shall immediately notify the parents, guardian or custodian. The child shall be released to the care of his parent or other responsible adult unless his immediate welfare or the protection of the community requires that he be detained." (Standard Juvenile Court Act, 1959)

If detention is felt to be necessary a child may be held by the police for a period of twenty-four hours without a court order for the purposes of investigation. After this time a court order must be obtained for further detention. Such detention may or may not be secure!

## II. Detention

### Places of Detention

The Wisconsin statutes provide that a child may be detained in :

1. a detention home or,
2. a licensed foster home, subject to the supervision of the court, or
3. a suitable place of detention maintained by a licensed child welfare agency, subject to the supervision of the court, or
4. if the child's habits or conduct are such as to constitute a menace to himself or others, he may be detained in jail or other facility for the detention of adults if he is placed in a room or ward which is entirely separate from adults confined therein..." (Wisconsin Statutes, 1959)

The section of a jail for juveniles must not only be separated physically from the adult jail section, but there must be no communication between the juveniles in detention and the adult prisoners. Before a jail facility can be used for the detention of juveniles it must be approved by the State Department of Public Welfare (statute 48.30 d). It is one of the duties of the Division of Corrections of that department to inspect and approve juvenile sections in jails. The approval must be in writing and filed with the clerk of the juvenile court. (Wisconsin Handbook for Juvenile Court Services) The county jail is the only detention facility available in Outagamie County for those juveniles who require secure detention.

### Secure Detention

"Secure detention is the temporary care of children who require secure custody in physically restricted facilities pending investigation and disposition. Secure detention is broadly defined as the care of children in any place where locked doors and screens, or other obstructions deter escape" (Reed-LaCrosse Report).

## II. Detention (continued)

### Non-secure detention or shelter care (receiving)

"If children, whether delinquent or non-delinquent, are in need of temporary care but not secure detention, they should receive it in shelter, not secure detention facilities" (Standard Juvenile Court Act, 1959). "Shelter care is the temporary care of children placed either voluntarily or authoritatively in physically unrestricted facilities pending return to their own homes or placement for longer term care. Both secure detention and shelter care are defined as "temporary" but beyond that point the definitions differ. In detention care, all of the children are known to a court; that is, they are either awaiting disposition by the local court, or transfer to another court, or have already been before the court and are simply awaiting transfer to the agency to which the court has committed them. On the other hand, the children in shelter care may be there either voluntarily or through authoritative action" (Reed-LaCrosse Report, 1956). Although all detention facilities, both secure and non-secure are under the jurisdiction of the Juvenile Court, shelter care facilities could be placed by the judge under the jurisdiction of the County Welfare Department.

### Children who should be held in detention

Detention prior to court hearing is required for very few children. The National Council on Crime and Delinquency lists only three categories of children who need detention:

- "a. children who are almost certain to run away during the period the court is studying their cases, or between disposition and transfer to an institution or another jurisdiction
- b. children who are almost certain to commit an offense dangerous to themselves or to the community before court disposition or between disposition and transfer to an institution or another jurisdiction
- c. children who must be held for another jurisdiction; e.g., parole violators, runaways from institutions to which they were committed by court, or certain material witnesses."

In addition to these three categories the Juvenile Court Services Handbook lists:

- "a. when the parent, guardian or custodian is definitely unable or unwilling to produce the child in court upon proper notice
- b. when it is impractical to release the child in that the parents, guardian or legal custodian cannot be reached or located
- c. when the child is in need of care away from home."

### Children who should not be held in detention

"Children should not be detained for the juvenile court when, after proper intake interviews, it appears that casework by a probation officer would be likely to help parents maintain custody and control, or would enable the child to control his own behavior. Such children and others who should not be detained fall into the following groups:

- a. children who are not almost certain to run away or commit other offenses before court disposition or between disposition and transfer to an institution or another jurisdiction
- b. neglected, dependent and non delinquent emotionally disturbed children, and delinquent children who do not require secure custody but must be removed from their home because of physical or moral danger or because the relationship between child and parents is strained to the point of damage to the child

## II. Detention (continued)

- c. children held as a means of court referral
- d. children held for police investigation or social investigation who do not otherwise require secure custody
- e. children placed or left in detention as a corrective or punitive measure
- f. psychotic children and children who need clinical study and treatment and do not otherwise need detention
- g. children placed in detention because of school truancy
- h. children who are material witnesses, unless secure custody is the only way to protect them or keep them from being tampered with as witnesses"  
(Standard Juvenile Court Act, 1959).

### What detention should be

"Detention care should be compared to hospital care in the sense that it should not be used even for a few hours for any youngster not socially sick enough to justify temporary confinement. To those few who do need it, detention should not offer minimal custodial care which adds up to a negative experience for the child. This type of care is the cause of evils commonly associated with detention.

To protect society from the child and to protect the child from his own uncontrolled behavior is only one function of juvenile detention today. The other functions are:

- a. to begin to change the child's hostile attitude toward society. This means placing not attendants but group supervisors in charge of him who are well qualified in their understanding of and experience with disturbed children
- b. to provide a full program of school and recreation activities to occupy the minds and bodies of children detained. Such a program should enable youngsters to develop positive relationships to authority through redirected activities and skillful handling of behavior problems
- c. to observe the child in detention setting and provide information to the probation department regarding his personality, potentialities and needs which will supplement the probation officer's social investigations of home and environmental conditions" (Reed-LaCrosse Report, 1956).

### What detention should not be

"The use of detention as a "dumping ground" is easily avoided when its improper uses are recognized. Detention when properly used is:

- a. not a substitute for casework services: Most children apprehended for serious law violation or for repeated minor offenses are in need of immediate casework service, not necessarily detention. Detention should not be used in lieu of such service. If there is a lack of sufficient probation personnel to provide casework to the child in his own home pending court disposition or while the child is on probation, efforts should be made to correct the probation personnel situation.
- b. not for punishment: Good detention care, although given within a secure setting, is not for punishment. It stresses the positive. When used as it should be with extreme care, its purpose is to protect the child from his uncontrolled behavior, as well as to protect the community.
- c. not for routine overnight care: The detention of children overnight or until released at the time of signing a petition is not necessary. Most children held in custody immediately following their apprehension and released to their parents within 48 hours might better have been returned

## II. Detention (continued)

- to their homes under supervision in the first place. Lack of intake services after the regular office hours of the probation department is the cause of most overnight or over weekend detention
- d. not a substitute for a training school
  - e. not a substitute for resident clinical study and treatment centers or for other missing community services
  - f. not for parole violators beyond the shortest time (24-48 hrs.) to arrange for a re-hearing or their return to the institution
  - g. not rehabilitation of the youthful offender: For those who need detention, detention should be made a constructive experience, a first step in rehabilitation; but it is false to reason that as detention becomes constructive and "respectable" more children should be given its benefits" (Reed-LaCrosse Report, 1956).

## III. Detention Care in Outagamie County

### Secure detention

As previously stated, the county jail is the only facility available for secure detention in Outagamie County. The facilities consist of two 18'6" x 16'6" x 9' rooms - one for girls and one for boys. These rooms have a concrete floor with a toilet and shower set into openings in the wall. There are no doors to these facilities. There are two grilled windows opposite the door, a narrow metal table hung from the wall to the right of the windows and a bench in front of the table. Metal cots, in need of paint, are on the wall opposite the table. The windows overlook a flat tar roof. Since the jail is in a residential area, neighbors often complain of the noise when the windows are open. Recessed in the ceiling is a very dim light bulb covered with screening. This lighting makes reading virtually impossible. The door has a small window for observation purposes. It is said that each of these rooms can accommodate six to eight juveniles. The rooms are extremely dark and dingy. The atmosphere is cold and dismal.

As the law requires, these rooms are separate from the adult section of the jail except for the use of a common elevator and hallway. A common visiting room is used but different visiting hours are observed. As is obvious from the foregoing description, when more than one child of the same sex is detained there is complete lack of privacy. Therefore, interviews with the social workers are sometimes held in the matron's room or in the offices of the Welfare Department. On the other hand, if only one child is detained, the result is, for all practical purposes, solitary confinement.

The juveniles are often moved into cell blocks when there are no adult prisoners so that at least one of the juvenile rooms can be used for Huber law prisoners. This is also done when the sheriff feels that a particular juvenile would be a detrimental influence on other juveniles in detention.

The personnel of the jail with whom the children come in contact, the jailor and the matron, are untrained for work with juveniles and, therefore, the juvenile is treated the same as an adult prisoner. The result is a completely negative experience for the juvenile prisoner. There is no provision for indoor or outdoor recreation of any sort or for schoolwork. There is, therefore, literally nothing for the prisoner to do except to sit and brood about his situation and become more hostile toward society.

### III. Detention Care in Outagamie County (continued)

#### Non-secure detention or shelter care (receiving)

There is no licensed shelter care home in Outagamie County. Foster homes, when available, are used for this purpose. There are, at present, two foster homes in the county which are to be used expressly as temporary shelter care homes. Due to the lack of adequate foster homes for this use, the existing homes are easily misused. When a juvenile does not need secure detention but, for some reason cannot be returned to his home or to a guardian, there is no place to detain the juvenile except in the secure facilities of the jail.

#### Statistics

The following tables are the figures of the County Juvenile Department for 1963 and Appleton Juvenile Aid Bureau 1963 and 1964. Lieutenant Joseph Vandenoever, Juvenile Officer of the Sheriff's Department and Detective David Young, Appleton Juvenile Officer have been most helpful in providing information for the following statistics.

- Table I. Age of Male and Female Admission to Detention  
Table II. Monthly Admissions of Males and Females to Detention  
Table III. Length of Stay of Juveniles Detained  
Table IV. Apprehension Data for Outagamie County  
Table V. Statistics from Appleton Juvenile Aid Bureau (1963 & 1964)

TABLE I

Age of Male and Female Admissions to Detention - 1963			
Age at admission	Male	Female	Total
12	1	0	1
13	9	6	15
14	10	5	15
15	14	8	22
16	33	9	42
17	53	4	57
Totals	120	32	152

(Annual average age - 16.5)

III. Detention Care in Outagamie County (continued)

TABLE II

Monthly Admissions of Males and Females to Detention

Month	Male	Female	Total
January	10	1	11
February	6	2	8
March	4	0	4
April	7	6	13
May	10	4	14
June	16	4	20
July	9	2	11
August	14	5	19
September	10	2	12
October	15	4	19
November	16	2	18
December	3	0	3
Totals	120	32	152

TABLE III

Length of Stay of Juveniles Detained - 1963

Number of Days	Number of Juveniles
1 day or less	53
1 - 3	45
3 - 7	29
7 - 10	8
10 - 15	7
17	5
18	2
22	1
40	1
105	1
Total	152

TABLE IV

Juvenile Statistics for Outagamie County  
(August 1963 - July 1964)

	Sheriff's Office Lt. Vanden Oever		Little Chute Officer Jansen		Appleton Officer Young		Kaukauna Lieutenant Main	
	M.	F.	M.	F.	M.	F.	M.	F.
Juveniles Interviewed	179	87	No record		(511)		No record	
Juveniles Detained	96	22	2	0	31	14	7	0
Cleared through office (usually referred to parents)	141	54	42	11	(388)		25	0
Sent to Social Agency (Welfare, Apostulate etc.)	37	5	2	0	(81)		17	1
Sent to Court	30	6	2	0	(43)		0	0
Sent to other Departments	19	9	0	0	0	0	0	0

(Note: No cases of delinquency reported in Seymour)

TABLE V

Appleton Juvenile Officer's Report For The Year  
(Reprinted from the Annual Report of the Appleton Police Department 1964)

	1963	1964
Juveniles Processed (Total)	462	650
Counseled, Warned or Released	318	452
Referred to Social Agencies	86	132
By Juvenile Court	58	66
Conferences held with parents	396	428
Counseling juveniles voluntarily appearing to discuss problems or seeking information (Non-Delinquent)	118	76
Civic Talks given by Juvenile Officer	19	6
Referral Cards turned in by officers	280	390
	1963	1964
Boys	242	304
Girls	38	86
Juveniles held in Detention	59	42
	1963	1964
Boys	46	30
Girls	13	12

"In the year of 1964 the reported number of Juvenile offenders in the city of Appleton has increased by 29%.

Total number of juveniles processed were 650, of this number 452 were counseled, warned or released by the Juvenile Officer. Our Social Agencies in the city of Appleton handled 132 juvenile cases who were referred to them for supervision and/or correction, by the Juvenile Aid Bureau.

Sixty-six Juveniles were processed in Juvenile Court Branch #3.

An increase of 50% in the acts of disorderly conduct was our leading offense for 1964. Juveniles running away from home also experienced a 50% increase with the ratio in sex almost being equal, 42 boys and 51 girls were reported as runaways to our bureau.

Shoplifting was a close second with an increase of 30%, with the boys outnumbering the girls at a 2 to 1 ratio.

Teenage drinking is a subject that has received considerable discussion throughout the year. Only 29 cases of Liquor and Malt Beverage violations were reported and cleared.

Eighteen cases of auto theft were reported and all vehicles were recovered."



IV. Possible Alternatives

1. Possibly a temporary shelter care (receiving) facility such as the home in Winnebago County could be established in an existing older home to take care of the less serious offenders and neglected children. A most important factor in the success of such a home would be the employment of a qualified and interested personnel.

2. The ultimate goal of this study could be the establishment of a new detention facility for Outagamie County, staffed with well trained personnel. One danger of such a facility could be a tendency towards overuse. However, since this would be the function of the juvenile judge, a good juvenile judge would not misuse it in this way. It is the feeling of some of our welfare workers that a combination detention and shelter home for at least 15 children would be practical. One wing or section could be constructed to meet the state requirements for secure detention. It has been pointed out that, with proper treatment, most juveniles require secure detention for only a very short time, if at all. Therefore, a combined detention and shelter home would facilitate the moving of children from secure to non-secure detention. The most important advantage of this solution would be to alleviate the need for duplication in staff. However, we must point out that the NCCD does not recommend that detention and shelter care facilities be combined due to the differing physical requirements necessary for each type of detention.

If the cost of such a facility is found to be prohibitive for a county of our size there are alternative ways of meeting the need:

- a. Outagamie County could join Winnebago County (and possibly Calumet County) in a combined facility. Because this would come under the control of the juvenile court of each county, jurisdictional problems could arise.
- b. Outagamie County could build the facility and sell the services of it to surrounding counties.
- c. Outagamie County could approach the state legislature to establish a state operated regional detention facility in the Fox River Valley.

3. Another immediate step which could be taken is to try to encourage more people to open their homes as temporary foster homes for juveniles until a shelter care home is available.

4. Although the present detention facility in Outagamie County is very poor, there are a few improvements which could be made until a new or improved facility is possible.

- a. Doors or curtains could be installed on the toilet and shower to give the juvenile some degree of privacy.
- b. The room could be given a bright coat of light colored paint.
- c. The lighting could be improved so that the prisoner could read.
- d. Cards, books, puzzles, etc., could be made available to the prisoner.
- e. Provisions could be made for some type of outdoor recreation.

## V. Findings of the Winnebago Report

In an intensive study of juvenile detention completed in Winnebago County in 1961 it was found that that county needed a nine bed detention facility. Because national studies indicate that, to be feasible, a detention facility should have at least 16 to 20 beds, the committee recommended to their county board the joint construction and operation of a single unit facility of 20 beds by combined counties. They suggested Outagamie County as a possible partner. In the meantime they have opened a family type shelter care facility in an existing home which is staffed by a married couple and can accommodate four to eight children.

## VI. Bibliography

1. Standard Juvenile Court Act, National Council on Crime and Delinquency, 6th Edition, 1959.
2. Wisconsin Handbook for Juvenile Court Services, Wisconsin Board of Juvenile Court Judges and State Department of Public Welfare.
3. Report of Winnebago County Juvenile Detention Study Committee, August 8, 1961.
4. Reed, Hugh P., Report of a Study of La Crosse County Juvenile Court and Its Relationships with Other Agencies, National Probation and Parole Association (now called National Council on Crime and Delinquency) March, 1956.
5. Norman, Sherwood, Detention of Juvenile Offenders Before the Hearing, National Council on Crime and Delinquency.



*The League of Women Voters of Appleton*

APPLETON, WISCONSIN 54911  
April 18, 1969

TO THE SUPERVISORS OF OUTAGAMIE COUNTY

Dear Sirs:

The League of Women Voters of Appleton cordially invites you to tour the Outagamie County jail April 30. The tours begin every half hour from 9:00 a.m. to 11:30 and from 1:00 to 4:00 p.m. The tours will start from the Sheriff's Department, Room 101. These are open to the public, but appointments must be made in order to keep the groups small. The League has arranged these tours as a public service.

Since you are currently considering the needs of the jail facilities, this would be an opportunity to tour it again. If you are interested in attending, please call or write me, Mrs. Jerold Winzenz, 65 Bellaire Ct., Appleton (739-4208) and indicate the time you prefer.

Sincerely yours,

*Judith Winzenz*  
Mrs. Jerold Winzenz (Judith)  
Vice President

April 14, 1969

TO CONCERNED CITIZENS OF OUTAGAMIE COUNTY

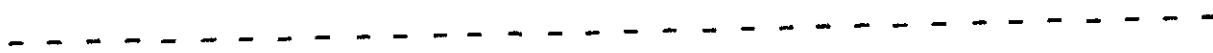
The League of Women Voters of Appleton invites you to a tour of the Outagamie County Jail on April 30. The tour is open to all, but appointments must be made in order to keep the groups small (around ten).

Approximately six years ago the jail was condemned by the State as inadequate to house prisoners of any kind, yet the facility is still in use. All prisoners, including juveniles, who are arrested by the County or referred to them, are taken to this jail. The League of Women Voters is concerned that no concrete action has yet been taken by the County Board.

In order to make the tours more effective, we are going to schedule groups of ten every half hour from 9:00 a.m.-11:30 and from 1:00 to 4:00 on April 30. The tour will begin at the jail, 410 S. Walnut. Please reserve the time you wish by writing or calling Mrs. Jerold Winzenz, 65 Bellaire Ct., Appleton (739-4208) and indicate the time you prefer. Coffee will be served after the tour.

We urge you to attend. Bring your friends and indicate this on the form below or on the telephone. If you are unable to attend, representatives or friends might like to so give them this invitation.

Sincerely yours,  
Judy Winzenz



NAME	PHONE
ADDRESS	TIME
FRIENDS OR REPRESENTATIVES WHO WILL ATTEND	TIME

SEND TO: Mrs. Jerold Winzenez, 65 Bellaire Ct., Appleton

65 Bellaire Ct.  
Appleton, Wisconsin  
April 14, 1969

Dear Sir:

As you can see by the enclosed letters, the League of Women Voters of Appleton is concerned about the jail facilities of Outagamie County. It is difficult to reach many people in the county so we need your help. Would it be possible for you to give these letters out to citizens in your community so more are aware of the tours?

In order to make the tours of the jail facilities more effective, we need as many people as possible to tour the jail and to become concerned. The tours are open to all who are interested in attending. However, it is necessary to keep the groups small (around ten) so that is why an appointment is required. These tours will be on April 30 at the jail, 410 S. Walnut, Appleton. Tours will start every half hour beginning at 9:00 a.m. The last tour is scheduled for 4:00 p.m.

Please plan on attending yourself and pass these invitations out to your friends, representatives, and acquaintances. If I did not mail you enough, don't hesitate to give my phone number and an appointment can be arranged then. If you have any questions, please call me at 739-4208.

Sincerely yours,

*Mrs. Jerold Winzenz*

Mrs. Jerold Winzenz (Judy)  
Vice-President

LEAGUE OF WOMEN VOTERS  
FACT SHEET

The present jail went into operation in 1942. Originally ~~it was planned to accommodate:~~

20 male adults  
16 Huber Law prisoners  
4 female adults  
3 male juveniles  
3 female juveniles

Because state laws do not allow putting opposite sexes together in a cell, or adults with juveniles, often certain cells must be crowded with people, while others may be occupied by a single person. For instance, sometimes nine or ten juveniles must be fit into space meant for three, while a single adult female is housed in a separate cell.

The average daily population in the Outagamie County jail during 1967 was 37 people. About 1/2 of the adults come from the county outside of Appleton. If an adult is to be sentenced for a crime and committed to this jail, the sentence cannot be for longer than one year. However, a person can be sentenced to several consecutive sentences for a group of offences and thereby stay in these quarters for any period of time.

About 1/4 of the juveniles housed here are from outside the city limits. Last year 354 juveniles were detained in these cells. 205 were boys and 69 were girls. The current juvenile officer estimates that today the average stay for a youngster is a little less than the 4.7 day average of 1962.

May 5, 1969

Sheriff Calvin Spice  
Outagamie County Sheriff's Office  
410 S. Walnut St.  
Appleton, Wisconsin

Dear Sheriff Spice:

On behalf of the League of Women Voters of Appleton,  
I wish to thank you so very much for the tours of the  
Outagamie County Jail.

Our members deeply appreciate the time and effort you  
gave to each group who went through the jail. Let us  
hope that all citizens in the county will become more  
concerned about the jail facilities and some action  
will be taken.

Thank you again.

Sincerely yours,

Mrs. Jerold Winzenz (Judy)  
First Vice President

Launching Site  
For Progress



May 2, 1969

APPLETON AREA  
CHAMBER OF  
COMMERCE  
P. O. Box 955  
Phone 734-1491  
Appleton, Wis.

Mrs. Jerold Winzenz  
65 Bellaire Court  
Appleton, Wisconsin 54911

Dear Mrs. Winzenz:

We would like to send along our thanks to you for inviting us on the Outagamie County jail tour April 30.

The Chamber staff members who participated were:

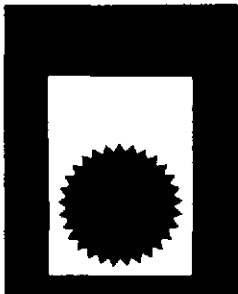
Mr. Louis Micheln  
Miss Mary Gerhartz  
Miss Sharon Lennert  
Miss Ruby Wilk  
Mrs. Gloria Mc Ginnis

The Chamber has endorsed the joint safety building project. If we can be of mutual assistance in encouraging this development, please let us know.

Sincerely,

Louis Micheln  
Assistant Manager

LM/rrw



**ACCREDITED**  
CHAMBER OF COMMERCE  
CHAMBER OF COMMERCE  
OF THE UNITED STATES



April 15, 1969

Mr. Tom Torinus  
Post Crescent  
306 W. Washington  
Appleton, Wisconsin

Dear Mr. Torinus:

Since we discussed our mutual concern about the jail facilities, I have talked with Sheriff Spice and we have arranged for tours through the jail. I'm enclosing the invitations we are sending out. You can immediately see the problem of scheduling, but hopefully we will get a large enough response from people in the county to make this worthwhile. This is open to the public as a League service to the community.

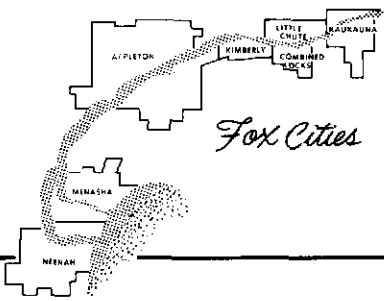
I would like to request two things of you. First, of course, any news coverage that you could give us would be greatly appreciated. It would be a good follow-up to your excellent article earlier. The League usually goes through the social editor, but we felt that this was one thing that was news worthy. Second, could you think of names of people or organizations who should receive this open invitation and let me know? I have mailed about two hundred, but would like to get as many as possible out.

I hope you will be able to attend April 30 at any time. If you have any questions, call me.

Sincerely yours,

Mrs. Jerold Winzenz  
First Vice President  
65 Bellaire Ct.  
Appleton, Wisconsin

enclosures



# THE POST-CRESCENT

Wisconsin's *Vital* Newspaper

306 W. WASHINGTON ST. • APPLETON, WISCONSIN 54911 • 414-733-4411

April 17

Mrs. Winzenz:

I'd suggest you send jail tour invitations to Wayne Berkley, 118 S. Schaefer St., Appleton. He is chairman of the "Joint Service Club Committee on Law and Order." The committee is made up of service club representatives who are interested in such problems, particularly as they relate to juveniles. It is possible that this committee might stage an effort to turn out service club members. I think this would be better than a direct approach to the service clubs, which would probably produce little response. In addition, you might try a direct invitation to Jerry Schoepke, 822 W. Elsie St., Appleton, who is an officer of the Jaycees and has a particular personal interest in this kind of thing.

There are other service clubs in the county outside of Appleton. One of them is the Little Chute Kiwanis Club. Either Leo Bronkalla, 320 Cherry Lane., Little Chute, or Peter Van Zeeland, 317 E. North St., Little Chute, would be a contact there. Wayne Berkley might be able to give you contacts for the other kiwanis clubs in the county. There doesn't seem to be a list of all of these clubs anywhere.

It may be a whacky idea, but why not invite some youth groups as well? Since this is largely a problem concerning juveniles, they might well be interested. There are Kiwanis-sponsored Key Clubs at each of the Appleton high schools, which are service oriented. Two of the Key Club presidents are Peter Hahn, 531 W. Prospect Ave., and Joel Abramson, 230 W. Lindbergh St., both of Appleton. Hahn is at Xavier and Abramson, at Appleton-West. I don't know the name of the president of the Appleton--East Club, but Dennis Herrling might be able to tell you, for his Kiwanis Club sponsors that group.

One other possibility. There is a committee of the Chamber of Commerce which is about to undertake a complete study of Appleton's law enforcement system as it relates to juveniles. That committee might well be interested. Chairman is Tom Schomish, c/o Newman's store, 228 W. College Ave., Appleton.

Hope this helps.

  
Tom Torinus

A POST CORPORATION AFFILIATE



April 26, 1969

Mr. James Bethke  
News Department  
SHBY  
600 S. Lawe St.  
Appleton, Wisconsin

Press Release

The League of Women Voters of Appleton has arranged for tours of the Outagamie County Jail on April 30. This service to the community is open to all, but a time must be arranged in order to keep the groups small. The tours will leave from the Sheriff's Department, Room 101, every half hour from 9:00 to 11:30 and from 1:00 to 4:00.

Any interested citizen should contact Mrs. Winzanz, 65 Bel'aire Ct. (9-4208) to make an appointment.

Dear Mr. Bethke:

Any news coverage you could give us would be greatly appreciated.

Sincerely yours,

Mrs. Jerold Winzanz (Judy)

*also sent  
to WAPL  
+  
Betty Ducklow*

Launching Site  
For Progress



APPLETON AREA  
CHAMBER OF  
COMMERCE  
P. O. Box 955  
Phone 734-1491  
Appleton, Wis.

April 25, 1969

Mrs. Jerold Winzenz  
Vice President  
League of Women Voters  
65 Bellaire Court  
Appleton, Wisconsin

Dear Mrs. Winzenz:

Thank you for informing us of the tours you plan to conduct of the county jail on April 30.

Unfortunately, I will be out of town on that date and cannot be a part of the group.

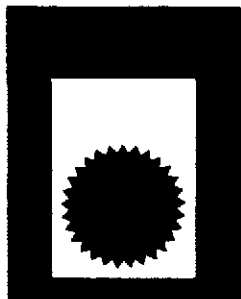
I have toured the jail as part of our program to encourage the city and county to develop a joint building and am aware of some of the situations which we are sure you want exposed to the public.

The notice has been put on Mr. Micheln's desk and we hope his schedule allows him to attend.

Sincerely,

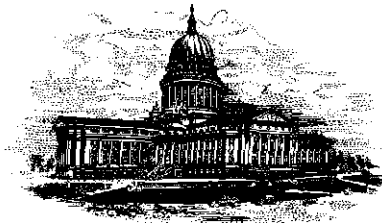
Donald L. Stone  
Manager

DLS/n



**ACCREDITED**  
CHAMBER OF COMMERCE  
CHAMBER OF COMMERCE  
OF THE UNITED STATES

ERVIN W. CONRADT  
Route 2  
SHIOCTON, WISCONSIN 54170



Outagamie County  
3rd District  
VICE CHAIRMAN:  
Committee on Highways  
MEMBER:  
Committee on Education  
Committee on Excise and Fees

**WISCONSIN LEGISLATURE**  
**ASSEMBLY CHAMBER**  
MADISON  
53702

April 25, 1969

Mrs. Jerold Winzenz  
65 Bellaire Court  
Appleton, Wisconsin, 54911

Dear Mrs. Winzenz:

Thank you for your letter of April 18 inviting me to join in a tour of the Outagamie County jail on April 30.

Since the Legislature will be in session on that day, I will be busy here in Madison and will be unable to join you.

Sincerely yours,

A handwritten signature in cursive script that reads "Ervin W. Conradt".

ERVIN W. CONRADT, Assemblyman  
Outagamie County, Third District

EWC:rer

# Jail Tour 1969

## Guests

Name	Address
1. Paul H. Scheel (Rev.)	P.O.B. 154, Dale, Wis.
2. Mrs. Marion Wallenfang	Rt. Fremont, Wis.
3. Mrs. Gordon Schaefer	Dale, Wis.
4. Mrs. Eugene Nelson	Dale, Wis.
5. Erna Mc Intyre	Appleton - "
6. Grace Balga	Appleton, Wis.
7. Patsie LaFontaine	Appleton, Wis.
8. Sister De Sales	Appleton
9. Sister Una	Appleton
10. Mrs. Dorothy Bade	Fenwick
11. Barbara Hoffmann	Appleton
12. Sue Kade	Appleton
13. Mrs. Harold Lathrop	Black Creek, Wis.
14. Mrs. Gary Brick	Black Creek, Wis.
15. Mrs. Joyce Fuhn	Black Creek, Wis.
16. Mrs. Rosetta Abel	Black Creek Wis.
17. Mrs. Henry Brandt	Black Creek Wis.
18. Mrs. Walter Kluge	Black Creek, Wis.
19. Mrs. Willard Sager	Black Creek, Wis.

Tours

F

H

## Name

## Address

20. Mrs. Bob Kefinger  
Bluch Creek Wyo
21. Eunice Swerman  
" " "
22. **Granita Sanders**  
510 E Mc Kenly
23. Mrs. Alvin Lichen  
618 West Seymour
24. Mrs. Jack Mills  
1916 N. Edgewood Ave.
25. Jean Dufford  
137 Alton Ct.
26. Gladys Corbett  
629 N. Seminole St.
27. Mrs. Peter Lutzell  
834 E. Winnebago St.
28. Mavis West  
225 W. Pershing
29. Mangum Ebben  
220 W. Pershing
30. Charlotte Boone  
224 N. Lindbergh
31. Joan Meiers  
307 W. Pershing
32. Mrs. Chester Schroeder  
3801 N. Casanova Dr.
33. Mrs. Merlin Plamann  
4510 N. McCarthy Rd.
34. Mrs. Donald Penning  
2622 W. McCarthy Rd.
35. Mrs. Frank Murphy  
3702 N. Mayflower Dr.
36. Mrs. Marwin Penning  
2510 N. McCarthy Rd.
37. Mrs. Robert Ebben  
5510 N. McCarthy Rd.
38. Mrs. Warren Zehr  
1831 N. Eugene
39. Mrs. R. M. Rosenburg  
1901 N. Nicholas

III

IV

## Name

## Address

- I
40. Mrs. Hending Olson 911 E. Hancock
41. Mrs. Maurie Biersteker 512 Janssen - Combined  
Locks
42. Mrs. J. H. Mullen 822 W. Thira app.
43. Mrs. Peter J. Buys 316 W. Mass Ave. Kimberly
44. Mrs. Herald Ruth 603 N. Douglas Appleton
45. Mrs. K. H. Davis 1754 N. Outagamie App.
46. Mrs. M. R. Ruth 1718 E. Glendale - App.
47. Mrs. Ralph Sandgren 1637 N. Viola "
48. Ralph Sandgren 1637 N. Viola app.
49. Ray Mueller 612 E. Fuldbergh app
50. Frank Hubbard 1900 N. Outagamie App
51. Leone Luskens 519 N. State App
52. Mrs. Ray Fischer R 2 Shiotox
53. Mrs. Louis Tackman, Shiotox
54. Mrs. J. C. Kurtyka 1411 S. Cornell
55. Mrs. Wm. Pappas 31 S. Wilmont
56. Mrs. Walter Wickert 43 S. Meadows
57. Mrs. Jack Weiner 39 S. Menton
58. Mrs. Bertrand Holdger 1 Bellaire Ch.
59. John A. Hofer 1038 E. Eldorado
- VI



Name Address

60. Phyllis J. Jones 2 Woodland Ct.
61. Mrs & Mrs Arno Schmidt 1358 W. Spring St
62. Denise Paulie 415 E. Randall St.
63. Kate Kewley 1121 Ridge La
64. Shirley Summerton 802 N. Appleton St.
- VIII 65. Beatrice Schroeder R. 1 Appleton
66. Inella Bree R. 2 Neenah
67. Inya Cline 1525 W Wisconsin Ave Appleton
68. Mrs Edwin Olson 3.3 So. Meadows Ne Appleton
69. O. Allison " "
70. Marcia Nettle 520 N. Bateman, Appleton
71. Gloria McKinzie 1003 W. Summer St. Appleton
- X 72. Ruby Wilk 139 N. Locust Appleton
73. Betty Baerig 56 Bellevue Ct. "
74. Kurt Polzke 323 E. Sun mer St
75. Macon Lindst 514 1/2 N. Ducker St.
76. Mary Verhartz 134 Taylor - Kauka.
77. Rev. Frank Olson 1519 N. Rankin
- X 78. Annajane Mallmann 621 S. Story St.
79. Barbara Hussin 530 S. Fairview

	Name	Address
80.	Mrs. John Butler	46 River Drive, Appleton
81.	Elizabeth Ghm	123 S Appleton St. Appleton
82.	Louise Michela	Appleton Area Cof C
83.	Mrs. C. C. Brest	1115 River Drive Appleton
84.	H. E. Simon	615 E Glendale "
85.	Jean Herdon	1501 E Frances St.
86.	Mrs. Beatrice Bradel	241 E. Marquette St.
87.	Miss Margargaret Linomayer	2104 N. Appleton St.
88.	Rosemary Kember	2104 N. Appleton St.
89.	Norman Kember	2104 N. Appleton St.
90.	Mary Christensen	1611 N. Summit St
91.	Mr. Ray Krueger	133 Garfield St. Kau-
92.	Mrs. " "	" " " "
93.	Mrs. Donna Mody	1030 E. Lindbergh
94.	Mrs. Mark Dexterfass	228 N Park Ave.
95.	Marilyn Baum	341 W. Northland ave
96.	Judy Witzgen	
97.		
98.		
99.		

I. Goals

The primary goal of criminal sanctions should be the protection of society through deterrence, incapacitation, and reform.

One unit (14 members) wished to modify the first statement by inserting the adjective, humane, before incapacitation.

II. Specific Punishments Should:

Be humane.

a., 4. Medical experimentation which would not be performed on the general public.

Three units could not accept this statement without modification. The general intent of the modifications was to allow medical experimentation only if there was no coercion, participation was completely voluntary, and safeguards against abuses were employed. The fourth unit also had a minority which did not agree with the statement as written.

a., 6. Isolation from human contact.

Two units (20 members) believed that solitary confinement could be used when deemed necessary; but must be short periods of time with specific limitations, the prisoner must know the length of time, and the quarters should be humane.

a., 9. Lack of opportunities for physical recreation

One unit (14 members) thought the opportunities for physical activity were conducive to rehabilitation, but believed the lack of them did not constitute "inhumane punishment" as the heading implies.

Another unit (6 members) modified the statement to read "activity for everyone but recreation should depend upon behavior."

a., 11. Lack of social services

One unit (14 members) believed social services to be desirable, but did not accept the lack of them as being "inhumane punishment" as the heading implies.

a., other: One unit (14 members) felt that deprivation of conjugal rights should be considered inhumane.

COMMENT: There was a correlation drawn that many inhumanities to the prisoners were also conditions which exist for non-prisoners in our society, especially numbers 5 through 11.

b. seek to avoid "criminalization"

b., 3. Free access to reading materials

One unit (6 members) modified the statement by insisting that manuals for destructive devices should be unattainable.

b. , 4. Unlimited and uncensored written communication

Two units (12 members) modified the statement by:  
(1) allowing censorship only by court order  
(2) allowing censorship on a limited basis, the censorship done by persons not in contact with the prisoners.

COMMENT: All units agreed that pay-incentives for additional education for guards to enable them to better understand the prisoners would be a helpful tool in preventing inhumane punishment and "criminalization."

COMMENT: The Appleton League would like to stress that this criteria should also be applied to county jails.

For the ex-offender this should include:

2. Elimination of restrictions on employment except where related to criminal behavior

One unit (21 members) modified by adding-"elimination of restrictions on employment by license."

4. Expunging the criminal record.

One unit (21 members) recommended that is not be done routinely, but that the ex-offender be give the right to petition a review board, and if found acceptable, the review board could recommend expunging.

COMMENT: There should be stricter provisions as to who may have access to criminal records.

COMMENT: Ex-offenders should have access to their own records and be able to request corrections on any errors of recording.

c. promote the offender's potential for responsible behavior in relation to family and community

c., 3. Providing work-release opportunities when appropriate

There was a definite "yes" to work-release" but all units modified to include "school-release" too. In the remainder of the section, education is mentioned but it might be taken to imply "on-grounds" training.

c., 7. Confinement in "small" institutions near urban centers and home community whenever possible.

This does not mean that we disagree with the theory of community-based rehabilitation centers but we do have reservations as to the standards involved, who is responsible, how funded, etc. There was definite agreement that we do not want more large, impersonal institutions built.

d., 1. This should include more minority group representation on correctional staff.

Two units(21 members) modified by stressing the word "Qualified " This was a direct reponse to eliminate quotas for racial balance.

### III. Sentencing

a. General deterrence as a means of protecting society should be the primary consideration in specifying criminal penalties.

One unit (21)members) was undecided.

b. Restitution of property loss as well as reparation for bodily injury suffered by the victim of the crime should be a right guaranteed by the state.

One unit (21 members) modified by replacing "a right guaranteed" by the word "sought".

b., part 3. Changes in the criminal justice system designed to make such sentencing feasible should be given high priority.

One unit(6 members) added "but not in lieu of weakening the existing structure of justice"

c. Classification of Crimes:

Agreement reached in three units only on modification which stressed flexibility, retained stricter codes for repeaters, and recommended that classification be done by the judicial branch, approved by legislators, with a provision for periodic review.

d. Sentences should provide the offender with the maximum degree of certainty as to release date--either through absolute fixed terms or clear criteria for early release.

Total agreement providing the classification system provides for some flexibility. Agreement would not apply if the classification system, rather than the judge, would set fixed, inalterable terms.

e. Minimum sentences should be eliminated:

One unit (16 members) could not agree on minimum sentences.

h. Consecutive sentences should not be imposed.

Two units (16 members) said a definite "No". Two units (37 members) modified the statement to the effect that in certain cases consecutive sentencing can be allowed but with discretion.

COMMENTS: We would like to have a more complete study of the parole board, who serves, how long: Is it effective? Could improvements be made. (The local committee felt that they had touched on all bases of the study, but we came up very short as resource on this one.)

#### IV. Rehabilitative Treatment

a., 3. Participation in such programs should not be a determining factor in prescribing or mitigating the sentence.

Two units (37 members) believed that the statement should be modified by substituting "the only determining factor" for "a determining factor". One unit (10 members) agreed with the statement.

#### V. Alternatives to Incarceration

a. The use of community-based treatment centers and half-way houses should be expanded.

One unit (10 members) recognized the concept as being good, but modified approval by voicing the difficulty of implementation and the various methods open to achieving this end.

b. Use of volunteer aids

Two units modified by:

- (1) the insertion of the adjective, trained
- (2) the addition of the words--particularly ex-offenders.

Administration of Justice Study - League of Women Voters, Appleton

Committee members - Current, March 1975

Nusi Ward 1821 S. Carpenter 734-8090  
Berta Churchill 2515 E. Crestview Dr. 734-4974  
Donna Olson 1031 S. Mathias 739-4969  
Anna Faye Dodd 530 N. Vine St. 734-8090  
Ann Long 1503 S. Memorial 734-6353  
? Charlotte Buchanan 739-5618  
Stevie Schmidt 910 S. Midpark 733-8782

Discussion leaders for Consensus meetings:

Kathy Isaacson	S. River St.	731-5526	Mon. night
Marlys Fritzell	834 E. Winnebago St.	731-5667	Wed. morn
Ruth Girell			Wed. night
<del>Betty Braeig</del>	<del>88/Bellaire/474/788+2870/</del>		
Ann Long			Thurs. aftern.

I First Year of the Study 1971-1972 - Program - Admin. of Justice

1. September 1971- Panel Discussion on Individual Rights vs. The Law  
Speakers: Mr. Peter Nelson, local attorney, Mr. James Long,  
Outagamie County District Attorney, and Ms. Joan McManus, Member of  
the Executive Board of the American Civil Liberties Union and  
head of Police-Community Relations on the Urban Council of Milwaukee
  - 2 October - Tour of the Outagamie Courthouse
  - 3 December - Orientation to court watching, conducted by Mr. James  
Bayorgeon, Outagamie Public Defender
  - 4 December- May - court watching in Branch 2 Criminal Court
  - 5 Committee members interviewed Chief of Police Wolff, District Attorney Long,  
Jury Commissioners and the head of the Probation Department
  6. Two sets of units for every member  
April units used an actual court case to study the procedures involved  
in a criminal case.  
May units used questions provided by the state committee to discuss  
law enforcement and juries
- II Second Year of the Study 1972-1973
1. November - Workshop sponsored by the Leagues of Neenah- Menasha and  
Appleton and the division of law enforcement of Fox Valley Technical  
Institute on Administration of Justice. Workshop was opened to the public.  
Topics of Workshop;  
Police-Community Relations (training)  
Perspectives on Criminal Justice Planning  
Problems and Alternatives to Bail  
Report of Governor's Commission on Judicial Organization
  2. January - set of units with discussion and consensus on courts
  3. January - set of units co-sponsored by state committee and local study item  
on police, we used nominal grouping method to set priorities on  
the role of police, also discussion on training and recruitment of police
  4. February - Consensus on Law Enforcement

Committee Members

MINA Schwartz - Chairperson

MINA Weiner

Beverly Wierker

Erna McIntyre

Sharon Woods

Jean Peerenbloom

Nusi Ward



1. Do you see a need for change in the way law enforcement is developed?
  - a. Law enforcement policy should not be developed solely by the police department. Policy should be reviewed and approved by elected officials ie. Public Safety Committee of the City Council.  
Two units specifically wanted citizen input on policy
  - b. policy guidelines should clearly define what tasks the law enforcement officer performs (we did not like the state committee's wording of this question)
  - c. policy should be local
  - d. individual rights should be scrupulously protected up to the point when public welfare is endangered.
2. What Criteria would you recommend for the following:
  - a. Recruitment of law enforcement personnel
    1. physical requirements should be more flexible than at present - the main criteria should be ability to handle the job  
the age requirements should also be more flexible
    2. more women should be recruited for law enforcement work - we favored an aggressive recruitment policy to encourage women to pursue police work
    3. A community's police force should be reflective of the ethnic and racial composition of the community
    4. we favored aggressive recruitment policies to attract the best qualified individuals for the job, we felt that this is an important facet of good community relations.
  - b. Training of Law enforcement officers
    1. basic training should be mandatory ~~xxxxx~~
    2. there should be uniform basic state standards for all police officers with each community able to augment the state training with additional training geared to local needs
    3. Specialization should be encouraged if it fits the community's needs
    4. In-service training should be required as a basic up-grading for all police officers (this is true in Appleton), in addition we felt that officers should also be encouraged to obtain additional specialized training with pay incentives. We felt the City Council should be urged to appropriate funds to enable our police officers to attend good training programs when they are offered/
  - c. Promotion policies for law enforcement personnel.
    1. promotions should be based on merit, ability and qualifications - seniority should play a minor role in promotions
    2. we believe in divisions within the police department to enable an officer to be promoted within a specialty
    3. We favor lateral entry in theory as one way to attract the best person for the job, locally most members thought it should be ~~permitted~~ permitted but priority should be given to filling positions from within police ranks, if a specialty could not be satisfactorily filled from within then lateral entry should be considered. We also felt that lateral entry might serve as a stimulus to policemen to better prepare themselves for promotions.
    4. Ability should be rewarded and since merit increases are limited by collective bargaining procedures that non-financial rewards such as public recognition, titles and commendations should be encouraged

Local Concerns

1. Do you see a need for change in delivery of legal services?

- a. No consensus on standards for provision of counsel
- b. one unit of 25 members wanted plea bargaining better defined with the results being placed on public record

2. Should there be a change in procedure for judicial selection and tenure?

- a. There was a strong consensus by all 3 units that judges should be appointed by the governor with a judicial commission on qualifications reviewing the proposed appointees and making binding recommendations to the governor as to their quality and fitness for judicial appointment. There was considerable concern that the judicial commission on qualification should have a varied membership including citizen representation and that it should be as far removed from partisan politics as possible.
- b. Judges should be subject to approval by the electorate at least every ~~four~~ <sup>four</sup> years, with many members feeling a 2-4 year period would be best.
- c. There was a strong consensus by all 3 units that the Judicial Ethics Commission and the Supreme Court should have statutory power to remove judges whom they have deemed through thorough investigation to be unfit for office.

3. What do you consider viable ways to deal with the individual between arrest and trial?

- a. Most members supported release on recognizance whenever possible
- b. one unit of 25 members would like to see priority time on the trial calendar given to those defendants who are being held in jail because they could not afford bail or because they were denied bail
- c/ A majority of our members felt that the so called victimless crimes- specifically public intoxication and ~~sex~~ sex between consenting adults in private should be diverted from the criminal justice system as they do not view them as criminal acts.

4. Do you favor changes in methods of jury selection and use?

- a. a strong majority felt that the selection of jurors should be as broad based as possible, the jury lists should have representation from all ages, economic groups, ethnic and racial groups- another words its make-up should be representative of the community
- b. most members favored exemptions from jury duty only upon personal request, this would eliminate the categorical exemptions which exist now
- c. most members favored greater financial incentives to serve on juries
- d. most members favored a continuation of the 12 man jury, but they would allow the defendant the option to select a 6 man jury for a misdemeanor
- e. no consensus on a non-unanimous jury votes



## The League of Women Voters of Appleton

APPLETON, WISCONSIN

February 5, 1965

Gentlemen:

In March, 1963, the League of Women Voters of Appleton selected the study, "The Present System of Juvenile Law Enforcement and Correction In Outagamie County". For convenience, the study was divided into the following categories:

Part I Law Enforcement

Juvenile Aid Bureau - Appleton Police Department

Juvenile Office - Outagamie County Sheriff's Department

Part II Juvenile Detention Facilities

Part III Juvenile Court and related agencies

The League has completed study on Parts I and II and since the study on Part III will not be completed until April, we are taking this opportunity to inform public officials of the findings of our studies to date.

The study resource committee found excellent material for the study, such as publications by the National Council on Crime and Delinquency, Children's Bureau, Wisconsin Board of Juvenile Court Judges and the State Department of Public Welfare. The Reverend John Hanchett, chairman of the Winnebago County Juvenile Detention Committee, has been helpful in providing us with the findings of that committee. Many police departments in and out of Outagamie County furnished us statistical data. The complete cooperation of the city and county officials contacted has made our study a valuable experience for us all. The committee has been impressed with the dedication and sincere interest of these men in the work with juveniles.

We realize that the implementation of the recommendations based on League study will necessitate greater expenditure in the area of juvenile law enforcement and correction. Because of this, we are aware that it will take time for the realization of all the recommendations. However, when all the costs have been considered, we are convinced that money spent for the adequate handling of juveniles (including a strong emphasis on prevention) is insurance against greater costs in further delinquency and crime.

We would welcome an opportunity to discuss with you this area of concern, and to learn ways in which we might give our support to the enclosed proposals.

Sincerely,

*Mrs. Arch Hoffman*

Mrs. Arch Hoffman, President

*This is a copy of the letter sent to city and county officials.*

## JUVENILE AID BUREAU - APPLETON POLICE DEPARTMENT

Because of the rise in crime rate on the adult as well as juvenile level, strengthening of the Juvenile Aid Bureau seems essential. We recommend that at least one additional trained policeman be assigned to the Juvenile Aid Bureau to work the evening shift. It is advantageous to have a person well trained in work with juveniles to handle the questioning at the time of apprehension. Also, this juvenile officer would be able to seek out the potential trouble areas of the city during the hours when most delinquency occurs. The Juvenile Aid Bureau has done a good job of public relations work and more can be done with additional staff. We also recommend the hiring of a qualified police woman to be assigned to the Juvenile Aid Bureau.

We recommend that the Juvenile Aid Bureau be made a separate bureau of equal standing with the other bureaus. In a study of the LaCrosse County Juvenile Court and its relationship with the other agencies in 1956, the study director, Hugh P. Reed of the National Probation and Parole Association stated that "the (juvenile) bureau should be directly responsible to the chief of police and not to a division head so that the selection of personnel goals of the bureau will not be subordinated to any other considerations in the department. The head of the bureau should be given sufficient rank to deal with other divisions as an equal".

The Juvenile Aid Bureau is to be commended for their central index file. It is our recommendation that the bureau cooperate with the county sheriff's department in setting up a central index file on a county-wide basis.

## JUVENILE OFFICE - SHERIFF'S DEPARTMENT

We recommend that the juvenile officer be assigned full time to work with juveniles. The League feels that he is in need of help in order to set up an effective county-wide system of juvenile law enforcement, including a central index file. Possibly this help could be in the form of clerical or additional investigative assistance. We are aware that the sheriff's department as a whole is understaffed. However, if the population experts are to be believed, the Fox Valley will have a dramatic increase in population in the next ten years. Certainly the sheriff's department will have to be expanded and an adequate county wide system of juvenile law enforcement now will lay the groundwork for effectiveness as the county population increases.

## JUVENILE DETENTION FACILITIES

The League feels that the greatest need in detention facilities in Outagamie County is for a temporary shelter-care home. Many children now held in the jail do not need secure facilities. Winnebago County has met their need by employing a married couple to maintain their home as a shelter care home. The home can accommodate eight children. These children are either neglected or delinquents who do not need secure facilities but can not be returned to their homes immediately. A home of this type, without need for capital outlay, may be the answer to the needs of this county.

We recommend a new secure detention facility to be entirely separate from the county jail. The present facilities are completely inadequate in that the children have no recreational facilities, no room for private counselling with welfare workers and no trained personnel (other than the welfare workers) to supervise the youth.

Because of lack of time and womanpower, the League was unable to determine the exact need as to size and cost of a secure facility and feels it is advisable to form a citizens' committee to determine the needs of Outagamie County. The State Department of Public Welfare provided assistance to the Winnebago County Juvenile Detention Study Committee in 1961. We would like to quote one of the findings of their study.

"On the basis of this study, it is agreed that it would not be practical or economical for Winnebago County to develop a secure detention facility alone. National studies indicate a detention facility should provide 16 to 20 beds, whereas Winnebago County would need only 9 beds. We recommend the joint construction and operation of a single unit facility of 20 beds by combined counties. We suggest contacting Outagamie County as the starting point in this program."

"If not feasible the following alternative ways are suggested:

- A. Construction of a single unit facility of 20 beds by Winnebago County and selling services to other counties.
- B. Approaching the State Legislature to establish a state-operated regional detention facility in the Fox River Valley."

Because League members felt that obtaining a new secure detention facility might be a long-range project, there was strong feeling that certain improvements should be made in the present detention rooms immediately to help overcome a few of the detrimental factors. These might include curtains or doors on the shower and toilet stall, bright paint and more adequate lighting. Our members do not feel these improvements would make the present facilities adequate and would not change our position of supporting new, separate secure facilities.