

EXECUTIVE SUMMARY:

MODEL EVALUATION PROJECT:
YOUTH SERVICE BUREAUS IN MICHIGAN

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A. Overview of the Evaluation

This volume is an executive summary of the findings obtained by the Michigan Model Evaluation Project concerning Youth Service Bureau Projects funded by the Michigan Office of Criminal Justice Programs.* As such it attempts to relate project activities and outcomes to their stated goals and objectives in a manner consistent with the LEAA definition of "intensive evaluations".

A much more intensive analysis, utilizing more accurate or conclusive information to verify causality or what changes or achievements are, in fact, attributable to project activities. Evaluations, therefore, determine to what extent a specific set of program/project activities cause accomplishment of program objectives. The crucial difference between evaluation and monitoring is the verification that a project produced a specific result. (LEAA Guidelines, M 4100.1E, 1975, 75)

The Michigan Model Evaluation Project was funded in December, 1975 as part of a nationwide Law Enforcement Assistance Administration (LEAA) effort to improve the evaluation capabilities of State Planning Agencies (SPA). The Michigan Project was composed of three separate components: (1) inservice training for agency staff; (2) standardized evaluations (monitoring) of five programmatic areas; and (3) intensive evaluations of two programmatic areas. The Michigan Office of Criminal Justice Programs (OCJP) maintained direct responsibility for the inservice training and standardized evaluations, but subcontracted with the research arm of the School of Criminal Justice at Michigan State University (Criminal Justice Systems Center) to conduct the intensive evaluations. These efforts were initiated in January, 1976.

The actual selection of programmatic areas to be subjected to intensive evaluation was made by OCJP administrative staff with general concurrence from the Criminal Justice Systems Center (CJSC) evaluators. The two pro-

* The complete report is contained in "Model Evaluation Project: Youth Service Bureaus in Michigan", Lewis, Ralph G., William S. Davidson II, Randy J. Koch, Ronald L. Quincy, William L. Selke, M. Diane Wresinski

grammatic areas selected for intensive evaluation were: (1) diversion oriented Youth Service Bureaus and (2) pro-active Special Police Units. The primary rationale for the selection of these areas was twofold. First, OCJP had invested a substantial amount of money in them - approximately \$8,538,493 in Youth Service Bureaus and \$23,316,050 in various forms of Special Police Units. Secondly, it was assumed that both had a high potential for direct impact on the ultimate LEAA goal of crime reduction. Both reasons were definitely consistent with LEAA recommendations concerning the criteria for conducting intensive evaluations (Weidman, et.al.: 1975, 3-5)

The initial phase of the Youth Service Bureau project was directed toward developing a staff, the organizational structure and the overall work plan for the evaluation. When completed, the work plan called for six project stages:

1. Determining MEP Evaluation Criteria: To provide a decision-making framework to guide project activities and maximize the utilization of MEP findings.
2. MEP Project Definition: To develop impact models (specifications of the assumptions concerning linkages between inputs, activities, and outcomes) for the projects included in the evaluation.
3. Establishing the Evaluation Strategy: To develop a framework to facilitate the selection of a specific evaluation design in terms of evaluation utilization and feasibility (costs in time, money, cooperation, etc.)
4. Development of Selected Design: To develop the specific details (research design, data collection instruments and procedures, administrative procedures, implementation schedules, etc.) for the selected evaluation design.
5. Implementation of Evaluation Design
6. Product Dissemination and Utilization: To provide evaluation products and interact with appropriate decision-makers in order to help maximize the utilization of project results.

Stages 1-4 above were completed between February and June, 1976 when OCJP approved an evaluation design for the Youth Service Bureau component of the Model Evaluation Project. During this developmental period special efforts were made to obtain OCJP participation and clarification of the impact

models upon which Youth Service Bureau projects were based and of the decision-making objectives toward which the evaluation was directed.

In general, these efforts left something to be desired, because evaluation staff were never able to identify any specific decision-making objects for which the evaluation results would be employed. However, most of the OCJP staff made it clear that the ultimate focus of the evaluation would have to be on reductions in the incidence of criminal activity and recidivism as these were the primary criteria for LEAA funding.

During this same period a series of field visits were made to a limited number of project sites in order to obtain more direct knowledge concerning the actual operation of Youth Service Bureaus. In general, these visits were limited to interviews with project directors and other individuals associated with the project, and the information derived from these preliminary interviews were used in the development of the current evaluation design.

The actual implementation of the Youth Service Bureau evaluation was initiated in July, 1976. Thus, approximately 12 months were devoted to the final phases of the project with a preliminary report scheduled for March 31, 1977.

B. Youth Service Bureau Intervention Impact Models

The OCJP Youth Service Bureau projects are part of a broader agency effort to "achieve crime reduction as a result of limiting the opportunity and the propensity for the commission of crime." At the inception of the Model Evaluation Project, 13 separate projects were identified as falling within the YSB category. The specific objectives of these bureaus were identified as:

to provide early intervention in the lives of behavior problem youth to reduce the number of youth referred to the juvenile court. (1976 Michigan Comprehensive Law Enforcement & Criminal Justice Plan, p. II-33)

to provide appropriate intervention for youth when criminal, delinquent or nonadaptive behavior is displayed and to prevent and reduce crime and delinquency through the establishment of Youth Service Bureaus in counties or groups of counties within the state.

to provide a coordinating agency for juveniles that will accept referrals from law enforcement agencies, schools, courts, community agencies, parents and youth. (1976 Michigan Comprehensive Law Enforcement & Criminal Justice Plan, p. II-34,35)

The development and implementation of YSBs appears to have been a response to a variety of recent trends concerning the treatment of juvenile offenders. Our review of the literature indicated that the primary goal in establishing YSBs was to divert youthful offenders from formal juvenile court processing. Associated with the idea of diversion was an emphasis on providing the various forms of social services assumed to be needed by such youth. This basic position was first formally articulated at the national level by the President's Commission on Law Enforcement and the Administration of Justice. It was argued that wherever possible, formal contacts with the juvenile justice system should be minimized through diversion to other sources in order to avoid the possible negative consequences of such contacts.

Over the last decade this basic emphasis on diversion has been supported by other individuals and organizations concerned about youth and the possible negative effects of the processing within the juvenile justice system. For example, the Youth Development and Delinquency Prevention Administration (YDDPA) in the Department of Health, Education and Welfare supported the idea of diversion for the following reasons:

First, there is the disappointing lack of success of existing correctional practices. Recidivism is high in traditional institutional programs, and even where experiments have been tried in institutional settings, the results have been disappointing.

Second, evolving out of concern about what Lemert terms secondary deviance, there is a growing awareness that the stigma of the court for correctional experience may very well be counter-productive for correction. If treatment serves to aggravate rather than correct, the wisdom of its use must be questioned.

Third, there is growing awareness that the factors which forge legitimate identities lie outside the correctional system. It is the community arenas in experience such as found in school, work, politics, and family life that one builds a commitment to conformity. If correctional activities are to be designed to contribute to the development of legitimate identity, access must be gained, and programs developed, in such institutional arenas. Historically, of course, correctional programs have done just the opposite, physically segregating the offender and through legal sanctions and stigma, imposing significant social barriers to re-entry into community life (as seen, for illustration, in the difficulties of finding a job for the ex-convict, or in re-enrolling in school after release from the juvenile correctional facilities.) (Polk and Kobrin: 1972, 16)

Basing their argument upon the third point, YDDPA has supported the establishment of Youth Service Bureaus. These programs would not only divert youth from the juvenile justice system but would provide the social framework within which they could obtain assistance for their problems as well as develop new and positive experiences.

Despite general consensus on the desirability of diverting youth from the juvenile justice system there has been less than agreement about the specific programs to be used as an alternative. In some quarters there was an emphasis on YSBs as a form of meta-agency devoted to the development and organization of youth services through activities such as "service brokerages", "resource development" and "systems modification". (Sherwood: 1972) For others there was an emphasis on (and the reality of) youth bureaus as directly providing services to youth and their families. Still others would advocate direct diversion without treatment. This conflicting orientation was implicit in the 1967 recommendations of the President's Commission and

has never been resolved. Unfortunately, most recent statements about Youth Service Bureaus have tended to ignore this issue and have emphasized both direct services and organizing activities. For example, the National Advisory Commission on Criminal Justice Standards and Goals articulated the following position concerning YSBs:

Youth Service Bureaus should be established to focus on the special problems of youth in the community. The goals may include diversion of youth from the juvenile justice system; provision of a wide range of services to youth through advocacy and brokerage; offering crisis intervention as needed; modification of the system through program coordination and advocacy; and youth development. (Community Crime Prevention, 1973, 70)

Evaluation staff review of the YSB project narratives as well as conversations with OCJP staff made it clear that these projects were intended to reduce the incidence of crime and criminal activity by juveniles in the funded jurisdictions. For example, the overwhelming majority of bureaus identified crime reduction as a specific target goal. Also, a very large number of project narratives identified diversion as a specific goal.

The OSCP plan identified five possible youth service bureau models.

These were:

1. A cooperation Agency Model in which several community agencies donate full-time services of one worker to the Youth Service Bureau. Working with the coordinator, these workers accept individual referrals and involve citizens, youth and professionals in solving problems related to the anti-social behavior of youth.
2. A Community Organization Model in which neighborhood citizens, under the direction of a coordinator, organize to form a board, develop services and meet crises in the neighborhood.
3. A Citizen Action Model in which the Youth Service Bureau Citizens Committee has sub-committees for youth services; its staff receives direct referrals and uses conference techniques and community resources to resolve individual problems.

4. A Street Outreach Model which uses storefront neighborhood services as a basis for therapeutic group activities, possibly including the administration of the Neighborhood Youth Corp
5. A Systems Modification Model which focuses on helping schools, institutions, programs and agencies become more sensitive and responsive to the needs of youth. Demonstration projects could be used to encourage new approaches to old problems to divert offenders into positive community-based efforts. (1976 Michigan Comprehensive Law Enforcement & Criminal Justice Plan, p. II-36)

A careful review of these descriptions, however, reveals that they are not necessarily mutually exclusive. Moreover, most of the bureaus funded were classified in a sixth category - Direct Youth Service Agency.

Given the multiple goals and procedures outlined for YSBs, it was obvious that any evaluation strategy implemented would have to address the inherent complexity involved. Procedures had to be developed which would assess the multiple operational modes as well as the intended outcomes of each. It appeared critical to develop an evaluation model which was focused on the community impact, the programs' operation, the effect on target youth, and the organizational strategy employed.

In general, the notion of intensive evaluation can be divided into two distinct but equally important foci: (1) effect and (2) process. The evaluation of effect emphasizes project outcomes, that is, whether or not a project produced the desired changes. This evaluation focus requires that the project have articulated goals and objectives that are in measurable form.

The specification of measurable goals and objectives result in project statements such as: (1) the Youth Service Bureau will institute a Citizen's Advocacy Council to provide a base of support for alternative youth oriented programs in the community. The goal of the YSB is increasing the amount of community resources spent on youth oriented programs, (2) the YSB will accept referrals from the juvenile divisions of the police departments and

provide alternative casework services in lieu of formal court processing. The goal of the YSB is the reduction of the rate of local youth referred to the juvenile court, (3) the YSB will institute a program of intensive family and school oriented casework methods with referred youth. The goal of the YSB is the reduction of official delinquency rates among referred youth. In addition to the specification of measurable project goals and objectives, effect evaluations require research designs that help demonstrate that any objectives realized are caused by the project and are not merely the result of alternative causes.

Process evaluations, on the other hand, are focused on the internal dynamics of the project and environmental conditions which influence the project. Thus, process evaluations require a clear articulation of the assumed causal relationships within the project in order to test the various sub-hypotheses conceptually linking inputs with specific project activities and project activities with outcomes.

Additionally, process evaluations focus upon the socio-political environment within which the project is developed. Ideally, the design and initiation of an evaluation should be an integral part of the project development and implementation. In fact, the first step in initiating any project should be the development of an impact model that clearly articulates programmatic and evaluation objectives. This approach not only helps provide a quality evaluation design but also helps insure the clarification of project goals and the assumptions upon which the project is based. This approach also aids in the identification of policy decisions to be made from evaluation findings.

Unfortunately, we were not able to achieve this ideal as part of this study. In general, the projects included in this study had been funded and

were in actual operation many months before the present evaluation project was initiated. As a result, project evaluation staff had no opportunity to influence the development of project or the character and quality of data available about them. Thus, the study must be regarded as a retrospective evaluation and is limited by all of the problems associated with such designs. In an attempt to deal with these problems a combination of specific research approaches have been employed. This strategy provides the opportunity for data triangulation which attempts to address the relevant evaluation issues and approximate some of the advantages associated with true-experimental designs.

As previously indicated, the first step in the design of any evaluation effort should be the specification of the impact model upon which the intended project is based. An impact model represents the identification of the anticipated project activities as well as the critical assumptions about the relationships between project activities as they relate to outcomes. In fact, the specification of an impact model should be the first step in the development of any project whether or not an evaluation is intended.

One important factor in the development of impact models is to begin to think of criminal justice projects as planned social interventions that are part of a complicated developmental or causal sequence. In the case of most social problems there are multiple intervention points in the developmental sequence. Further, interventions may take place in a variety of specific forms. One simple way of representing these possibilities is to consider the pre-conditions, immediate causes, effects, and consequences that are associated with a causal sequence. Obviously, where one chooses to intervene in a particular causal network determines the nature and character of factors

that are identified as independent and dependent variables. The selected intervention point (i.e., primary, secondary, tertiary) also determines the immediacy of relationships between variables, and the relationships between project activities and anticipated outcomes.

For example, it is possible to develop Youth Service Bureaus intended to reduce crime by attempting to eliminate differential distribution of economic, educational, and vocational resources. Such projects would have to operate through a complicated chain of intervening variables (e.g., educational alternatives, employment alternatives, alterations in tax structure) before they could be expected to produce the anticipated reduction in youthful crime and crime in general. Youth Service Bureaus could also be designed to reduce crime by intervening further along the causal network (secondary intervention). For example, a bureau could be designed to provide a program which would identify "delinquency-prone" youth in elementary school and provide an intensive intervention focused on reducing the potential for criminal activity among the high-risk group. Third, a project may be designed to reduce delinquency by intervening at the end of the chain (tertiary intervention). Thus, YSBs could be designed which would provide methods of institutional reform. This type of approach would be aimed at enhancing the effectiveness of the existing correctional systems treatment of juvenile offenders. As can be seen from this brief discussion, the options available are numerous. Interventions can be devised at a variety of points in the presumed causal chain. Such decisions are ideally based on assumptions about the most effective timing of interventions and the specifics of the desired impact.

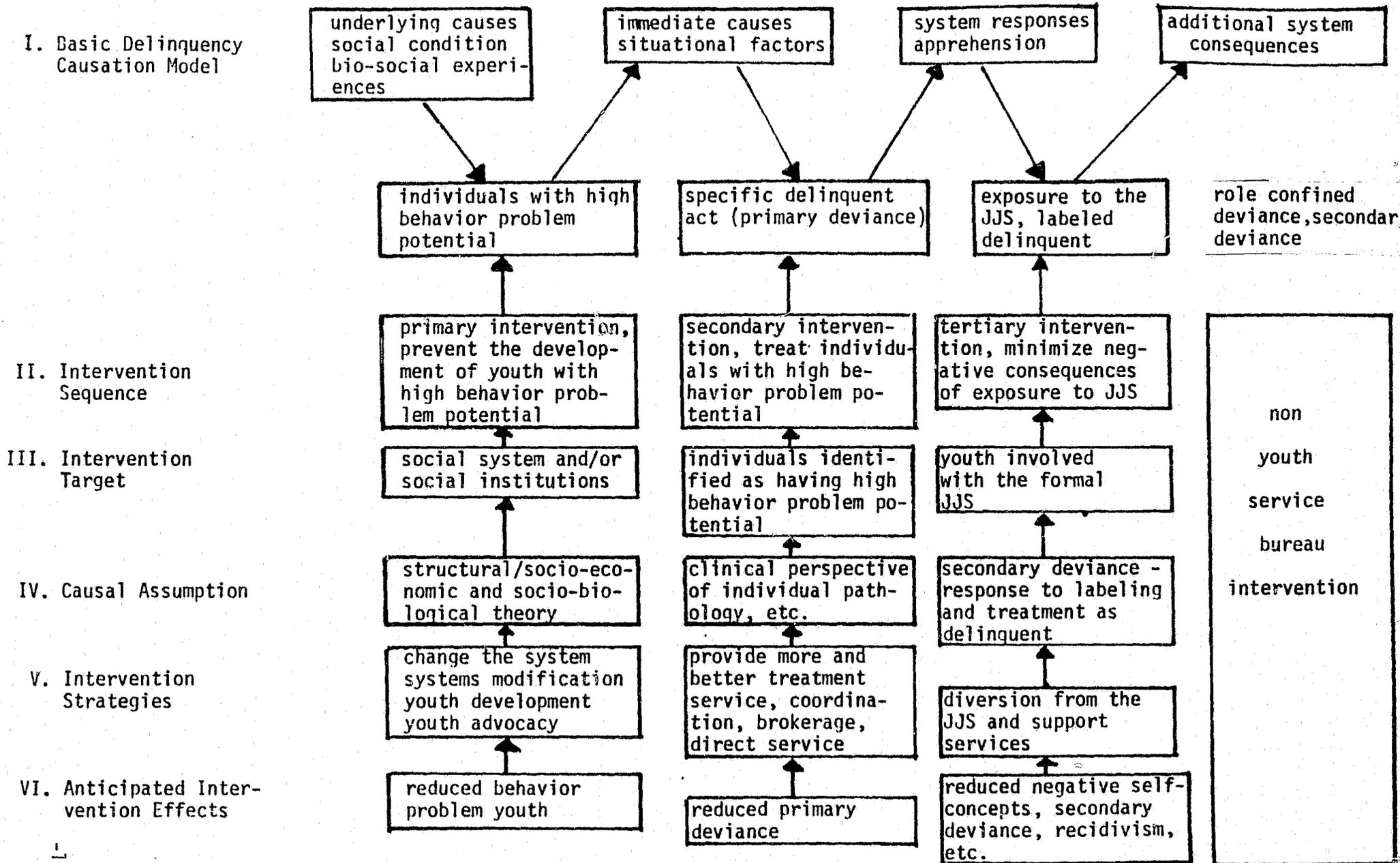
A second important factor in development of an impact model is the

recognition that criminal justice projects must be implemented through some structure and that they must function in some type of organizational environment. This recognition is critical in coming to understand the complicated nature of most social interventions and the degree to which their apparent success or failure may be influenced by conditions in their environment. One particularly useful concept is the identification of organizations as open social systems. This approach views organizations as processing systems which must: (1) import some form of energy (inputs) from their external environment; (2) transform these inputs through some type of organizational activity (throughputs); and (3) generate some product (outputs) which is of interest to members of the external environment. In fact, efforts to perform these functions become an intricate part of any planned intervention. When these functions are considered it becomes obvious that a criminal justice project cannot be judged as successfully achieving its goals unless it can also be viewed as operating successfully as an organization.

In general, the YSBs funded by OCJP specified as their goals the reduction of criminal activity by juveniles and diverting behavior problem youth from the formal juvenile justice system. Unfortunately, the literature on the goals of youth service bureaus and the assumptions upon which they are based is not at all definitive. In fact, it is ultimately confusing and contradictory. Figure 1 presents our effort to develop a general impact and intervention model upon which Youth Service Bureau projects appear to be based. The first line in this diagram represents the basic assumptions concerning delinquency causation that appear critical to the YSB concept. Briefly, it is assumed that there are both social conditions and individual bio-social experiences that produce individuals with varying potentials for

FIGURE I

General Youth Service Bureau Impact and Intervention Model





behavioral problems. However, the potential for behavioral problems must be combined with more immediate causes such as the character of peers or specific opportunity to commit an act before it is actualized in delinquent behavior.* Even the commission of a delinquent act is not sufficient, however, because it must still come to the attention of authorities before a youth can be exposed to the juvenile justice system and labeled a delinquent. Finally, the individual incorporates the definition of delinquent into his own psychic structure so that the original causes of his deviance are displaced by conformity to the behaviors associated with the label "deviant".

"Secondary deviation is deviant behavior, or social roles based upon it, which becomes a means of defense, attack or adaptation to the overt and covert problems created by societal reaction to primary deviation. In effect, the original 'causes' of deviation recede and give way to the central importance of the disapproving, degradational and isolating reactions of society.
(Lemert: 1967, 17)

The second level in the diagram represents three distinct intervention points for YSBs and their associated objectives:

Primary Intervention - preventing the development of youth with high behavior problem potential;

Secondary Intervention - treating youth identified as having high behavior problem potential;

Tertiary Intervention - minimizing the negative consequences associated with exposure to the juvenile justice system.

Levels III, IV, and V focus on the basic causal assumptions, targets,

* It should be noted that the earliest stage of this sequence does not really apply to the large numbers of youth who appear to have no serious underlying problems but still become involved in deviant behavior more out of situational factors or become involved with the JJS because of status offenses. The developmental sequence does apply to them, however, once a delinquent act is committed.

and intervention strategies associated with each intervention point. For example, the target population for tertiary intervention are youth who are involved with some segment of the juvenile justice system. The tertiary intervention strategies emphasized at this point are: diversion from the juvenile justice system and substitution with support services to help these youth avoid the negative consequences presumed to be associated with processing through the formal juvenile justice system. Similarly, the primary strategies associated with secondary intervention are a variety of efforts to provide more and better treatment for youth who have been identified as having behavioral problems. In terms of primary intervention the target is really the social system or some sub-set of the social system; and the strategies are designed to produce fundamental changes in the social system and, thereby, prevent (reduce) the development of youth with higher behavioral problem potential. For example, this might include the development of alternative school programs if one assumes that the organizational structure of the schools contributes to the behavioral problem potential of at least some youth.

Level VI represents the major effects associated with each of the major intervention points. Thus, successful tertiary intervention could be expected to reduce the secondary deviance and the recidivism that could be attributed to secondary deviance. On the other hand, it may have no effect on the occurrence of primary deviance. Similarly, the successful treatment of problem youth may reduce their participation in delinquent acts (primary deviance) but make no reduction in the rate at which society itself produces problem youth.

Although Figure 1 represents intervention strategies as discrete entities, their implementation in YSB operations is more complicated. While these

overlaps do not detract from the utility of the model, they should be noted for future reference and clarification. For example, it appears that almost no distinctions are made between efforts to provide support services to help avoid the emergence of "secondary deviance" and efforts to treat the causes of "primary deviance". Similarly, phrases such as "systems modification" are used to describe efforts both to produce fundamental changes in the system and efforts merely to increase the quantity and quality of treatment services available to youth.

In general, the OCJP Youth Service Bureau program conforms to the national pattern in stressing (1) the diversion of behavior problem youth from the juvenile justice system and (2) the need to provide treatment services and attempt to influence the social system. It should be noted, however, that the Michigan program appears to place somewhat greater emphasis on the positive values of treatment services than on avoiding the negative effects assumed to result from processing through the juvenile justice system. Briefly, the 1976 State Plan rationale for funding youth service bureaus is:

Social Services for problem youth are generally inadequate, inadequate social services result in inappropriate petitions to juvenile courts and/or the acceptance of unnecessary petitions by juvenile courts,

the establishment of youth service bureaus will increase the quantity and/or the quality of services available for problem youth,

therefore, input sources (parents, schools, the police) will be encouraged to utilize the services available through (directly or indirectly) youth service bureaus, rather than petition through juvenile court.

Despite this possible difference in emphasis, however, the objective is the same - diversion from the formal juvenile justice system, particularly the juvenile court.

It should also be noted that the Michigan YSB program places more emphasis on the prevention and reduction of crime and delinquency than does the Law Enforcement Assistance Administration. For example, the 1976 Comprehensive Plan states that the objectives of YSBs are "to provide appropriate intervention for youth when criminal, delinquent or nonadaptive behavior is displayed, and are to prevent and reduce crime and delinquency." (Michigan State Plan: 1976, II-34-35)* The recent articulation of Criminal Justice Goals and Standards for the State of Michigan emphasized that "evaluation should focus on changes in institutional response to youth problems and on behavioral changes in individual youth. (CJGS: 1974, 37). In contrast, the National Advisory Commission on Criminal Justice Standards and Goals recommended that "evaluation should focus more on changes in institutional response to youth problems than on behavioral changes in individual youth." (Community Crime Prevention: 1973, 80)

Figure 2 presents a basic impact model for the OCJP Youth Service Bureau projects. It is obvious even from the simplified model depicted in this figure that the processes through which YSBs must work to achieve their objectives are extremely complicated and not particularly direct. In the first place the model anticipates effects at both the level of individual clients and the organizational level in terms of the number of juveniles processed and the incidence of juvenile crime. Moreover, success in the achievement of some points in the model may not - at least in the short run - be compatible with the concept of success at other points in the model. For example, a high level of success in dealing with clients may actually

* Personal interviews, etc. with OCJP and YSB project staff indicate that most individuals interpret "prevent and reduce crime and delinquency" to mean the reduction of recidivism among YSB served youth.

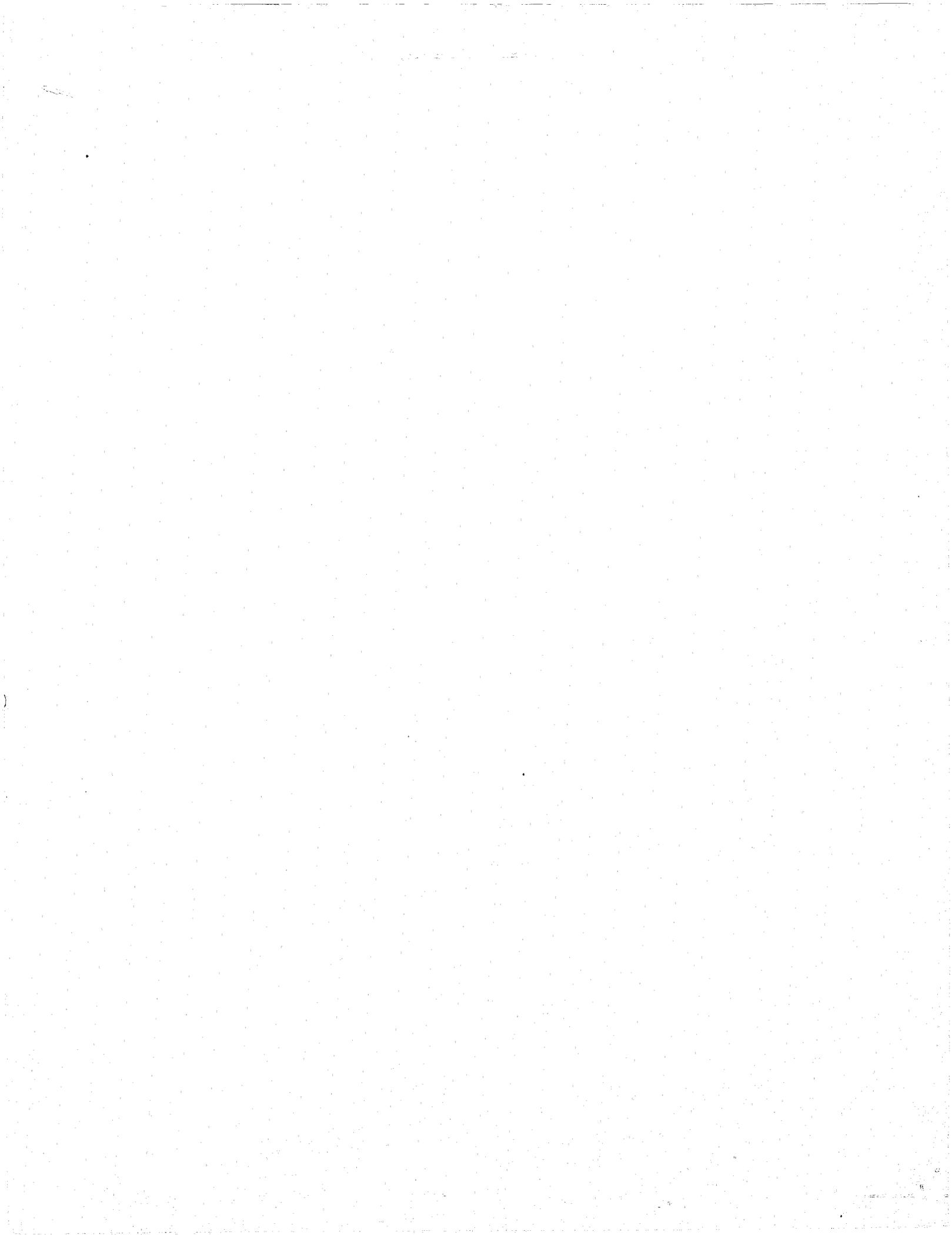
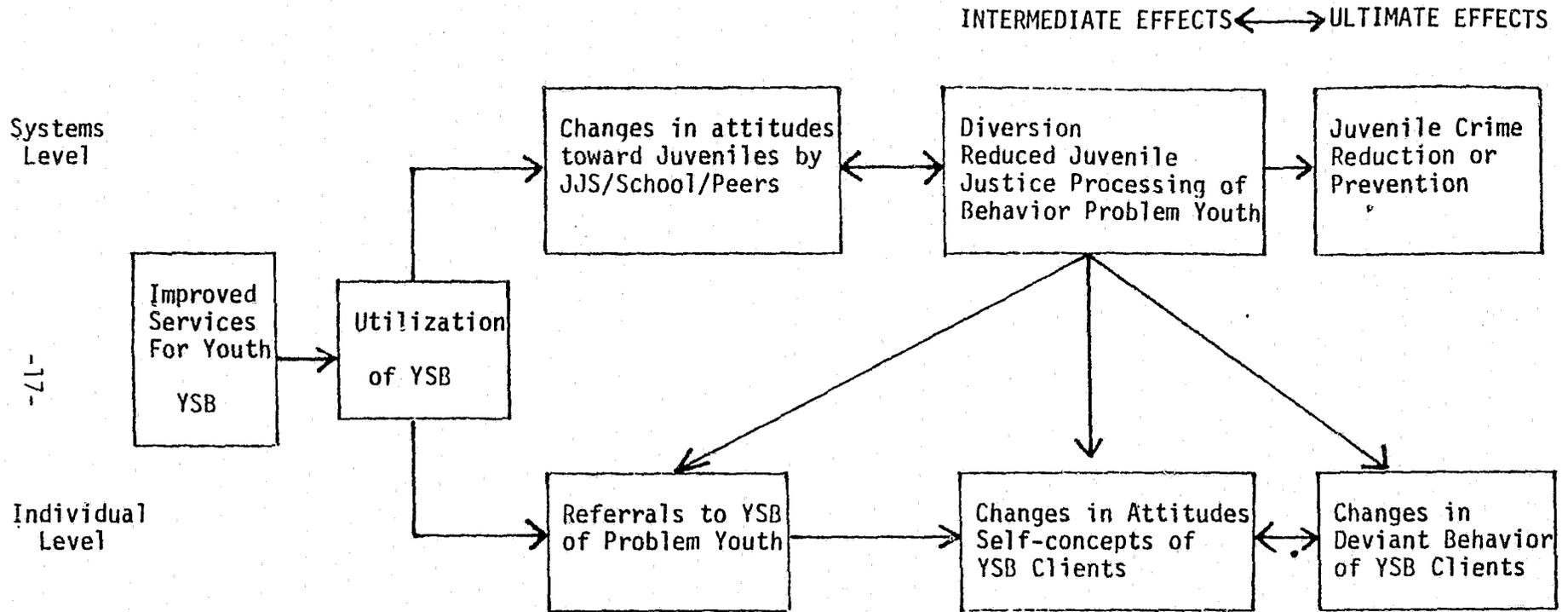


Figure 2

Basic OCJP Youth Service Bureau Impact Model



encourage police officials to formally process more youths in order to refer them to the bureaus for service. The importance of this possibility should not be overlooked particularly when one considers the large number of juveniles who apparently are warned and released by police officers without any official records being made.

C. Evaluation Strategy and Rationale

As indicated above, the primary thrust of intensive evaluations is to utilize, "more accurate or conclusive information to verify causality or what changes or achievements are, in fact, attributable to project activities." (LEAA Guidelines, M 4100.00: 1975, p. 75). In other words, the ultimate hypothesis to be tested for any program is: Did the intervention produce the anticipated changes in the dependent variable? As a result, intensive evaluations require efforts to systematically test the logic of the impact models to determine whether or not the assumptions upon which the project was based are valid. In short, it is not sufficient to know whether changes in outcome variables occur unless they can be associated with the project and its activities. Thus, the value of intensive evaluations must depend upon the degree to which causal inferences can be made from them.

Briefly summarized the criteria for causal inference are:

1. Chronological (Temporal) Order: Event A must precede event B in time in order to be considered its cause. Thus it would be necessary to observe that the establishment of a Youth Service Bureau preceded the desired reduction in crime, or diversion of juveniles.
2. Covariation (Simultaneous Occurrence): Events A and B must occur and vary together in a predictable (consistent) manner. If B occurs, A must precede it; or if A increases (or decreases) B just either increase or decrease. These points involve whether or not A is a necessary or a sufficient cause of B. If A is a necessary condition, B never occurs without A, but B does not always follow the occurrence of A. If A is a sufficient condition, the occurrence of A is always followed by B. The

evaluation question at issue here involves demonstrating a consistent reduction in crime following the initiation of Youth Service Bureaus.

3. Elimination of Alternative Causes: Assuming that the temporal order of events is correct and that the events of interest covary, the final criterion for causal inference is the elimination of alternative (rival) explanations concerning the causes of an event. It should be noted that this third and final criterion is always the most difficult to determine.

In the final analysis the question raised by the last criterion is whether the project (the assumed cause) is the most reasonable explanation of any observed change, or whether something else about the events being studied or how they are being studied has created the apparent relationship or difference. This is the same problem faced by criminal investigators and is the reason why in the final analysis the best that both investigator and researcher can do is provide proof beyond a reasonable doubt. Campbell and Stanley identified this final criterion as the problem of "internal" and "external" validity. (Campbell and Stanley: 1966).

By internal validity we mean:

the degree to which observed changes in the dependent variable can be attributed to the assumed causal variable (in this case an intervention program) rather than some other factor including measurement or description error.

Thus the focus of the internal validity problem is the particular evaluation being conducted and examined. Further it is the ability of the particular evaluation to measure effects on specified dependent variables and reasonably attribute those effects to the operation of the project or program being evaluated.

The concept of "external" validity, on the other hand, refers to the generalizability of findings beyond the confines of a particular study. Technically speaking the issue here is, "to what populations, settings, treatment variables, and measurement variables, can this effect be generalized?"

(Campbell and Stanley: 1966, 5). Obviously external validity is critical, particularly when the interest is in the transferability of a project.

It can be seen from this brief discussion of the criteria for causal inference that to be successful a complex and systematic evaluation strategy is essential. In fact, the establishment of unquestionable causal links is an enormous undertaking at best. In considering the inherent complexity of the basic special unit model, it becomes obvious that a simple evaluation effort focused on single variables was neither reasonable nor sufficient. Thus, it was necessary to conceptualize and design an evaluation approach which attempted to address concerns for methodological credibility, multiple outcome assessment, and situational-operational assessment. In order to comply with these demands a multi-faceted evaluation strategy was constructed.

In terms of evaluation ideals, any social intervention would be designed and implemented to address the issues of standard operation, causal inference and random assignment of subjects, sites, and community environment. The evaluation staff of the Youth Service Bureau project developed the multi-faceted evaluation strategy in order to address such concerns in the context of a short term post hoc evaluation. The resulting strategy is a careful mixture of both exploratory and experimental data collection features. It was also necessary to provide an evaluation design which would reflect the multitude of processes and variables which served as contextual, operational and outcome evaluation dimensions. As described earlier, Youth Service Bureaus have been thought of as having ultimate effects in terms of their crime reduction capabilities, intermediate effects in terms of their initiation operation, and immediate effects in terms of their impact on the particular youth served. It was therefore necessary to include consideration and assessment of variables which would reflect impact on each of these levels of interest.

In summary, the multi-faceted evaluation strategy was designed to deal with the following conditions:

1. the inability to randomly select project sites
2. the lack of either clearly or uniformly specified goals and objectives in easily measurable terms
3. the lack of highly sophisticated impact models specifying the assumptions for initiating and operating Youth Service Bureaus or uniform agreement concerning the linking of inputs, throughputs, and anticipated outcomes.
4. the inability to include experimental evaluation procedures in the early planning and initiation of YSB projects.
5. the inability to control or monitor target communities longitudinally
6. the lack of influence over the operational activities of the YSBs and their administration and staff
7. the lack of well developed or standardized assessment procedures sufficient to address the multitude of variables thought to be operating in YSBs
8. the inability to avoid dependence upon verbal and/or archival data and data sources.

An additional set of considerations which lead up to the evaluation strategy employed here involved a decision made very early in the planning of the model evaluation effort. To somewhat overstate the case, it would have been possible to plan the model evaluation procedures which more nearly approximated ideal methodological conditions. Such efforts most certainly could have been justified by the detailed knowledge made available, the internal validity of the resulting findings, and the opportunity for a more careful examination of a small number of conceptually critical variables. However, such an approach would have been subject to at least two major limitations. First, it would have involved an extensive investment of time, money and effort in a small number of sites - perhaps only one or two. For example, experimental evaluation procedures could have been employed in the development of a new Youth Service Bureau site initiated during the time of

the model evaluation project. The development of such a site, however, would have limited the amount and duration of post-intervention data available for analysis at the end of the model evaluation effort. Second, focusing on an extremely limited number of sites would have detracted from the generalizability of the evaluation. This is true in considering external validity in its traditional sense as well as considering notions of the ability to monitor critical situational, political, and organizational variables. In short, developing a single site from the beginning would have limited examination of organizational variables to one site and eliminated the opportunity to examine such variables across sites.

At the other end of the continuum it would have been possible to monitor the operation of all Youth Service Bureaus on one dimension such as crime reduction. While this certainly would have been desirable for reasons of external validity, it would have placed other restrictions on the evaluation. First, the geographic location of the YSB projects would have severely restricted the ability of project staff to observe project sites and/or to insure the quality of the data collected. Second, it would have been impossible to carefully assess the impact of multiple situational, organizational and individual variables at all sites.

In short, the strategy utilized in this evaluation was an attempt to provide a constructive compromise between two extreme versions of the ideal design. Thus, the study was to approximate a model intensive evaluation by establishing the causal linkages between project activities, surrounding circumstances, and anticipated outcomes. This meant that the evaluation focus would include both the ultimate and the intermediate goals of YSBs as well as their activities and internal processes. There was also general agreement

that it was desirable to assess the impact of YSB units as evolving organizations. This meant that it was necessary to examine their initiation and operating procedures as well as examine their impact on crime and diversions. Given these conditions it was obvious that the operation of such a multitude of variables would have to be examined across several sites.

One final factor which influenced the evaluation design was the problem of project implementation. During the past decade, more and more individuals have come to accept the premise that effective criminal justice programming requires a feedback loop that provides information as to whether or not projects are working and why. As with other areas of social programming, the interest in evaluating criminal justice projects has progressed from simple procedures of auditing how much money was being spent to more sophisticated studies attempting to determine the results achieved by projects. In general, however, these studies have been disappointing to public officials because most projects do not appear to achieve the results expected of them.

There are at least three reasons for this apparent lack of project success. The first reason may be identified as programmatic over-expectation. That is, our expectations for the success of such programs may be grossly exaggerated. There is certainly abundant evidence to support this possibility. In general, planned social interventions are directed toward problems that we have not been able to solve through the normal mechanisms of society. This really means that if target problems were easy to solve they would already be solved. Thus, the results, particularly in cost-benefit terms, that we can expect from new programs are probably going to be lower than the achievement of the dramatic changes usually anticipated and often promised when projects are initiated. At the extreme, this is what Campbell means by "over advocacy". (Campbell: 1969, 409-411)

The second reason projects may not produce the results expected of them is because of conceptual failure. That is, projects may fail because the theories concerning causation and the assumed relationships upon which the projects were based were inaccurate or incomplete. This is usually what we mean when we talk about a project not working or failing to produce the anticipated effects. Presumably, all projects are based upon some underlying theoretical framework.* The intent of the project is to intervene into some identified causal network, thus affecting the intended outcome. However, if the theoretical framework underlying the project is inappropriate, the causal network is never activated and hence the "idea" failed. (Kerr: 1976, 351-363).

The third reason projects may appear to fail is because they were not put into operation as intended. In other words, the ideas - the impact model - upon which the project was developed were never tested because the project was not carried through as originally intended. We refer to this as implementation failure. We need hardly point out that it may be a lesson in futility to evaluate a project for effects if that project has not been implemented as intended or if you do not know how it was implemented.

All three of these factors may influence the apparent success or failure of a project or planned intervention. In general, the issue of project implementation has been neglected by organizational researchers and evaluation specialists, as well as by policy-makers and program developers. It is almost as if everyone concerned wished to ignore the fact that policies, programs, and projects must be implemented in organizational settings by organizational members and that the reality of implementation is at best problematic. In direct contrast to this pattern we felt it was important to focus attention on the implementation process as a part of our total evaluation effort.

* We have identified these theoretical frameworks as project impact models.

D. Design Components

The evaluation strategy selected for this project was a multi-faceted approach which addressed four general areas or components. Each of these areas was selected to correspond to critical points in the Youth Service Bureau impact models developed earlier. (Figures 1 and 2). It will be recalled that relatively complicated causal processes were assumed to have been associated with the implementation and operation of YSB projects. For example, the ultimate goal of the YSBs has been identified as the prevention or reduction of crime, particularly youth crime, which could be determined by merely examining local crime statistics. Given the complicated impact model upon which YSBs were based, it would not seem reasonable to attribute any reduction in crime to the existence of a Youth Service Bureau unless considerable evidence existed for increased diversion, improved service delivery, or more effective handling of youthful offenders. In a similar manner, it was critically important for the Model Evaluation Project to determine exactly how YSBs operated. This allowed observation of the assumed relationships between YSB initiation and crime reduction. Finally, it was considered important to examine the organizational linkages which had been established by YSBs. Of particular importance here were the relationships established with relevant law enforcement agencies, school districts, and other social service agencies. As a result, there was an attempt to directly study the implementation and operational processes associated with Youth Service Bureaus as organizational entities.

The net result of the overall evaluation approach was a comprehensive evaluation design which attempted to address five general questions on the YSB projects. The following questions provide a summary of the goals of the

Youth Service Bureau evaluation:

1. Did YSB projects reduce target crimes in the jurisdiction in which they were located?
2. Did YSBs affect the operation of the target juvenile justice systems, diverting youth to alternative services?
3. To what extent did YSBs operate according to the conceptual models and alternatives outlined for them?
4. How were YSB projects initiated and operated?
5. What impact did YSB programs have on the individual youth referred to them?

The first evaluation component was designed to examine the systemic impact of the initiation and operation of YSBs. Specifically this component was aimed at determining the degree to which each project was successful in reducing crime (ultimate effects) and diverting youth from the juvenile justice system (intermediate effects). The exploration of crime reduction and diversion data was primarily based on the use of time-series analysis of official statistics. Briefly, time-series analysis is based on research designs that attempt to approximate the conditions of true experimental designs for research settings that do not provide the opportunity for experimental control and/or the random selection of subjects. In their basic form time-series designs are elaborations of the simple one-group pre-test post-test, but involve the use of a larger number of data observations at different points in time and the possibility of expanding the number of units being observed to include both target and comparison groups.

The second evaluation component focused on the process aspects of program evaluation. Specifically, it meant answering questions about the political and social context necessary for the successful implementation of new programs. The primary rationale for addressing implementation issues

was that without information about how programs go about their daily business, it was impossible to distinguish between the possibilities of implementation and conceptual failure if we found that YSBs did not achieve their expected results.

The research design and evaluation procedures used in this component represent an initial attempt to look more closely at organizational factors which may facilitate or hinder the implementation of projects like YSBs. The variables included in this section represent those which were hypothesized to be critical to successful project implementation. The organization factors examined revolved around staff perceptions and orientations toward deviant behavior and their particular project. Environmental assessment was aimed at discovering how various projects dealt with the number of social and political issues which appear to be common to all social interventions. It was hoped that the organizational and environmental segments of this study would provide insights that could help generate guidelines for improving the implementation and evaluation procedures for Youth Service Bureaus.

The study of the organizational component was conducted in eleven YSB sites. Two instruments were used for data collection, the delinquency orientation scale and the program perceptions survey. This information was requested from all project staff members who were involved in the administration and/or service delivery aspect of the program (i.e., directors, supervisors, casework aides, and student interns.) The delinquency orientation scale was based on a classification of reactions to delinquency according to the categories developed by Schur: (1) the get-tough, anti-permissive approach, (2) the individual treatment approach, (3) the liberal reform approach, and (4) the nonintervention approach. (Schur: 1973) The

delinquency orientations of individuals were determined by asking them to respond to a series of questions concerning: (1) causes of crime and delinquency, (2) most appropriate responses: (3) role of the juvenile court, (4) approaches to prevention and (5) the use of diversion.

The second part of the organizational emphasis focused on staff perceptions of important internal operational variables. The program perceptions survey is a modified version of an instrument developed by Moos to assess the organizational environment of correctional programs. (Moos: 1975). The basic purpose for this instrument was to obtain a comprehensive outline of the operational nature of YSB projects. Specifically, it addressed the following dimensions:

1. Relationship dimensions
 - a. Involvement--measures the degree of participation by clients in the ongoing operations of the project;
 - b. Support--measures the level of support given clients by project staff;
 - c. Expressiveness--measures the extent to which open expression of feeling is encouraged;
2. Treatment dimensions
 - a. Autonomy--measures the extent to which clients are encouraged to take part in planning and leadership activities;
 - b. Practical Orientation--measures the degree to which clients are prepared for leaving the program;
 - c. Personal Problem Orientation--measures the amount of concentration on understanding personal problems and feelings;
3. Systems maintenance dimensions
 - a. Order and Organization--measures how important order and organization are in the program;
 - b. Clarity--measures the explicitness of program rules and procedures; and
 - c. Staff control--measures the extent to which regulations are used to control clients. (Moos: 1975)

The final segment of the implementation analysis involved an attempt to examine a range of social, historical, and political variables in the environmental context of each project, and was based on the results of in-depth structured interviews and the results of a questionnaire distributed to major

actors related to the YSBs. As indicated above, one of the reasons that planned interventions may appear to fail is because they have never been implemented adequately. This segment focused on the issue of project implementation and was based on a series of assumptions which view projects as open systems characterized by their dependency upon members of their environment for a supply of inputs (material, persons, or information) and for the consumption of their outputs as well as by the satisfactory internal management of their resources.

The interviews and questionnaires focused around specific areas of conceptual interest. First, there was a focus on the involvement of and support of individuals and organizations in the bureau's external environment. A second series of questions focused on the formal and informal position of YSBs in the community social structure, and the external relationships necessary to implement the program. Third, energies were directed toward examining the perceptions of project staffs and external others with regard to the degree of clarity and consensus on program goals and objectives. Finally, attempts were made to clarify the historical factors which may have facilitated, hindered, and/or modified the directions and operations of Youth Service Bureau projects.

The third evaluation component was basically a descriptive approach and included examination of both systemic and individual variables. During the early phases of the Model Evaluation project the material derived from the descriptive approach served to help sensitize staff to the types of programs that had been initiated by OCJP. The second part of the descriptive analysis, however, focused directly on describing the type of youth referred to and served by YSBs.

For descriptive purposes it was necessary to attempt to gain as large a sample as possible both in terms of representing the numbers of youth and the historical development of specific Youth Service Bureaus. In line with these goals, cross sectional data was collected on a sample of clients from four YSBs - Berrien County, East Detroit, Genesee County and St. Clair County. These four sites were selected in a purposeful fashion in an attempt to reflect the operation of the best bureaus in the state and because most had been in existence for an extended period of time, and because they represented different sized communities and different relationships with the formal juvenile justice system.

The primary data sources for this evaluation component were official YSB, police, and court records. At each site data was collected on approximately 600 separate YSB cases. This data included: (1) demographic information; (2) school status; (3) legal status; (4) previous and concurrent social services received; (5) problem assessment; (6) outcome of the YSB intervention. Following the completion of data collection from YSB records, police and court files were checked for each individual in the YSB sample. Data analysis from police records consisted of examining the following three variables: (1) number of offenses committed; (2) the average seriousness of the offenses; and (3) the police disposition of each offense. The seriousness weighting used in this study was adapted from the seriousness index developed by Sellin and Wolfgang (1963). The data analysis from the juvenile court files focused on the number of petitions recorded. For both police and courts data was gathered for four time periods: (1) twelve months prior to a YSB referral; (2) the period during which a youth received YSB services, (3) twelve months following the termination from the YSB; and (4) twenty-four months following the termination of YSB services.

The final component of the evaluation section addressed the question of the impact of Youth Service Bureaus on those individual youths served by them. This involved three different forms of analysis:

1. Post hoc comparisons on data collected from previous and current YSB case records
2. Pre-post analysis on data collected through ongoing intake-termination assessments devised by the Model Evaluation Project staff, and
3. Experimental data analyses on data collected in a single site on YSB serviced youth and a randomly assigned comparison group.

The post hoc comparisons were an extension of the descriptive methodology described above. Briefly, the focus of this segment was on examining the effect of YSB interventions on the officially recorded delinquent behavior of serviced youths. Samples of 600 YSB clients were tracked through police and court records at the four sites involved in the descriptive analysis. The specific variables involved included: frequency of arrest; seriousness of offenses for which arrests were made; frequency of court petitions; seriousness of offenses for which petitions were made; and the most serious court dispositions. In all sites, these variables were examined for the time period one year prior to YSB referral, the time during which the youth was a YSB client and one and two years following termination of YSB service. To avoid the problem of confounding time-since-service with official delinquency rates, all data were converted to average quarterly rates. Analyses of variance were then computed to compare the rates across time.

The pre-post analyses focused on the impact of Youth Service Bureau intervention on a sample of current clients (approximately 30) at three YSB sites - East Detroit, Genesee County, St. Clair County. In general, this

effort was designed to reflect outcomes of YSB interventions from the perspective of both youth and staff and to help identify the processes of intervention operative on an individual case basis. As part of this segment, standardized case intake and termination forms were used to obtain specific data about the life situation and activities of referred youth. In addition, both the staff and the youth were interviewed concerning the actual activities which had taken place over the duration of YSB involvement. The youth were also asked to complete a self-report delinquency card sort and the YSB environmental scale. In addition, the police and court records of these youths were included in the analyses.

The most important aspects of this facet of the evaluation design were:

1. The inclusion of both staff and participant perceptions of outcomes and processes,
2. the direct input of data from referred youth,
3. the examination of the convergence between current data and that reported in YSB records.

The final segment of the individual level component was an experimental examination of one YSB in terms of its effectiveness in dealing with the delinquency potential and actual delinquency of serviced youth. This segment was conducted in one YSB site where:

1. the YSB staff agreed to allow the MEP staff to monitor their intake procedures over a four month period beginning in November of 1976
2. YSB staff agreed to randomly reject one-third of the youth referred to them until a total of 75 subjects had been accumulated
3. YSB staff allowed the kind of data collection procedures outlined in the pre-post analysis section to be conducted on the 75 referred youth.

This experimental design represented the final opportunity to evaluate the effects of YSB service on individuals by providing the opportunity to compare delinquency records of comparable youth.

E. Evaluation Site Selection

The selection of evaluation sites (or more appropriately) the matching of YSB sites with evaluation design components) was a complicated process.* As indicated above, the major criteria which influenced our selection of an overall evaluation strategy were: (1) the need to approximate an intensive evaluation; (2) an emphasis on programmatic rather than project level evaluation; and (3) a focus on crime reduction, diversion and recidivism as the primary or ultimate evaluation effect for YSBs. These criteria created methodological problems because they often operated in opposition to each other particularly when it came to determining the number of sites to be included in the evaluation. Specifically, we were faced with a situation in which some criteria argued for a large number of sites while some argued for a limited number. For example, the ideal intensive evaluation of the concept of YSBs probably would have meant selecting one site over an extended period of time with the opportunity to study all of the linkage points in the impact model.** On the other hand, the emphasis on programmatic level evaluation and the focus on crime reduction really required that we attempt to maximize the number of evaluation sites. This was particularly true in terms of avoiding problems of internal and external validity that would be involved for a one site evaluation design if we happened to find a reduction in crime, diversion or recidivism.

The problem of determining the number of sites to be extensively evaluated was resolved by two criteria: the first criteria was simply the amount

* The actual selection of YSB project sites had been completed long before the Model Evaluation Project was initiated so that there was never an opportunity to randomly select experimental and control sites for the evaluation.

**This is essentially the approach taken by the Police Foundation in their intensive evaluation of Preventive Patrol in Kansas City (Kelling, et.al.:1974)

of resources (both time and money) available to conduct the evaluation, and the second was to match the number of project sites to be studied with the general requirements of the various evaluation components involved. The actual numbers and the identification of the specific sites included for each evaluation component are presented in Table 1. For example, the time-series systems impact component (crime reduction and diversion) involved seven YSB and seven non-YSB counties. As Table 1 shows, there were four sites that were involved in almost all of the evaluation components.

The selection of intensive evaluation sites was a purposive rather than a random selection process and utilized criteria which we believe enhanced the value of the study. The first criteria used in site selection was the issue of accessibility and the potential for cooperation in evaluation efforts. Since the Model Evaluation Project was to be completed by June 1977, and findings concerning the ultimate effects of YSBs were desired by that date, we obviously had to select project sites that had already been in existence for a period of time. Because of this ex post facto arrangement the opportunity for site selection became even more limited. Of the original possible project sites some were simply not accessible or willing to cooperate with an evaluation.* In some cases this was due to the fact that their grants had expired and contractual obligations to participate in project evaluations terminated. In other cases the projects had not only expired, but the bureaus had been totally disbanded hindering any serious evaluation efforts since potential respondents were either extremely difficult, or impossible, to identify and contact. In any case, there were sites that either could not or would not meaningfully participate in an intensive evaluation effort.

* This is not particularly surprising when one considers that the primary responsibility of administrators is to the ongoing activities of the organization rather than the evaluation of past efforts.

Table 1

Summary of Overall Evaluation Design
Systems Impact Component

Project Site	Diversion								Implementation		Descriptive		Individual		
	Crime Reduction		UCR Arrest		UCR Court Referrals		Court Petitions Police Decision Making		Organizational Factors	Environmental Assessment	General	Intense	Post-hoc	Pre/Post	Experimental
	A	M	A	M	A	M	M	M							
Calhoun	X	X	X	X	X	X					X				
Jackson	X		X		X										
Berrien	X	X	X	X	X	X	X	X		X	X	X	X	X	X
Muskegon	X		X		X										
Genesee	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
Saginaw	X		X		X										
VanBuren	X	X	X	X	X	X			X		X				
Allegan	X		X		X										
St Clair	X	X	X	X	X	X	X	X	X	X	X	X			
Lapeer	X		X		X										
Newaygo	X	X	X	X	X	X				X	X				
Mecosta	X		X		X										
St. Joseph	X	X	X	X	X				X		X				
Branch	X		X		X										
Macomb							X	X	X	X	X	X	X	X	
Shiawassee									X	X	X				
Oakland									X		X				
Gr. Traverse									X		X				
Alpena									X		X				
Kalamazoo											X				

The selection of project sites because of accessibility and cooperation raises a variety of methodological questions that should not be ignored. This is particularly true in terms of the external validity of findings - the ability to generalize from our findings to non-study sites. In our opinion the problem of organizational accessibility and cooperation is, perhaps, a greater obstacle in attempting to obtain valid results from research that involves a total organizational environment. In recognition of this problem one group of organizational researchers have noted:

many of our most difficult problems relate to access to sites which is clearly of overriding importance . . . The familiar problems of research legitimacy, persuasion at several levels, etc., amply described in the literature on organizations, are multiplied ten-fold when you attempt simultaneous access to the entire population of a type of organization. (Marcus, et.al.: 1974, 3)

Given the problems of accessibility we believe that the overall utility of the evaluation has been enhanced by our process of selecting project sites which could and would seriously participate in an evaluation effort.

The second criterion used for the selection of the intensive sites was to intentionally select those sites that appeared to be most promising in terms of achievement. All of the intensive project sites were selected by the evaluation staff because OCJP staff members viewed them as at least potentially successful projects. In addition, some of the projects had encouraged their own selection because they indicated confidence in their own success and an interest in being evaluated. The process of site selection based on the presumed excellence of a project is also subject to a variety of traditional methodological criticisms. The demands of traditional research, however, are not necessarily identical to the demands for evaluation research. The objective of this evaluation was to determine the effects that Youth Service Bureaus had on crime, diversion and criminal activity and

to examine the process by which these projects were implemented. Thus, it would have been less than efficient utilization to devote extensive resources to projects that had either failed to be implemented or which were generally viewed as failures.

This issue - whether a program is worth evaluating - is one of the more critical issues in evaluation research and one that has received too little attention. Contrary to popular opinion all social interventions do not warrant complicated evaluations even if mandated by Congress. Among the many criteria that should be used in deciding whether an intensive evaluation is justified is whether or not there is any evidence that the program works.

In fact, Rossi has suggested the following operational principle:

If treatment shows no effect when evaluated by a soft method of evaluation, then it is not likely to show any effects when evaluated by a harder method. . . Hence, if we grant some validity to this principle, then we can use soft evaluation methods to eliminate programs and projects which are ineffective. (Rossi: 1972, 47)

While Rossi may overstate the case somewhat, we believe that the selection of the "most promising" sites is a viable technique in conducting evaluation research.

F. Findings

As indicated above, the first component of the evaluation focused on the systems impact of Youth Service Bureaus in an effort to provide insights concerning both their ultimate effects (crime reduction) and intermediate effects (diversion) on the juvenile justice system. The specific research questions selected to explore these general issues were:

Did YSB projects reduce target crimes in the jurisdictions in which they were located?

Did YSB projects affect the operations of the target juvenile justice systems in terms of the processing of juvenile offenders?

The primary methodological approach (research design) used to examine the questions of crime reduction and diversion was time-series analysis of official statistics - particularly Uniform Crime Report data. This design was conducted at two levels: a multiple group design based upon annual level data and a single group design based upon statistical models and using monthly level data.

In terms of these issues, our findings provided no systematic evidence for believing that the establishment of Youth Service Bureaus contributed to a reduction in crime or the diversion of juveniles away from the formal juvenile justice system. This conclusion was supported by the findings from the analysis of both the annual and monthly level data and applies to all of the measures selected for analysis: (1) UCR statistics on actual burglary, larceny, and vandalism; (2) UCR juvenile arrest statistics on total juvenile arrest, on burglary, larceny, vandalism, curfew violations, runaways; (3) UCR statistics on police referrals to juvenile courts for Part I and Part II offenses; (4) court data on the number of referrals received.

Because the monthly level analysis was based on models that allowed us to test for the statistical significance of differences between pre- and post-intervention periods, specific results presented in this summary have only been drawn from the monthly level analysis and the seven intensive jurisdictions. It must be emphasized again, however, that the final conclusions are consistent with the conclusions drawn from a less sophisticated examination of the annual level data.

The objective of the time-series analysis was to determine whether the introduction of a Youth Service Bureau was associated with a decrease in crime and the diversion of juvenile offenders in the funded jurisdictions. This determination was made after separating out the effects of other possible

causal factors. The general statistical model of time-series employed in this study is able to deal with auto-regressive processes, differencing, and moving averages processes and is known as the ARIMA model. The specific alternative used in this evaluation assumes: (1) no autoregressive process; (2) a differencing order of one; (3) a first order moving averages process and adjusts for seasonal cycles in the data series.

The statistic time-series model used to analyze the monthly UCR data on target crimes provides the opportunity to test the significance of both changes in level (number of crimes) and changes in slope (the rate and/or direction of increases or decreases over time) between the pre- and post-intervention periods.

The test for change in level is calculated as the difference between estimates of the first post-intervention data observation and the last pre-intervention data observation (post-intervention minus pre-intervention). Because of the mathematical adjustments conducted for the basic characteristics of the data series this difference may be seen as the effect due to project intervention. It must be emphasized, however, that the results achieved for change in level are sensitive to the specific intervention point selected and may be misleading if the data points selected are extremely uncharacteristic of the data series which they are supposed to represent. In this evaluation we selected an intervention point of six months after the initial funding of YSBs for the crime reduction analyses in order to provide sufficient time for projects to become operational and for intermediate effects to begin to take place. For the diversion analyses an intervention point three months after initial project funding was used.

The test for change in slope is based on the difference between the

actual slope of the post-intervention data series and the expected slope (predicted from the slope of the pre-intervention data series). As indicated above this figure provides information concerning changes in the rate and/or direction of increases (or decreases) in crime or diversion measures between the pre- and post-intervention periods regardless of the number (level) of crimes involved. Because the test for change in slope is calculated upon figures representing the entire data series - both pre- and post-intervention periods - it is not as sensitive as the test for change in level to the specific intervention point selected. As a result, in cases of apparent conflict the findings for change in level are given priority over the results for change in slope.

Overall, the expectation that YSB jurisdictions would experience decreased crime rates following the intervention was not supported by the results of the time-series analyses. For the three crime reduction measures, there were only two statistically significant decreases in level (vandalism in Paw Paw and White Cloud) and three significant decreases in slope (burglary in Benton Harbor, Flint, and Port Huron). Thus, none of the sites experienced a statistically significant decrease for more than one crime. In our view, the time-series results would need to show some degree of consistency across site and/or variable in order to constitute support for the hypothesized reduction in crime.

As indicated above, the issue of diversion away from the courts was included in this evaluation for two reasons: (1) it was identified as a secondary goal by OCJP and (2) it was considered an intermediate step in the attainment of the ultimate goal of crime reduction. Insofar as YSB

isolated variables. But no jurisdiction experienced consistent decreases across arrest variables and no arrest variable was consistently affected across jurisdictions. Thus, we have concluded that the establishment of YSBs did not affect police arrest patterns.

It was possible, however, that projects were successful in encouraging the use of diversionary alternatives but that law enforcement officials continued to invoke formal arrest sanctions prior to diversion.* Data on juvenile court referrals (petitions) were included in the analyses to address this possibility. The results of these analyses did not reveal any consistent pattern of post-YSB decreases in police referrals or court delinquency petitions. In fact, there were no statistically significant decreases in slope for any of the YSB sites. Thus, it appears that the establishment of Youth Service Bureaus did not impact on the system by diverting youth from the juvenile courts.

The final segment of the systems impact component focused on the potential effects of establishing Youth Service Bureaus on the police decision-making process concerning the disposition of juvenile cases. The objective of this effort was to examine the decision-making processes of local police juvenile officials relevant to filing of petitions in juvenile court. Within the context of the overall impact model of YSBs it would be expected that the YSBs would perform a diversion function for police officials if only because they provided an additional decision-making alternative.

The research on police decision-making was carried out in four YSB sites. In each of the four sites a sample of youth was drawn from existing police juvenile division files. This involved drawing a sample of police

* In fact, it was possible that officers would utilize formal arrest as the basis for referrals to YSBs. If this happened the arrest figures in YSB jurisdictions might have increased during the post-intervention period. This possibility was explored with the time-series data but the results did not indicate a consistent pattern of increased post-intervention arrests and was therefore rejected.

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projects were geared to affecting change in the processes of the juvenile justice system by advocating diversion, this component of the evaluation provided the most direct test of project impacts on the system.

The research hypothesis for this component was that if Youth Service Bureaus had been successful in diverting youths from the juvenile justice system, formal delinquency processing statistics would decrease. The variables included in the analysis of diversion were selected to provide a comprehensive picture of the processing of delinquents in each jurisdiction. Thus, delinquency arrests represented the first step in the formal processing of juveniles by the police, referrals (petitions) to the juvenile court by the police represented a further step into the system and finally juvenile petition data directly from the courts represented even a further step into the system. Where the data was available we also selected crime types that represented areas in which YSBs focused their energies. Thus, for juvenile arrests we analyzed: (1) total juvenile arrests (under 17) to provide an overview of the delinquency situation; (2) burglary; (3) larceny; (4) vandalism; (5) curfew/loitering; and (6) runaway. For police referrals to juvenile courts, we examined referrals for both Part I and Part II crimes. For the petition data obtained directly from the court the analysis was limited to total petitions because we could not systematically obtain breakdowns by crime types.

The results of the monthly time-series analyses for diversion were similar to those obtained for crime reduction. That is, the findings did not provide systematic support for believing that the establishment of YSBs reduced the utilization of the formal juvenile justice system (diversion). In terms of juvenile arrests some jurisdictions did experience decreases on

isolated variables. But no jurisdiction experienced consistent decreases across arrest variables and no arrest variable was consistently affected across jurisdictions. Thus, we have concluded that the establishment of YSBs did not affect police arrest patterns.

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* In fact, it was possible that officers would utilize formal arrest as the basis for referrals to YSBs. If this happened the arrest figures in YSB jurisdictions might have increased during the post-intervention period. This possibility was explored with the time-series data but the results did not indicate a consistent pattern of increased post-intervention arrests and was therefore rejected.

decisions for a year prior to initiation of each of the bureaus and for two years following the implementation of each project. The samples were drawn at each site according to a stratified random procedure which controlled for seasonal possible fluctuations in the types of youth and/or types of offenses processed by juvenile authorities. At each site case specific data was collected on approximately 200 police decisions per year. While there were some site specific variations in the information available through police records, the data collected on decision-making included the demographic characteristics of the youth involved, the family living situation, the characteristics of the offense with which the youth was being charged, the youth's prior police record, and the disposition of the case.

This segment of the evaluation required the development of a model of the decision-making criteria (predictors) prior to and following the establishment of YSBs. Of particular importance was information concerning the degree to which the rates and types of youth remanded to juvenile court for formal processing were altered after the initiation of bureaus. It was anticipated that this data would provide direct evidence (or lack thereof) of alternation in the police decision-making process as a result of implementing Youth Service Bureau projects.

Because this kind of data is not amenable to the general parametric statistical procedures used in the other components of this evaluation the availability of appropriate alternative statistical procedures was explored. After careful consideration of a variety of alternatives, the automatic interaction detector procedure was selected. This method allowed for the modeling of the decision process and for direct comparisons of the importance of specific decision-making predictors both before and after the

initiation of Youth Service Bureaus.

Given the nominal or ordinal nature of most of the relevant variables, the THAID computer algorithm was chosen to conduct the actual analyses of police decision-making. This program begins with a single dependent (or criterion) variable and a set of independent (or predictor) variables. It partitions this set of data by means of a sequence of binary divisions. Each of these divisions produces two subgroups from an original group in such a way as to maximize some criterion for that split. (Morgan and Messenger) For each split, the program attempts to dichotomize cases along some predictor variable dimension in order to maximize the discrepancies (differences) between the original (unsplit) parent distribution and the subsequent subgroup distributions. At each step the subgroups of the split that achieves the best criterion value are retained and subsequently subjected to additional splitting efforts. The final outcome of this process is the identification of a set of subgroups (terminal groups) that are characterized by predictor variable attributes and differ maximally in terms of their distributions on the dependent variable.

Within the context of this study, THAID was used to indirectly examine the police decision-making processes prior to and following the implementation of YSBs at four sites. The disposition of the current offense was employed as the dependent or criterion variable. This variable was dichotomized as court referral (informal or formal) vs. other dispositions (warn and release, agency referral, detention). The variables included in the analyses as predictor variables were: sex, race, age, most serious prior disposition, cumulative seriousness of prior dispositions, seriousness of current offense.

Separate THAID analyses were conducted for each time period (pre- and Post-) for each YSB site. Although there were variations between sites in terms of the importance of predictor variables, the same decision-making model tended to emerge within sites for the pre- and post-YSB periods. This was particularly true in terms of the predictor variables that emerged as the most important decision-making factors within each site. Where within-site variations in decision-making factors did occur, it was restricted to predictor variables of secondary importance that accounted for only a small amount of variation in the decision to refer individuals to court. Thus, the analyses did not reveal any substantial shift in the police decision-making process that could be attributed to the establishment of Youth Service Bureaus.

MODEL EVALUATION PROJECT:
YOUTH SERVICE BUREAUS IN MICHIGAN

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OVERVIEW

This volume is an evaluation report on the Youth Service Bureau projects funded by the Michigan Office of Criminal Justice Programs. As such it attempts to relate project activities and outcomes to their stated goals and objectives in a manner consistent with the LEAA definition of "intensive evaluations":

A much more intensive analysis, utilizing more accurate or conclusive information to verify causality or what changes or achievements are, in fact, attributable to project activities. Evaluations, therefore, determine to what extent a specific set of program/project activities cause accomplishment of program objectives. The crucial difference between evaluation and monitoring is the verification that a project produced a specific result. (LEAA Guidelines, M 4100.1E, 1975, p.75).

CHAPTER I

INTRODUCTION

A. Background of the Model Evaluation Project

The Michigan Model Evaluation Project was funded in December 1975 as part of a nationwide Law Enforcement Assistance Administration (LEAA) effort to improve the evaluation capabilities of State Planning Agencies (SPA). The Michigan Project was composed of three separate components: (1) inservice training for agency staff; (2) standardized evaluations (monitoring) of five programmatic areas; and (3) intensive evaluations of two programmatic areas. The Michigan Office of Criminal Justice Programs (OCJP) maintained direct responsibility for the inservice training and standardized evaluations but subcontracted with the research arm of the School of Criminal Justice at Michigan State University (Criminal Justice Systems Center) to conduct the intensive evaluations. These efforts were initiated in January 1976.

The actual selection of programmatic areas to be subjected to intensive evaluation was made by OCJP administrative staff with general concurrence from the Criminal Justice Systems Center (CJSC) evaluators. The two programmatic areas selected for intensive evaluation were: (1) diversion oriented Youth Service Bureaus and (2) proactive Special Police Units. The primary rationale for the selection of these areas was twofold. First, OCJP had invested a substantial amount of money in them - approximately \$8,538,493 in Youth Service Bureaus and \$23,316,050 in various forms of Special Police Units. Secondly, it was assumed that both had a high potential for direct impact on the ultimate LEAA goal of crime reduction. Both reasons were

definitely consistent with LEAA recommendations concerning the criteria for conducting intensive evaluations (Weidman, et.al.,: 1975, 3-5).

The initial phase of the Youth Service Bureau (YSB) model evaluation was directed toward developing a staff, the organizational structure, and the overall work plan for the evaluation. When completed, the work plan called for six project stages:

1. Determining MEP Evaluation Criteria: To provide a decision-making framework to guide project activities and maximize the utilization of MEP findings.
2. MEP Project Definition: To develop impact models (specifications of the assumptions concerning linkages between inputs, activities and outcomes) for the projects included in the evaluation.
3. Establishing the Evaluation Strategy: To develop a framework to facilitate the selection of a specific evaluation design in terms of evaluation utilization and feasibility (costs in time, money, cooperation, etc.)
4. Development of Selected Design: To develop the specific details (research design, data collection instruments and procedures, administrative procedures, implementation schedules, etc.) for the selected evaluation design.
5. Implementation of Evaluation Design.
6. Product Dissemination and Utilization: To provide evaluation products and interact with appropriate decision-makers in order to help maximize the utilization of project results.

Stages 1-4 above were completed between February and June 1976. By the beginning of July OCJP approved an evaluation design for the YSB component for the Model Evaluation Project. (See Appendix A for detailed presentation of the project work plan). During this developmental period special efforts were made to obtain OCJP input in order to clarify and

specify the impact models upon which YSB's were based. In addition, considerable discussion with OCJP staff was aimed at the decision-making objectives of the model evaluation effort. (Appendix B contains a copy of a questionnaire which was used as one means of obtaining the opinions and suggestions of OCJP staff). In general, these exchanges fell short of resolving the relevant issues. Evaluation staff were unable to clearly specify the decision-making objects for which the evaluation results would be employed. However, there was general consensus that the ultimate focus of the evaluation should be on reduction in the incidence of crime and criminal activity as these were the primary criteria for LEAA funding.

During this same period a series of site visits were made to a limited number of YSB's to obtain direct knowledge of their actual operation. These visits were focused on interviews with project directors and critical individuals in the target community. The information derived from these preliminary interviews was used in the development of the final evaluation design.

The actual implementation of the YSB evaluation was initiated in July 1976. Thus, approximately 12 months were devoted to the final phases of the project with a preliminary report scheduled for March 31, 1977.

B. Youth Service Bureau

The OCJP Youth Service Bureau projects are part of a broader agency effort "to achieve crime reduction as a result of limiting the opportunity and the propensity for the commission of crime." At the inception of the Model Evaluation Project, separate projects were identified as falling

within the YSB category. The specific objectives of these bureaus were identified as:

to provide early intervention in the lives of behavior problem youth to reduce the number of youth referred to the juvenile court. (1975 Michigan Comprehensive Law Enforcement & Criminal Justice Plan, p. II-33)

to provide appropriate intervention for youth when criminal, delinquent or nonadaptive behavior is displayed and to prevent and reduce crime and delinquency through the establishment of Youth Service Bureaus in counties or groups of counties within the state.

to provide a coordinating agency for juveniles that will accept referrals from law enforcement agencies, schools, courts, community agencies, parents and youth. (1976 Michigan Comprehensive Law Enforcement & Criminal Justice Plan, p. II-34,35).

The development and implementation of YSB's appears to have been a response to a variety of recent trends concerning the treatment of juvenile offenders. Our review of the literature indicated that the primary goal in establishing YSB's was to divert youthful offenders from formal juvenile court processing. Associated with the idea of diversion was an emphasis on providing the various forms of social services assumed to be needed by such youth. This basic position was first formally articulated at the national level by the President's Commission on Law Enforcement and the Administration of Justice. It was argued that wherever possible, formal contacts with the juvenile justice system should be minimized through diversion to other sources in order to avoid the possible negative consequences of such contacts.

The same uncritical and unrealistic estimates of what is known and can be done that make expectation

so much greater than achievement also serve to justify extensive official action and to mask the fact that much of it may produce more harm than good. Official action may actually help to fix and perpetuate delinquency in the child through a process in which the individual begins to think of himself as delinquent and organizes his behavior accordingly. That process itself is further reinforced by the effect of the labeling upon the child's family, neighbors, teachers and peers, whose reactions communicate to the child in subtle ways a kind of expectation of delinquent conduct. The undesirable consequences of official treatment are maximized in programs that rely on institutionalizing the child. The most informed and benign official treatment of the child therefore contains within it the seeds of its own frustration and itself may often feed the very disorder designed to cure. (President's Commission 1967, p.80)

The formal sanctioning system and pronouncement of delinquency should be used only as a last resort. In place of the formal system, dispositional alternatives to adjudication must be developed for dealing with juveniles, including agencies to provide and coordinate services and procedures to achieve necessary control without unnecessary stigma. Alternatives already available, such as those related to court intake, should be more fully exploited. (President's Commission, 1967, p.81)

Those recommendations could be put into effect in the near future, with existing organizations. Long-term recommendations for enhanced use of community service agencies, however, would require the creation of new social institutions. An essential objective in a community's delinquency control and prevention plan should therefore be the establishment of a neighborhood youth-serving agency, a Youth Services Bureau, with a broad range of services and certain mandatory functions. Such an agency ideally would be located in a comprehensive community center and would serve both delinquent and nondelinquent youths. While some referrals to the Youth Service Bureau would normally originate with parents, schools and other sources, the bulk of the referrals could be expected to come from the police and the juvenile court intake staff, and police and court referrals

should have special status in that the Youth Services Bureau would be required to accept them all. A primary function of the Youth Services Bureau thus would be individually tailored work with troublemaking youths. The work might include group and individual counseling, placement in foster homes, work and recreational programs, employment counseling, and special education (remedial, vocational). It would be under the Bureau's direct control either through purchase or by voluntary agreement with other community organizations. The most significant feature of the Bureau's function would be its mandatory responsibility to develop and monitor a plan of service for a group now handled, for the most part, either inappropriately or not at all except in time of crisis. (President's Commission, 1967, p.83)

Over the last decade this basic emphasis on diversion has been supported by other individuals and organizations concerned about youth and the possible negative effects of the processing within the juvenile justice system. For example, the Youth Development and Delinquency Prevention Administration (YDDPA) in the Department of Health, Education and Welfare supported the idea of diversion for the following reasons:

First, there is the disappointing lack of success of existing correctional practices. Recidivism is high in traditional institutional programs, and even where experiments have been tried in institutional settings, the results have been disappointing.

Second, evolving out of concern about what Lemert terms secondary deviance, there is a growing awareness that the stigma of the court for correctional experience may very well be counter-productive for correction. If the treatment serves to aggravate rather than correct, the wisdom of its use must be questioned.

Third, there is growing awareness that the factors which forge legitimate identities lie outside the correctional system. It is the community arenas in experience such as found in school, work, politics, and family life that one builds a commitment to conformity. If correctional activities are to be designed to contribute to the development of legitimate identity, access must be gained, and

programs developed, in such institutional arenas. Historically, of course, correctional programs have done just the opposite, physically segregating the offender and through legal sanctions and stigma, imposing significant social barriers to re-entry into community life (as seen, for illustration, in the difficulties of finding a job for the ex-convict, or in re-enrolling in school after release from the juvenile correctional facilities.) (Polk and Kobrin, 1972, 16).

Basing their argument upon the third point, YDDPA has supported the establishment of Youth Service Bureaus. These programs would not only divert youth from the juvenile justice system but would provide the social framework within which they could obtain assistance for their problems as well as develop new and positive experiences.

Despite general consensus on the desirability of diverting youth from the juvenile justice system there has been less than agreement about the specific programs to be used as an alternative. In some quarters there is an emphasis on YSB's as a form of meta-agency devoted to the development and organization of youth services through activities such as "service brokerages", "resource development" and "systems modification". (Sherwood, 1972). For others there is an emphasis on (and the reality of) youth bureaus as directly providing services to youth and their families. Still others would advocate direct diversion without treatment. This conflicting orientation was implicit in the 1967 recommendations of the President's Commission and has never been resolved. Moreover, most recent statements about Youth Service Bureaus have tended to ignore this issue and have emphasized both direct services and organizing activities. For example, the National Advisory Commission on Criminal Justice Standards and Goals

articulated the following position concerning YSB's.

Youth Service Bureaus should be established to focus on the special problems of youth in the community. The goals may include diversion of youth from the juvenile justice system; provision of a wide range of services to youth through advocacy and brokerage; offering crisis intervention as needed; modification of the system through program coordination and advocacy; and youth development. (Community Crime Prevention 1973, 70).

Evaluation staff review of the YSB project narratives as well as conversations with OCJP staff made it clear that these projects were intended to reduce the incidence of crime and criminal activity by juveniles in the funded jurisdictions. For example, Appendix C indicates that the overwhelming majority of bureaus identified crime reduction as a specific target goal. Also a very large number of project narratives identified diversion as a specific goal.

The OCJP plan identified five possible youth service bureau models. These were:

1. A Cooperation Agency Model in which several community agencies donate full-time services of one worker to the Youth Service Bureau. Working with the coordinator, these workers accept individual referrals and involve citizens, youth and professionals in solving problems related to the anti-social behavior of youth.
2. A Community Organization Model in which neighborhood citizens, under the direction of a coordinator, organize to form a board, develop services and meet crises in the neighborhood.
3. A Citizen Action Model in which the Youth Service Bureau Citizens Committee has sub-committees for youth services; its staff receives

direct referrals and uses conference techniques and community resources to resolve individual problems.

4. A Street Outreach Model which uses storefront neighborhood services as a basis for therapeutic group activities, possibly including the administration of the Neighborhood Youth Corp.
5. A Systems Modification Model which focuses on helping schools, institutions, programs and agencies become more sensitive and responsive to the needs of youth. Demonstration projects could be used to encourage new approaches to old problems to divert offenders into positive community-based efforts. (1976 Michigan Comprehensive Law Enforcement & Criminal Justice Plan, p. II-36)

A careful review of these descriptions, however, reveals that they are not necessarily mutually exclusive. Moreover, as Appendix C indicates most of the Bureaus were classified in a sixth category - Direct Youth Service Agency.

Given the multiple goals and procedures outlined for YSB's, it was obvious that any evaluation strategy implemented would have to address the inherent complexity involved. Procedures had to be developed which would assess the multiple operational modes as well as the intended outcomes of each. It appeared critical to develop an evaluation model which was focused on the community impact, the programs' operation, the effect on the target youth, and the organizational strategy employed. The detailing of the multiple impact evaluation model will be described in Chapter III.

C. Overview of Intensive Evaluation

In general, the notion of intensive evaluation can be divided into two distinct but equally important foci: (1) effect and (2) process.

The evaluation of effect emphasizes project outcomes, that is, whether or not a project produced the desired changes. This evaluation focus requires that the project have articulated goals and objectives that are in measurable form.

The specification of measurable goals and objectives result in project statements such as: 1) the Youth Service Bureau will institute a Citizen's Advocacy Council to provide a base of support for alternative youth oriented programs in the community. The goal of the YSB is increasing the amount of community resources spent on youth oriented programs. 2) The YSB will accept referrals from the juvenile divisions of the police departments and provide alternative casework services in lieu of formal court processing. The goal of the YSB is the reduction of the rate of local youth referred to the juvenile court. 3) The YSB will institute a program of intensive family and school oriented casework methods with referred youth. The goal of the YSB is the reduction of official delinquency rates among referred youth. In addition to the specification of measurable project goals and objectives, effect evaluations require research designs that help demonstrate that any objectives realized are caused by the project and are not merely the result of alternative causes.

Process evaluations, on the other hand, are focused on the internal dynamics of the project and environmental conditions which influence the project. Thus, process evaluations require a clear articulation of the assumed causal relationships within the project in order to test the various sub-hypotheses conceptually linking inputs with specific project activities and project activities with outcomes.

Additionally, process evaluations focus upon the socio-political environment within which the project is developed. Ideally, the design and initiation of an evaluation should be an integral part of the project development and implementation. In fact, the first step in initiating any project should be the development of an impact model that clearly articulates programmatic and evaluation objectives. This approach not only helps provide a quality evaluation design but also helps insure the clarification of project goals and the assumptions upon which the project is based. This approach also aids in the identification of policy decisions to be made from evaluation findings.

Unfortunately we were not able to achieve this ideal as part of this study. In general, the projects included in this study had been funded and were in actual operation many months before the present evaluation project was initiated. As a result project evaluation staff had no opportunity to influence the development of project or the character and quality of data available about them. Thus, the study must be regarded as a retrospective evaluation and is limited by all of the problems associated with such designs. In an attempt to deal with these problems a combination of specific research approaches have been employed. This strategy provides the opportunity for data triangulation which attempts to address the relevant evaluation issues and approximate some of the advantages associated with true-experimental designs.

D. Youth Service Bureau Intervention Impact Models

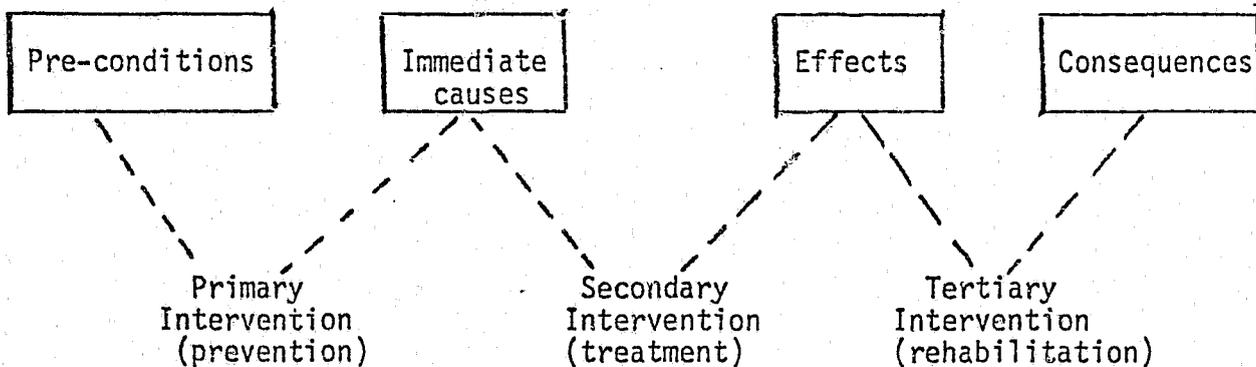
As previously indicated, the first step in the design of any evaluation effort should be the specification of the impact model upon which the intended project is based. An impact model represents the identification of

the anticipated project activities as well as the critical assumptions about the relationships between project activities as they relate to outcomes. In fact, the specification of an impact model should be the first step in the development of any project whether or not an evaluation is intended.

One important factor in the development of impact models is to begin to think of criminal justice projects as planned social interventions that are part of a complicated developmental or causal sequence. In the case of most social problems there are multiple intervention points in the developmental sequence. Further, interventions may take place in a variety of specific forms. One simple way of representing these possibilities is presented in the diagram contained in Figure I-1.

Figure I-1

Developmental Model for Social Interventions



(adapted from Suchman: 1967, 173)

As Figure I-1 illustrates, where one chooses to intervene in a particular causal network determines the nature and character of factors that are identified as independent and dependent variables. The selected intervention point (i.e., primary, secondary, tertiary) also determines the immediacy of relationships between variables, and the relationships between project activities and anticipated outcomes.

For example, it is possible to develop Youth Service Bureaus intended to reduce crime by attempting to eliminate differential distribution of economic, educational, and vocational resources. Such projects would have to operate through a complicated chain of intervening variables (eg. educational alternatives, employment alternatives, alterations in tax structure) before they could be expected to produce the anticipated reduction in youthful crime and crime in general. Youth Service Bureaus could also be designed to reduce crime by intervening further along the causal network (secondary intervention). For example, a Bureau could be designed to provide a program which would identify "delinquency-prone" youth in elementary school and provide an intensive intervention focused on reducing the potential for criminal activity among the high-risk group. Third, a project may be designed to reduce delinquency by intervening at the end of the chain (tertiary intervention). Thus, YSB's could be designed which would provide methods of institutional reform. This type of approach would be aimed at enhancing the effectiveness of the existing correctional systems treatment of juvenile offenders. As can be seen from this brief discussion, the options available in devising alternative projects to reduce crime among juveniles are numerous. Interventions can be devised

at a variety of points in the presumed causal chain. Such decisions are ideally based on assumptions about the most effective timing of interventions and the specifics of the desired impact.

A second important factor in development of an impact model is the recognition that criminal justice projects must be implemented through some structure and that they must function in some type of organizational environment. This recognition is critical in coming to understand the complicated nature of most social interventions and the degree to which their apparent success or failure may be influenced by conditions in their environment. One particularly useful concept is the identification of organizations as open social systems. This approach views organizations as processing systems which must: 1) import some form of energy (inputs) from their external environment; 2) transform these inputs through some type of organizational activity (throughputs); and 3), generate some product (outputs) which is of interest to members of the external environment. In fact, efforts to perform these functions become an intricate part of any planned intervention. Figure I-2 represents this process. When the points in Figure I-2 are considered it becomes obvious that a criminal justice project cannot be judged as successfully achieving its goals unless it can also be viewed as operating successfully as an organization.

In general, the YSB's funded by OCJP specified as their goals the reduction of criminal activity by juveniles and diverting behavior problem youth from the formal juvenile justice system. Unfortunately the literature on the goals of youth service bureaus and the assumptions upon which they

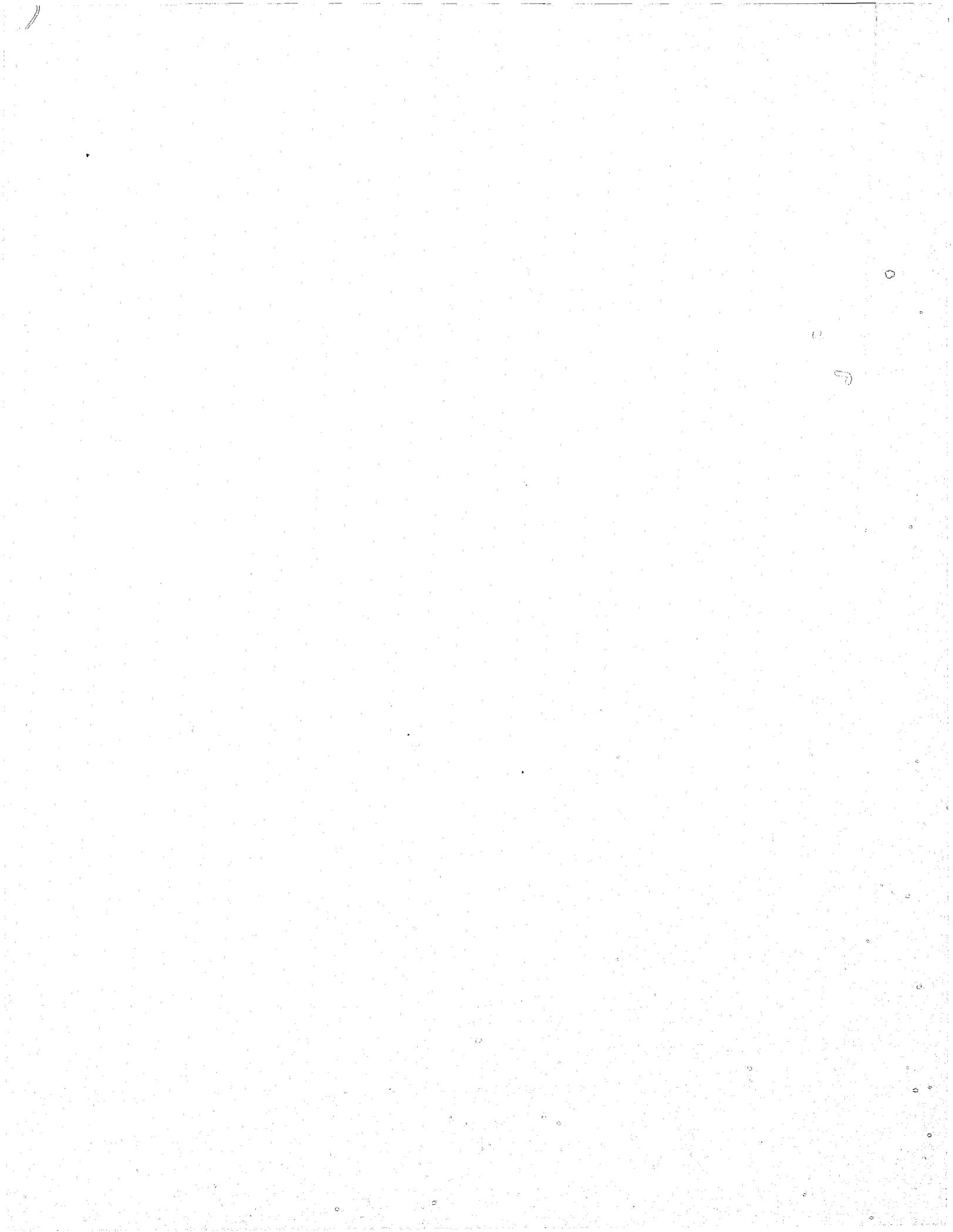
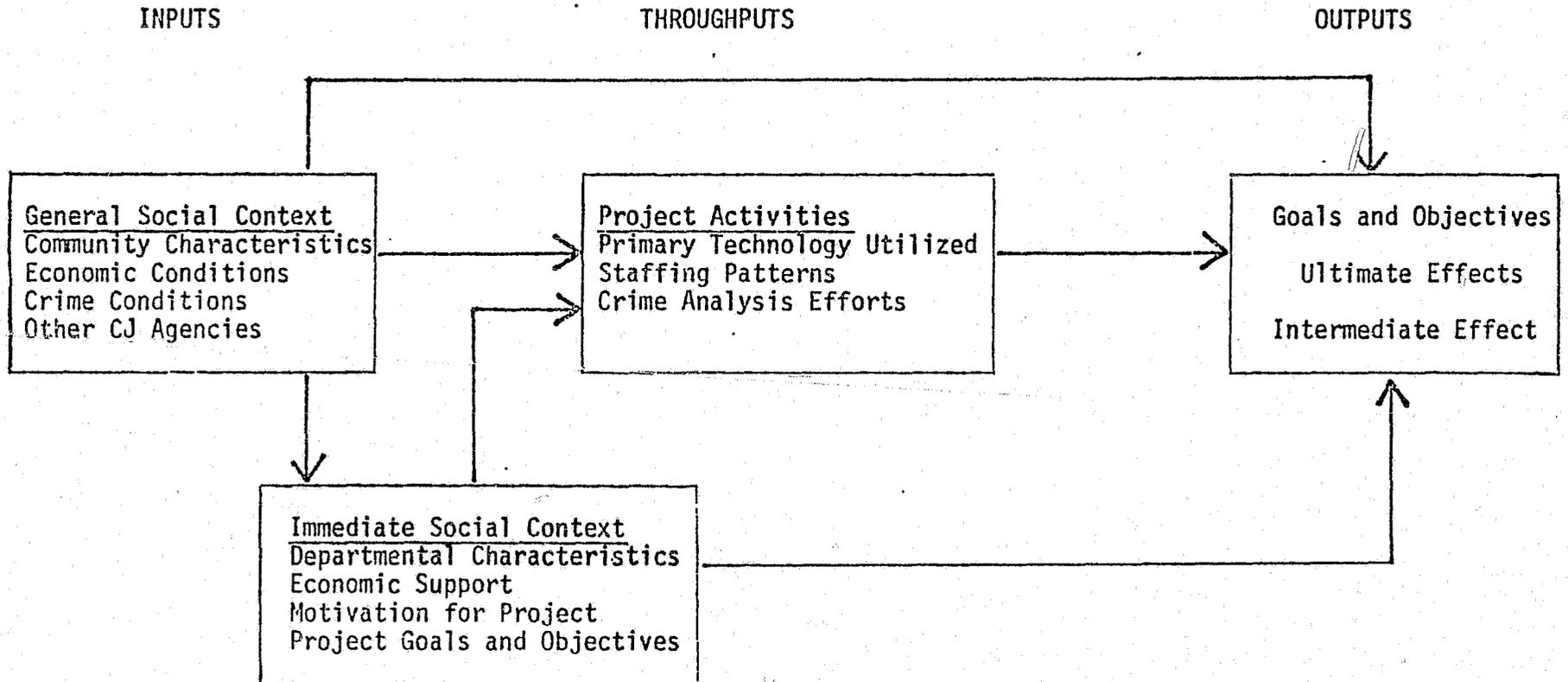


FIGURE I-2

Project Organizations As Open Systems



are based is not at all definitive. In fact, it is ultimately confusing and contradictory. Figure I-3 presents our effort to develop a general impact and intervention model upon which Youth Service Bureau projects appear to be based. The first line in this diagram represents the basic assumptions concerning delinquency causation that appear critical to the YSB concept. Briefly, it is assumed that there are both social conditions and individual bio-social experiences that produce individuals with varying potentials for behavioral problems. However, the potential for behavioral problems must be combined with more immediate causes such as the character of peers or specific opportunity to commit an act before it is actualized in delinquent behavior.* Even the commission of a delinquent act is not sufficient, however, because it must still come to the attention of authorities before a youth can be exposed to the juvenile justice system and labeled a delinquent. Finally, the individual incorporates the definition of delinquent into his own psychic structure so that the original causes of his deviance are displaced by conformity to the behaviors associated with the label "deviant".

"Secondary deviation is deviant behavior, or social roles based upon it, which becomes a means of defense, attack or adaptation to the overt and covert problems created by societal reaction to primary deviation. In effect the original 'causes' of deviation recede and give way to the central importance of the disapproving, degradational and isolating reactions of society."
(Lemert: 1967, 17).

* It should be noted that the earliest stage of this sequence does not really apply to the large numbers of youth who appear to have no serious underlying problems but still become involved in deviant behavior more out of situational factors or become involved with the JJS because of status offenses. The developmental sequence does apply to them, however, once a delinquent act is committed.

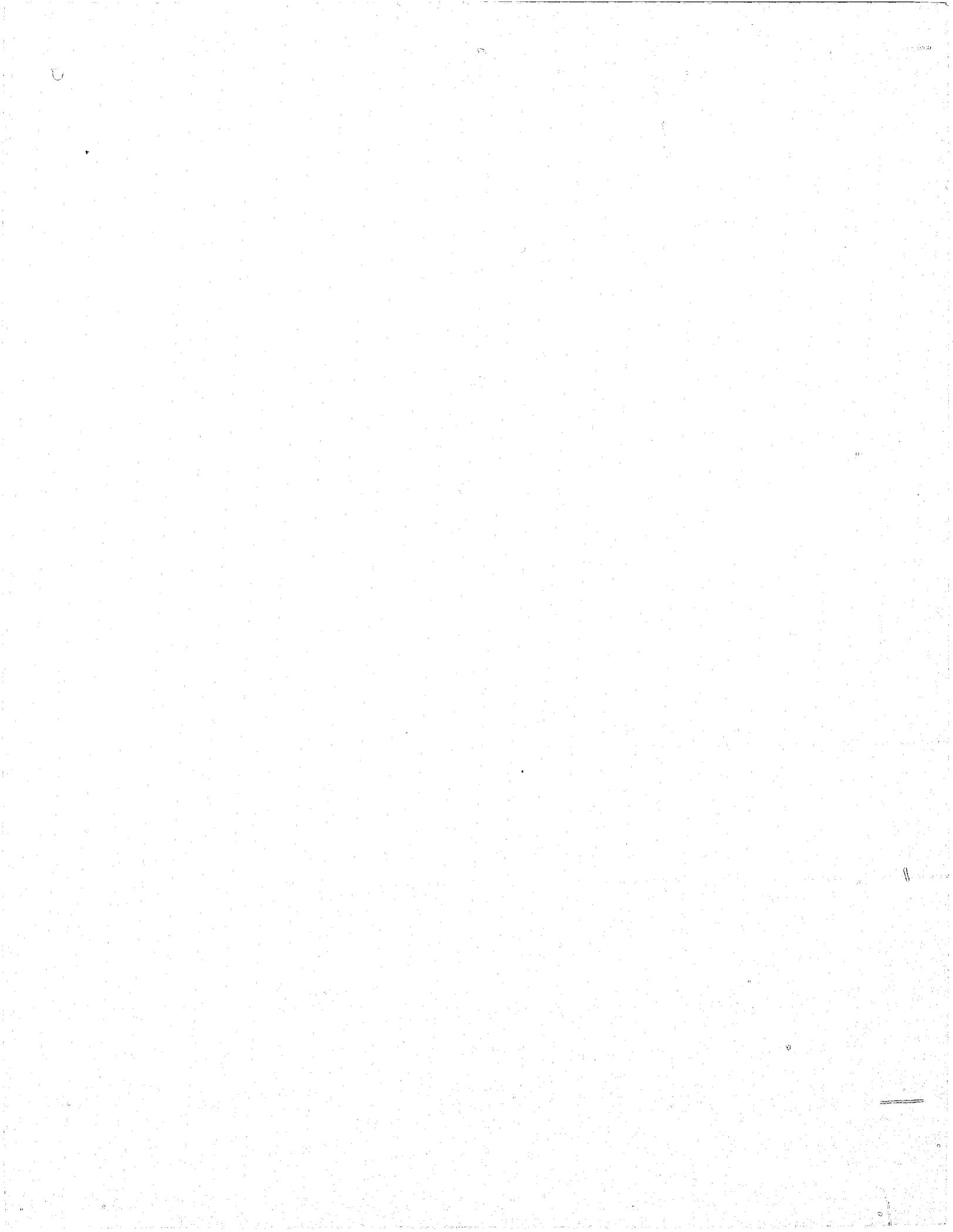
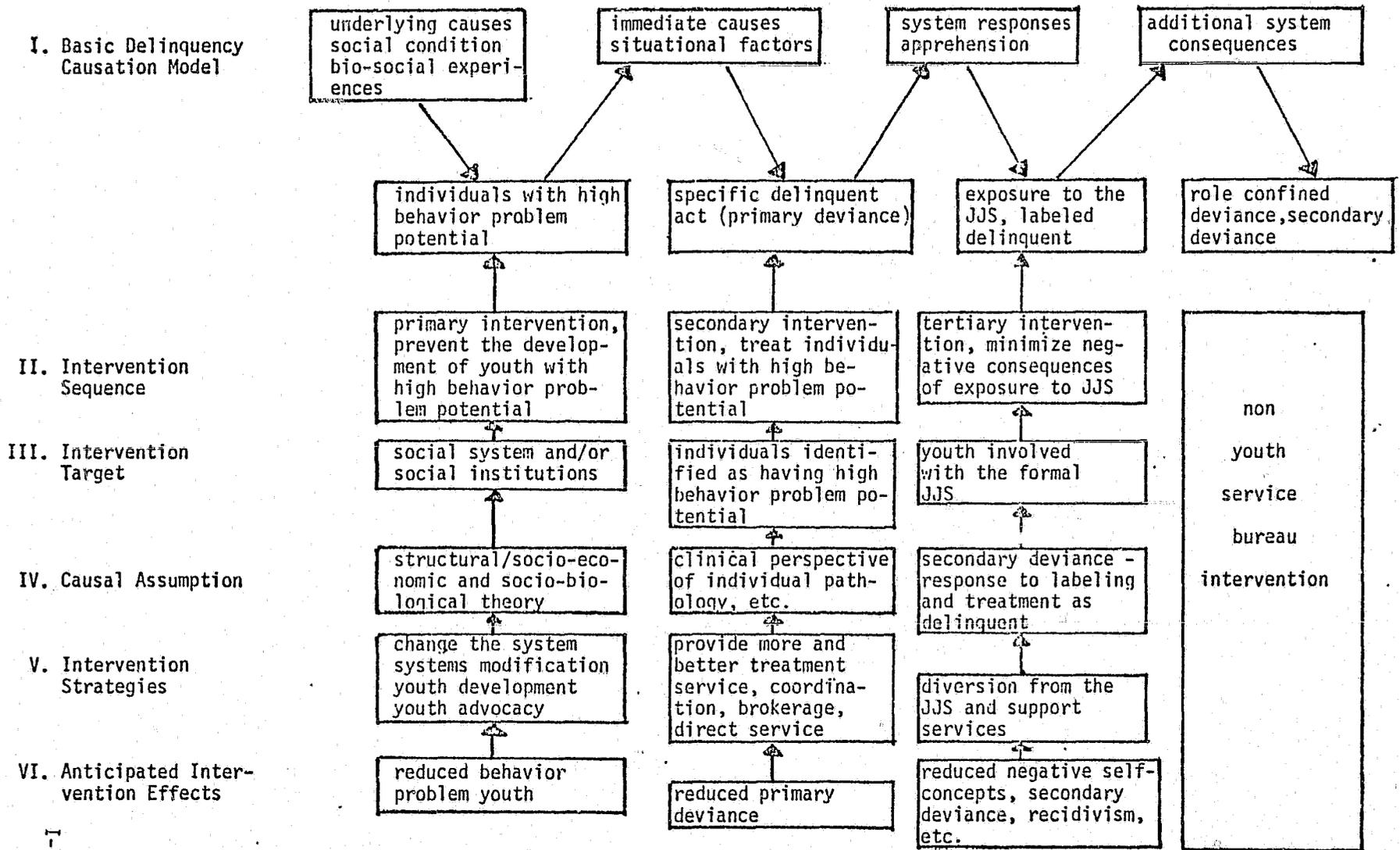


FIGURE I-3

General Youth Service Bureau Impact and Intervention Model



The second level in the diagram represents three distinct intervention points for YSB's and their associated objectives:

Primary Intervention - preventing the development of youth with high behavior problem potential;

Secondary Intervention - treating youth identified as having high behavior problem potential;

Tertiary Intervention - minimizing the negative consequences associated with exposure to the juvenile justice system.

Levels III, IV, and V focus on the basic causal assumptions, targets, and intervention strategies associated with each intervention point.

For example, the target population for tertiary intervention are youth who are involved with some segment of the juvenile justice system. The tertiary intervention strategies emphasized at this point are: diversion from the juvenile justice system and substitution with support services to help these youth avoid the negative consequences presumed to be associated with processing through the formal juvenile justice system. Similarly, the primary strategies associated with secondary intervention are a variety of efforts to provide more and better treatment for youth who have been identified as having behavioral problems. In terms of primary intervention the target is really the social system or some sub-set of the social system; and the strategies are designed to produce fundamental changes in the social system and, thereby, prevent (reduce) the development of youth with higher behavior problem potential. For example, this might include the development of alternative school programs if one assumes that the organizational structure of the schools contributes to the behavioral problem potential of at least some youth.

Levels VI represents the major effects associated with each of the major intervention points. Thus, successful tertiary intervention could

be expected to reduce the secondary deviance and the recidivism that could be attributed to secondary deviance. On the other hand, it may have no effect on the occurrence of primary deviance. Similarly, the successful treatment of problem youth may reduce their participation in delinquent acts (primary deviance) but make no reduction in the rate at which the society itself produces problem youth.

Although Figure I-3 represents intervention strategies as discrete entities, their implementation in YSB operations is more complicated. While these overlaps do not detract from the utility of the model, they should be noted for future reference and clarification. For example, it appears that almost no distinctions are made between efforts to provide support services to help avoid the emergence of "secondary deviance" and efforts to treat the causes of "primary deviance". Similarly, phrases such as "systems modification" are used to describe efforts both to produce fundamental changes in the system and efforts merely to increase the quantity and quality of treatment services available to youth.

In general, the OCJP Youth Service Bureau program conforms to the national pattern in stressing (1) the diversion of behavior problem youth from the juvenile justice system and (2) the need to provide treatment services and attempt to influence the social system. It should be noted, however, that the Michigan program appears to place somewhat greater emphasis on the positive values of treatment services than on avoiding the negative effects assumed to result from processing through the juvenile justice system. Briefly, the 1976 State Plan rationale for

funding youth service bureaus is:

Social services for problem youth are generally inadequate.

Inadequate social services result in inappropriate petitions to juvenile courts and/or the acceptance of unnecessary petitions by juvenile courts.

The establishment of youth service bureaus will increase the quantity and/or the quality of services available for problem youth.

Therefore, input sources (parents, schools, the police) will be encouraged to utilize the services available through (directly or indirectly) youth service bureaus, rather than petition through juvenile court.

Despite this possible difference in emphasis, however, the objective is the same - diversion from the formal juvenile justice system, particularly the juvenile court.

It should also be noted that the Michigan YSB program places more emphasis on the prevention and reduction of crime and delinquency than does the Law Enforcement Assistance Administration. For example, the 1976 Comprehensive Plan states that the objectives of YSB's are "to provide appropriate intervention for youth when criminal, delinquent or nonadaptive behavior is displayed, and are to prevent and reduce crime and delinquency." (Michigan State Plan 1976, II-34,35)* The recent articulation of Criminal Justice Goals and Standards for the State of Michigan emphasized that "evaluation should focus on changes in institutional response to youth problems and on behavioral changes in individual youth. (CJGS 1974, 37). In contrast the National Advisory Commission on Criminal Justice Standards and Goals recommended that "evaluation should focus more

* Personal interviews, etc. with OCJP and YSB project staff indicate that most individuals interpret "prevent and reduce crime and delinquency" to mean the reduction of recidivism among YSB served youth.

on changes in institutional response to youth problems than on behavioral changes in individual youth." (Community Crime Prevention: 1973, 80).

Figure I-4 presents a basic impact model for the OCJP Youth Service Bureau projects. It is obvious even from the simplified model depicted in this figure that the processes through which YSB's must work to achieve their objectives are extremely complicated and not particularly direct. In the first place the model anticipates effects at both the level of individual clients and the organizational level in terms of the number of juveniles processed and the incidence of juvenile crime. Moreover, success in the achievement of some points in the model may not - at least in the short run - be compatible with the concept of success at other points in the model. For example, a high level of success in dealing with clients may actually encourage police officials to formally process more youths in order to refer them to the bureaus for service. The importance of this possibility should not be overlooked particularly when one considers the large number of juveniles who apparently are warned and released by police officers without any official records being made.

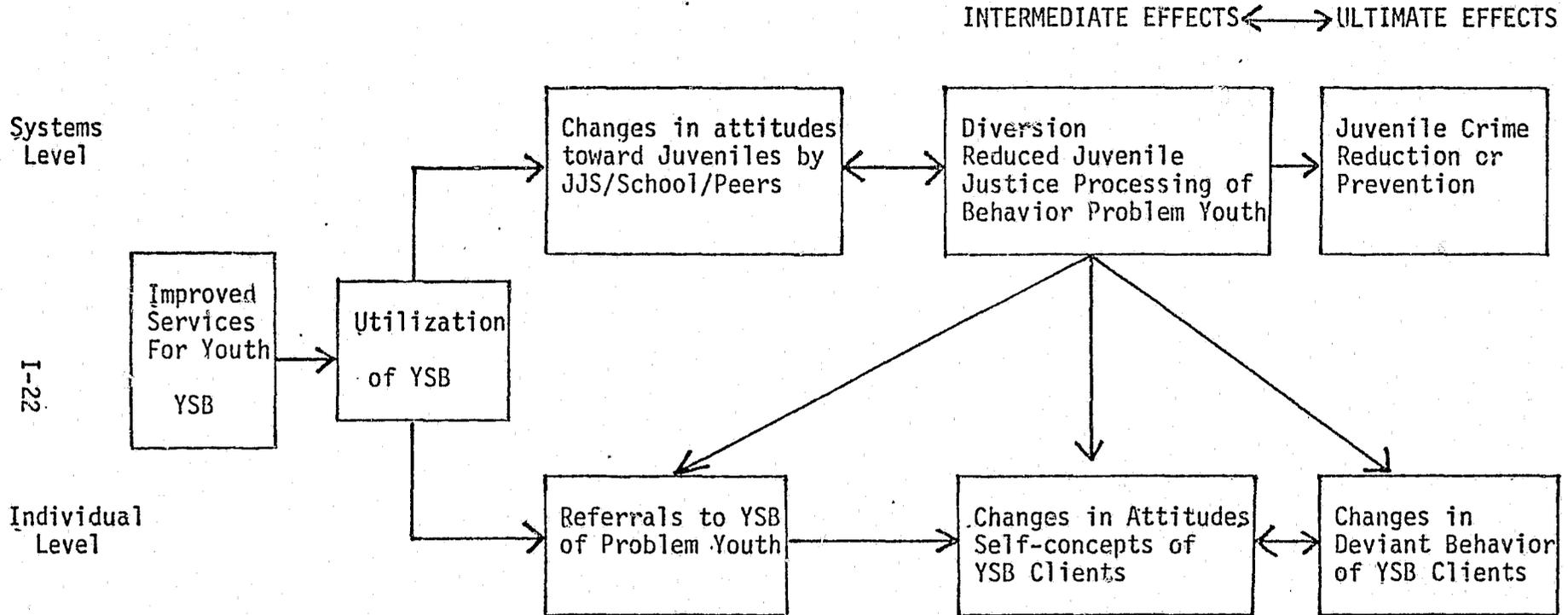
E. Evaluation Questions

Given our general commitment to conduct an intensive evaluation this study was designed to attempt to provide answers to a broad array of questions. These questions may be grouped into five general components that correspond to the critical points in the impact model presented in Figure I-4. They are:

1. Do YSB projects reduce target crimes in the jurisdiction in which they are located?

Figure I-4

Basic OCJP Youth Service Bureau Impact Model





2. Do YSBs effect the operation of the target juvenile justice systems?
3. To what extent do YSBs operate according to the conceptual models and alternatives outlined for them?
4. What impact do YSB programs have on the individual youth referred to them?
5. How are YSB projects initiated and operated?

CHAPTER II

METHODOLOGICAL BACKGROUND

A. Literature Review

During the planning phases of the model evaluation project a critical review of the literature on the functioning of Youth Service Bureaus was undertaken. A wide variety of traditionally academic, governmental, and project report sources were searched in order to gain a detailed background in previous work on Youth Service Bureaus. This literature provided a base for designing the multi-faceted Model Evaluation procedure which was ultimately employed. In general, it should be noted that there exists a tremendous paucity of high quality information relevant to the operation and function of YSBs. The following review raised far more questions than it provided definitive answers. While this is not surprising in a new area of social change research, it was less helpful than might be hoped in providing specific tools for use in the Model Evaluation effort. For organizational purposes the following review is divided into four subsections. These include narrative descriptions, summary statistical evaluations, quasi-experimental evaluation and experimental evaluations.

Narrative Descriptions

Prior to the execution of any sophisticated empirical studies of YSB programs, it was important to develop a thorough understanding of the nature of such endeavors. While a number of writings and treatises illustrated the importance of theoretical, political, and constitutional considerations, little was known about the actual structure and function of specific Youth Service Bureau programs. The first major attempt at narrative description

was a survey undertaken by the Department of Health, Education and Welfare's Youth Development and Delinquency Prevention Administration (HEW, 1973). This contracted report was the first attempt to gather systematic information on Youth Service Bureau organizations at a national level. Approximately 198 projects throughout the nation responded to a mailed questionnaire format (198 completed questionnaires out of 262 programs surveyed). The results of this survey indicated general widespread agreement about certain important structural aspects for successful YSBs. The following four influences were found to have been important in the development, organization and primary service of YSB programs: (1) the organization must be flexible enough to respond to the needs of the community, (2) the agency must deal effectively with the powerful segments of the community, (3) the recruitment of stable funding sources, and (4) the orientation of the staff must be to provide a substitute for other courses of action. Overall the HEW report concluded that the critical element for success was a committed staff that demonstrated an awareness and sensitivity to the power structure of the target community.

Another illuminating narrative was Judge Eugene Moore's perceptive analysis of the delinquency prevention program including the Youth Service Bureau in Oakland County, Michigan (Moore, 1969). While Judge Moore's perceptions were undoubtedly colored by his closeness to the program, he nevertheless made useful suggestions as to the integration of such programs into the broader community structure of social services. Youth Services System, which has been in operation for over 20 years in the county, was

portrayed as one of the most highly developed and comprehensive youth service networks in this nation. Overall Judge Moore's narrative described the important role of family based services, a comprehensive service network, and coordination among a variety of youth serving agencies in providing the critical ingredients for successful youth service operations.

Another widely recognized descriptive study was carried out by Cressey and McDermott in conjunction with the National Assessment of Juvenile Corrections project done at the University of Michigan School of Social Work. Narrative descriptions of the three diversion projects included an analysis of program development, organizational evolution, and community characteristics. In considering specific decision points along the juvenile justice system process, the authors were able to demonstrate the variety of factors that could affect the success of diversion programs -- law enforcement and juvenile court organizational policies, personal attitudes and beliefs of juvenile justice system personnel, and community resources with strong beliefs about delinquency (Cressey and McDermott, 1974). While they provide little more than observational speculation with regard to the impact of these programs, their detailed study contributed to the understanding of the critical role organizational variables play in the development of planned social innovations.

More recently, Schuchter and Polk reported a study of 45 planning agencies and 372 Youth Service Bureau projects. Each of the projects were contacted by phone for structured interviews. In 17 of the locations on-site visits were made by project staff for a more thorough follow-up

investigation. The major findings of this study indicated that all too often the projects lost sight of the more innovative systems change and modifications concepts because "a variety of institutional, community, and other pressures pushed YSBs into the delivery of direct services, over-responsiveness to justice systems demands, and potentially coercive and stigmatizing practices as extensions of the justice system." (Schuchter and Polk: 1971, 101). The authors suggested that to understand the metamorphosis of such programs it will be necessary to specify and measure two sets of interrelated domains -- program operations and intermediate goal attainment. In other words, "as the linking or bridging variable between the program inputs and desired outcomes, these intermediate factors represent the theory of the program, while the program operation intervening variables are the necessary conditions for the theory to work." (Schuchter and Polk: 1975, 120).

Other descriptive analyses of YSB programs have been less than optimistic about the potential of YSBs for stimulating significant change in juvenile justice system functioning. An article by Rosenheim (1969) suggested the the YSB concept generated considerable interest because it allowed for the further expansion of the formal social control mechanism, and was one of the few novel suggestions made by the President's Crime Commission Report in 1967. Along a similar line, Howlett (1973) presented scathing criticisms of the concept and practice of diversion as carried out by YSBs. Klein's review of critical issues pointed to unanswered questions about the location of diversion projects, definitions of diversion criteria, issues of community tolerance, and funding instabilities.

Klein further construes the task for evaluators as relating information on these types of factors to the impact measures of success or failure (Klein: 1976). In describing four juvenile diversion projects, Nejelski (1976) noted that each proposed criteria for success could be easily cancelled out by the opposing point of view. He wrote, "Lack of treatment is favored by laissez-faire liberals and abhorred by interventionists. A lack of procedure is decried by civil libertarians and applauded by champions of treatment." (Nejelski: 1976, 401) Issues surrounding the goal and value orientation of YSBs are only part of the problem underlying the explication of program operations and organizational structures.

Another large set of issues which arise frequently is the complex and ambiguous nature of the objectives and goals of YSBs. Klein, for example, noted three popular operational meanings for diversion. Each obviously has serious organizational implications. The first, labeled true diversion, means the outright release of cases ordinarily slated for court petition. The second, labeled diversion referral, involves referring youth previously slated for court appearance to alternative social programs. The third labeled diversion as usual, involves warning and release practices which have been used by police departments for several years. (Klein: 1976). A clear specification of goals, types of diversion to be undertaken, criteria for diversion, and operational procedures was the initial step in making diversion programs accessible and replicable.

Besides shedding light on definitional problems and lack of concrete organizational guidelines, descriptive studies have been highly successful in demonstrating the importance of organizational and environmental context. On the basis of their own review of the literature and original field

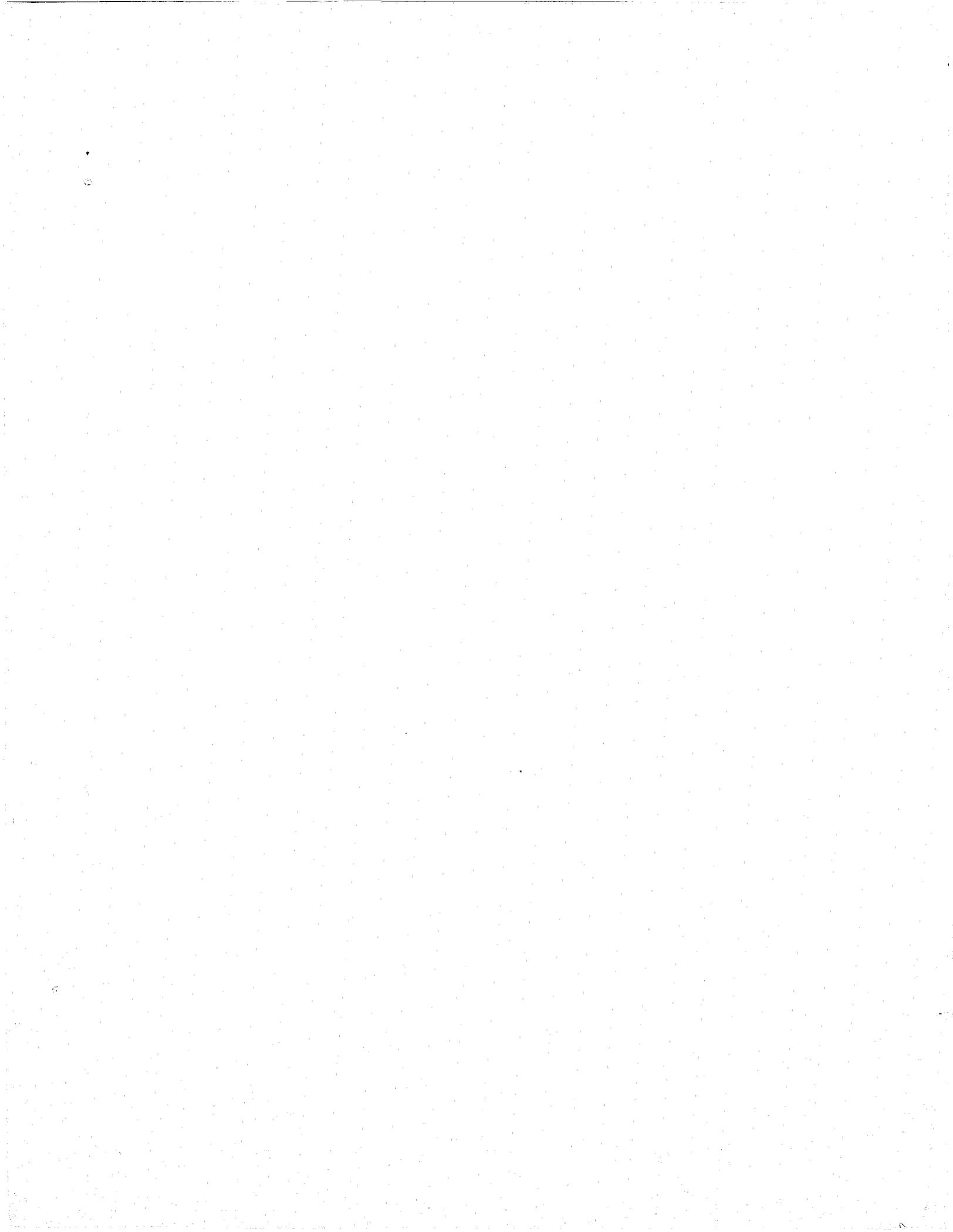
research in 13 diversion projects, Rutherford and McDermott concluded that the primary issue having to do with organizational milieu centered on the "regulations, rules, guidelines, and informal relationships that guide juvenile justice personnel in their intra and inter-agency interaction." (Rutherford and McDermott: 1976, 3) They also cite the importance of examining possible unanticipated consequences of diversions such as widening the net of social control, more intense handling of non-diverted offenders, ignoring due process procedures, and increasing the overall size of the juvenile justice system. The analysis of environmental and organizational factors is seen as likely to constitute the only fruitful method for clarifying the omnipresence of unintended Youth Service Bureau program consequences. In summary, several critical issues are raised by the narrative descriptions of YSB programs available at this time. In general, they certainly appear to provide highlights of important domains rather than unambiguous conclusions. Obviously, the methodological problems with the narrative descriptions reviewed here are enormous. First, they seldom go beyond surface level descriptions to point out specific guidelines; they fail to provide an explicit framework from which issues are suggested for analysis and on which a finite set of related issues can be identified; last, and most important, is the fact the narrative descriptions are seldom related to impact data and the implications and conclusions drawn from these studies are typically based on personal perceptions of the authors rather than data even in its crudest form. These descriptions provided the Model Evaluation Project a good deal of information on the types of variables to be considered. However, they failed to

provide specific operational assessment procedures which could be implemented and worse failed to provide a sound empirical base for decisions regarding critical organizational variables.

Summary Statistical Evaluations

The two project evaluations to be briefly reviewed here were selected as representative of the large number of project monitoring reports available from the Michigan Office of Criminal Justice Planning and nationally from state planning units. Summary statistical evaluations were found to be roughly comparable nationwide because of the similarity of state planning agency guidelines for ongoing evaluation. The evaluations generally included variables such as the number and characteristics of the client population, the sources of referral and the kinds of services offered, and certain basic attempts to measure outcome variables (e.g. recidivism rates, school attendance rates, etc.). One of the most complete summary statistical evaluations in the State of Michigan was carried out by the County A Youth Service Bureau. In this report the organizational structure and program activities were discussed in some detail along with the presentation of the goals and objectives for the programmatic and evaluation components for the project. The effectiveness of the program was examined by selecting a random sample of program participants and checking over police files to see what percentage had been rearrested or had had further contact with the police six months following their participation in the program. Juvenile court records were also examined to determine whether there had been changes in the number and type of petitions filed and accepted by the juvenile court. In both instances the data indicated that the bureau had been highly successful. A small

percentage of program youth had been subsequently arrested and there were reductions in the number of court petitions, the number of formal court hearings, and the size of formal probation case loads (County A, Youth Service Bureau Annual Evaluation: 1975, 81). The lack of adequate controls did not prevent the authors from concluding that the perceived changes were partially attributable to the Youth Service Bureau itself. On the basis of similar data, another project evaluation concluded that it can be seen from the above that while the bureau had a significant impact in reducing court petitions during its first year of operation, the impact has continued throughout the second grant year also. There have also been a great number of youth diverted from the juvenile justice system because the youth service bureau was in existence. (County B Youth Service Bureau Annual Report: 1975) It can be seen from this cursory review of characteristic summary statistical reports that there has been little sensitivity to the methodological and statistical requirements necessary to make causal inferences. These summary statistical evaluations provided the Model Evaluation Project staff considerable background in gaining familiarity with the typical previous evaluations accomplished. They further pointed out the need for including existing archival data sources as well as the importance of initiating our own data collection procedures. It was certainly the case that these reports sensitized the Model Evaluation Project to the "over advocacy" which existed concerning the effectiveness of YSBs in the State of Michigan.



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Quasi-Experimental Studies

One of the earliest attempts at quasi-experimental research in the evaluation of YSBs was accomplished by Duxbury (1973). Included in this evaluation were seven YSB projects in the State of California. Systems level data were collected for juvenile arrests, and the results ranged from a 42 percent reduction in juvenile arrests to a 6 percent increase six months following the introduction of these six bureaus. Looking at probation referral statistics, Duxbury used non-equivalent control jurisdictions and again found varying results including one instance in which the San Fernando YSB district experienced a 40 percent decrease in the number of initial probation referrals, while a 34 percent decrease also occurred in the non-YSB comparison jurisdiction. Duxbury further collected individual level data on project youths and found that project clients had been arrested fewer times in the period six months after the program in comparison to six months prior. (Duxbury: 1973)

Two studies reviewed by Gibbons and Blake (1976) in which non-equivalent control groups were used demonstrate the potential shortcomings of the quasi-experimental design approach. Lincoln compared recidivism rates for youth in a west coast juvenile diversion program with those of a matched control group selected from the police department file. She found that the control group had the average of only a 1.1 subsequent offense while the diverted group averaged 1.7 new offenses and more frequently had three or more new offenses. (Lincoln, Unpublished).

Similarly, Elliott and Blanchard (1975) used non-equivalent control youths chosen from probation case loads in their study of a YSB and a similar juvenile diversion project. In this case, the selection of youths on

probation would likely have biased the research in favor of the project youths since it could be expected that having penetrated further into this system, the control group would have more subsequent offenses. Neither of the above studies found significant differences between control and project youth, but the potential confounding effect of non-equivalent control groups is illustrated. Gibbons and Blake (1976) discussed two other widely quoted studies which used quasi-experimental designs. For the evaluation of Project Crossroads (a diversionary program offering employment and counseling services) 191 first time offenders in the project were compared with two control groups made up of those routinely processed youths who were screened prior to adjudication and those who were ultimately adjudicated. The 15 month follow-up of police records indicate that 31 percent of the project group had been rearrested, 44 percent of the screened group had been rearrested and 47 percent of the adjudicated cases had been rearrested. (Gibbons and Blake: 1976, 4) A similar strategy was used in evaluating a project labeled Alternative Roots, a diversionary program of the California Youth Authority that provides short term individual, group and family counseling. A comparison of 142 youths referred to the project in 1972 was made with 190 youths who were arrested in 1970 for similar offenses. Results indicated that only 6 percent of the project youths in comparison to 47 percent of the control youths rated subsequent petitions to the juvenile court. (Gibbons and Blake: 1976, 414)

Again, the literature reviewed provided more questions than definitive answers. Obviously, the studies reviewed are replete with serious methodological shortcomings. Without exception they employed evaluation

methodology subject to sufficient threats to internal validity rendering their results uninterpretable. Further, they paid little or no attention to relationships between internal and external organizational factors and resulting individual level outcomes. At best they highlight the need for an intensive model evaluation approach.

Experimental Designs

Probably the most widely known experimental evaluation was conducted by the Sacramento 601 Diversion Project. In this project youth were randomly assigned to either the diversion project or regular court intake. This was accomplished through a procedure which allowed referrals to the diversionary project four days per week and regular court intake the other three days per week. The days were rotated each week so the chances of inclusion in one group or the other were determined only by the day of the week on which referral was made. After the program had been in operation for nine months, it was found that the project group had been petitioned to the juvenile court in only two percent of the cases. Over a similar time period the control group had been petitioned to court 21 percent of the time. In terms of subsequent police arrests, a seven month follow-up disclosed 35 percent of the diverted group had been rearrested while 46 percent of the control group had been rearrested. The conclusion was reached that the results provided "a powerful demonstration of the value of the diversion concept in combination with the use of family crises counseling at the point of probation intake." (Baron and Feeney: 1973, 18) Leidtke, et.al. (1973) examined the Portland, Maine youth diversion project. This project provided services similar to those of youth service bureaus -- counseling, advocacy referral, employment counseling, etc. In a three month follow-up of the diverted (experimental)

and regularly processed cases (control group) no significant differences were found with regard to future delinquency rates. Twenty percent of the control group (n=40) and 18 percent of the experimental group (n=57) had been rearrested at least once (Leidtke, et.al.: 1974,32)

An extensive study by Klein compared four alternative police dispositions. Conditions included were counsel and release, non-detention petitioning, referral with purchase of service, and referral without purchase of service option. In a six months follow-up, youth randomly assigned to the latter three groups had higher rearrest rates than those who were simply counseled and released. The counsel and release reported as much delinquency involvement on the self-report delinquency scale, leading Klein to conclude that "being rearrested is largely a function of visibility to the police rather than actual reinvolvement in misbehavior. The police simply do not see as many repeaters among youths who were counseled and released." (Klein: 1976, 416-417) Unfortunately, it appears that there were major flaws in the randomization which would as easily explain the observed results.

The Adolescent Diversion Project in Champaign-Urbana, Illinois examined the efficacy of a volunteer-based diversion project in two subsequent years. (Davidson, et.al.: 1977) The project involved providing one-to-one volunteer interventions with youth diverted by juvenile officers. In two sequential evaluations, experimental youth demonstrated fewer arrests, less serious official offenses, and better school attendance in comparison to a randomly assigned control group. Official arrest data were examined for a two year follow-up period and essentially confirmed the results.

In each of the experimental studies reviewed, emphasis was placed on basic research guidelines regarding the selection and assignment of individuals to program interventions. The problems associated with the other studies reviewed having to do with biased selection processes (and consequently, the generalizability of results) are addressed by the experimental studies. The tradeoff, however, in these studies has been the necessarily limited scopes with smaller numbers of program clients involved and the exclusion of organizational/environmental factors.

To summarize, the four groups of studies reviewed cover a wide range of programs and issues. But few of the studies generated information which is directly pertinent to the question of the effectiveness of Youth Service Bureaus. The descriptive studies explicated and clarified conceptual and definitional issues important in the evaluation of Youth Service Bureaus, but they offered little in the way of data on the impact of projects on individual and/or system outcome variables. The summary statistical evaluations and the quasi-experimental studies concentrated primarily on assessing the impacts of projects (usually only the effects on individual clients) although they were generally beset with methodological shortcomings which called into question the validity and generalizability of findings. The experimental studies have made an important contribution to the evaluation research literature by demonstrating the use of stringent selection and assignment procedures which minimize the probability that biased samples account for perceived effects (external validity). They have not, however, thoroughly examined the evolution and transformation of programs due to interactions internal and external to the projects (internal validity). In general, the missing element in previous

evaluation efforts has been the integration of organizational/environmental analyses with impact analyses of individual and systems effects to provide a comprehensive picture of the implementation and impact of projects at different levels (e.g. individual and justice system). The following chapter examines in more detail the rationale for a multi-faceted approach and spells out the specific evaluation design to be used in this study.

B. Intensive Evaluations and Causal Inference

As indicated in Chapter I, the primary thrust of intensive evaluation is to utilize, "more accurate or conclusive information to verify causality or what changes or achievements are, in fact, attributable to project activities." (LEAA Guidelines, M 4100.00; 1975, 75). In other words, the ultimate hypothesis to be tested for any program is, did the intervention produce the anticipated changes in the dependent variable? More specifically, the ultimate question to be addressed in examining the efficacy of Youth Service Bureaus in the State of Michigan, is the degree to which they impacted a reduction in general and juvenile crime rates. As a result, intensive evaluations require efforts to systematically test the logic of the impact models to determine whether or not the assumptions upon which the project was based are valid. In the ideal sense, it is not sufficient to know whether changes in outcome variables occur unless they can be logically and methodologically associated with project activities. Thus, the particular value of intensive evaluations must depend upon the degree to which causal inference can be made from them.

Briefly summarized, the accepted criteria for causal inference include the following:

1. Chronological or temporal order. Event A must precede event B in time in order to be considered its cause. In the case in question here, it would be necessary to observe that the initiation of the Youth Service Bureau preceded the desired reduction in crime.
2. Co-variation or Simultaneous Occurrence. Both events A and B must occur and vary together in a consistent manner; if A increases or decreases, B must increase

or decrease in a consistent fashion. The general point at issue here is whether or not event A is a necessary and/or sufficient cause of event B. In the ideal sense it is desirable to demonstrate that event A is both a necessary and sufficient condition to produce event B. In order for A to be construed as a necessary condition, event B must never occur without event A. However, event B need not always follow the occurrence of event A. In order for event A to be determined to be a sufficient condition the occurrence of event A must always be followed by event B. The evaluation question at issue here would involve demonstration of a consistent reduction in crime rates following the initiation of YSBs and no decrease in crime rate when YSBs were not initiated.

3. Elimination of alternative causes. Assuming the temporal order of events A and B to be correct and that events A and B covary, the final criteria for determination of causal inference is the elimination of alternative or rival explanations concerning the causes of the observed outcome. It should be noted that this third and final criteria is always the most difficult to determine. In examining the impact of YSBs, it would be necessary to methodologically control for or assess other possible explanations for observed reductions in crime.

In the final analysis, the issues raised by traditional criteria for determination of cause-effect relationships are ultimately reducible to the determination of the most reasonable explanation for the observed outcome. In the type of evaluation activity described here one must be particularly sensitized to the role of other contemporary events in producing the observed relationship or difference. This rather serious set of concerns is very similar to that faced by all investigators in social phenomena. Given current evaluation techniques, particularly in the type of evaluation being described here, it is important to keep in mind that the best solution which can be achieved involves proof beyond a reasonable doubt. Campbell and Stanley identified these criteria as the problems

of "internal" and "external" validity. (Campbell and Stanley: 1966)

For purposes of this report internal validity is defined as following:

The degree to which observed changes in the outcome variables can be attributed to the assumed causal variable rather than some other factor including measurement or description error. In other words, the degree to which systemic, programmatic, or individual outcome can be attributed to the initiation and the functioning of YSB projects.

Thus, the focus of internal validity is within the particular evaluation being conducted and examined. Further, it is the ability of the particular evaluation to measure treatment effects on specified dependent variables and reasonably attribute those effects to the operation of the program. Under this concept Campbell and his colleagues originally identified nine distinct sources of invalidity. More recently Alwin and Sullivan have suggested a somewhat more simplified scheme that reduces the nine distinct issues to five broad categories. (Alwin and Sullivan: 1975, 79,91) The Alwin and Sullivan system describes the following:

1. The problem of selection processes resulting in pre-intervention differences among groups making it difficult to attribute effects to the observed post-intervention differences. In this case, common examples of the operation of selection biases would include such practices as YSBs accepting referrals of only the "easiest" youths.
2. The problem of history. The occurrence of events unrelated to the specific intervention producing alternative explanations for the observed effects which would otherwise be attributed to the intervention. Examples of the operation of history effects in the examination of the effectiveness of YSBs would include such things as the community altering its policies of apprehending youthful offenders, the school system increasing the number

and range of educational alternatives, an alteration in the juvenile code removing status offenses from the jurisdiction of law enforcement, etc.

3. The problem of identifying the intervening process or processes by which an observed intervention effect is actually produced. This particular threat to validity is a serious consideration in examining the impact of such complex social subsystems as YSBs. As earlier described it has been noted that YSBs operate in a variety of modalities with a variety of idiosyncratic goals. Using standard scientific methodology in examining the impact of YSBs requires the assumption that Youth Service Bureaus are uniformly operated and consistently applied across individuals and across settings. Given this situation it is particularly critical to determine the actual operating modalities employed by YSBs and their covariations with observed outcomes.
4. The problems of measurement error. This category of threats to validity includes a variety of specific issues generally thought to be "random and non-random" in their effects on observed outcomes. Common examples include alteration in record keeping procedures, the use of unreliable questionnaire or self-report indices of individual change, instability in measures over time, differential treatment of YSB subjects by data collectors, etc.
5. The problem of differential attrition of cases due to either factors associated with selection processes, to treatment intervention, or to post-selection events unrelated to the treatment intervention. The most common example of these problems include difficult youth moving from the target community making them unavailable for post and follow-up data collection, dropout of particularly high risk youth from the intervention program and the subsequent non-inclusion of such cases in evaluations, etc.

The concept of "external" validity on the other hand, refers to the degree to which observed findings and effects can be generalized beyond the confines of the particular evaluation being conducted. Technically speaking the issue here is "to what populations, settings, treatment variables, and measurement variables can this effect be generalized?"

(Campbell and Stanley: 1966, 5) Obviously, external validity issues are

critical particularly when there is interest in the transfer ability of a project and its evaluation results.

In the case of external validity simplified criteria are extremely difficult to detail. They include:

1. Selection effects - the degree to which there are characteristics of the youth in a particular target community making them unrepresentative of youth in Michigan at large.
2. Measurement effects - the particular interaction between measurement modes used and other variables.
3. Confounded treatment effects - the lack of standard treatments across individuals, caseworkers, etc.
4. Multiple treatment effects - the exposure of youth to more than one project over the course of YSB intervention.
5. Situational effects - idiosyncratic effects attributable to the specific social context, community or program environment in which the YSB was initiated including the staff, "the excitement of a new program", political factors, etc.

It can be seen from this brief discussion of the criteria for causal inference that a complex and systematic evaluation strategy is essential. In fact, the establishment of unquestionable causal links is an enormous undertaking at best. Satisfaction of both internal and external validity concerns in the fact of the inherent complexity of Youth Service Bureaus necessitates the use of multiple evaluation strategies. It is obvious from the multiple conceptual and operational models for YSBs detailed in Chapter I and the paucity of well conducted evaluations of Youth Service Bureaus detailed in the literature review that a simple evaluation effort aimed at single variables was neither reasonable nor sufficient. It was thus necessary to conceptualize and

design a model evaluation approach which attempted to address concerns for methodological credibility, multiple outcome assessment, situational-operational assessment and experimental/exploratory evaluation components. In light of these demands a multi-faceted evaluation plan was constructed. The general characteristics of this plan will be detailed in the next sub-section. Chapter III will provide a more specific delineation of the operational methods employed.

C. Evaluation Strategy Rationale

In terms of evaluation ideals any social intervention would be designed and implemented to address the issues of standard operation, causal inference and random assignment of subjects, sites, and community environment. The evaluation staff of the Youth Service Bureau project developed the multi-faceted evaluation strategy in order to address such concerns in the context of a short term post hoc evaluation. The resulting strategy is a careful mixture of both exploratory and experimental data collection features. It was also necessary to provide an evaluation design which would reflect the multitude of processes and variables which served as contextual, operational and outcome evaluation dimensions. As described earlier, youth service bureaus have been thought of as having ultimate effects in terms of their crime reduction capabilities, intermediate effects in terms of their initiation operation, and immediate effects in terms of their impact on the particular youth served. It was therefore necessary to include consideration and assessment of variables which would reflect impact on each of these levels of interest.

An important set of considerations which lead up to the evaluation strategy employed here involved a decision made very early on in the planning of the model evaluation effort. To overstate the case, it would have been possible to plan model evaluation procedures which approximated more ideal methodological conditions. Such efforts could certainly have been justified by the contribution made to the detailed knowledge available, to the internal validity of the resulting findings, and to the more careful examination of a small number of theoretically critical variables. Such an approach would have been subject to at least two major limitations. First, it would have involved an extensive investment of time, money and effort in a small number of sites, perhaps only one or two. For example, experimental evaluation procedures could have been employed in the development of a new Youth Service Bureau site initiated during the time of the model evaluation project. However, the development of such a site would have limited the amount and duration of post intervention data available for analysis at the end of the model evaluation effort. Second, focusing on an extremely limited number of sites would have detracted from the generalizability of the evaluation. This is true in considering external validity in its traditional sense as well as considering notions of the ability to monitor critical situational, political, and organizational variables. Developing a single site from the beginning would have limited examination of organizational variables to one site and eliminated the variability of such dimensions across sites.

At the other end of the continuum it would have been possible to monitor the operation of all YSBs on all dimensions. While this certainly would have been desirable for generalizability reasons, it would have

placed other restrictions on the evaluation. First, the geographic location of the YSBs would have severely restricted the ability of project staff to insure the quality control of resulting data. Second, it would have been impossible to carefully assess the impact of multiple situational, organizational and individual variables in all sites. Third, the dependence of the model evaluation effort on the verbal and archival memories of existing YSB project staff would have been increased to an intolerable level.

In short, the resulting model evaluation design was an attempt to provide a constructive compromise. First, the study was to approximate a model intensive evaluation by establishing the cause of linkages between project activities, surrounding circumstances, and anticipated outcomes. This meant that the focus of evaluation would be on both the ultimate goals of YSB as well as their activities and internal processes. Second, there was general agreement that it was desirable to assess the impact of YSBs as evolving organizations. This meant that it was necessary to examine their initiation and operating procedures, their impact on community crime and delinquency rates, and their impact on individual youth served. Third, it was obvious that the operation of such a multitude of variables would have to be examined across several YSB sites. Due to the formal as well as observed differences in the goals and operations of particular YSBs, a wealth of information could be gained by comparing the differences and similarities observed across site. Fourth, it was critical to establish a single true experimental site for careful examination of individual outcome variables. In fact, the model evaluation project was successful in implementing an experimental comparison in a single site as

part of this effort. Finally, it was concluded that the final evaluation would critically examine the consistency of relationships observed across sites and within sites across time and data modalities. It was only through the use of a multi-faceted evaluation approach that an accurate reflection of the operation and impact of YSBs could be adequately examined. This point is viewed as critical in accurately examining the conclusions and results to be included in this first report.

In short, the multi-faceted evaluation approach was designed to deal with the following conditions:

1. the inability to randomly select project sites or clients.
2. the lack of either clearly or uniformly specified goals and objectives in easily measureable terms.
3. the lack of highly sophisticated impact models specifying the assumption for initiating and operating youth service bureaus or uniform agreement as to the linking inputs, interventions, or anticipated outcomes.
4. the inability to include experimental evaluation procedures in the early planning and initiation of specific YSB projects.
5. the inability to have any but minimal control or influence over the intervention activities of YSB administration or staff.
6. the inability to control or monitor longitudinal target communities and social and program environments in which YSBs operate.
7. the lack of well developed or standardized assessment procedures sufficient to address the multitudinals thought to be operating in YSBs.
8. the inability to avoid dependence upon verbal or archival project staffs and critical individuals in generating data for many aspects of the evaluation described here.
9. the apparent serious discrepancies between information generated by ongoing program monitoring functions of OCJP and actual YSB operations as observed first hand.

A further set of general conceptualizations led to the specific evaluation plans. As with many conceptions of social programming, the interest in examining delinquency prevention projects has progressed from simple procedures of auditing how much money was being spent to more sophisticated studies attempting to determine the results achieved by projects. In general, however, these studies have been disappointing to public officials because most projects do not appear to produce the politically desirable results ascribed to them in planning phases.

Within the position ascribed to here, there are at least three major reasons for this apparent lack of project success. The first reason may be identified as programmatically over-expectation. That is, our expectations for the success of delinquency prevention programs is often grossly exaggerated. The literature and our own experience provided abundant evidence to support this observation. In general, planned social interventions have been directed towards problems that normal mechanisms of society have shown an inability to remedy. An obvious conclusion is that if delinquency were an easy social problem to solve we would already have done so. Thus, the results that can be anticipated from new programs are probably realistically lower than the dramatic changes generally too often promised when delinquency prevention projects are initiated. At the extreme, this is what Campbell has referred to as "over advocacy". (Campbell: 1969, 409-411) The second reason projects may not produce the results expected of them is because of conceptual failure. That is, projects may fail because the current theories concerning causation and assumed relationships upon which the projects were based were inaccurate, incomplete or inappropriately focused. Conceptual

failure is generally at the heart of the debates concerning the effectiveness of social programs. Presumably, all social programs are based on some underlying theoretical framework. Hopefully, this framework is the most scientifically credible alternative available at the time in question. The intent of the project is to intervene in some identified or hypothesized causal network and produce more desirable outcomes. However, if the theoretical or conceptualized framework underlying the project is inappropriate, impact on the causal network never takes place and hence the "idea" failed. (Kerr: 1976, 351-363) The third reason projects commonly fail is that they are never put into operation as intended or planned. In other words, the ideas - the impact model - upon which the project was developed were never really tested because the project was not carried out according to the prototypic model. This is generally referred to as implementation failure. It is almost redundant to point out that it may be an exercise in futility to evaluate projects if in fact the project was never accurately implemented as intended.

All three of these factors may influence the apparent success or failure of a project or planned intervention. In general, the issue of project implementation has been seriously neglected by organizational researchers and evaluation specialists, as well as by policy makers, politicians and program developers. It is almost as if everyone concerned wished to ignore the fact that policies, programs, state agency directives, legislation and projects must be implemented in organizational settings by organizational members and that the reality of implementation is at best problematic and at worst impossible. In light of these issues the focus on implementation, operation and outcome variables were all seen as critical in planning the multi-faceted evaluation strategy.

D. Evaluation Overview

As indicated throughout earlier sections of this report, the evaluation strategy selected for this project was a multi-faceted approach which addressed five general areas. Each of these areas was selected to correspond to critical points in the Youth Service Bureau impact models developed earlier. (Figures I-3 and I-4). It will be recalled that relatively complicated causal processes were assumed to have been associated with the implementation and operation of YSB projects. For example, the ultimate goal of the YSBs has been identified as the prevention or reduction of crime, particularly youth crime, which could be determined by merely examining local crime statistics. Given the complicated impact model upon which YSBs were based, it would not seem reasonable to attribute any reduction in crime to the existence of a Youth Service Bureau unless considerable evidence existed for increased diversion, improved service delivery, or more effective handling of youthful offenders. In a similar manner, it was critically important for the Model Evaluation Project to determine exactly how YSBs operated. This allowed observation of the assumed relationships between YSB initiation and crime reduction. Finally, it was considered important to examine the organizational linkages which had been established by YSBs. Of particular importance here were the relationships established with relevant law enforcement agencies, school districts, and other social service agencies. As a result, there was an attempt to directly study the implementation and operational processes associated with Youth Service Bureaus as organizational entities.

The net result of the overall evaluation approach was a comprehensive evaluation design which attempted to address five general questions on the YSB projects. The following questions provide a summary of the goals of the Youth Service Bureau evaluation:

1. Do YSB projects reduce target crimes in the jurisdiction in which they are located?
2. Do YSBs effect the operation of the target juvenile justice systems?
3. To what extent do YSBs operate according to the conceptual models and alternatives outlined for them?
4. What impact do YSB programs have on the individual youth referred to them?
5. How are YSB projects initiated and operated?

Detailed descriptions of the particular research methodologies used to investigate these questions will be presented later in a separate chapter. (See method sections in Chapter 3). Given the interdependent nature of the evaluation design, it seems advisable to provide an initial summary of the evaluation components and the potential relationship between them.

The first evaluation component deals with the ultimate effects expected of YSBs. As detailed earlier, the general question associated with this component is, "Do YSBs reduce target crimes in the jurisdiction in which they are located?" Specific questions to be tested in this evaluation component are:

1. Have the rates of target crimes decreased in the jurisdictions which initiated and operated YSBs?
2. Is there a relationship between the particular activities of specific YSBs and the incidence of relevant target crimes?

3. Is there a relationship between the specific organizational linkages of YSBs and the incidence of particular target crimes?

The general methodological vehicle used for dealing with the general question of decreasing crime rates is the quasi-experimental time-series analysis of official Uniform Crime Report data. Briefly, time-series analysis is based on research designs that attempt to approximate the conditions of true experimental designs for research settings that do not provide the opportunity for experimental control and/or the random assignments of subjects. In their basic form, time-series designs are elaborations of the simple one-group pretest-posttest, but involve the use of a larger number of observations at different points in time and the possibility of expanding the number of units being observed to include both target and comparison groups. Later sections of the methodology chapter will present a detailed description of the time-series analysis procedures and their appropriateness for utilization in this evaluation. Appendix D provides a detailed description of the statistical procedures involved in the time-series design.

Merely identifying a change in the incidence of target crimes concomitant with the initiation of YSBs would not justify attributing the decrease to their existence. Therefore, it was necessary to explore two further specific questions. First, relations between specific YSB projects and specific crime incidence were examined. Given the variety of operational modes available to YSBs, it is possible that specific YSBs could be expected to have a specific rather than general crime reduction effect. For example, YSB projects which saw educationally related intervention as the primary focus of their operation might have an effect

on only school related crimes. If such effects were sufficiently large, they could be expected to impact the general youthful crime rate but not necessarily the overall indices commonly derived from UCR type data. Second, particular YSBs were organizationally linked to a variety of existing agencies. The most common examples of these include fiscal as well as managerial linkages to local juvenile court systems and boards of education. Given these specific organizational linkages it is possible that referral arrangements were differentially negotiated. One might then expect to find differential impact on specific crime incidence. For example, organizational linkage to the law enforcement community could be expected to provide a reduction of more general crime incidence while organizational linkage to a school system could be expected to provide status offense crime reduction. Within the context of the multi-faceted evaluation design used here, examination of each of these relationships was seen as critical.

The second component of the evaluation design focused on the issue of intermediate effects. Specifically, to what extent was there evidence that YSBs provided a diversionary alternative for the juvenile justice system? The evaluation design uses several specific approaches to examine this question. The first approach is based on a time-series analysis of official juvenile court statistics. It represents an attempt to compare petitioning rates prior to and following the initiation of specific YSBs. The second approach focuses on the extent to which YSBs altered the decision making process of police juvenile divisions in the target communities. A decision making modeling procedure referred to

as Automatic Interaction Detector was used in each of the intensive evaluation sites to examine the decision to refer youth to court during the years prior to and following the initiation of the specific YSBs. Finally, data taken from the police decision making analysis provided profiles of the characteristics of youth previously referred to the local juvenile courts. It was then possible to compare those profiles with the profiles of youth actually served by the bureaus as a further indicant of the operation of actual diversionary policies.

The third component of the overall evaluation design was focused on the actual operation of YSBs and the extent to which they exemplified the conceptual and alternative models outlined earlier. As detailed in the introductory section, YSBs were originally designed to have a multitude of functions including the diversion of youth from juvenile justice system processing, the modification of social resource systems available to youth, and the provision of intensive intervention services to high risk youth. As will be seen in later sections of this document, verbal adherence to each of these objectives and operating modes was observed in many original grant applications and in conversations with bureau directors and initiators. Each of these concerns were included in Figure I-3 which demonstrated the potential impact of these operating goals and procedures. Given the importance of these issues in any model evaluation effort, several modes were developed for assessing the functioning of specific YSBs. The first mode of assessment involved general discussions with YSB directors and other critical community members. The focus of these discussions was the specific motivation present in the target community for initiating the YSB and the

resulting goals which were developed for its operation. An additional focus had to do with reported perceptions of the YSB's actual operation historically. A second mode involved a search of past YSB records. This search was focused on identifying the types of youth referred, the type of service provided, and the types of community resources to which youths were referred. A third mode involved the collection of information from actual participants in the YSB projects. This mode was focused on both the staff and target youth in particular projects. Information relevant to the Bureau's actual operation was gained from these two critical sources. Finally, the staff provided additional questionnaire based information regarding their perceptions of the Bureau's operating principles. This mode was an attempt to gain a more general description of the Bureau's operations. Through these procedures, the Model Evaluation Project attempted to provide answers to the following four specific questions:

1. What were the formal organizational goals of YSBs?
2. What types of youth were referred to YSBs and further what type of service was provided?
3. What were the specific activities of the YSBs relevant to serving referred youth?
4. What were the operational philosophies and procedures of YSBs?

The fourth general evaluation component focuses its attention on the individual impact of Youth Service Bureaus. As outlined earlier the specific question addressed here was, "What impact did YSB programs have on the individual youth referred to them?" In many ways this component resembled most closely traditional notions of program evaluation. This fourth component resembled usual project monitoring activities. In a traditional sense, it is also the most important component when YSBs are

viewed primarily as service provision agencies. What seemed to be most critical is the determination of whether or not YSBs provide different results than would be achieved through traditional handling. That is, to what extent did YSBs represent anything more than an increase in the case work staff available to work with problematic youth. Several data sources were used to address this general question. These included the existing records of YSBs, the official records of law enforcement agencies and juvenile courts, and interviews with target youth and staff. The specific questions addressed by this fourth evaluation component include the following:

1. What effect did the YSBs have on the arrest rates of referred youth?
2. What effect did the YSBs have on the official petition rates of referred youth?
3. What effect did YSBs have on the self reported delinquency rates of referred youth?
4. What effect did the YSBs have on the prosocial activities of referred youth?
5. To what extent were YSBs more effective than "treatment as usual"?

Obviously each of these questions involved the use of specific methodologies as will be outlined in Chapter III. They also involved focusing on not only past activities of Youth Service Bureaus but their current functioning. In short, this fourth design component involved the examination of past YSB's performance through the use of archival data sources and the examination of current YSB functioning through the use of data collection procedures devised by the Model Evaluation Project.

Further, a critical component of the overall Model Evaluation design involved the implementation of an experimental design in one of the target sites. This procedure involved the random assignment of referred youth to Bureau services or a treatment-as-usual control group.

The fifth and final evaluation component was directed toward determining how YSB projects were initiated. This component was based on the results of indepth structured interviews with the major actors related to the projects and upon the results of questionnaires sent to project staff and critical community individuals. As indicated above, one of the reasons that planned social interventions such as Youth Service Bureaus may appear to fail is that they may have never been implemented. Briefly, this component of the evaluation was based on a series of assumptions which viewed projects as being open systems characterized by their dependency upon members of their environment for a supply of inputs (materials, support, referrals, information, etc.) and for the consumption of their outputs. In addition, it is necessary for them to demonstrate satisfactory internal management of their own resources. Specific questions addressed by this component were:

1. How well were YSBs supported by their organizational environment?
2. To what extent did goal clarity, consensus, and agreement exist concerning the function and anticipated outcomes of the YSBs?
3. To what extent did an organizational climate develop which was conducive to the operation of the YSB?
4. To what extent did YSBs meet their expected performance criteria in terms of staff training and credibility, case management, coordination with other community agencies, efficiency in handling referred youth, etc.?

Within the evaluation model ascribed to here, these five evaluation components are critical in their own right. However, it is anticipated that the most information will be gained from examining the interrelationships between design components. Given the reliance on primarily non-experimental data, it is through triangulation of information across organizational level and data source that credibility in resulting findings can be established.

CHAPTER III
EVALUATION METHODOLOGY

Introductory Comments

As described in the previous two chapters, the model evaluation project for Youth Service Bureaus actually involved four highly related segments. Each of these segments was designed to examine components of the overall functioning and impact of the YSBs. This chapter will describe the methods for each component separately in order to adequately detail the actual data collection procedures. The first section can be described as basically descriptive and includes examination of both systemic and individual variables. The second section was aimed at systems impact and will describe the methods used in the study to examine both the ultimate and intermediate effects of YSBs. The third section, labelled implementation will describe the evaluation methods used in examining the contextual frameworks, the organizational structures, and the philosophies used in the implementation of YSBs at various sites. The fourth and final section labelled individual impact, will describe three separate approaches to examining the impact of Youth Service Bureaus on individual youth who received service. These will include a cross sectional examination of youth previously served by YSBs, a pre-post examination of youth currently being served by the bureaus, and an experimental examination of the effectiveness of youth service bureaus.

A. Descriptive Approach

In beginning to address the question of describing the functioning of YSBs in Michigan, the Model Evaluation Project staff conducted extensive reviews of the original grant applications and subsequent annual reports for thirteen Youth Service Bureaus. These were used in combination with informal interview information collected in person in each of the sites by the Model Evaluation Project staff. The majority of these interviews were conducted with YSB project directors. The following descriptions provide a distillation of the results of this component of the project.

Berrien County (Benton Harbor)

The Berrien County Youth Service Bureau began operation on July 1, 1973. The implementing agency was the Juvenile Division of the Berrien County Probate Court.

One of the recommendations of the John Howard Association in 1971 was to provide a community-based, diversion alternative for youth, especially status offenders. In addition, Berrien County had the second highest juvenile crime rate in Michigan and suffered from social economic problems -- unemployment, racial conflicts, low academic achievement, etc.

Project objectives included the significant reduction of the number of official arrests, school suspensions or expulsions, and court petitions involving youth referred to Youth Service Bureaus.

Program activities included a juvenile information exchange for police agencies and schools, short-term counseling, screening of all police complaints to determine appropriate action, referral services to

community agencies, consultation to parents and agencies, follow-up evaluations of youth with high potential for recidivism and a volunteer program.

The staff of nine included a director, case supervisor, five youth counselors, and two secretaries.

Genesee County (Flint)

The Genesee County Youth Service Bureau began operation July 1, 1973. The implementing agency was Flint Community Schools and Director of Youth Projects was named project director.

In 1972, the Genesee County Juvenile Delinquency Planning Unit determined a need for (1) diverting youth from official adjudication and (2) coordinating community youth service agencies. Genesee County was designated as an LEAA high crime area and Flint was one of ten Michigan Crime Impact Cities. While probability of arrest was low, 68 percent of youth arrested were referred to probate court. Also noted were lack of secondary prevention services, lack of coordinated community programming, high rate of school suspensions, and lack of information, resources.

Project objectives included: (1) diverting first and second offenders; (2) reducing number of accepted court petitions, Youth Service Bureau participant arrests and school suspensions or expulsions; (3) mobilizing community resources to provide needed youth services; (4) reducing delinquency in Genesee County; (5) reducing size of probate court caseloads; (6) referring 25 percent of its referrals to existing community agencies; and (7) documenting youth programming needs and developing appropriate services.

Services provided were short-term counseling to youth and parents, service brokerage, resource development, and systems modification.

Staff included a director, two community service coordinators, two youth workers, a program evaluator, and a secretary.

Calhoun County (Battle Creek)

The Calhoun County Youth Services Bureau began operation January 1, 1972. The Calhoun County Juvenile Court was the implementing agency and the Director of Court Services was named project director.

A growing rate of delinquency in the county precipitated the formation of the Youth Service Bureau. Over half the juveniles arrested were warned and released with no services provided. Furthermore, police agencies had no standardized referral procedures, schools were hesitant to refer truant and incorrigible youth to court, and coordination of referral to social agencies was minimal.

The goals of the Youth Services Bureau aimed at providing services to previously unserved juveniles, at increasing resource development, and at decreasing probate court caseloads. Its objectives were: reduce the number and/or quality of official arrests, school suspensions or expulsions, and accepted court petitions of youth participating in the Bureau program.

The Bureau provided a Juvenile Information Exchange Service for police agencies, coordinated referrals to community agencies, provided short-term counseling to youth referred by schools and police, consulted and advised parents and professionals working with involved youth, screened all police complaints on first-offense juveniles, conducted follow-up evaluations of "high-risk" youth, referred to juvenile court when necessary, and planned to implement a volunteer program in the future.

The Bureau operated as a branch of the Calhoun County Juvenile Court. An advisory council comprised of representatives of school, police, court, and agency personnel provided on-going planning, training, consultation, and evaluation of the Youth Service Bureau.

Bureau staff included a director, assistant director, coordinator of volunteer services, a senior youth counselor, three youth counselors and two secretaries.

Van Buren County (Paw Paw)

The Van Buren County Volunteer Court Friends was funded beginning July 1, 1974. The project director was the Probate Judge and the implementing agency was the Van Buren County Probate Court.

The project was developed to divert youth from the juvenile justice system. A rural county, 17 percent of the Van Buren County population received some type of public assistance and 25 percent of the county families had yearly incomes below \$3,000.

The Youth Service Bureau provided referral and supportive counseling services for predelinquent and delinquent youth, utilizing the assistance of volunteers. At least half of the status offenders referred to the court were to be referred to Volunteer Court Friends.

The staff consisted of a project coordinator, counselor, field workers, and secretary.

St. Clair County (Port Huron)

The St. Clair County Youth Service Bureau began operation in January, 1975. The implementing agency was the St. Clair County Probate Court.

The Youth Service Bureau was formed because of an absence of appropriate referral sources for predelinquent and delinquent youth and their families.

(Approximately 80 percent of youth arrested were warned and released).

The project accepted referrals from police, court, and schools. Its objectives included a significant reduction in juvenile arrests, school suspensions, and referrals to juvenile court. It acted as a central referral source to youth service agencies, had a county-wide youth information system on youth apprehended by the police, and provided referral and counseling services for county youth.

The staff included a director, assistant director, five youth counselors, and two secretaries.

Newaygo County (White Cloud)

The Newaygo County Youth Service Bureau began funding on July 1, 1975. The implementing agency was the Newaygo County Probate Court.

The Youth Service Bureau was formed in Newaygo County to provide needed alternative services to the probate court for juvenile offenders and their families. It was the practice of the probate court to reject petitions relating to school problems or minor juvenile offenses.

Objectives of the Youth Service Bureau included reducing juvenile arrests by 10 percent; school suspensions, expulsions, and drop-outs by 10 percent; and cases coming under juvenile court jurisdiction by 15 percent.

The project intended to provide referral, screening and counseling services, and to initiate needed new services. The Bureau concentrated on services to the family unit.

The Bureau accepted referrals from police, school, court, and parents. It was governed by a policy board with citizen and agency representation.

Staff included a director-counselor, one youth counselor, and a secretary.

St. Joseph County (Three Rivers)

The St. Joseph County Youth Service Bureau was funded beginning July 1, 1975. The implementing agency was the St. Joseph County Probate Court and the Court Director was named project director.

The Bureau was developed to fill a gap in services, to provide dispositional alternatives for police, and to aid the schools in handling behavioral problems (since the juvenile court did not accept school petitions).

The project provided diversion services for youth and their families, offering counseling and making referrals to appropriate community agencies.

Objectives included: (a) reducing recidivism among youth referred to the Youth Service Bureau by 5 percent, (b) reducing school suspensions and expulsions of youth referred to the Youth Service Bureau by 5 percent, and (c) reducing rate of petitioning to juvenile court of Youth Service Bureau participants by 10 percent.

Project personnel included a director, three counselors, and a secretary.

Macomb County (East Detroit)

The Youth Services Center began operation in June, 1971. The City of East Detroit was the implementing agency.

During 1969 and 1970, the community perceived an increase in delinquent behavior and attributed it, in part, to increased drug usage. The Protective Services Commission, established by the East Detroit City Council, took the initiative of planning the Youth Service Center. The program was aimed at prevention, rather than rehabilitation, and drug usage was a primary target. Originally the Center followed a crisis-intervention model.

Goals of the Bureau have been expanded to include diverting youth from the juvenile justice system, strengthening family life and parent-child relationships, involving the community in providing for the needs of youth, and helping youth experiencing behavioral problems at school or in the community.

The Bureau provided individual and group counseling for youth, referral and information services, crisis intervention, youth advocacy, family counseling, drug education, etc. It received referrals from court, police, parents, and youth themselves.

The project is currently funded by the City of East Detroit in cooperation with the East Detroit School System. It employs one director and one youth counselor.

Shiawassee County (Owosso)

The Shiawassee County Youth Service Bureau began operation October, 1, 1975. The Shiawassee County Probate Court was the implementing agency and an employee of the Juvenile Court was named project director.

The Youth Service Bureau was developed to address the need for alternative resources for the large numbers of cases referred to juvenile court. Services for county delinquent youth were extremely limited. The project sought to reduce the number of court petitions, the size of probation caseloads, and the rates of school suspensions and expulsions.

Program and activities were aimed at providing casework and counseling services to status offenders, first offenders, and predelinquents. The program was oriented toward decentralized services and outreach in order to service outlying areas of this rural county.

Bureau employees included a director, three caseworkers, and a secretary.

Oakland County (Pontiac)

The Youth Service Bureau portion of the Oakland County Youth Assistant Program began January 1, 1974. The Director of Youth Assistance was project director.

The Youth Assistance Program was well-established and extensive, employing 22 professional social workers and utilizing over 1,000 volunteers. In 1972, 4,000 youth received casework services and 6,000 additional youth participated in Y.A.P.-sponsored activities. They saw a need for better integrated and coordinated services, child management training for parents, technical assistance to field workers via local committees, and a central intake process.

Objectives included: preventing arrest and school suspension and expulsion of project youth, preventing project youth from coming under court jurisdiction, and identifying and coordinating public and private financial resources aimed at prevention and control of delinquency on the county or regional level.

Activities were to establish a central intake process, to provide service within 48 hours of referral, to coordinate existing youth services, to establish a countywide advisory board, and to provide child management training classes for parents.

The project staff included three field supervisors, one intake worker, one program development and community organization specialist, one child management training specialist, and two secretaries.

Grand Traverse County (Traverse City)

The Grand Traverse Youth Service Bureau began April 1976. The implementing agency was the Grand Traverse County Probate Court. The project director was the Coordinator of Volunteer Services for the Grand Traverse County Probate Court.

Services available to youth (e.g., school social workers) in the county were minimal. The Bureau, therefore, was to provide services to children 7-17 who were identified as behavioral problems and to provide a springboard for community development.

Goals aimed toward prevention of delinquency by early identification and immediate attention, better utilization of existing resources, relief for the overburdened court, and reduction of taxpayer costs (by using volunteers and reducing delinquency).

Objectives were to reduce the number of official arrests and school suspensions or expulsions involving Bureau youth. Also listed were the reduction in number of institutional placements, the diversion of youth from the juvenile justice system, and the development of new resources.

Activities indicated that the Bureau was to act as a service broker, as a catalyst toward improved agency cooperation, as a provider of services to all areas of the county, as a clearinghouse of police, and as an "employer" of volunteers. Referrals were accepted from children, parents and agencies.

Staff included a director-coordinator, a senior counselor, two junior counselors, and one secretary-clerk.

Alpena County (Alpena)

The Alpena County Youth Service Bureau began June 1, 1974. The implementing agency was the Youth Service Bureau of Northeast Michigan and the director of same was named project director.

Alpena County is a large rural area with few services provided to delinquent and predelinquent youth. A disproportionately high number of arrested youth (70-80 percent in the county vs. statewide average of 43 percent) were referred to probate court.

The purpose of the project was to determine existing youth services, make a needs assessment of unmet service needs, and to develop a five-year comprehensive plan to coordinate and implement needed services in the Alpena County area.

Project activities included the completion of the above five-year plan, and the development of diversion services for youth--referral to existing community agencies for 90 percent of referred youth and provision of direct short-term counseling services for the remaining 10 percent.

Project personnel included a director, three counselors, and a secretary.

Kalamazoo County (Kalamazoo)

The Kalamazoo Youth Service System was funded beginning July 1, 1974. Kalamazoo County Community Mental Health was the implementing agency.

The Y.S.S. sought to reduce delinquency by effecting systems modification through intervention in the schools. At the outset, it provided no direct services to youth.

The goals of the Youth Service System included the following: (1) increase communication between schools and youth-serving agencies, (2) provide information on services available to youth, (3) improve coordination of

services to youth, and (4) develop new and modify existing programs involving youth and/or agencies.

Objectives were to prevent youth from dropping out of school and from being referred to juvenile court for school-related problems, to reduce the number of suspensions of target youth, to provide appropriate referrals, to identify needs, and to develop new programs.

Activities included the development of an advisory committee to outline referral procedures, a community resource directory, educational resource teams for service delivery in the schools, inservice training for school and police personnel, and career development for potential drop-outs.

The staff included a project director, program specialist, senior consultant, five outreach consultants, one executive secretary, and two clerk-typists.

This program ceased operations after two years (1976) because of the unavailability of local funding.

In the early phase of the Model Evaluation Project, this part of the descriptive evaluation served to sensitize the Model Evaluation staff to the types of programs which had been implemented in the State of Michigan. It is accurate to say that this component was used for only initial informational purposes and selection of particular YSB sites for more in-depth analysis and other evaluation design components.

The second part of the descriptive analysis focused more directly on detailing the type of youth referred to and served by YSBs. In general, then, this segment focused on describing youth service bureaus at an individual level. The focus here was two-fold. First, to describe

the types of youth being referred to YSBs. Second, to examine the types of service provided. For descriptive purposes it was necessary to attempt to gain as large a sample as possible both in terms of representing the numbers of youth and representing the development of specific youth service bureaus historically. In line with these goals, cross sectional data was collected on a sample of clients from four Youth Service Bureaus. The primary mode of data collection was examination of YSB, police and court records. While a description of the specific procedures followed in each of the four sites is presented in Appendix , the general procedure will be described here. Four sites were selected for this in-depth, cross sectional examination. These four sites were: Port Huron, East Detroit, Flint, and Benton Harbor. These four sites were selected in a very purposeful fashion in an attempt to reflect the operation of the best bureaus in the state. In addition, they were selected to be representative of bureaus which had been in existence for an extended time, bureaus which were recently initiated, bureaus from relatively large communities, and bureaus from relatively small communities.

Obviously the total population of the YSBs available for this study necessitated a purposeful approach to sampling. Following selection of these four sites, representatives of the Office of Criminal Justice Programs introduced the research staff to YSB personnel in each site. Members of the research staff then contacted the respective YSB directors to explain the project in detail and to gain their cooperation in data collection procedures.

Upon securing the permission of the YSB director, his/her support was enlisted in obtaining permission from the police and probate court officials for data collection procedures. This typically included the director of

the YSB setting up appointments for the research staff with police and court personnel. It was also critical that in each site the YSB director expressed his/her support of the Model Evaluation Project.

Permission for access to police records was generally obtained from the Chief of Police and the officer in charge of the juvenile division. Permission for access to court records was obtained from the director of court services and in some cases from the juvenile judge. Questions concerning confidentiality of youth records and other aspects of the project were addressed by the research staff and written confirmation was provided by the Office of Criminal Justice Programs when necessary.

Data Collectors. Students from Michigan State University were hired as data collectors for the MEP efforts in Port Huron and Flint. In the two subsequent sites, namely East Detroit and Benton Harbor, data collectors were hired from a pool of applicants recruited by the YSB director. These people included local junior college students, interns of the Youth Service Bureau and individuals who had applied for positions with the YSB. All hiring was accomplished by the site field director following an interview in which the need for accurate data, confidentiality, and overview of the evaluation design were explained. Data collectors agreed to a written contract and signed statements assuring the confidentiality of the information they would be handling.

Data collectors for the police and court records were either recruited from existing research staff or were local police and court workers. The decision was based on the preference of local authorities who were responsible for access to the necessary records. Following the hiring of data collectors, intensive training was provided by the field site director.

This generally involved two to three day long meetings in which the data collectors were introduced to the case files, the data collection forms, and definitions of the specific variables to be coded. A number of "practice cases" were coded under the supervision of the field director to enhance and assess the reliability of the data to be collected. More specifically, data collectors continued in training until they showed an acceptable (greater than 90%) inner-rater agreement.

Procedures of Data Collection. In each of the four sites mentioned above, a random sample, stratified by month, of approximately 600 cases was drawn from existing bureau files. Data was collected from both closed and open cases. This sampling procedure assured the collection of data on existing and previous cases representative of the bureaus total time of operation and any monthly fluctuations which would affect same. From the individual files, data coders recorded information relating to the following six areas:

1. Demographic information
2. School status
3. Legal status
4. Previous and concurrent social services received
5. Problem assessment
6. Outcome of the YSB intervention

The complete listing of the data collected is listed in Table III-

In the event of missing or unclear data in case records, staff members were contacted to provide the necessary information. If a sufficient amount of data remained missing or uninterpretable for a given case the entire set of data for that case was considered to be of questionable reliability. In this situation the case was eliminated from the sample and a replacement was randomly drawn. The same procedure was followed when an entire case record was found to be missing. These procedures were necessary only on very rare occasions.

TABLE III-1

Youth Service Bureau Cross Sectional Data Collection

Race
Sex
Age
Open/closed status
Case Worker
Intake Worker
Duration of Service
Referral Source
Reasons for Referral
Module at Intake
Employment Status
Last Grade Completed
School Attendance
Previous Community Services Received
Concurrent Community Services Received
Problem Assessment
Living Arrangement
Number of brothers
Number of sisters
Number of caseworker contacts
Termination Reason
Primary caseworker
Module of Termination

Data collection at each of the four sites proceeded under the supervision of the site director. This person was responsible for the administration of agreements relevant to data accessibility and for monitoring the quality and reliability of the data to be collected. The primary method for checking data quality involved "reliability checks" which examined the amount of agreement between data coders. In order to accomplish inner-rater agreement cases were randomly selected by the field site director which would be coded by two data collectors independently. Reliability was then computed by examining the percent of agreement between data collectors on all items. A summary of the reliability indices for each site and source of data is presented in Table III-2.

Table III-2

Reliability Index for Cross Sectional Data

	Port Huron	Flint	East Detroit	Benton Harbor
YSB Records	94.1	92.5	88.6	
Police	98.1	97.3	95.7	
Court		91.4	91.1	

Note: Entries are computed as percent agreement

Following the completion of data collection from YSB records, police and court files were checked for each youth in the sample of YSB clients. Therefore, all cases appearing in the police and court cross sectional data are also in the Youth Service Bureau sample. In short, this involved doing a check of police and court records at each of the four sites for approximately 600 youths.

Since there are a large number of law enforcement agencies with which individual youth may have had contact, a complete record of all police contacts for a single youth was not obtainable. Even within a single county

there were a large number of law enforcement agencies. This made the task of checking all law enforcement records for each youth relatively unprofitable in terms of time and resources. Therefore, one or two jurisdictions were chosen in each of the four sites which represented the largest percent of the client population in terms of where they lived and/or was the largest source of police referrals to that particular Youth Service Bureau. This problem was significantly reduced in the collection of court data since the entire county would fall under the jurisdiction of a single court. Consequently only the court records of the probate court in the county in which the Youth Service Bureau was located were checked.

The names of the youths drawn from the Youth Service Bureau sample were recorded and taken to the police and court along with sufficient identifying information to correctly examine the probate records. In the event that two records would be located with the same name, or a small variation of YSB name was found, other information such as birth date and address was used to correctly identify the police court file.

Data collection procedures from police records consisted of examination of the following three variables: 1) number of offenses committed, 2) the average seriousness of the offenses, and 3) the police disposition for each offense. The seriousness weighting used in this study was adapted from seriousness index originally developed by Sellin and Wolfgang (1963). This data was gathered for four time periods at each bureau site. These were: 1) twelve months prior to a youth's referral to a YSB, 2) the time period during which he or she was receiving YSB services, 3) twelve months following the termination from the YSB, and 4) twenty-four months following

the termination of service.

The data collected from the respective juvenile court files consisted of petition records. For these, the petitioner and the number of petitions were recorded. The same time periods were used for this data as were used for the police records.

The same training and supervision procedures were used for police court data collectors as was described in the collection of YSB data. The reliability was computed in the same way. The data from this component of the model evaluation design will then be used to provide not only a description of the type of youth served by the bureaus, but also to examine the effects of YSB intervention on individual youth level of official delinquency.

B. Systems Impact

Three interrelated components constitute the overall methodology employed to examine the question of the systemic impact of Youth Service Bureau initiation and operation. The first component involved the examination of official crime statistics and was aimed at determining the degree to which each project was successful in reducing crime and delinquency. The second component involved a more detailed analysis of crime data which supplemented the first component and provided information regarding the intermediate goal of diverting youth from the juvenile justice system. The third component focused on the degree to which the initiation of YSBs brought about a change in the decision making processes of police juvenile divisions in the target communities. Each of these three components fall under the general rubric of systems impact. The remainder of this sub-section will be devoted to a description of each of the major components in detail.

Systems Impact and Time-Series Designs. The analysis of crime reduction and diversion data rests heavily on the use of the time-series model of analysis. In light of the newness of time-series analysis statistical techniques a brief subsection will be devoted to describing the actual procedures employed by the time-series strategy. The reader disinterested in understanding the finer points of time-series analysis or already familiar with its operation is advised to proceed to the next subsection.

Time-series analysis is a statistical technique designed for examining quasi-experimental design data. Campbell and Stanley describe quasi-experimental design as follows:

"attempts by a researcher to introduce something like experimental design into his scheduling of data collection procedures (i.e., the when and to whom of measurement) even though he lacks full control over the scheduling of experimental stimuli (the when and the whom of exposure and the ability to randomize exposures) which makes true experiment possible."
(Campbell and Stanley: 1966, p. 34)

A quasi-experimental approach was necessary in this segment of the design because of the ex post facto nature of the evaluation wherein neither the selection sites to receive YSB funding or the exposure of youth to YSB intervention at a specific project met the criteria for the true experiment. Time-series designs are especially suited to measuring change in complex social systems (e.g. the juvenile justice system) where activity type data is recorded on a regular basis. The quality is, of course, of critical importance and will be discussed momentarily.

Time-series designs are basically extensions of the classic pretest-posttest design in which one measurement is taken before and one after the intervention to determine the extent to which there has been any change.

In time-series designs, measures are taken repeatedly before and after the intervention and observed changes following intervention can be judged as "either the effect of the intervention or merely the progression of evolving and dynamic process unaffected by the intervention." (Glass, Wilson and Gottman: 1972, p. 1). The validity of the judgments depends on the extent to which controls are incorporated that rule out the rival plausible hypothesis which could be used to explain the results.

In its basic form, the single time-series design can be represented as follows:

0 0 0 0 0 X₁ 0 0 0 0 0 0

where 0 signifies the repeated measurements or observations and X denotes the treatment intervention period. The more appropriate notation in this study, since the programs are continuous, is the following:

0 0 0 0 X₁ 0 X₁ 0 X₁ 0 X₁ 0 X₁

where measurements are taken continually at the same interval throughout the duration of the program. In the case of multiple time-series designs comparisons are made between two series of measurements and the proper notation is:

0 0 0 0 0 0 X₁ 0 0 0 0 0 0
 0 0 0 0 0 0 0 0 0 0 0 0

where the second line represents the comparison series without the intervention. Examples of the use of time-series designs in social policy research can be found in the Ross, Campbell and Glass (1970) study of the effects of a breathalyzer law on drunken driving in England, and the studies by Glass (1968) and Campbell and Ross (1968) on the effects of a speeding crackdown.

The variety of intervention effects may result in the time-series designs. Some of these have been outlined by Glass, Wilson and Gottman (1972, p. 46).

A. An abrupt change in level



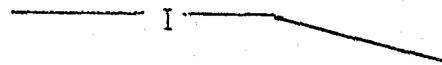
B. An abrupt change in direction



C. A delayed change in level



D. A delayed change in direction



E. A temporary change in level



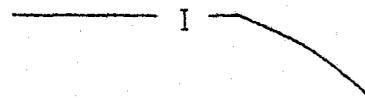
F. A temporary change in direction



G. A decaying change in level



H. An accelerated change in direction



In both the crime reduction and diversion components outline in the preceding sections, the general analytical strategy was to examine annual crime trends using a multiple time-series and then to follow up with a more detailed look at monthly figures using single group time-series design where statistical tests of significance were performed. For the multiple time-series analysis annual level UCR data was used. In order to facilitate inspection of annual level data all figures were transformed into rates to correct for population differences between counties.* In single group time-series design the actual number of founded crimes, arrest, or delinquency petitions were used.

As mentioned above, the time-series approach is an expansion of the

* For crime reduction the annual level data represents the crime rate per 1000 total county population. For the diversion issue the figure represents the juvenile arrest rate per 1000 juvenile ages 7-16.

basic pretest, posttest design. The multiple time-series design was then a similarly expanded version of the non-equivalent control group design. In both designs the use of a non-treatment control group is important because it provides a control for the rival hypothesis that history (or the presence of a broad range of influences occurring at the same time as the intervention) caused the observed changes. In the case of the YSBs this meant that delinquency rates of comparison jurisdictions could be expected to be influenced by the same historical factors which might be used to explain observed changes in the project jurisdictions. The examination of annual data within the multiple time-series design will provide indications of project successes in the areas of crime reduction and diversion.

Because of the problem of data instability over time (i.e., random fluctuation), the annual level data used in the multiple time-series design does not provide a sufficient number of data points to determine the significance of observed directional changes in post-intervention trends. The use of monthly data results in a much larger number of data points and enables such determinations to be made. Time and financial constraints made it necessary to limit the collection of the much larger volume of monthly data to project sites only. Thus, the single time-series design was employed for the monthly level analyses of crime reduction and diversion.

Discussing the problem of data instability in statistical analyses of time-series data, Campbell wrote, "the plausibility of the hypothesis that instability accounts for the effect can be judged by visual inspection of the graphed figures, or by qualitative discussion, but in addition it is this one threat to validity which can be evaluated by tests of significance." (Campbell: 1969, p. 117). In the multiple time-series analysis a

decrease in rates of founded criminal offenses or delinquency arrest rates in the absence of similar decreases in comparison jurisdictions would provide initial evidence that Youth Service Bureaus were successful in reducing crime and diverting youth from the justice system. If these decreases were found to be statistically significant in the single group time-series analysis of monthly data the evidence would be stronger still that the projects were effective in this dimension.

The statistical model upon which the analysis of monthly time-series data was based was developed originally by Box and Tiao (1965). The statistical analysis was used to separate out the true effect of the intervention on the time-series from random shocks and determine whether the introduction of the intervention decreased, increased or did not affect the variable on which the time-series data was collected. According to Glass "the statistical analysis answers the question of whether the observations following the enactment of a law (or introduction of a program) are simply a continuation of a time-series of a pre-enactment observation or whether they have shifted up or down from the general level of the pre-enactment time-series." (Glass: 1968, p. 6). Thus the basic function of the statistical analysis of the monthly data was to determine the general level and slope of the time-series data prior to the initiation of the YSBs in order that comparisons could be made with the level and slope of the post-YSB time periods.

The general statistical model of time-series we have employed in this evaluation is known as the ARIMA model because it enables us to deal simultaneously with the autoregressive process, differencing, and the

integrated moving averages process. Using this general model a large number of specific alternatives are available (80) because both p and q may take values that range from 0-3 and differencing orders range from 0-4. The model selection process involved several complex mathematical concepts and functions and is discussed only briefly here. A thorough discussion of this procedure can be found in Box, Jenkins (1976, 174-177) and Glass, Wilson and Gottman (1972, 97-101).

There are three properties of the data which were important in model identification process. The order of the differencing was the first property considered and indicated the number of times differencing (subtracting each observation from the one following it) must be carried out to reduce trends in the pre-intervention data to a constant and stationary level. While the time-series analysis used here allows for any of four orders of differencing, social science data will seldom require more than first order of differencing which removes linear trends (second order removes quadratic trends, third order cubic trends, etc.).

The second and third parameters included in the model identification process were the orders of autoregression in moving average. Time-series analysis is based on a multiple regression model and the order of model regression and moving averages correspond to and function as weights in the multiple regression equation. Both the autoregression and the moving average functions are related to issues of interdependence and instability of measurements in a time-series. The autoregressive process estimates the extent to which a given data point is affected by the measurements preceding it. The moving average process attempts to take into account

the effects of past or random shocks to the time-series on current observations. The overall purpose of the model identification process was to identify and correct for dating instabilities which complicate the calculations of general levels of the time-series prior to and following the introduction of Youth Service Bureaus.

Obviously the model identification process was a complex one requiring the understanding of trigonometric functions and high level mathematics. To carry this procedure through the fine grain analysis phase for each of the variables and each of the sites turned out to be fiscally impossible. It was, therefore, necessary to determine the model which most clearly fit crime statistics in general and to use that model for each crime variable at each site. The specific alternative used in this evaluation is the (0,1,1) model.

The selection of a single specific statistical model was based on both economic (time and money) and conceptual criteria. The economic criteria involved the number of computer runs required to select specific statistical models. The ideal process for the selection of a specific statistical model is to base the selection on an examination of the fit between the actual data and all of the alternative statistical models (p,d,q) available. This approach requires processing the initial time-series observations through a computer program (CORREL) and examining the results (autocorrelations and partial autocorrelations for each order of differencing). Given the large number of variables (target crimes) and jurisdictions involved, this approach would have required over 50 computer runs with the CORREL program just to produce the data needed to select the best fitting model for each variable at each site.* Obviously

* Actually the number of model selection runs would have exceeded 100 because a similar analysis was conducted for the effects of Special Police Units on departmental clearances of offenses.

this approach would have been costly in terms of both time and money. Thus, we needed to develop a more economical approach to the selection of specific statistical models.

The conceptual criteria were based on assumptions concerning the seasonality of crime data. Existing opinion supports the view that crime data is seasonal in nature. That is, a tendency for data observations to repeat basic patterns during corresponding months of successive years. For example, the Michigan State Police include the following statement in their annual Uniform Crime Report:

As is well known to all law enforcement agencies, most crimes follow distinct time patterns, rising and falling in level throughout the day, week, month, and year. While Michigan UCR does not collect data on the variations in crime during the day, week, or month, it does provide monthly crime totals which can be used to show the variation in crime on a monthly basis throughout the years. (Michigan State Police: 1974, 17)

The belief that crime data is seasonal is consistent with Glass's general conclusion that data observed over a period of time is apt to show seasonal cycles. (Glass, et.al.: 1975, 202). The systematic variations associated with seasonal data tend to obscure the overall time-series process, and, if they exist, must be taken into account in the selection of a statistical model.

Our analysis of monthly data for selected target crimes and jurisdictions indicated the existence of seasonal patterns. Thus, it seemed important to select a specific ARIMA model that would provide the opportunity to make adjustments for seasonal cycles in the data. The statistical model used with seasonal data by the TSX computer program is the (0,1,1) model and this is the specific model we have employed in our analyses. This model assumes no autoregressive process is taking place

and an integrated moving averages process of one. The utilization of a differencing order of one is designed to eliminate linear trends and temporary changes in the level of the time-series data.

The actual time-series analysis was accomplished using the computer program which is available to Michigan State University Computer Center. (See Miller, 1976, Appendix for a detailed description of the program). Four parameters for the time-series data are tested with this computer procedure. First, the general level of the pre-intervention data is calculated. With crime statistics this phase of the analysis was not particularly useful since the level was tested for difference from zero and nearly all sites experienced crime rates significantly above the zero rate. Second, the change in level was computed by subtracting the last pre-intervention period data point from the first post-intervention data point. Both of these figures were adjusted to minimize the impact of seasonal fluctuations and the influence of random shocks in the time-series. The standard T-statistics tests for difference between the observed level of change and no change which would be expected if the project had no effect. Thus, where there was a negative change in level accompanied by a sufficiently large T-statistic, it would be concluded that the project under examination had a significant impact in reducing a particular crime rate, number of arrests or court petitions. Third, the drift (or slope) of the pre-intervention trend line was calculated and tested for its difference from zero. This parameter was again not directly relevant to study here except for its use in the computation of change in drift. The fourth and final parameter tested was the change in drift which was defined as the slope of the pre-intervention line minus the slope of the post-intervention

line. A negative change in drift indicated that a rising crime rate was inhibited or a falling crime rate accelerated following intervention. Where a significant negative change in drift was observed it was viewed as evidence in support of the effectiveness of the Youth Service Bureau in its crime reduction goal. There was reason to expect that perhaps a project would not have a significant impact on the overall level of a specific crime variable although the rate at which the variable had demonstrated an increase could show a marked decline.

In order to determine the significance of the T-statistic common degrees of freedom were computed by subtracting the number of parameters tested (four) from the total number of data points in the time-series (usually 56). The examination of the T-table indicated that with 50 degrees of freedom it was necessary for the T-statistic to exceed a negative 1.6 for significance at the standard .05 level (i.e., five times in a hundred one would mistakenly accept the false hypothesis). The number of preimposed intervention points were varied from project to project since most projects started at different times in the month, it was corrected for a constant time period.

A further note of caution must be added to this discussion of time-series analysis of uniform crime report data period. In both components of the system impact section, the primary data source was the uniform crime report compiled each year by the Michigan State Police in conjunction with the U. S. Federal Bureau of Investigation. This official police data has been a focal point of a great deal of criticism, but much of the concern revolves around misinterpretation and misrepresentation of the information. For example, Sahmbles and Nagawasa (1969) had concluded that Official Crime

statistics were useless as indicators of "actual deviance". From a naturalistic perspective, however, the extent of actual deviance is infinite and the vast proportion of it is tolerated and absorbed by individuals and the community without formal incident. Therefore, illegally defined behavior which exceeds the tolerance levels and comes to the attention of authorities can be viewed as the primary concern of such formal mechanisms of social control as the juvenile justice system. For those interested in discovering the "true" picture of crime official statistics are obviously inadequate. The complexity of social data, coupled with the emotionalism surrounding the crime problem, has also resulted in the manipulation and distortion of official crime data for self-serving and politically motivated ends. An example is the U.S. Uniform Crime Report published each year by the Federal Bureau of Investigation. It has been charged that the FBI generates the maximum amount of terror from these reports by representing only the upward side of the crime charts, using crime clocks to show a progressively shorter time period between the commission of crime without correcting for large growth in the population, and compiling an index of serious crime in which crimes such as joy-riding and entering a building without permission are given equal weight with crimes such as murder and rape. (National Institute of Mental Health, 1973). Theoretically, the crimes of violence about which there was a great deal of personal concern could come to an abrupt end while an increase in instances of stealing wheel covers (larceny over \$50.00) could produce an alarming rise in the index of serious crimes. The same kind of manipulation can be seen in the use of one set of data by law enforcement, court or correctional agencies to demonstrate the

effectiveness of existing programs and the use of another set to illustrate the need for a new program.

Besides the potential misuses and misinterpretations of crime data, concern has been expressed regarding the reliability and comparability across time and jurisdiction. (See for example, Black, 1970; Smith, 1973; Price, 1960; Yellin and Wolfgang, 1964). Due to ambiguous definitions and individual officer discretion, there exists considerable skepticism concerning the accuracy of official crime statistics. In fact, it has been suggested that crime recording procedures vary so widely to render their interpretation meaningless. However, as Wheeler (1967) pointed out, variability in the manner of responding to different crimes in different jurisdictions is an inherent characteristic of the justice process and a legitimate area for investigation. Relatedly, Skogan (1974) suggested that the pressures to over or under report and record crime were likely to be distributed across time and jurisdictions in a random fashion such that relative comparisons were justified although the true levels of crime may be obfuscated in all jurisdictions. It is on the basis of this reasoning that the Official Crime data was employed here. In short, it is viewed as a realistic indicant of the systems impact of Youth Service Bureaus within their organizationally stated goals.

Crime and Delinquency Reduction. The first major component of the systems impact method was aimed at answering the questions related to the effectiveness of YSBs in affecting change in the rates of crime and delinquency. The total possible sample of YSB projects to be included in this aspect of the evaluation design is thirteen. For this particular aspect of the design the following sites were included: Benton Harbor/Berrien Co., Port Huron/St. Clair Co., Flint/Genesee Co., White Cloud/Newaygo Co., Paw Paw/Van Buren Co.,

Three Rivers/St. Joseph Co., and Battle Creek/Calhoun Co. It was impossible to include all thirteen in this component of the evaluation for the following reasons: one project ceased operation prior to the completion of the Model Evaluation Project (Kalamazoo), another is a multi-county project not amenable to individual time-series analysis (Alpena) and two others began operations too late to allow collection of sufficient data points for the time-series analysis (Shiawasee and Grand Traverse). In addition, one of the programs began at the same time as the earliest data was available, resulting in an absence of pre-intervention points (East Detroit) and one project was part of a larger youth serving system which had functioned for well over twenty years (Oakland).

In order to utilize a multiple time-series design it was necessary to select a comparison jurisdiction for each of the final seven sites. As all of the projects have a county-wide focus the unit of analysis for this component was the county. Thus, "matched" non-YSB comparison counties were selected on the basis of geographical location, total population (on the basis of 1970 census) and median family income as reported in the Michigan Statistical Abstract (1974). Comparison counties were chosen which were the nearest match to the YSB counties located in the same geographic region in the state. While the YSB counties and comparison counties can be by no stretch of the imagination viewed as equivalent in any true experimental sense, the comparison served as an important check point for examining the long-term delinquency trends in YSB areas in the State of Michigan. In short, data from these seven YSBs and the respective comparison counties provided for an annual level analysis of crime impact. This provided a very rough estimate of the impact of YSBs on crime rates across the seven jurisdictions.

The variables analyzed in the time-series analysis were those most directly pertinent to the question of crime reduction - actual or founded offenses. These were distinguished from the arrest data which was used in the next component addressing the issue of diversion. The specific offenses examined were burglary, larceny and vandalism. These three offenses were selected for analysis because they were the most common offenses among delinquents and along with the status offenses (those acts which are criminal only when committed by a juvenile) constitute over 60 percent of all juvenile arrests in the state. They also represented the offenses most common among youth bureau clients. On the other hand, the arrest data to be used in the analysis of diversion was a sub-set of actual crime wherein suspects were formally arrested. It is the premise of the systems impact method that the actual offense data represented the most accurate estimate of crime levels and was the appropriate variable to be used when analyzing the question of actual crime reduction. The arrest data was viewed as being the best indicator available of law enforcement activities and therefore the appropriate level of data to be used in examining the diversion question in the next section.

Since nothing was known of the offenders responsible for actual crime, no age breakdown was possible. The assumption was made that a significant reduction in juvenile rates would directly affect the overall actual reported crime picture. In order to facilitate comparisons between counties with different sized populations, all figures have been calculated into rates per one thousand total county population (based on 1970 census).

While the multiple-group design allows us to maximize the number of sites included in the analysis it is limited by two factors. First,

using annual level statistics the number of data observation points available for analysis is severely limited. This is important in terms of being able to identify and adjust for the various forms of data fluctuation described above in our discussion of the problem of data instability. In addition, the small number of data points also limits our ability to utilize statistical techniques to test the significance of any observed changes in pre and post-intervention measures. The second factor concerns our assumptions about the relationships between separate data observations. Most statistical techniques utilize a series of measurements (data observations) which are assumed to be independent. We cannot make this assumption of independence using data such as crime statistics. Instead, it is more reasonable to assume crime statistics to be dependent upon each other from one observation to the next. Thus, we assume that a city with a high burglary rate will continue to have a high burglary rate and that the rate may go even higher.* As a result we need to employ a statistical technique that takes into account the dependency between, and general pattern of, data observations.

The second step of the analysis of crime reduction involved the use of single group time-series designs and monthly level data on the number of founded crimes. Briefly, we first had to obtain copies of the UCR data tapes for the years in which we were interested from the State Police. Each of these tapes contained all the monthly UCR statistics for all of

* It must be emphasized that we do not assume that the burglary rates from one period actually causes the burglary rate for the following period. We do assume, however, that both rates are the result of the same factors and therefore are indicators of an underlying causal network.

the cooperating law enforcement jurisdictions in the state. These original tapes then had to be processed to produce tapes that were compatible with the Michigan State University computer. The new data tapes were then processed to produce intermediate tapes that contained only the Youth Service Bureau jurisdictions and the variables in which we were interested for the 56 month period between January 1972 and August 1976.

The monthly level data provided the opportunity for a more in-depth and statistically sophisticated look at crime reduction data. If concomitant variation was observed between the introduction of a Youth Service Bureau and changes in a trend line, the analyses in this phase could be used to verify the significance of an observed annual level change. The same seven YSB jurisdictions were included in the statistical analyses of monthly data on the same three actual crime variables used in the annual level analyses. Because of the problem of aggregating all reporting jurisdictions in a county, the central city in which the project was located was the unit of analysis (i.e., Benton Harbor, Flint, Battle Creek, Paw Paw, Port Huron, White Cloud, and Three Rivers). This was not considered methodologically troublesome because the projects focused their energies in the central cities. Since the primary concern in this analysis was determining whether observed changes in the levels of trend lines were statistically significant, it was not necessary to include the comparison jurisdictions. For each of the three actual crime variables in the seven sites, t-tests and significance levels will be presented for the changes in level and drift as will be outlined in a subsequent subsection. Since the monthly data was collected for a single time period (January 1972 through August 1976) and projects began at various points

in time, the number of pre- and post-intervention points for each site was different. Allowing six months after initial funding for start up time and the recycling of clients, pre- and post-intervention points for each site are as follows: Benton Harbor (1/74) - 24 pre-points and 32 post-points; Flint (1/74) - 24 pre-points and 32 post-points; Battle Creek (2/73) - 13 pre data points and 43 post-data points; Paw Paw (1/75) - 36 pre-data points and 20 post-data points; Port Huron (7/75) - 42 pre-data points and 14 post-data points; White Cloud (1/76) - 48 pre-data points and 8 post-data points; Three Rivers (1/76) - 48 pre-data points and 8 post-data points. It should be noted that in Battle Creek it was necessary to set the intervention point at seven months after initial funding so that the 13 required pre-intervention data points were present to allow seasonal adjustments. Neither White Cloud nor Three Rivers data could be adjusted for seasonal fluctuations because of insufficient post-intervention data points.

Diversion. In the first component where the focus was on crime reduction the most appropriate type of uniform crime report data was the actual or founded offenses. The focus on diversion in this component required the use of arrest data since it represented the best indicator of police process. The same seven YSB counties and their comparison counties were included in the annual level analysis of diversion, and the same seven YSB central cities in the single time-series analysis of monthly data.

The variables included in the annual multiple time-series analysis were those which should reflect the effects of diversion on juvenile justice system process. The variables for which data can be analyzed provided a comprehensive picture of the delinquency situation in each jurisdiction and they were selected particularly because they represent areas in which YSBs focused their energies. These included the following

variables:

Total delinquency arrests (under 17 years of age)-
examined to provide an overview of the total delinquency situation.

Burglary - examined as a crime commonly committed by juvenile offenders.

Larceny - examined as a crime commonly committed by juvenile offenders.

Vandalism - examined as a crime commonly committed by juvenile offenders.

Runaway - examined as a common status offense.

Curfew/Loitering - examined as a common status offense.

These six variables were hypothesized to be the most sensitive measures of diversion activity not only because they were the largest offense categories but also Youth Service Bureaus concentrated on these types of offenders. For all of the above, delinquency arrest data figures represent the arrest of persons under the age of 17. As in the previous component, all figures have been transformed into rates to facilitate inspection of the data by correcting for population differences between counties. Since this component focuses on delinquency arrests rather than overall crime rates as was the case in the first component, rates were calculated per hundred thousand juveniles (age 7 to 16) in the county rather than per hundred thousand population. Also adjustments for the changing size of juvenile population at risk were made by using the number of youth between 7 and 16 as the base for 1970, the number between 6 and 15 for the 1970 rates, 5 and 14 for the 1972 rates and so on. It should be noted that these corrections allow for actual fluctuations in the age distribution in the population of the counties in question.

The monthly time-series analysis of diversion in terms of juvenile arrests was carried out in the same manner as described above for the crime reduction component. Each of the seven arrest variables were analyzed for each project site. As before the monthly data in this component represented the central city of the county. Because diversion was viewed as an intermediate goal preceeding the accomplishment of the over all goal of crime reduction, the intervention point for the monthly analysis was set at three months after initial funding began, rather than six. This means that the pre- and post-intervention points for the sites were the following: Benton Harbor (10/73) - 20 pre-data points and 35 post-data points; Flint (10/73) - 21 pre-data points and 35 post-data points; Battle Creek (2/73) - 13 pre-data points and 43 post-data points; Paw Paw (10/74) - 33 pre-data points and 23 post-data points; Port Huron (4/75) - 39 pre-data points and 17 post-data points; White Cloud (10/75) - 45 pre-data points and 11 post-data points; Three Rivers (10/75) - 45 pre-data points and 11 post-data points. The same adjustments in actual time of intervention were made for Battle Creek in this component as in the previous component. In addition, once again seasonal adjustments were not possible for White Cloud and Three Rivers data sets.

In addition to the analysis of juvenile arrest figures, UCR data on police referrals to juvenile courts were analyzed to determine whether or not the projects had significant impact on police inputs to the juvenile courts. As with other variables utilizing UCR data these analyses were conducted for multiple group and single group time-series designs using both annual and monthly level data. Finally, at four major project sites (Berrien, Genesee, St. Clair, and Macomb Counties) monthly data was

collected directly from the juvenile courts on the number of court petitions received by them. This data was for the entire county and provided the opportunity to examine the impact of these projects on overall juvenile court activities.

Juvenile Justice Systems Decision Making Impact. The final segment of the model evaluation effort directed at examining systems impact of Youth Service Bureaus focused on monitoring the decision making process operative in the juvenile justice systems in the four thrust sites. These sites were Port Huron, Benton Harbor, East Detroit and Flint. The goal of this component of the evaluation effort was to examine the decision making processes of local police juvenile officials relevant to filing of petitions in juvenile court. Within the context of the overall impact model of the YSBs it would be expected that the diversion functions of the bureaus would alter the decision making processes of juvenile officials. More specifically, a particular decision leading to a youth being referred or petitioned to the juvenile court was examined directly. In each of the four target sites, a sample of youth was drawn from existing police juvenile division files. This involved drawing a sample of police decisions for a year prior to initiation of each of the bureaus and two years following the implementation at each site. The samples were drawn at each site according to a stratified random procedure which controlled for seasonal fluctuations in the types of youths apprehended by juvenile authorities. In each of the sites it was necessary to hire and train local law enforcement officials to actually collect decision making data. After initial training sessions with the field site supervisor, a local data collector proceeded to gather the decision making data on approximately 200 decisions per year per site. While there was some site-specific

fluctuation in the actual variables which were consistently available in the police records, the data collected on police decision making included the demographic characteristics of the youth in question, the living situation of the youth in question, the characteristics of the offense with which the youth was being charged, the youth's previous criminal history, and the disposition of the offense.

As described above, the general goal of this component of the evaluation was to develop a model of the decision making process as a result of the Youth Service Bureau providing a diversionary alternative after its implementation. While data of this kind is not amenable to the general parametric statistical procedure used in other components of this research, alternative statistical procedures were explored. After careful consideration of a variety of alternatives, the automatic interaction detector procedure was selected as a method for modeling the decision making process and allows direct comparison of the important predictors of particular police decisions prior to and following youth service bureau initiation periods. Of particular interest in this component of the research was the degree to which the rates and types of youth remanded to the juvenile court for formal processing were altered by the initiation of the bureau. The automatic interaction detector statistical procedures allowed for direct graphical comparisons of the predictors of juvenile court petitioning decisions. It was anticipated that this data would provide direct evidence or lack thereof of alteration in the decision making process as a result of implementation of Youth Service Bureaus.

C. Implementation

Implementation Analysis. The implementation analysis represents the portion of the previously defined systems model of evaluation which focused attention on the process aspects of program evaluation, Namely, it would mean that answering questions about the political and social interactions necessary in the introduction of new social programs. Implementation analysis has been defined by Williams and Elmore as follows:

Scrutiny of 1) preliminary policies specifications to determine their clarity, precision, and reasonableness; and 2) staff, organizational and managerial capabilities and implementation strategies to determine the degree to which the proposed policy alternative can be specified and implemented in its bureaucratic/political setting.
(1976, 290)

The primary rationale for addressing issues of implementation was without information about how programs go about their daily business, it was impossible to determine the barriers responsible for unsuccessful programming. The research design and evaluation procedures used in the two major components of the implementation section of this study represent an initial attempt to look more closely at organizational environmental factors which influence the introduction of a social program like youth service bureaus. The variables included in this section represented those which were hypothesized to be critical in the implementation of a model youth service bureau program. The organizational factors examined revolved around staff perceptions and orientation. Studies reviewed in previous chapters suggested these areas to be particularly important as determinants of the basic nature of the project, and it will be suggested in this study that certain perceptual frameworks will be highly characteristic of successful programs.

Environmental assessment was aimed at discovering how various projects dealt with the number of social and political issues which appear to be common in all social innovations. It was hoped that the organizational and environmental components of this study would generate guidelines for improving the implementation and evaluation procedures for Youth Service Bureaus.

Organizational Factors. In this component, eleven of the thirteen sites were included. Kalamazoo County was not included because the project was no longer in operation when the data was collected, and Calhoun County was not among the original group of funded programs during the initiation of the study (time-series data was collected on the project because it was informally regarded as the prototype Youth Service Bureau in the state). Two instruments were used for data collection - the Delinquency Orientation Scale and the Program Perceptions Survey. This information was requested from all project staff members who were involved in the administration and/or service delivery aspects of the program (i.e., directors, supervisors, casework aides, and student interns). In sites where environmental assessment interviews were performed (the next component) these instruments were delivered to project directors for circulation among staff members. Copies of the instruments were mailed to the other sites with an accompanying letter of explanation. The return rate for the Delinquency Orientation Scale was very high with 51 of the 59 distributed completed and used in the analysis.

On the Delinquency Orientation Scale (Appendix), four major conceptual frameworks for viewing delinquent problems were included. These

orientations were based on a classification of reactions to delinquency by Schur (1973) and are briefly the following:

1. the get-tough antipermissive approach - an insistence that wrong doers must be dealt with sternly and that misconduct "will not be tolerated", the "good guys vs. the bad guys";
2. the individual treatment approach - emphasizes the distinctive characteristics of individual offenders and the modification of individual attitudes and behaviors;
3. the liberal reform approach - emphasizes the socio-cultural aspects of deviance and the improvement of community programs and institutions;
4. the nonintervention approach - recognizes the widespread and temporary nature of most "misconduct" and seeks to delimit the application of formal sanctions (Ibid. 19-23)

Schur points out that individuals will rarely exhibit a pure form of one of these orientations, but that they are models around which persons organize their responses because "each pattern is grounded in certain core assumptions and basic outlooks that in turn imply a whole complex of interrelated preferences". (Ibid, p. 22)

The Delinquency Orientation Scale was developed by creating statements felt to represent the position suggested by each approach on five issues-causes of crime and delinquency, most appropriate responses, role of the juvenile court, approach to prevention, and the use of diversion. Two statements were formulated for each of the four approaches on the issues of causation (antipermissive, treatment, reform and nonintervention, 9 and 23), response, and the role of juvenile court. One statement for each approach was included on the issues of prevention and diversion. A rating was obtained for each of the thirty-two statements using a Likert-type rating system from one (strongly agree) to six (strongly disagree).

The first step in the analysis of this data was to examine the internal consistency of the instrument. Cronbach's alpha was computed for each of the four subscales to determine the extent to which variance in subscale scores was accounted for by common variance with the subscale item (statement) when the total subscale score was examined to see if the item was most appropriately placed in the subscale. Finally, the intercorrelations of the four subscales was analyzed to test the discriminant validity of the instrument (or its success in tapping into distinct response patterns). Following instrument development procedures, the data was used to examine the dominant orientations of staff at each of the projects.

The second part of the organizational component focused on staff perceptions of several important internal operational variables. The same eleven projects were included and data was collected in the same manner as with the Delinquency Scale. Of the 64 Program Perceptions Survey which were distributed, 57 were returned and are included in the analysis.

The Program Perceptions Survey (Appendix) is a modified version of an instrument developed by Moos (1975) to assess the organizational environment of correctional programs. It contains the following nine subscales:

Relationship dimensions

1. Involvement - measures the degree of participation by clients in the ongoing operations of the project;
2. Support - measures the level of support given clients by project staff;
3. Expressiveness - measures the extent to which open expression of feeling is encouraged;

Treatment dimensions

4. Autonomy - measures the extent to which clients are

encouraged to take part in planning and leadership activities;

5. Practical Orientation - measures the degree to which clients are prepared for leaving the program;
6. Personal Problem Orientation - measures the amount of concentration on understanding personal problems and feelings:

Systems maintenance dimensions

7. Order and Organization - measures how important order and organization are in the program;
8. Clarity - measures the explicitness of program rules and procedures; and
9. Staff control - measures the extent to which regulations are used to control clients (Ibid, p 41).

The basic purpose for which this instrument was used was to obtain a comprehensive outline of the operational nature of the projects.

The format of the Program Perceptions Survey was true-false, and the scoring of the items was specified by Moos (1972, Appendix A). Basically, item responses which indicated positive perceptions (true for statements characteristic of the subscale and false for those not) were scored as one, and those which indicated negative perceptions as zero. Thus, the higher the mean project score on a subscale, the more characteristic that variable is of the project (mean subscale scores could be as high as the total number of items in the subscale - which ranges from eight to ten - if each respondent answered each subscale item in the positive direction). The same procedures were performed with this instrument as were described for the Delinquency Scale. And similarly, mean project scores on each of the subscales of the Program Perceptions Survey were examined and related back to impact measures (where they are available) to determine if any of the subscales varied concomitantly with impact results.

Environmental Assessment - The final component of the study involved an attempt to examine a range of social, historical, and political variables in the environmental contexts of each project. Seven projects were included in this component (see Table 1). These were chosen because the time-consuming nature of data collection precluded the inclusion of all sites and these seven projects were felt to be representative of the entire sample - they represent large and small projects, old and new, urban and rural, accepted and rejected, and variations on the YSB concept. The primary rationale for the environmental assessment was the need to understand the influence of extra-organizational factors on the development and success of projects.

Using the Environmental Assessment Guide (Appendix), data was gathered in structured, open-ended interviews with a range of persons at each site. Those interviewed included project directors and staff, as well as a number of individuals external to the projects who had had contacts with the programs in an advisory and/or utilization capacity and were familiar with the evolution of the program. The external persons represented law enforcement agencies and the courts, schools, social service agencies, planning units, and related programs. Thirty-four persons were interviewed and over seventy-five hours of tapes were reviewed in preparation for writing the descriptive analyses of environmental factors.

Interviews and discussions of this material were organized around certain conceptual areas of interest. First, there was a focus on the involvement of and support by individuals and organizations in the community. Second, questions were presented regarding the formal and informal

positions of projects in the community social structure, and the external relationships necessary to implement the program. Third, energies were directed toward examining the perceptions of project staffs and external others with regard to the degree of clarity and consensus on program goals and objectives. Finally, attempts were made to clarify the historical factors which may have facilitated, hindered, and/or modified the directions and operations of projects.

In reviewing the taped interviews with these topical areas in mind, certain environmental issues were found to be common among several projects while others were unique to the situation of a particular project. The results of the environmental assessment will consist of a descriptive summary of each of these environmental issue areas, as well as a discussion of the techniques and effectiveness of approaches to these issues by project staffs.

D. Individual Impact

The final segment of the multi-faceted evaluation approach in this study attempts to address the question of the impact of youth service bureaus on those individual youths served. In order to reflect the way in which the data was actually gathered, this section is divided into three main components. These three include:

1. Post hoc comparisons - data collected from previous and current YSB case records,
2. Pre- Post analyses - data collected through ongoing intake-termination assessments devised by the Model Evaluation Project staff, and
3. Experimental site - data collected in a single site on YSB serviced youth and a randomly assigned comparison group.

Post Hoc Comparisons. The cross sectionally based examination of individual impact is merely an extension of the descriptive methodology described in an earlier section of this chapter. The reader is referred to Section for a detailed description of sample selection, data collection procedures, sites, and proposed analyses. In short, the sole focus of this segment of the research was on examining the effect of YSB interventions on the officially recorded delinquent behavior of those youths served. Samples of 600 in each of the four target sites (Port Huron, Benton Harbor, East Detroit, and Flint) were tracked through official police and court records on the following variables: frequency of arrests, seriousness of offenses for which arrests occurred, frequency of court petition, seriousness of offenses for which petitions occurred, and most serious court disposition. In all sites, these variables were examined for the time period of one year prior to referral to the youth service bureau, the time during which a youth was being served by a bureau, twelve months following termination from the bureau and twenty-four months following termination from the bureau. To avoid the problem of confounding time since service with official delinquency rates, all data were converted to average quarterly rates. Analyses of variance were then computed to compare the rates across time.

Pre-Post analyses. Obviously the above described procedures for examining the impact of youth service bureau intervention on individual youth are laden with a myriad of flaws. The most prominent among them is complete dependence on existing records in YSB case files for identification of those youths actually served and a considerable passage of time between the actual recording of official delinquency rates and collection of that data

by model evaluation staff. In addition, the information which could be gathered on the actual services received and the life situations of individual youths was severely restricted by existing record keeping procedures of YSBs. As in various aspects of the multi-faceted design used in this study, it was then necessary to employ additional primary data collection procedures. In line with this goal specific data collection procedures were established in each of the four sites by the Model Evaluation Project staff.

In order to collect first hand data relevant to the individual impact question, MEP staff arranged for revised intake and termination assessments to be accomplished for a small sample of the youth in each of the four sites. Original plans for this component of the evaluation called for the selection of 50 youths in each of three sites who would be tracked by MEP staff from referral through termination. These three sites were Port Huron, Flint and East Detroit. As can be seen in Table III- the actual number of youth available fell far short of the original target of 50. It should be noted that the original target number of 50 was selected by the MEP staff as a result of examining previous annual reports of the three bureaus and discussions with bureau directors. It was anticipated that by instituting intake and termination procedures in the early Fall of 1976 a two to three month time period would be sufficient in each of the three sites to generate the target number of 50 subjects. In fact, the data collection procedures had to be extended well into the spring of 1977 in order to accomplish the referral of approximately 30 youth per site.

In each of the three sites mentioned above, an on-site interviewer was hired by the field site director. This interviewer then received extensive training in the data collection procedures described below.

These included: the revised intake and termination forms, intake interviews with the youth and assigned staff member, and termination interviews with the youth and assigned staff. The on-site interviewer in each of the three sites was responsible for coordination of all data collection procedures. In addition, the on-site interviewer received bi-weekly first hand supervision from the field site director. Table III- describes the data collection procedures which were instituted in each of the three sites. After completing the necessary administrative arrangements to allow collection of this data first hand, the on-site interviewer coordinated intake referrals with the Youth Service Bureau personnel in each site responsible for intake. Within one week of actual intake, the interviewer accomplished the following: 1) insuring that the revised intake form was completed by the staff, 2) interviewing the referred youth, 3) interviewing the assigned staff member. At the very beginning of the intake interviews conducted by the on-site interviewer, the overall data collection procedures were explained to each youth, they were then asked to sign voluntary participation agreements. Assuming the youth agreed, the intake interview was then completed and followed by the interviewer interviewing the assigned case worker.

Termination forms and interviews were completed at each site in one of two ways. For those cases which terminated "naturally" prior to the three month planned interval, termination forms for respective interviews were completed at that time. For those cases still active at the planned three month interval, termination forms and necessary interviews were completed three months after referral. The three month intake-termination interval was selected by the Model Evaluation Project staff as representative of the modal service delivery interval for YSB clientele. Ideally,

termination interviews and reports would not have been collected until all cases were "naturally" terminated. However, the time and financial constraints operating in this evaluation effort precluded this possibility. It should be noted that a three month interval of service approximates the average treatment interval reported by YSB staff.

The actual measures utilized in this component of the research are a mixture of those designed specifically for the youth service bureau evaluation, measures developed in previous work by Davidson (1976) in a similar research effort surrounding a diversion project, and prominent measures in the field. In general, they were designed to reflect outcomes of YSB intervention from the perspective of both the youth and the staff and the processes of intervention operative on an individual case basis. At intake, the revised intake form was an attempt to provide more standard historical and demographic information concerning referred youth. The intake interview with the youth and assigned staff was an attempt to gain more refined information about the particular life situation and activities of referred youth. At termination, the focus of the assessment was considerably expanded. Again, the termination forms and life domain scales had similar goals as those outlined above. In addition, both the staff and the youth were interviewed concerning the actual activities which had taken place in the duration of the YSB involvement. The youth were also given a self-report delinquency card sort, previously developed by Gold (1971). All youth were also administered the Youth Service Bureau Environmental Scale adapted from the previous work of Moos (1975). In addition, the police and court records of these youth were examined for one year pre and the intervention interval. Each of these assessment

procedures and their respective scales and definitions are included in Table III-3. This Table also provides an overall outline of the assessment design and procedures for the pre-post analyses with original data. These data allowed for assessment of individual impact of YSB intervention on a variety of dimensions and allowed for examination of covariants between particular types of youth service bureau intervention and particular outcomes. The most important aspects of this facet of the evaluation design were the inclusion of both staff and participant perceptions of outcomes and processes. This is essentially the only component of this design which allows for direct input from those youths referred to and served by Youth Service Bureaus in Michigan. They also allow for the examination of the convergence between current data and that reported on a post hoc basis from youth service bureau records.

Experimental Site. Up to this point the various components of the model evaluation efforts have been exclusively correlational and post hoc in nature. It was felt particularly critical in examining the impact of YSBs to include if possible, an experimental examination of the impact of YSB interventions. The many and varied assets of true experimental evaluation methodologies have been heralded extensively in previous sections and repetition here is unnecessary. In short, throughout the duration of the Model Evaluation Project the central concern to the staff was identification of a particular site which would be willing to submit their operation to an experimental examination of effectiveness. Initial negotiations for this type of evaluation were undertaken in each of the four sites. After considerable discussion, it appeared that the Benton Harbor site provided the best opportunity for actual examination. The implications of this decision were threefold. First, the staff of the

TABLE III-3

Interview at Intake	Interview at Termination
<p><u>Life Domain Scales (Youth and Staff)</u> <u>Family Involvement and activity</u> - the degree to which the youth spends time at home and engages in activities with his/her parents.</p> <p><u>Active Parental Control</u> - the degree to which the parents try to control the actions or conduct of the youth.</p> <p><u>Involvement with Siblings</u> - the extent to which the youth interacts with brothers and sisters.</p> <p><u>Involvement in School System</u> - the degree to which the student is actively involved in classes, attends school, likes the teachers, etc.</p> <p><u>Employment</u> - the degree to which the youth is involved in a job and/or looking for a job.</p> <p><u>Juvenile Justice System Involvement</u> - the frequency of contacts which youth has with the police.</p>	<p><u>Life Domain Scales (Youth and Staff)</u> <u>Family Involvement and Activity</u> - the degree to which the youth spends time at home and engages in activities with his/her parents.</p> <p><u>Active Parental Control</u> - the degree to which the parents try to control the actions or conduct of the youth.</p> <p><u>Involvement with Siblings</u> - the extent to which the youth interacts with brothers and sisters.</p> <p><u>Positive change in Home Domain</u> - the degree to which the youth exhibits more desirable behavior in the home</p> <p><u>Involvement in the School System</u> - the degree to which the student is actively involved in classes, attends school, likes the teachers, etc</p> <p><u>Positive change in School Domain</u> - the degree to which the youth exhibits more desirable behavior in school.</p> <p><u>Employment</u> - the degree to which the youth in a job and/or looking for a job.</p> <p><u>Positive change in Employment Domain</u> - a measure of improvement in job performance.</p> <p><u>Juvenile Justice System Involvement</u> - the frequency of contacts which youth has with police.</p> <p><u>Positive change in Involvement in Juvenile Justice System</u> - reduction in frequency and intensity of involvement with police.</p>
<p><u>Self Report Delinquency Card Sort (Youth Only)</u> A 50 item card sort in which youth indicates the frequency of involvement in illegal behavior.</p>	<p><u>Intervention Scales (Youth and Staff)</u></p> <p><u>Lack of complaints/positive involvement</u> - the extent to which the student volunteer and the client youth get along with each other.</p>

Interview at Termination

Volunteer/target involvement - the frequency of contact between the volunteer and youth

Parental involvement - the extent to which the parents are included in the intervention process, and the relationship is established between the volunteer and parents.

School: Focus on changing youth - the extent to which intervention activities focus on school behavior of youth

School: Focus on changing school - the extent to which the volunteer engages in activity aimed at bringing about improvements in the school area, with efforts directed towards school staff rather than the youth.

Job-seeking - the extent to which the intervention attempts to obtain employment for the youth.

Family: Focus on changing youth - the extent to which the intervention attempts to bring about changes in the family area.

Family: Focus on changing parents - the extent to which intervention attempts to get the parents to do things differently.

Legal System Involvement - the extent to which the volunteer becomes involved in the juvenile justice system as part of the work with the youth.

Self Report Delinquency Card Sort (Youth Only)

A 50 item card sort in which the youth indicates the frequency of involvement in illegal behavior.

Program Environment Scale (Youth Only)

An 86 item questionnaire altered for the youth and paralleling the Moos (1975) scales administered to the staff. This scale provides the youth's perceptions of the type of programmatic environment the YSB's are.

Benton Harbor Youth Service Bureau agreed to allow the Model Evaluation Project Site Director to monitor their intake procedures over a four month time period beginning in November of 1976. Second, they agreed to allow the MEP Site Director to randomly reject one third of the youth referred to them until a total of 75 subjects had been accumulated. Third, they agreed to allow the kind of data collection procedures outlined in the pre-post analysis section to be accomplished on 75 of their referred youth.

Commencing at the beginning of November 1976, all youth referred to the Benton Harbor Youth Service Bureau were seen first by the Model Evaluation Project Site Director and/or one of two interviewers hired in that locale. Following the completion of intake forms, intake interviews, and voluntary participation agreements they were then randomly assigned to YSB intervention or a "treatment as usual" control. The randomization procedure

CHAPTER IV
SYSTEMS IMPACT

This chapter on systems impacts is divided into six main sections; first, the presentation of the evaluation questions and a description of our primary data source - official statistics through Uniform Crime Reports; second, a discussion of time-series designs and our utilization of them in this evaluation; third, the presentation of our analysis and findings concerning crime reduction at Youth Service Bureau project sites; fourth, the presentation of our findings concerning the diversion of youth from the juvenile justice system at project sites; fifth, the presentation of our findings concerning the effects of Youth Service Bureaus on the police decision making process relevant to the filing of petitions in juvenile court. The sixth section provides a synthesis of our findings concerning the system impacts of Youth Service Bureaus.

A. Evaluation Questions and Data Sources

The systems impact component of this evaluation is designed to provide information concerning both the ultimate effects (crime reduction) and intermediate effects (diversion). The specific research questions involved are:

1. Do YSB projects reduce target crimes in the jurisdictions in which they are located?
2. Do YSB projects affect the operations of the target juvenile justice systems in terms of the processing of juvenile offenders?

Youth Service Bureau programs provide a unique opportunity to apply current social research techniques because of the dual aims of affecting change in the juvenile justice system and preventing individual cases of

delinquent behavior. While the success of social programs has typically been assessed in terms of the individual client, the social subsystem through which individuals are processed constitutes an important intermediary focus for evaluation. A systems emphasis is particularly appropriate in this study because the programs are specifically concerned with affecting the processes of organizations and agencies in the juvenile justice system. The individual effects of Youth Service Bureaus are partially dependent on their degree of success in affecting change in the patterns of processing by the justice system (i.e., diversion). The underlying logic of the model to be used in this evaluation is presented in Figure IV-1.

As indicated in Chapter III, our primary methodological approach to the questions of crime reduction and diversion is based on the time-series analysis of Uniform Crime Report data. These are official police statistics compiled each year by the Michigan State Police in conjunction with the United States Federal Bureau of Investigation. Given our reliance on Uniform Crime Reports it is important that we provide a description of UCR data collection procedures and a summary of the value and limitation of these data as they relate to this evaluation.*

The data for this study comes from both monthly and annual level state Uniform Crime Reports for the years 1971 through 1976. In Michigan

* Detailed discussions of UCR statistics may be found in Center and Smith: 1973; Biderman and Reiss: 1967; Uniform Crime Reports-Special Issue: 1958; Criminal Statistics NIMH: 1973; Skogan: 1974; Beattie: 1955; Biderman: in Social Indicators (Bauer, Ed., 1966) 68-154; Mulvihill & Tumin: 1960.

crime data is collected monthly * from every law enforcement jurisdiction. These data are collected on Standardized Reporting Forms by the Michigan Department of State Police.** The Department of State Police then tabulates the crime information collected for presentation in quarterly, preliminary and annual published reports.*** Although these published reports were available to us they did not provide information specific enough for this study. Our design required the use of both annual and monthly level data for target crimes including information concerning arrests, clearances and court dispositions for selected jurisdictions. The formally published reports contained some, but not all, of this data at the annual level but provided no jurisdiction specific statistics at the monthly level.

Since the published reports were unable to provide the necessary information, alternative sources had to be developed. For the annual level data, computer printouts, from which the published reports are compiled, were obtained from the Michigan Department of State Police for each of the jurisdictions included in the evaluation. Because of extensive changes

* On July 3, 1968 every law enforcement agency in the State of Michigan was required to report certain criminal information to the Michigan Department of State Police as authorized by Act 319, Public Act of 1968: The Michigan Uniform Crime Reporting Act. In essence this act mandated law enforcement agencies in the state to report the same type of information that is requested by the Federal Bureau of Investigation for its annual published Uniform Crime Report.

**For detailed description of the Michigan Department of State Police crime reporting procedure, see: Uniform Crime Reporting Handbook (East Lansing, Michigan: Department of State Police, 1974)

***The Department of State Police publishes for the State of Michigan both quarterly and annual reports known as the Michigan Uniform Crime Report. Nationally, the Federal Bureau of Investigation publishes Crime In the United States, a composite of reported crime as reported by 95% of the law enforcement agencies in the United States. The information that Michigan reports for the state, is then forwarded to the Federal Bureau of Investigation.

in reporting procedures annual level reports were obtained for only five years (1972-1976) Although limited in number, we felt that in a multiple group time-series analysis, pre-post-intervention trends could be explored concerning effects of Youth Service Bureaus even for six observation points. The necessary information was extracted from these computer printouts and processed to create our own annual level UCR data files which provided the data for our multiple-group analysis.

For the monthly level data, a different collection procedure was involved. Briefly, we first had to obtain copies of the UCR data tapes for the years in which we were interested from the State Police. Each of these tapes contained all the monthly UCR statistics for all of the law enforcement jurisdictions in the state---approximately 690 jurisdictions.* These original tapes then had to be processed to produce tapes that were compatible with the Michigan State University Control Data Corporation 6500 Computer. The new data tapes were then processed to produce intermediate tapes that contained only the youth service bureau jurisdictions and the specific statistics in which we were interested. Finally, these intermediate tapes were processed to produce usable data files organized to maintain monthly level statistics for each specific jurisdiction.** These data files provided the input to the "CORREL" and "TSX" time-series programs used for the statistical time-series analysis.

For years Uniform Crime Reports have been the subject of considerable criticism both within the law enforcement and academic communities. Much

* The data tapes were obtained from the State Police in September 1976 and as a result we have only seven months of data for 1976 (January to July).

**Detailed descriptions of the actual data manipulation stages required to produce usable data files are contained in the computer programs maintained by the School of Criminal Justice.

of this criticism stems from the failure by politicians, the public and the media to recognize UCR statistics as indicators rather than direct measures of the amount of crime in our society. Thus, the usual criticism takes the form of arguing that the UCR system can never measure the real crime rate, since it only counts those offenses known to the police.* Whatever the validity of this criticism the problem is clearly recognized by the officials responsible for the production of UCR statistics. In fact, they include a warning to this effect in the annual Uniform Crime Report.

It is believed desirable to point out that there is no way of determining the total number of crimes which are committed. Many criminal acts occur which are not reported to official sources. Estimates as to the level of unreported crime can be developed through costly victim surveys, but this of course, does not remedy the reluctance of victims and/or other members of society to report all crimes to law enforcement agencies. (U.S. Dept. of Justice, Crime in the United States, UCR: 1971, 5)

The problem of unreported crimes is real although it varies by offense. Table IV-1 shows the relationship between citizen responses to victimization surveys and UCR reported statistics for selected offenses. For example, survey respondents indicated that they had been the victim of 3,691,300 burglaries but had reported only 51% (1,863,300) of these to the police. According to UCR statistics 1,171,358 burglaries were reported during the period covered by the victimization survey. This represents 32%

* The questioning of police statistics has not begun with the UCR, for in 1897 a British commentator noted, "It would be a mistake to suppose that the number of crimes known to the police is a complete index of the total yearly volume of crime. The actual number of offenses annually committed is always in excess of the number of officially recorded crimes." "LX Journal of the Royal Statistical Society," cited in Alber Biderman and Albert J. Reiss, "On Exploring the 'Dark Figure' of Crime." The Annals, Vol. 374 (1967) 1

of the offenses indicated by survey respondents and only 65% of the offenses which victims claimed they reported to the police.* Although the specific figures vary Table IV-1 shows a similar pattern for other major criminal offenses. Moreover the LEAA National Crime Panel Surveys indicated that the figures also vary between cities. (U.S. Dept. of Justice, LEAA, National Crime Panel Survey, Criminal Victimization Surveys in 13 American Cities: June 1975).

From an evaluators standpoint the problem is not the fact that some proportion of crimes are not reported to the police and therefore do not appear in the UCR statistics. The real problem is that we lack any systematic knowledge concerning the relationship between the known quantity - offenses reported to the police - and the unknown universe - the total number of offenses actually committed both reported and unreported. Without this knowledge it is impossible to determine whether an increase (or decrease) in official UCR statistics is the result of a change in the number of crimes committed, the number of crimes reported, or both. For example, even though the actual number of burglaries committed may remain the same

* In a nationwide victimization survey, conducted by the National Opinion Research Center of the University of Chicago, for the President's Commission on Law Enforcement and the Administration of Justice, it was found that victims who did not report offenses to the police did so for a variety of reasons. Many felt it was a private matter, or did not want harm to come to the offender. (50% of aggravated assault victims and 30% of burglary victims gave these answers.) Other victims did not want to take the time to report the incident (9% of the robbery and 7% of larceny victims gave this answer), and some were just too confused by the incident or didn't know what to do to report it (18% of the robbery victims and 8% of the aggravated assault victims gave this answer.) Most significantly, the survey found that the most often given reason for not reporting a crime was that the police would not be effective or would not want to be bothered by the crime (63% for burglary, 62% for larceny, 60% for auto theft, and 45% for robbery.) (The President's Commission on Law Enforcement and the Administration of Justice, TASK Force Report: Crime and Its Impact - An Assessment, 1967, 17-18)

Similar results have been obtained from the most recent LEAA victimization surveys. (Hindelang and Gottfredson: 1976)

TABLE IV-1

Crime Reporting Patterns for Selected Offenses

Type of Offense	LEAA National Crime Panel Survey		Incidents from the Uniform Crime Report
	Victimization Incidents	Incidents Reported to the police	
Robbery	600,600	318,100 (53 ^a)	179,478 (30 ^a , 56 ^b)
Aggravated Assault	637,200	314,500 (49)	198,560 (31, 63)
Burglary	3,691,300	1,863,300 (51)	1,171,358 (32, 65)
Larceny	11,085,800	2,406,500 (22)	1,980,007 (18, 32)
Auto Theft	586,100	381,700 (65)	429,492 (73, 113)

Modified from LEAA Newsletter, Vol.4, No.6 (Dec. 1974) p.5

^aPercent of LEAA Victimization Survey incident total

^bPercent of LEAA Survey incidents reported to the police.

UCR statistics could indicate a decrease simply because fewer victims reported them.

Table IV-2 provides a summary of selected data from one of the few existing sources of information concerning victimization reporting trends, the LEAA National Crime Panel Surveys. In general, this table shows small increases in the number of victimization incidents indicated by survey respondents and small increases in the percent of incidents reported to the police. LEAA's overall conclusions concerning changes in reporting patterns are:

There were no statistically significant changes from 1973 to 1974 in the percent of violent personal victimizations reported to the police either overall or when rape, robbery and assault victimizations were examined separately. There was, however, an increase amounting to about 12% in the proportion of personal theft victimizations brought to the attention of the authorities. This increase resulted from a greater tendency in 1974 than in 1973 to report personal larcenies without contact. Increases in reporting crimes of theft to the police were recorded for both whites and blacks, although the change for the latter was of marginal significance.

No significant changes were recorded in the degree to which three household crimes and the two commercial crimes were made known to the authorities. (U.S. Dept. of Justice, LEAA Criminal Victimization in the U.S., A Comparison of 1973 and 1974 findings. May 1976, 7-8)

These figures indicate that at least at the national level, the relationships between victimization incidents and reported offenses are more stable than many critics of UCR statistics may have expected. However limited findings provide some assurance that the data upon which this evaluation is based are not subject to huge fluctuations merely because of unknown variations in citizen reporting patterns. It should be noted, however, that relatively stable national reporting patterns do not insure that large variations in citizen reporting patterns did not take place at

TABLE IV-2

Victimization Reporting Trends 1973-1974
For Selected Offenses

Type of Offense	Victimization		Percent Reported to Police		Percent Change 1973-1974
	1973	1974	1973	1974	
Rape	153,000	161,000	48.9	51.8	+ 6.0
Personal Robbery	1,087,000	1,174,000	52.2	53.6	+ 2.8
Commercial Robbery	264,000	267,000	85.9	90.1	+ 4.8
Aggravated Assault	1,617,000	1,695,000	51.6	53.2	+ 3.2
Burglary	6,432,000	6,655,000	46.5	47.8	+ 2.6
Commercial Burglary	1,385,000	1,555,000	78.9	80.7	+ 2.2
Household Larceny	7,506,000	8,866,000	24.7	25.3	+ 2.2
Auto Theft	1,335,000	1,334,000	68.0	67.4	- 0.8

Modified from U.S. Dept. of Justice, LEAA National Crime Panel Survey Report of criminal victimization in the United States. A comparison of 1973 and 1974 findings. p.40.

our evaluation sites. If they did there are no methodological procedures to control for them nor do we even have the type of victimization data that would help us identify the existence of the patterns. We believe, however, that if changes in reporting patterns did take place they would have been in the direction of increasing the percentage of incidents reported to the police. The net result of this process would be to make it more difficult to obtain reductions in official crime statistics and therefore, less likely that our evaluation would incorrectly conclude that youth service bureaus had contributed to a reduction in crime or helped divert youth when they had not.*

One final point concerning the issue of crime reporting. From a naturalistic perspective, the extent of "actual deviance" is infinite and the vast proportion of it is tolerated and absorbed by individuals and the community through informal social control mechanisms. Therefore, the small proportion of all illegally defined behavior which exceeds the tolerance levels and comes to the attention of authorities is correctly the primary concern of those interested in formal mechanisms of social control such as the justice system. For those interested in discovering the "true" picture of crime, official statistics are obviously inadequate.

The second important criticism of UCR statistics concerns their reliability and comparability between jurisdictions and even within the same jurisdiction over time. Researchers for the President's Commission on Crime in the District of Columbia found slight changes from year to

* In research jargon this means that we have helped minimize the possibility of type II error - failing to reject the hypothesis that YSBs help reduce crime when that hypothesis is actually false.

year in classification guidelines and practices and such changes are known to take place in other jurisdictions. For example, administrative changes within a given jurisdiction concerning the compilation of crime statistics may create "paper" fluctuations in jurisdictional crime rates from year to year. The possibility for such changes - both formal and informal - may be fairly high over an extended period of time.

Sigi and Wellford found that UCR crime rates varied directly with the number of civilian employees preparing and recording the data. (Sigi and Wellford: 1968, 29-33). Other sources of possible variation include the amount of discretion the "beat patrol" officer has in recording crime or criminal complaints.* In short, the practices and procedures of the police crime recorder determine, to a great extent, the reliability of UCR statistics. (Center and Smith: 1973, 1054).

There are, however, reasons to believe that these problems may not be significant sources of non-reliability for this study. The first has to do with known changes in the reporting procedures. At the national level the last major change in the prescribed procedures for reporting crime statistics under the Uniform Crime Reporting system was 1958. This predates the initiation of any YSB site by approximately twenty years and is obviously not likely to influence the statistics used in this study. At the state level major changes in UCR procedures were instituted between 1970 and 1971 but the statistics available for this study all come from

* Where police commands reduce the discretion of the on-the-beat patrolman as to when to file a report on a citizen complaint, and where they require a patrolman to file reports on all criminal complaints, the crime rate is bound to rise. In Chicago for example, Police Chief O.W. Wilson instituted a full reporting system and the Chicago crime statistics for larceny rose from about 10,000 yearly reports to 30,000; reported auto theft rose from 7,000 to 23,000 in one year. As one commentator said, "the actual number of thefts didn't increase, just the number of reports. The same volume of crime was there, it just wasn't being counted before." Morrissey, "Nixon Anti-Crime Plan Undermines Crime Seats." Justice, Vol.1, (June-July 1972) p.10.

the period after the changes were made. At the local level attempts were made to check on all project jurisdictions and to the best of our knowledge none of them have made any formal changes in their reporting procedures since the initiation of the Youth Service Bureau projects.*

Second, it seems to be unlikely that self-initiated changes in record keeping procedures could have significantly influenced the UCR statistics used in this study. There is no question that self-initiated changes in record keeping can and do take place in order to achieve results that are consistent with planned interventions such as YSBs. This type of development is particularly common when the data collection procedures are under the direct control of individuals who have a strong vested self-interest in the apparent success or failure of the project. The crime statistics used in this study, however, are department and county wide figures and their collection and processing were never under the direct control of individuals who were members of the YSBs. Moreover, it is our impression from on-site interviews that the individuals who had direct control of the UCR records were not sufficiently concerned about the apparent success or failure of the YSBs to intentionally make procedural changes to make special units look good.

Finally, since this particular evaluation design using UCR data in a time-series design was not developed until most projects had been in operation for numerous months it is doubtful that anyone would have intentionally manipulated UCR statistics to give the appearance of a successful project.

* The reader must note, however, that the lack of publicly acknowledged changes in reporting procedures does not preclude the possibility of informal changes that could have significant effects on actual statistics reported.

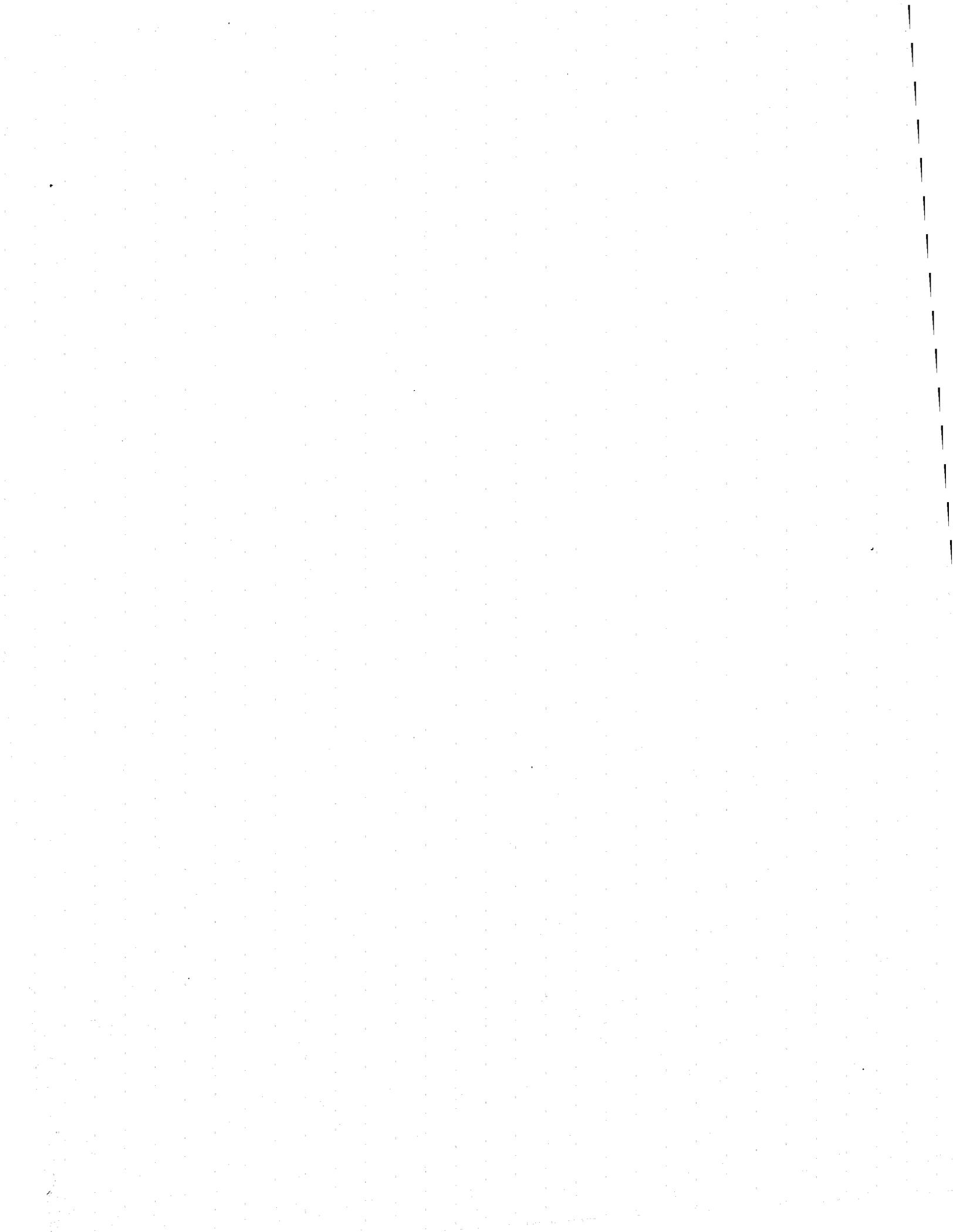
In his comparison of official crime statistics and the incidence of victimization reports for robbery and auto theft, Skogan concludes:

1. Official statistics are at least moderately correlated with survey reports of victimization. The two procedures generate different kinds of error variance in their measurements, but the correlation between them suggests they also partially reflect the true score, and are not totally measurement artifacts.
2. The true-score component of each of the measures (their common variance: our best estimate of the actual crime rate) appears to be distributed in similar fashion across cities, and errors in each appear to be unrelated to the independent variables we commonly use to explain that distribution. Thus, measurement errors in official statistics do not seem to lead us to false conclusions, or to inferences which are measurement specific.
(Skogan: 1974, 38)

Thus, despite inherent limitations, UCR statistics may not only be the best generally available source of crime data they also appear to be reliable measures to evaluate the system impact of planned interventions such as YSBs.

B. System Impact Analysis and Time-Series Designs

The major foci of the system impact analysis are aimed at answering questions related to the success of YSBs in reducing crime and in affecting change in the processes of the juvenile justice system. First, an assessment was made of the degree to which projects were successful in bringing about a reduction in crime, the ultimate effect. Second, data were examined in order to assess the extent to which projects were able to accomplish the intermediate goal of diversion. The underlying logic of the impact analysis is that reductions in crime and delinquency rates (as measured by actual offenses) which might be attributable to the projects should follow in time earlier indications that diversion (as measured by delinquency arrests and court referrals) had taken place since this is



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the primary intermediate goal in the program logic of the projects. Before addressing the specific designs of the crime reduction and diversion components, some discussion is necessary of the general research model to be used in this section, and the data that will be used.

In the analyses of crime reduction and diversion, time-series analysis has been used. Time-series is a quasi-experimental design, which has been defined by Campbell and Stanley as follows:

.....attempts by a researcher to introduce something like experimental design into his scheduling of data collection procedures (e.g. the when and the whom of measurement) even though he lacks full control over the scheduling of experimental stimuli (the when and the whom of exposure and the ability to randomize exposures) which makes a true experiment possible. (Campbell and Stanley: 1963, 34)

A quasi-experimental approach is necessary here because of the ex post facto nature of the study wherein neither the selection of sites to receive Youth Service Bureau funding nor the exposure of youths to treatment at the specific projects meets the criteria for a true experimental design. The time-series designs are especially well-suited to measuring change in complex social systems (e.g. the justice system) where activity data are recorded on a regular basis. The quality of these data is, of course, of critical importance and will be discussed momentarily.

Time-series designs are extensions of the classical (pretest-posttest) designs in which one measurement is taken before and one after the intervention to determine the extent to which there has been change. In time-series designs, measures are taken repeatedly before and after the intervention and observed changes following intervention can then be judged as "either the effect of the intervention or merely the progression of an evolving and dynamic process unaffected by the intervention." (Glass, et.al.,

1972, p.1; Campbell: 1969, 409). The validity of these judgments depends on the extent to which controls are incorporated that rule out the rival plausible hypotheses that could be used to explain the results.

In its basic form, the single time-series design can be represented as follows:

O₁ O₂ O₃ X O₄ O₅ O₆

where O signifies the repeated measurements or observations and X denotes the treatment intervention. The more appropriate notation in this study, since the interventions or program are continuous, is the following:

O₁ O₂ O₃ X O₄ X O₅ X O₆

where measurements are taken continually at the same intervals throughout the life of the program. In the case of the multiple time-series design where comparisons are to be made between two series of measurements, the proper notation is:

O₁ O₂ O₃ X O₄ X O₅ X O₆
 O₁ O₂ O₃ O₄ O₅ O₆

where the second line represents the comparison series without the intervention. Examples of the use of time-series designs in social research can be found in the Ross, Campbell and Glass study (Ross *et.al.*, 1970,493-509) of the effects of a breathalyser law on drunken driving in England, and the studies by Glass (Glass: 1968, 55-76) and Campbell and Ross (Campbell and Ross: 1968, 33-53) on the effects of a speeding crackdown in Connecticut.

A variety of intervention effects may result from the time-series designs. Some of these are:

- | | |
|--|--|
| <p>A. an abrupt change in level</p> <p>_____ I _____</p> | <p>C. A delayed change in level</p> <p>_____ I _____</p> |
| <p>B. an abrupt change in direction</p> <p>_____ I _____</p> | |

In our analysis of the outcome variables of crime reduction and the diversion of delinquents, we have utilized both multiple-group and single-group time-series designs. For both sets of dependent variables the general analytical strategy employed was two phased. During the first phase we attempted to establish the existence of pre- and post-intervention trends in crime rates and juvenile diversion patterns using annual level data in a multiple-group design. The second phase uses monthly level data in a single-group time-series design.

Using the multi-group design we were able to include all of the YSB project sites in the analysis as well as comparison statistics based upon a sample of nonYSB jurisdictions. The major advantage of the multi-group design is that it allows us to compare a large number of jurisdictions at the same time and thus provides some control for the possibility that extraneous events (historical invalidity) have caused any observed changes in the dependent variables. This means that the presence of a broad range of influences occurring at the same time as the intervention may have "caused" observed changes. If this were true, crime rates, etc. of comparison jurisdictions could be expected to be influenced by the same factors and changed in the same direction. Thus, the examination of annual level data within the multiple time-series design provides some indication of project success.

While the multiple-group design allowed us to maximize the number of sites included in the analysis it is limited by two factors. First, using annual level statistics the number of data observation points available for analysis is severely limited. This is important in terms of being able to identify and adjust for the various forms of data fluctuation described above in our discussion of the problem of data instability. In addition,

the small number of data points also limits our ability to utilize statistical techniques to test the significance of any observed changes in pre- and post-intervention measures. The second factor concerns our assumptions about the relationships between separate data observations. Most statistical techniques utilize a series of measurements (data observations) which are assumed to be independent. We cannot make this assumption of independence using data such as crime statistics. Instead, it is more reasonable to assume crime statistics to be dependent upon each other from one observation to the next. Thus, we assume that a city with a high burglary rate will continue to have a high burglary rate and that the rate may go even higher.* As a result we need to employ a statistical technique that takes into account the dependency between and general pattern of data observations.

The second phase of the analysis addresses both of these problems by using monthly crime statistics in a one-group time-series design.** The statistical model upon which the one-group time-series analysis is based was originally developed by Box and Tiao as a technique for making inferences about changes in the level of a time-series. (Box and Tiao: 1965) The objective of the statistical analysis is to separate out the effects of other possible causal factors from the effects of an intervention in order to determine whether the introduction of a project decreased, increased or did not affect the variables on which the data was collected.

Discussing the problem of data instability and statistical analyses

* It must be emphasized that we do not assume that the burglary rates from one period actually cause the burglary rate for the following period. We do assume, however, that both rates are the result of the same factors and therefore are indicators of an underlying causal network.

**The shift to a one-group design and a more limited number of project sites was determined by economics (both time and money) not methodological considerations.

of time-series data, Campbell wrote:

The plausibility of the hypothesis that instability accounts for the effect can be judged by visual inspection of the graphed figures or by qualitative discussion, but in addition it is this one threat to validity which can be evaluated by tests of significance. (Campbell: 1969, 117)

In the multiple time-series analysis, a decrease in the rates of actual criminal offenses or delinquency arrests in the absence of similar decreases in comparison jurisdictions would provide initial evidence that the Youth Service Bureaus were successful in reducing crime and diverting youths from the justice system. If these decreases are found to be statistically significant in the single-group time-series analysis of monthly data, the evidence is stronger yet that the projects were effective.

As indicated above, the objective of the statistical analysis is to separate out the true effect of an intervention on a time-series. According to Glass:

. . . the statistical analysis answers the question of whether the observations following the enactment of a law (or introduction of a program) are simply a continuation of the time-series of the preenactment observations or whether they have shifted up or down from the general level of the preenactment time-series. (Glass: 1968, 66)

Thus, the basic function of the statistical analysis of monthly data is to determine the general level and slope of the time-series data before the intervention in order that comparisons can be made with the level and slope of the post-intervention data. Because of the data instability problem, various mathematical properties of the time-series data must be examined to determine which model the data fit so that the appropriate time-series analysis can be performed. The model identification process involves several complex mathematical concepts and functions and will be discussed

only briefly here. Thorough discussions of this procedure can be found in Box and Tiao (Box and Tiao: 1965) and Glass, Willson and Gottman. (1975)

There are three properties of the data which are important in the model identification process. The order of differencing is the first and indicates the number of times differencing (subtracting each observation from the one following it) must be carried out to reduce trends in the preintervention data to a constant and stationary level. While the time-series analysis to be used here allows for any of four orders of differencing to be used, social science data will seldom require more than a first order of differencing which removes linear trends (second order removes quadratic trends, third order cubic trends and fourth order quartic trends).

The second and third parameters included in the model identification process are the orders of autoregression and moving average. Time-series analysis is based on a multiple regression model and the order of autoregression and moving averages correspond to and function as beta weights in a multiple regression equation. Both the autoregressive and the moving average functions are related to issues of interdependence and instability of measurements in a time-series. The autoregressive process gauges the extent to which a given data point is affected by the measurements preceding it (e.g., what effect the delinquency arrest rate for burglary in January has on the same rate for February). The moving average process attempts to take into account the effects of past random shocks to the time-series on current observations (e.g., what effect past changes in population make-up have on current observations). The overall purpose of the model identification process is to identify and correct for data instabilities which

complicate the calculations of general levels of the time-series prior to and following the introduction of an intervention. These adjusted, general levels provide the basis upon which determinations of pre-post changes are made.

Model identification was accomplished using the computer program CORREL at the Michigan State University Computer Center.* The CORREL program computes autocorrelation and partial autocorrelation coefficients which can be used to determine orders of differencing, autoregression, and moving average. The order of differencing is determined by determining the lowest order (with zero being the lowest) in which all but the lag 1 autocorrelation (the correlation between two successive data points) do not differ significantly from zero. The determination of autoregressive and moving average orders is made by examining the autocorrelation and partial autocorrelation coefficients for the order of differencing which has already been determined. Miller presents a table that summarizes the identification of these last two parameters. (Miller: 1976)

The model identification process is a complex one requiring an understanding of trigonometric functions and higher level mathematics. To follow this procedure for each of the variables at all sites would be impossible. It was, therefore, necessary to determine the model that most closely fit crime statistics in general and use this model for each specific crime variable. This was accomplished by examining the correlograms and autocorrelations for a limited number of randomly chosen crime variables.

* For a detailed discussion of the content and use of this program, see Lynn D. Miller, Time-Series Analysis (East Lansing, Michigan: Criminal Justice Systems Center, Michigan State University, 1976)

A review of the literature on crime statistics was also undertaken to shed light on this question. In both instances, indications were that the seasonal model (0,1,1) was the most appropriate.

The actual time-series analysis is accomplished using the TSX computer program, which is available at the Michigan State University Computer Center. Four parameters of a time-series data set are tested in TSX. First, the general level of the pre-intervention data is calculated. With crime statistics, this phase of the analysis is not particularly useful since the level is tested for difference from zero and nearly all sites experience crime rates significantly above zero. Second, the change in level is computed by subtracting the last pre-intervention data point from the first post-intervention point. Both of these figures are adjusted to minimize the impact of seasonal fluctuations and the influence of earlier random shocks to the time-series. The t-statistic tests the difference between the observed level of change and no change which would be expected if the projects had no effect. Thus, where there is a negative change in level accompanied by a sufficiently large t-statistic (-1.67) it would be concluded that the project under scrutiny has had a significant impact on the particular variable. Third, the drift (or slope) of the pre-intervention trend line is calculated and tested for its difference from zero. This parameter is not directly relevant in this study except for its use in the computation of change in drift. The fourth and final parameter tested in the TSX program is the change in drift which is defined as the slope of the pre-intervention line minus the slope of the post-intervention line. A negative change in drift indicates that a rising crime rate was retarded or a falling rate hastened while a positive change in drift means that a

rising crime rate was hastened or a falling rate retarded following the intervention. Where a significant negative change in drift is observed, it will be viewed as evidence in support of the effectiveness of projects. There is reason to expect that perhaps a project would not have a significant impact on the overall level of a specific crime variable although the rate at which the variable had been increasing would show a marked decline.

In order to determine the significance of the t-statistics, degrees of freedom are computed by subtracting the number of parameters tested (four) from the total number of data points in the time-series (usually 56). Using a one-tailed test since the hypothesized direction of change is negative, examination of a t-table will indicate that with 50 degrees of freedom it is necessary for the t-statistic to exceed -1.67 for significance at the .05 level (i.e., five times in a hundred one would mistakenly accept a false hypothesis). The number of pre- and post-intervention points will vary from project to project since most projects started at different times and the monthly data were collected for only one time period--January 1972 through August, 1976.

The total sample of Youth Service Bureau projects to be included in the overall evaluation design is 13 (see Table IV-3). These are all of the projects receiving funds during 1976 under the Youth Service Bureau element in the state plan of the Michigan Office of Criminal Justice Programs. Program descriptions of each project can be found in Chapter III. These were abstracted from the original grant applications submitted to the Office of Criminal Justice Programs by each subgrantee.

For both phases in this impact analysis section, seven of the sites can be included (Calhoun, Berrien, Genesee, Van Buren, St. Clair, Newaygo,

TABLE IV-3

Summary of Overall Evaluation Design

Project Site	Crime Reduction		Diversion				Court Petitions Monthly	Police Decision Making Monthly
			UCR Arrest		UCR Court referral			
	Annual	Monthly	A	M	A	M		
Calhoun	X	X	X	X	X	X		
Jackson	X		X		X			
Berrien	X	X	X	X	X	X	X	X
Muskegon	X		X		X			
Genesee	X	X	X	X	X	X	X	X
Saginaw	X		X		X			
Van Buren	X	X	X	X	X	X		
Allegan	X		X		X			
St. Clair	X	X	X	X	X	X	X	X
Lapeer	X		X		X			
Newaygo	X	X	X	X	X	X		
Mecosta	X		X		X			
St. Joseph	X	X	X	X	X	X		
Branch	X		X		X			
Macomb							X	X

and St. Joseph Counties). One project ceased operations during the study (Kalamazoo), another is a multi-county project not amenable to time-series analysis (Alpena) and two others began too late for the collection of post-intervention data points (Shiawassee and Grand Traverse). One of the programs began at the time from which data were collected, resulting in an absence of pre-intervention data (East Detroit) and one project is a part of a larger youth-serving system which has functioned for 20 years (Oakland).

In order to utilize the multiple time-series design, it was necessary to select a comparison jurisdiction for each of the seven sites. Since all of the projects have a county-wide focus, the unit of analysis in this component is the county. Thus, "matched" non-Youth Service Bureau comparison counties were selected on the basis of geographical location, total population (1970) and median family income (1969) as reported in the Michigan Statistical Abstract (1974). Comparison counties were chosen which were the nearest match to the Youth Service Bureau counties located in the same geographic region of the state. These demographic data are contained for each of the 7 pairs of counties in Appendix . While the Youth Service Bureau counties and the comparison counties can by no stretch of the imagination be viewed as equivalent, the comparisons serve as an important check-point for examining the long-term delinquency trends in the YSB areas.

C. Crime Reduction

The variables to be analyzed in this component are those most directly pertinent to the question of crime reduction--actual or founded offenses. These are to be distinguished from the arrest data which will be used in the

next component addressing the issue of diversion. The specific offenses which will be examined are burglary, larceny, and vandalism. These three offenses were selected for analysis because they are the most common offenses among delinquents and along with the status offenses (those acts which are criminal only when committed by a juvenile) constitute over 60 percent of all juvenile arrests in Michigan. They also represent the offenses most common among Youth Service Bureau clients. Status offenses in the UCR data (runaway and curfew/loitering) are not included in the actual-founded section although arrest data are collected for the two and will be used in the next component.

Actual or founded crime is that proportion of all reported crime in which a determination was made that a crime had, in fact, been committed. It is a premise of this impact analysis section that the actual offense data represent the most accurate estimate of crime levels and should be used in analyzing the question of crime reduction. Since nothing is known of the offenders responsible for all actual crime, no age breakdown was possible, but the assumption can be made that a significant reduction in delinquency rates would show up in the overall actual crime picture. In order to facilitate inspection of the annual data, all figures have been calculated into rates per 1,000 total county population (based on 1970 census).

The research question in this component of the study is whether the Youth Service Bureau counties experienced a reduction in the level of delinquency following the introduction of the YSB projects. Each of the variables just discussed was selected for inclusion in the analysis because of its relevance to this hypothesis. For each variable, the analytical procedure used was both multiple-group and single-group designs.

Since the use of annual data did not provide enough data points for a statistical analysis of post-intervention change, the multiple time-series data was visually inspected to determine those instances where it appeared that changes in the trend line occurred. Inspection of the data focused on ascertaining whether or not there was a change in the level of the trend lines. As was previously mentioned, a change in level suggest that the jurisdiction went from an increasing delinquency rate to a decreasing one or vice versa. To examine the data for these changes, we used the first calendar year in which a project had functioned for six months as the intervention point (Calhoun, 1972; Berrien, 1973; Genesee, 1973; Van Buren, 1974; St. Clair, 1975; St. Joseph, 1976). The six-month period allowed for the time it takes a project to become fully operational and for it to have an effect on the delinquent behavior of individuals directly or indirectly exposed to it.

The second step in the analysis of crime reduction involved the use of a single group time-series design which provided an opportunity to look for statistically significant changes in the time-series data. When concomitant variation was observed between the introduction of a Youth Service Bureau and changes in a trend line at the annual level, the analyses in this phase was used to verify the significance of the observed change. Each of the variables included at the annual level were also analyzed in this second step. In this case, however, data analysis focused on both change in the level and slope of the trend line. As indicated above, a change in slope implies that a rising or falling crime rate was either hastened or hindered after the introduction of the YSB. It should be noted that the analyses of monthly data do not improve the power of the design for

generating causal statements. They do, however, indicate whether observed changes in variables are statistically significant.

The same seven Youth Service Bureau jurisdictions were included in the statistical analyses of monthly data on the same three actual crime variables. Because of the problem of aggregating all reporting jurisdictions in a county, the central city in which the project was located was selected as the unit of analysis (i.e., Battle Creek, Benton Harbor, Flint, Paw Paw, Port Huron, White Cloud, and Three Rivers.) This is not considered troublesome because the projects focus their energies in the central cities. Since the primary concern in this analysis was determining whether observed changes in the levels of trendlines are statistically significant, it was not necessary to include the comparison jurisdictions. For each of the three actual crime variables at the seven sites, t-tests and significance levels were conducted for the changes in level and slope (drift).

Since the monthly data were collected for one time period (1/72-8/76), and projects began at various times, the number of pre- and post-intervention data points differ from site to site. Allowing six months after initial funding for start-up time and the recycling of clients, pre- and post-intervention points for each site are as follows: Battle Creek (2/73)-13 and 43; Benton Harbor (1/74)-24 and 32; Flint (1/74)-24 and 32; Paw Paw (1/75)-36 and 20; Post Huron (7/75)-42 and 14; White Cloud (1/76)-48 and 8; and Three Rivers (1/76)-48 and 8. In Battle Creek it was necessary to set the intervention point at seven months after initial funding so that the required 13 pre-intervention data points were present for the seasonal adjustments. Neither White Cloud nor Three Rivers data could be adjusted

for seasonal fluctuations because of insufficient post-intervention points. The first variable examined in terms of crime reduction was the crime of burglary. Rates of actual burglary offenses for the six year period 1971-1976 for both the YSB project and comparison sites are presented in Table IV-4. In this table the dark lines indicate the appropriate intervention points between pre- and post-project data. The first thing that should be noted about the figures in this table is that the year to year changes tend to be fairly small in magnitude for both the project and the comparison sites. In terms of the research question (reduced burglary rates) these figures do not provide any systematic support for believing that establishment of YSBs had an inhibiting effect on the crime of burglary. For three sites the YSB counties did better than their comparison counties: (1) the Calhoun site experienced a small decrease while its comparison county experienced an increase: (2) both the Berrien and Van Buren sites experienced smaller increases than their comparison sites. On the other hand, post-intervention effects were worse than in the comparison counties for four of the YSB sites. At Genesee and St. Clair the burglary rates showed a slight increase while the comparison counties experienced decreases. For Newaygo and St. Joseph the YSB counties experienced smaller decreases than their comparison counties.

It is possible, however, that several years are required in order to impact on the overall level of actual crimes and this required looking at more than the immediate post-intervention effects. However, the results were equally ambiguous and non-encouraging even when we attempted to consider the entire annual level time-series for burglary. Briefly, the YSB counties varied in their pattern of year to year post-intervention changes

TABLE IV-4

Actual Burglary Offenses (rates per 1000 total
County Population, 1970)

Counties	YEAR						Percent Change
	1971	1972	1973	1974	1975	1976	
Calhoun	14.92	14.18	15.70	20.14	16.17	15.15	- 5
Jackson	13.12	14.55	16.19	19.50	19.61	17.03	+ 11
Berrien	14.02	17.36	17.84	22.02	18.73	17.86	+ 3
Muskegon	16.36	12.23	13.89	19.77	20.77	16.03	+ 14
Genesee	13.75	14.66	17.97	22.89	21.93	19.68	+ 23
Saginaw	22.78	19.69	19.61	25.90	23.16	18.96	4
Van Buren	12.35	11.25	16.38	20.42	20.76	18.18	+ 25
Allegan	8.90	9.76	9.39	15.13	13.35	10.81	+ 61
St. Clair	12.57	13.80	16.08	19.07	19.72	15.96	+ 3
Lapeer	5.63	7.03	8.35	11.76	8.52	7.86	- 28
Newaygo	10.57	10.97	10.82	14.18	15.33	10.75	- 30
Mecosta	6.68	9.86	8.68	12.04	11.11	4.70	- 58
St. Joseph	10.70	10.99	11.52	12.79	11.01	9.92	- 10
Branch	7.86	11.85	11.42	11.16	9.08	7.23	- 20

TABLE IV-5

Actual Larceny Offenses (rates per 1000 total
County Population, 1970)

County	YEAR						Percent Change
	1971	1972	1973	1974	1975	1976	
Calhoun	29.82	28.49	31.58	38.65	36.31	39.34	- 5
Jackson	24.80	27.82	26.85	29.47	29.26	32.24	+ 12
Berrien	32.60	33.29	37.03	41.21	45.89	43.17	+ 11
Muskegon	31.79	29.59	32.63	36.22	39.64	40.60	+ 11
Genesee	31.55	29.03	33.65	43.31	48.08	46.07	+ 16
Saginaw	37.17	38.32	38.34	48.51	44.21	43.88	+ .05
Van Buren	19.69	17.43	21.75	27.70	34.79	32.31	+ 27
Allegan	13.31	12.05	15.40	20.91	21.33	17.65	+ 36
St. Clair	23.99	24.65	29.64	35.66	41.81	36.05	+ 17
Lapeer	11.06	11.04	13.20	18.26	17.21	16.84	- 6
Newaygo	12.97	13.29	14.54	15.00	20.29	14.61	- 28
Mecosta	33.97	33.87	34.58	43.01	48.23	41.48	- 14
St. Joseph	24.41	20.78	25.09	31.80	27.79	29.29	+ 5
Branch	21.16	25.32	28.41	26.51	20.31	19.71	- 3

TABLE IV-6

Actual vandalism offenses (rates per 1000 total
County Population, 1970)

County	YEAR						Percent Change
	1971	1972	1973	1974	1975	1976	
Calhoun	5.88	6.48	6.63	9.33	11.25	10.12	+ 10
Jackson	8.72	9.66	7.04	9.96	11.31	11.38	+ 11
Berrien	15.27	15.91	18.76	21.74	22.72	21.80	+ 18
Muskegon	13.08	12.67	13.96	18.24	22.11	19.23	+ 10
Genesee	8.23	8.60	11.62	15.44	16.10	18.16	+ 35
Saginaw	2.80	3.48	3.50	5.65	9.22	8.11	+ .6
Van Buren	5.68	5.36	7.28	9.27	10.56	13.32	+ 27
Allegan	3.91	5.39	5.80	9.13	9.37	8.28	+ 57
St. Clair	9.81	11.90	13.36	17.95	20.54	17.32	+ 14
Lapeer	1.95	2.52	3.63	5.75	5.84	4.70	+ 2
Newaygo	3.18	5.57	4.79	4.18	2.93	2.79	- 5
Mecosta	6.47	7.86	9.65	13.90	14.93	11.22	- 25
St. Joseph	13.59	13.53	14.26	19.71	18.34	18.65	+ 2
Branch	8.02	8.47	5.65	6.28	4.83	5.49	+ 14

and do not exhibit a pattern that is consistently better than the comparison counties. Thus, there is no reason to believe that YSBs reduced or inhibited the crime of burglary in the project counties.

Tables IV-5 and IV-6 present our findings concerning larceny and vandalism rates respectively. These tables show the same overall results described above. That is, there is no consistent pattern for YSB counties to demonstrate better immediate post-intervention effects than their comparison counties. Nor do they exhibit any pattern of year to year post-intervention changes that are consistently better than the comparison counties. Thus, for both larceny and vandalism there is no systematic support for believing that the establishment of YSBs had an inhibiting effect on crime rates.

The results of the single-group time-series analyses using monthly data are presented in Table IV-7 for all three crime reduction variables. It should be noted that because of the complexities involved in this phase of the analysis we did not calculate crime rates but utilized the actual number of founded offenses for each month. As described above, the statistical time-series analysis of monthly data involved making adjustments to remove the effects of seasonal fluctuations and overall trends due to past shocks to the system. (i.e., unemployment, urbanization, etc.). The figure for change in level represents the estimated change in the number of burglaries between the last adjusted pre-intervention data point and the first adjusted post-intervention data point (post minus pre). Because of the adjustments that have been made this change may be interpreted as the effect due to project intervention. Thus, if the establishment of YSBs is associated with reduced numbers of crimes the figure for change in level will be negative. It should be emphasized that change in

level is calculated using only the last pre-intervention and first post-intervention adjusted data points. Therefore, it is extremely sensitive to the selection of intervention points because moving the intervention point back or up one month could have a significant effect on the level change statistics.

The figures for change in drift are not as sensitive to the specific intervention point selected for analysis. Briefly, change in drift measures the difference between the slope of the predicted and the observed post-intervention regression line. A negative change in slope indicates that either a rising slope (increasing crime) was inhibited or that a decreasing slope (decreasing crime) was enhanced. A one-tailed t-test (since the hypothesized direction of change is negative) and the usual .05 confidence level were used in this analysis. This means that a t-value must be less than -1.67 in order to be considered significant.

It can be seen in Table IV-7 that none of the Youth Service Bureau jurisdictions experienced a statistically significant decrease in the level of burglary offenses following the project interventions. In fact, all but one of the jurisdictions experienced increases following the establishment of the projects and in two sites the increases would be considered statistically significant had we been predicting increases. There were, however, three sites (Benton Harbor, Flint, and Port Huron) that showed significant decreases in drift following the initiation of projects. In these three sites, the drift of actual burglary did not decrease although the significant changes in slope indicate that increasing rates of actual burglary offenses were significantly retarded in each locale. However, the changes in drift for the other project sites were positive indicating an increase rather than a decrease in the slope of the post-intervention line. Thus, the results do not provide consistent support for believing

TABLE IV-7

Summary Statistics for Monthly Time-Series Analyses of
Crime Reduction--Actual Burglary,
Actual Larceny, and Actual Vandalism

	Pre	Post	df	Change in Level	t	Change in Drift	t
<u>Actual Burglary</u>							
Battle Creek	13	42	52	3.161	.157	5.468	1.041
Benton Harbor	24	31	51	25.940	2.779	-2.286	-2.871*
Flint	24	29	49	92.237	3.436	-5.594	-2.405*
Paw Paw	36	20	52	.395	.249	.243	.691
Port Huron	42	13	51	4.807	.653	-1.883	-2.281*
White Cloud	48	8	52	-.935	-1.156	.106	.701
Three Rivers	48	8	52	1.072	.417	.273	.570

<u>Actual Larceny</u>							
Battle Creek	13	42	52	-2.666	-.822	.194	.185
Benton Harbor	24	31	51	-.678	-.435	.085	.636
Flint	24	29	49	8.071	1.496	1.407	3.010
Paw Paw	36	20	52	.385	.831	-.030	-.283
Port Huron	42	13	51	-.905	-.523	.151	.730
White Cloud	48	8	52	-.257	-.781	.080	1.258
Three Rivers	48	8	52	.003	.004	-.041	-.363

<u>Actual Vandalism</u>							
Battle Creek	13	42	52	...	...	...	...
Benton Harbor	24	31	52	-6.987	-.872	-.900	-1.511
Flint	24	29	49	17.374	.290	2.298	.129
Paw Paw	36	20	52	-3.623	-2.512*	.110	.841
Port Huron	42	13	51	1.598	.142	-2.090	-1.548
White Cloud	48	8	52	-.226	-.338	-.069	-.552
Three Rivers	48	8	52	-19.688	-3.510*	3.571	3.417

*Significant at the .05 level (t must be less than -1.67) with 50 degrees of freedom using a one-tailed test.

^aData in these sites could not be analyzed for this variable because of the large number of months in which no offenses were founded or reported.

that the establishment of YSBs inhibited the crime of burglary.

The results of the time-series analyses for larceny and vandalism offenses are also contained in Table IV-7. None of the seven sites was found to have experienced significant decreases in either the level or drift of the larceny time-series. Thus, it appears that YSBs had no effect on larcenies. With regard to vandalism, the analyses indicated that Paw Paw and Three Rivers had statistically significant decreases in level after the YSBs began. These sites did not experience similar decreases in drift, which would have increased our confidence in the positive nature of these findings. Nor did any of the other sites experience significant decreases although Benton Harbor and Port Huron experienced reductions in post-intervention slope that approached statistical significance at the .05 level.

Overall, the hypothesis that Youth Service Bureau jurisdictions would experience decreased crime rates following intervention was not supported by the results of the time-series analyses. From the annual data, it appeared that Calhoun and Newaygo Counties may have had post-intervention decreases, but these were not verified in the statistical analyses of monthly data. Some significant changes were observed for level and drift of the three actual offense variables, but they were not consistent across either site or variable. For the three crime variables, there were only two instances where a significant decrease in level was found (vandalism in Paw Paw and Three Rivers) and three where a significant decrease in slope was observed (burglary in Benton Harbor, Flint, and Port Huron). Thus, none of the sites experienced a statistically significant decrease for more than one type of crime. In our view, in order to constitute support for the hypothesized reduction in crime, the time-series results would need to show some degree of consistency across site and/or variable.

D. Diversion

This section of the systems impact analysis focuses on the effectiveness of Youth Service Bureaus in accomplishing the intermediate systems-level goal of diversion. Because diversion is considered an intermediate step in the attainment of crime reduction goals, the variables in this component are those that should be most sensitive to the initial impacts of projects on the justice system: UCR arrest data; UCR court referral data; and court petition data. Insofar as the YSB projects are geared to affecting change in the processes of the juvenile justice system by advocating diversion, this component provides the most direct test of project impacts at the systems level.

As indicated above the types of variables included in the analysis of diversion were selected to provide a comprehensive picture of the processing of delinquents in each jurisdiction. Thus, delinquency arrests represent the first step in the formal processing of juveniles by the police, referrals (petitions) to the juvenile court by the police represent a further step into the system and finally juvenile petition data directly from the courts represent even a further step into the system. Where the data was available we also selected specific crime types that represented areas in which YSBs focus their energies. Thus, for juvenile arrests we analyzed: 1) total juvenile arrests (under 17) to provide an overview of the delinquency situation; 2) burglary; 3) larceny, 4) vandalism; 5) curfew/loitering and 6) runaway. For police referrals to juvenile courts, we examined referrals for both Part I and Part II crimes. For the petition data obtained directly from the court the analysis was limited to total petitions because we could not systematically obtain breakdowns by crime type.

For all of the above delinquency arrest data, the figures represent the arrests of persons under the age of 17 (the statutory definition of a juvenile in the State of Michigan). As in the last component, all annual level data were transformed into rates to facilitate inspection of the data by correcting for population differences between counties. Since this component focuses on delinquency rather than overall extent of crime as was the case in the first component, rates were calculated per 1,000 juveniles (ages 7-16) in the county rather than per 1,000 total population. Also, adjustments for the changing size of the juvenile population at risk were made by using the number of youths between 7 and 16 as the base for 1970, the number between 6 and 15 (from the same 1970 Census) for the 1971 rates, 5 and 14 for the 1972 and so forth.

The research hypothesis in this component is that if Youth Service Bureaus have been successful in diverting youths from the juvenile justice system, delinquency arrest rates will decrease. The annual multiple time-series analysis of diversion, inspection of the data will be aimed at determining whether changes of trend lines in either level or slope are apparent. Although it would be expected that the effects of diversion should show up earlier than the effects of crime reduction since it is the intermediate goal preceding crime reduction, this distinction does not affect the year specified as the intervention point in the last section. Even if we only require three months of time in operation during a calendar year to qualify that year as the intervention point (rather than six as in the crime reduction component), the year does not change for any of the sites.

The monthly time-series analysis of diversion will be carried out in the same follow-up manner as it was in the crime reduction component. Each

of the seven variables discussed above will be analyzed for each of the seven YSB central cities. In addition, data were collected from four major projects (Berrien, Genesee, St. Clair, and Macomb Counties) on total number of court referrals. This provides an opportunity to examine the impact of projects on overall juvenile court activities. As before, the monthly data in this component represent the central city except for court petition data obtained directly from the courts which are county-wide in scope. The number of data points (months) for total delinquency petitions varied and will be presented along with the results. Intervention points for this variable will be the same as for the other variables in this component (see below).

The hypothesis to be tested for each site on each variable is that there will be a significant reduction in the levels and/or slopes of delinquency trends following the initiation of diversion activities by the Youth Service Bureau projects. Because diversion is being viewed as an intermediate goal preceding the accomplishment of the overall goal of crime reduction, the intervention point for the monthly analysis in this component was set at three months after initial funding began. This means that the pre- and post-intervention points for the sites are the following: Battle Creek (2/73)-13 and 43; Benton Harbor (10/73)-31 and 35; Flint (10/73)-21 and 35; Paw Paw (10/74) -33 and 23; Port Huron (4/75) -39 and 17; White Cloud (10/75) -45 and 11; and Three Rivers (10/75) -45 and 11. As was the case in the last component, the intervention point for Battle Creek was moved back (from three to seven months here) so that seasonal adjustments could be made. Also, the removal of seasonal fluctuations could not be carried out for White Cloud and Three Rivers data because of too few post-intervention points.

TABLE IV-8

Total Delinquency Arrests
(rates per 1000 juveniles, adjusted)

Counties	YEAR						Percent Change
	1971	1972	1973	1974	1975	1976	
Calhoun	27.30	50.83	53.53	53.42	51.54	52.24	+ 86
Jackson	30.37	33.50	34.87	36.73	41.53	36.49	+ 10
Berrien	49.90	52.73	57.52	65.67	60.39	53.99	+ 9
Muskegon	48.15	52.51	54.06	62.47	61.15	56.12	+ 3
Genesee	28.46	30.17	34.54	39.62	35.06	30.17	+ 14
Saginaw	54.25	70.66	70.66	64.09	36.91	45.42	0
Van Buren	37.14	44.19	42.64	52.20	39.03	52.16	+ 22
Allegan	24.96	27.81	29.64	29.37	23.62	27.35	- .9
St. Clair	60.98	58.54	65.39	40.12	75.33	63.67	+ 87
Lapeer	10.94	14.77	23.66	26.93	23.24	21.66	- 13
Newaygo	27.79	29.65	28.56	38.80	31.30	21.45	- 31
Mecosta	8.80	7.88	8.13	23.11	39.30	35.97	- 8
St. Joseph	41.81	40.14	49.50	59.54	64.29	52.43	- 18
Branch	13.93	18.84	15.83	13.00	11.67	11.37	- 3

The analysis and interpretation of the monthly arrest data will follow the same lines as that of the monthly actual offense data in the crime reduction component. The t-statistics and confidence levels for changes in level and drift will be examined to determine whether changes in arrest patterns following the introduction of a project are significant. And to reiterate, a significant decrease in the level of a variable will be interpreted to mean a reduction in the absolute level of the particular variable following the intervention while a significant decrease in drift will be taken to mean that the rate of increase in the variable was retarded or the rate of decrease enhanced.

The rates for all juvenile arrests are presented in Table IV-8. The figures in this table show the same lack of a consistent effect for YSBs. The only project sites that appear to have done better than their comparison counties are Newaygo and St. Joseph. Both of these experienced post-intervention decreases in total juvenile arrest. The five other sites experienced post-intervention increases that were similar to or greater than those experienced by their comparison counties. In addition, an examination of the year to year post-intervention changes does not reveal a pattern in which the arrest rates for the YSB sites are consistently lower than for their comparison counties. Thus, it does not appear that the projects were successful in having a perceptible impact on diverting juveniles, at least as measured by total rates of juvenile arrests.

It may be, however, that the effects of diversion activity are limited to specific offenses particularly those most closely related to the areas where YSBs concentrated their activities. In order to explore this possibility, we examined the juvenile arrest rates for five specific offenses. The results of these analyses are presented below in Tables IV-9 through 13.

Rates of delinquency arrests for burglary over the six-year period are presented in Table IV-9. The same general trend is present in the data for the five specific offenses (i.e., increases through 1974 and decreases in 1975 and 1976) and post-intervention changes in YSB jurisdiction must be interpreted with this in mind. It can be seen from Table IV-9 that four of the YSB counties -- Berrien, St. Clair, Newaygo and St. Joseph -- experienced post-intervention decreases in the rates of burglary arrests. In each of these instances, the decreases were found in the absence of similar decreases in the comparison counties although the post-intervention years for the last three counties were ones in which the overall rate of burglary was on the decline (1975, 1976).

Table IV-10 contains the delinquency arrest rates for larceny. St. Clair, Newaygo, and St. Joseph Counties registered decreases in rates of larceny for the post-intervention years, but in each case the comparison counties showed decreases in larceny rates of a similar magnitude. The data in Table VI-11 for vandalism arrest rates indicate that Berrien and St. Joseph Counties have post-intervention decreases in vandalism rates, while both respective comparison counties showed increasing rates of vandalism in the same year. Also, Berrien County registered the decreases in a year when the overall vandalism arrest rate was on the rise (1973). Newaygo County again registered a decrease in vandalism rates following the introduction of the project.

Overall, the annual data presented on delinquency arrest rates (total, burglary, larceny, and vandalism) provide no systematic support for the hypothesized post-intervention decreases in arrest rates for YSB jurisdictions--evidence that the projects made an impact on the justice system

TABLE IV-9

Delinquency Arrests for Burglary
(rates per 1000 juveniles, adjusted)

Counties	YEAR						Percent Change
	1971	1972	1973	1974	1975	1976	
Calhoun	2.46	4.44	4.90	6.08	3.75	5.23	+ 80
Jackson	3.94	4.62	3.64	4.78	5.57	4.92	+ 17
Berrien	6.17	7.85	6.28	8.40	6.27	4.73	- 20
Muskegon	7.65	6.49	7.94	7.95	7.63	4.87	+ 22
Genesee	3.62	3.60	4.11	5.29	4.61	4.44	+ 14
Saginaw	3.86	4.68	6.07	5.13	2.21	3.47	+ 29
Van Buren	7.24	8.37	5.80	8.78	8.06	7.87	+ 51
Allegan	2.92	5.72	3.46	4.18	2.19	3.87	+ 21
St. Clair	7.12	4.11	7.08	7.64	7.12	7.40	- 6
Lapeer	1.26	2.88	.97	2.28	2.55	1.65	+ 11
Newaygo	4.59	3.26	4.37	5.84	8.48	3.34	- 61
Mecosta	.80	2.42	1.24	3.36	1.68	3.54	+110
St. Joseph	2.60	1.78	4.86	6.49	5.84	5.79	- .8
Branch	2.54	2.03	1.85	1.91	.86	1.14	+ 33

TABLE IV-10

Delinquency Arrests for Larceny
 (rates per 1000 juveniles, adjusted)

Counties	YEAR						Percent Change
	1971	1972	1973	1974	1975	1976	
Calhoun	5.80	14.44	14.61	16.87	17.00	13.62	+149
Jackson	6.74	6.83	6.78	6.28	9.63	7.34	+ 1
Berrien	11.61	12.51	14.75	18.90	20.65	16.84	+ 18
Muskegon	10.65	11.84	13.26	12.29	12.04	12.23	+ 12
Genesee	7.22	6.70	8.11	9.87	9.65	7.12	+ 21
Saginaw	7.11	15.43	15.40	15.86	11.67	10.66	- " .1
Van Buren	3.54	8.60	6.94	9.71	12.61	9.33	+ 40
Allegan	8.58	5.84	6.32	8.74	7.08	6.49	+ 38
St. Clair	11.31	9.70	9.85	16.35	14.61	10.82	- 11
Lapeer	2.73	3.25	7.69	7.89	6.42	7.56	- 19
Newaygo	6.11	8.79	5.83	10.19	6.17	5.56	- 10
Mecosta	2.60	1.01	1.03	13.44	19.28	16.22	- 16
St. Joseph	12.52	8.98	9.44	14.91	17.21	11.88	- 31
Branch	3.98	6.99	5.31	4.17	5.16	4.30	- 17

TABLE IV-11

Delinquency Arrests for Vandalism
(rates per 1000 juveniles, adjusted)

Counties	YEAR						Percent Change
	1971	1972	1973	1974	1975	1976	
Calhoun	1.56	3.08	2.48	2.73	3.51	2.85	+ 97
Jackson	2.80	3.67	2.62	2.80	3.41	1.57	+ 31
Berrien	3.12	3.13	2.39	5.06	4.58	3.30	- 24
Muskegon	3.62	4.84	5.27	5.61	5.04	3.83	+ 9
Genesee	.93	1.00	1.16	1.10	1.12	1.50	+ 16
Saginaw	1.46	1.13	1.73	1.72	1.13	1.60	+ 53
Van Buren	3.40	3.29	2.90	2.95	2.55	3.65	+ 2
Allegan	1.25	2.62	2.85	2.98	2.96	.52	+ 5
St. Clair	7.01	6.87	7.36	6.99	8.76	5.76	+ 25
Lapeer	1.18	.74	1.34	2.20	1.24	.55	- 44
Newaygo	2.50	2.13	.87	2.70	2.93	1.43	- 51
Mecosta	.60	.40	.83	.21	3.98	1.04	- 74
St. Joseph	5.75	3.84	4.58	6.78	7.71	5.39	- 30
Branch	.99	1.02	1.39	.12	.00	.25	+ 25

TABLE IV-12

Delinquency Arrests for Curfew/Loitering
(rates per 1000 juveniles, adjusted)

Counties	YEAR						Percent Change
	1971	1972	1973	1974	1975	1976	
Calhoun	1.72	3.78	4.71	2.93	2.99	2.07	+120
Jackson	.81	1.43	2.03	1.23	1.16	1.31	+ 77
Berrien	3.75	3.10	3.30	3.94	2.98	.03	+ 6
Muskegon	2.24	1.75	1.60	2.79	1.03	1.43	- 9
Genesee	1.07	.99	1.28	1.39	.85	1.11	+ 29
Saginaw	1.03	.54	.85	2.39	1.60	.19	+ 57
Van Buren	1.55	.90	3.28	1.55	1.68	1.22	- 53
Allegan	.30	.61	.93	.57	.84	.07	- 39
St. Clair	5.12	5.14	5.47	5.38	3.03	1.82	- 44
Lapeer	.59	.59	1.57	.76	.39	.39	- 49
Newaygo	.56	1.99	.29	1.50	1.09	.00	-100
Mecosta	.00	.00	.00	.00	.21	.12	- 43
St. Joseph	2.50	2.99	3.53	2.32	3.07	1.10	- 64
Branch	.99	.45	.69	.36	.49	.00	-100

TABLE IV-13

Delinquency Arrests for Runaway
(rates per 1000 juveniles, adjusted)

Counties	YEAR						Percent Change
	1971	1972	1973	1974	1975	1976	
Calhoun	6.46	10.34	10.19	8.91	9.50	6.73	+ 60
Jackson	5.12	4.46	7.09	8.73	9.72	6.00	- 13
Berrien	6.17	7.24	8.77	6.53	5.63	4.17	+ 21
Muskegon	7.53	10.14	8.22	13.83	15.39	14.72	- 19
Genesee	6.96	8.98	9.14	11.44	10.22	7.99	+ 2
Saginaw	6.36	5.90	11.08	17.16	8.86	10.30	+ 88
Van Buren	6.28	6.65	8.09	6.37	7.90	5.52	- 21
Allegan	4.11	4.20	4.34	3.54	3.73	2.62	- 19
St. Clair	11.38	10.67	12.79	14.06	15.19	13.05	+ 8
Lapeer	1.70	2.59	2.69	5.08	6.04	1.42	+ 19
Newaygo	7.23	3.97	4.08	7.19	4.78	1.11	- 77
Mecosta	1.20	.61	2.90	2.10	6.08	2.50	- 59
St. Joseph	4.45	3.84	6.01	6.68	8.31	6.49	- 22
Branch	1.88	3.38	1.85	3.10	1.84	.51	- 72

by encouraging the use of diversionary alternatives. For example, Newaygo County showed a post-intervention decrease in rates for all four variables. It should be noted, however, that the post-intervention year for Newaygo was 1976, a year in which most jurisdictions were experiencing decreases in delinquent arrest rates (its comparison county had similar decreases for three of the four variables). St. Joseph County had the same post-intervention year and the data should be viewed with the same caution as was just suggested. St. Joseph also showed post-intervention decreases for the four variables and on two of these the comparison county had an increase (burglary and vandalism). St. Clair County experienced decreases for burglary and larceny while the comparison county showed an increase in burglary rates. The post-intervention year for St. Clair County was 1975, another year in which overall delinquency rates were on the decline. Berrien County also experienced decreases for two variables (burglary and vandalism). And the post-intervention decreases in Berrien County came in a year when the general trend for delinquency rates was on the rise (1973). The comparison county had increased rates for burglary and vandalism the same year. The significance of these apparent decreases will be examined shortly in the discussion of results from the statistical analyses of monthly data.

The final two arrest variables to be examined are the two status offenses recorded in the UCR data--curfew/loitering and runaway. Other status offenses such as truancy and incorrigibility would have been important variables to analyze since most of the projects focus a great deal of energy on the status offender, but these are not presently included in the UCR reporting system. Table IV-12 contains juvenile arrest rates for curfew/loitering, and it can be seen that Van Buren, St. Clair,

Newaygo and St. Joseph Counties showed decreases in curfew/loitering rates for the post-intervention year. But the results are ambiguous in all three instances because at the Van Buren and St. Clair sites the changes for the comparison counties were similar, while Newaygo did better and St. Joseph worse than their comparison counties. A similar result is found in the data in Table IV-13 for delinquency arrest rates for runaway. Van Buren, Newaygo, and St. Joseph Counties had post-intervention decreases in runaway rates, but the respective comparison counties also registered decreases in the same year. Thus, there is no strong evidence to support the hypothesis that Youth Service Bureau jurisdictions would experience decreased rates of arrests for status offenses as a result of diversion activities by the projects. It is possible, however, that subtle changes in arrest rates would not show up in gross annual figures, which is part of the reason for including the same variables in the monthly analyses.

The results of the monthly time-series analyses of juvenile arrests are presented in Table IV-14. Looking down the t-values for change in level, it can be seen that only one site experienced statistically significant decreases in the level (number) of juvenile arrests for any of the variables. Specifically, Battle Creek experienced a significant decrease in the post-intervention level for both the status offenses (i.e., curfew/loitering and runaway). The results are equally unimpressive for change in slope. In all, only three sites experienced statistically significant post-intervention decreases in drift - the slope of the arrest data trend line. Specifically, Paw Paw experienced a significant decrease in total delinquency arrests, Three Rivers had a significant decrease in juvenile larceny arrests, and Battle Creek experienced a significant decrease in

TABLE IV-14

Summary Statistics for Monthly Time-Series Analyses of Diversion
-Total Delinquency Arrests, Delinquency Arrests for Burglary,
and Delinquency Arrests for Larceny

	Pre	Post	df	Change in Level	t	Change in Drift	t
<u>Total Delinquency Arrests</u>							
Battle Creek	13	42	52	2.670	.227	.895	-.634
Benton Harbor	21	34	51	-7.784	-.721	2.801	1.199
Flint	21	32	49	24.661	1.734	-.038	-.030
Paw Paw	33	23	52	-1.056	-.877	-.287	-2.763*
Port Huron	39	16	51	-4.136	-.401	-.047	-.045
White Cloud	45	11	52	1.334	.612	-.155	-.499
Three Rivers	45	11	52	-1.539	-.260	-.493	-.615

<u>Delinquency Arrests for Burglary</u>							
Battle Creek	13	42	52	.090	.037	-.221	-.753
Benton Harbor	21	34	51	-1.656	-.824	.088	.495
Flint	21	32	49	12.404	3.579	.020	.065
Paw Paw	33	23	52	...a	...	...	...
Port Huron	39	16	51	-4.934	-1.358	.647	1.754
White Cloud	45	11	52	...	...	...	...
Three Rivers	45	11	52	-1.870	-.790	.450	1.406

<u>Delinquency Arrests for Larceny</u>							
Battle Creek	13	42	52	-2.364	-.386	-.633	-.858
Benton Harbor	21	34	51	-1.601	-.495	.170	.593
Flint	21	32	49	-10.088	-1.138	2.065	1.049
Paw Paw	33	23	52	...	...	...	...
Port Huron	39	16	51	-2.988	-.755	-.361	-.899
White Cloud	45	11	52	...	...	...	...
Three Rivers	45	11	52	.759	.337	-.584	-1.918*

Table IV-14 (continued)

Summary Statistics for Monthly Time-Series Analyses of Diversion
--Delinquency Arrests for Vandalism, Delinquency Arrests
for Curfew/Loitering, and Delinquency Arrests for Runaway

	Pre	Post	df	Change in Level	t	Change in Drift	t
<u>Delinquency Arrests for Vandalism</u>							
Battle Creek	13	42	52	...	...	...	...
Benton Harbor	21	34	51	2.338	2.451	.109	1.283
Flint	21	32	49	.438	.332	-.008	-.067
Paw Paw	33	23	52	...	...	...	...
Port Huron	39	16	51	8.152	2.388	-.348	-1.003
White Cloud	45	11	52	...	...	...	...
Three Rivers	45	11	52	.494	.246	-.316	-1.162
<u>Delinquency Arrests for Curfew/Loitering</u>							
Battle Creek	13	42	52	3.497	-1.688*	-.792	-3.177*
Benton Harbor	21	34	51	2.107	1.034	.041	.229
Flint	21	32	49	4.913	2.530	-.272	-1.575
Paw Paw	33	23	52	...	...	...	...
Port Huron	39	16	51	-2.292	-.977	-.179	-.750
White Cloud	45	11	52	...	...	...	...
Three Rivers	45	11	52	-1.134	-.833	.094	.513
<u>Delinquency Arrests for Runaway</u>							
Battle Creek	13	42	52	-4.021	-1.880*	-.076	-.294
Benton Harbor	21	34	51	-.386	-.405	-.128	-1.217
Flint	21	32	49	-4.714	-1.227	.131	.381
Paw Paw	33	23	52	...	...	...	...
Port Huron	39	16	51	-4.445	-1.522	.391	1.317
White Cloud	45	11	52	...	...	...	...
Three Rivers	45	11	52	-1.085	-.758	.069	.317

*Significant at the .05 level (t must be less than -1.67) with 50 degrees of freedom using a one-tailed test.

^aData in these sites could not be analyzed for this variable because of the large number of months in which no arrests were made or reported.

curfew/loitering arrests.

In summarizing the annual and monthly data for the six arrest variables, several things can be said about the impacts of projects at the systems level which might result from the encouragement of diversion. Newaygo County (White Cloud) and St. Joseph County (Three Rivers) showed post-intervention decreases for all six arrest variables in annual data. But only the change in larceny arrests for Three Rivers was supported by the monthly data with a significant decrease in slope (the five specific offenses were not subjected to analysis for White Cloud because of insufficient data). St. Clair County (Port Huron) had post-intervention decreases in rates of burglary, larceny, and curfew/loitering at the annual level of analysis. While these observations were not supported by statistically significant results from monthly analyses, it could be seen that related decreases in the monthly data followed the same general pattern with some approaching significance (e.g., change in level for burglary and runaway). Berrien County (Benton Harbor) experienced annual post-intervention decreases for two of the six variables (burglary and vandalism), although neither of these was verified in the statistical analysis of monthly data. Van Buren County (Paw Paw) showed post-intervention decreased for the status offenses--curfew/loitering and runaway. Statistical analyses of monthly data for these two variables could not be carried out for Paw Paw because of insufficient data, although the analysis was performed on total delinquency arrests for Paw Paw and a significant post-intervention decrease in slope was found. Neither Genesee County (Flint) nor Calhoun County (Battle Creek) showed post-intervention decreases for any of the arrest variables at the annual level. However, in the analyses

of monthly figures, Battle Creek was found to have statistically significant post-intervention decreases in the level of curfew/loitering and runaway arrests. Similarly, Flint was found to have a significant decrease in slope for curfew/loitering arrests, which did not show up in the annual data.

The evidence discussed thus far does not lend support to the hypothesis that diversion activities of the projects would result in decreased arrest rates in the respective communities. Some of the jurisdictions did appear to have experienced decreases on certain variables, but no jurisdictions showed consistent decreases across arrest variables and no variable was consistently affected across jurisdictions. It may be, however, that projects were successful in encouraging the use of diversionary alternatives but that law enforcement officials continued to invoke formal arrest sanctions prior to diverting. In fact it is possible that officers would utilize formal arrest as the basis for referrals to YSBs. The following data on juvenile court referrals (petitions) were included in the analysis to address these possibilities.

Table IV-15 presents the annual rates of police referrals to juvenile courts according to UCR statistics for the six year period 1971-1976. In four of the seven project sites (Calhoun, Genesee, Van Buren, and Newaygo) the post-intervention changes in referral rates were worse (less reduction) than in the comparison counties. For the three sites that did better than their comparison counties (Berrien, St. Clair, and St. Joseph) the differences in post-intervention change were not large. Thus, the figures in this table provide no support for believing that the establishment of YSBs helped divert youth from the formal juvenile justice system.

TABLE IV-15

Police Referrals to Juvenile Court
(rates per 1000 juveniles, adjusted)

Counties	YEAR						Percent Change
	1971	1972	1973	1974	1975	1976	
Calhoun	11.67	17.13	18.25	17.65	22.09	20.55	+ 47
Jackson	16.40	19.68	17.20	23.46	28.27	22.46	+ 20
Berrien	34.40	35.37	31.30	29.26	20.41	21.12	- 11
Muskegon	33.36	30.76	36.60	34.73	36.85	34.68	+ 19
Genesee	16.28	16.49	17.51	20.12	19.78	18.79	+ 6
Saginaw	16.24	19.43	17.66	17.54	10.72	10.51	- 9
Van Buren	21.71	3.095	24.71	28.66	30.73	32.37	+ 16
Allegan	14.59	16.73	17.10	14.88	13.14	17.84	- 13
St. Clair	8.53	10.32	9.99	7.89	7.84	11.26	- .6
Lapeer	5.25	7.68	12.69	10.32	12.15	9.29	+ 18
Newaygo	14.04	17.87	16.32	16.48	6.94	11.44	+ 65
Mecosta	12.40	8.89	6.00	22.25	25.37	24.53	- 3
St. Joseph	9.27	15.25	24.32	29.91	35.80	31.36	- 12
Branch	8.95	15.57	13.05	10.50	8.35	8.34	- .1

We also examined the issue of diversion using monthly UCR statistics on police referrals to the juvenile justice system from the central cities of all seven YSB project sites and countywide court petition data obtained directly from the juvenile courts at the Berrien, Genesee, Macomb, and St. Clair sites. The results of these analyses are presented in Table IV-16. Police referrals to court were broken down into Part I and Part II offenses in the statistical analyses of monthly data in order to sensitize the analyses to more subtle changes that might have been occurring. It can be seen in Table IV-16 that only the t-value for the change in level for Part II referrals in Three Rivers even approached the .05 level of significance. But it should be mentioned that sufficient data for statistical analysis were not available for several sites, making it impossible to check these sites for significant changes in police referrals to court. At the bottom of Table IV-16, results are presented for the statistical analysis of the final measure of court activity--total delinquency petitions. This measure represents the overall activity of the juvenile court insofar as it includes petitions from all sources (i.e., parents, schools, and other agencies, as well as the police). Only St. Clair County (Port Huron) experienced a statistically significant post-intervention decrease in level of total delinquency petitions substantiating the observed decrease in annual-level data on police referrals to court in St. Clair County.

The examination of arrest and court petition data did not reveal consistent findings in support of the general research hypothesis that Bureau jurisdictions would experience decreases in arrest and court petition trends following the initiation of diversion activities by the projects. Some of the sites experienced significant post-intervention decreases when

TABLE IV-16

Summary Statistics for Monthly Time-Series Analyses of Diversion
-Part I and Part II Police Referrals to Juvenile Court,
and Total Juvenile Court Petitions

	Pre	Post	df	Change in Level	t	Change in Drift	t
<u>Part I Police Referrals to Court</u>							
Battle Creek	13	42	52	-.040	-.008	.074	.046
Benton Harbor	21	34	51	... ^a	...	...	...
Flint	21	34	49	16.009	2.460	.336	.576
Paw Paw	33	23	52	...	...	...	...
Port Huron	39	16	51	...	...	...	...
White Cloud	45	11	52	...	...	...	...
Three Rivers	45	11	52	.293	.090	-.329	-.745

<u>Part II Police Referrals to Court</u>							
Battle Creek	13	42	52	.877	.489	.258	.996
Benton Harbor	21	34	51	...	...	...	...
Flint	21	32	49	8.598	1.299	-.422	-.712
Paw Paw	33	23	52	...	...	...	...
Port Huron	39	16	51	.239	.107	.002	.200
White Cloud	45	11	52	...	...	...	...
Three Rivers	45	11	52	-4.588	-1.462	.152	.358

<u>Total Delinquency Petitions</u>							
Berrien Co.	33	39	68	26.202	1.929	3.489	.962
Genesee Co.	13	27	41	.850	.032	.499	.073
Macomb Co.	43	63	104	-3.453	-.562	.852	2.105
St. Clair Co.	27	21	44	-12.789	-1.746*	1.054	.503

*Significant at the .05 level (t must be less than -1.67) with 50 degrees of freedom using a one-tailed test.

^aData in these sites could not be analyzed for this variable because of the large number of months in which no arrests were made or reported.

the analyses focused on specific offense categories, and some sites had decreases on two or three of the eight arrest and court petition variables. But because of the large number of analyses carried out, a certain number of significant findings could be expected to have occurred by chance, thus making it necessary to have required consistent findings in order to claim support for the hypothesized system impact of diversion activities by the Youth Service Bureaus. Thus, it appears that the establishment of YSBs did not result in the diversion of youth from the formal juvenile justice system.

E. Police Decision-Making*

The final segment of the systems impact component focused on the potential effects of establishing Youth Service Bureaus on the police decision-making process concerning the disposition of juvenile cases. The objective of this effort was to examine the decision-making processes of local police juvenile officials relevant to filing of petitions in juvenile court. Within the context of the overall impact model of the YSBs it would be expected that the YSBs would perform a diversion function for police officials if only because they provided an additional decision-making alternative.

The research on police decision-making was carried out in four YSB sites: Port Huron, Benton Harbor, East Detroit and Flint. In each of the four sites a sample of youth was drawn from existing police juvenile division files. This involved drawing a sample of police decisions for a year prior to initiation of each of the bureaus and for two years

*This section was co-authored by Phillip Berk of the Community Psychology Action at the University of Illinois.

following the implementation of each project. The samples were drawn at each site according to a stratified random procedure which controlled for seasonal possible fluctuations in the types of youth and/or types of offenses processed by juvenile authorities. In order to maintain the confidentiality of formal records local law enforcement officials were hired and trained to actually collect the data needed for the decision-making analysis. At each site, case specific data was collected on approximately 200 police decisions per year. While there were some site specific variations in the information available through police records, the data collected on decision-making included the demographic characteristics of the youth involved, the family living situation, the characteristics of the offense with which the youth was being charged, the youth's prior police record, and the disposition of the case.

As indicated above, the general goal of this segment of the systems impact evaluation was to determine the existence of effects on the police decision-making process that could potentially be identified as a result of Youth Service Bureaus providing a diversionary alternative to formal processing. This segment of the evaluation required the development of a model of the decision-making process which would allow direct comparison of important decision-making criteria (predictors) prior to and following the establishment of YSBs. Of particular importance was information concerning the degree to which the rates and types of youth remanded to the juvenile court for formal processing were altered after the initiation of bureaus. It was anticipated that this data would provide direct evidence (or lack thereof) of alternation in the police decision-making process as a result of implementing Youth Service Bureau projects.

Because this kind of data is not amenable to the general parametric statistical procedures used in the other components of this evaluation, the availability of appropriate alternative statistical procedures was explored. After careful consideration of a variety of alternatives, the automatic interaction detector procedure was selected. This method allowed for the modeling of the decision process and for direct comparisons of the importance of specific decision-making predictors both before and after initiation of Youth Service Bureaus.

Given the nominal or ordinal nature of most of the relevant variables the THAID computer algorithm was chosen to conduct the actual analyses of police decision-making. THAID is a computer program written by University of Michigan social scientists which is designed to search for structure in nominal and ordinal data. More specifically, the program begins with a single dependent (or criterion) variable and a set of independent (or predictor) variables. It partitions this set of data by means of a sequence of binary divisions. Each of these divisions produces two subgroups from an original group in such a way as to maximize some criterion for that split. (Morgan and Messinger: p.6).

For each split, the program attempts to dichotomize cases along some predictor variable dimension in order to maximize the discrepancies (differences) between the original (unsplit) parent distribution and the two subsequent subgroup distributions. Mathematically, this means maximizing the frequency-weighted sum of the absolute values of the differences in proportions between the two groups. For each stage of the binary split sequence, each predictor is used to split the current group into additional groups. At each step the subgroups of the split that achieves the best criterion value (described above) are retained and subsequently

subjected to additional splitting efforts. The final outcome of this process is the identification of a set of subgroups (terminal groups) that are characterized by predictor variable attributes and differ maximally in terms of their distributions on the dependent variable.

The analysis generates potential prediction models in the form of decision trees. It also identifies interactions among predictor variables as well as main effects and it orders the decisions (splits) in terms of their importance, vis a vis maximizing the criterion. Furthermore, the results of THAID can be summarized in the form of a set of "terminal groups"-subgroups that cannot be split further in any meaningful way. These terminal groups can be ordered along the dependent variable dimension and described in terms of the important predictor variable characteristics. As indicated above, the program's attractiveness derives from its ability to generate alternative models and describe subgroup characteristics without relying on the usual distributional assumptions associated with parametric statistical procedures (e.g., normality, linearity, etc.)

Within the context of this study, THAID was used to indirectly examine the police decision-making processes prior to and following the implementation of YSBs at four sites. The disposition of the current offense was employed as the dependent or criterion variable. This variable was dichotomized as court referral (informal or formal) vs. other dispositions (warn and release, agency referral, detention). Cases with unknown current dispositions were deleted from the analysis, except for the Flint site where "unknown court dispositions" were recorded as court referrals. This approach was taken in Flint because the records officer informed MEP staff that in most instances "unknown" disposition indicated a court referral

for which the actual court disposition was unknown.

The variables included in the analyses as predictor variables were:

- | | |
|------------------|---|
| 1. Sex | 5. Most serious prior disposition |
| 2. Race | 6. Cumulative seriousness of prior offenses |
| 3. Age | 7. Seriousness of current offense* |
| 4. Family Status | |

Table IV-17 presents each of the criterion variables and the coding categories associated with them. Separate THAID analyses were conducted for each time period (pre and post) for each YSB site. The results of these analyses are presented in this report as separate decision trees. In addition, a list of terminal groups and their associated characteristics is presented for each of the decision trees.

Follow-up analyses were computed by incorporating the important variables and interactions identified by THAID into a multiple regression prediction model. The criterion for these regression models was the same dispositional dichotomy (court=2; other=1). Predicted scores were calculated from these models and dichotomized as predicted court disposition (predicted value greater than or equal to 1.5) vs. predicted other disposition (predicted value less than 1.5). Predicted (dichotomized) scores were cross-tabulated with actual disposition and the percent, correctly classified within each disposition, was estimated.

One must keep in mind that these regression models and accompanying classification tables do not directly correspond to the THAID decision tree models displayed in the figures. Rather, they are an attempt to translate some of the information revealed by the THAID models into accuracy figures. The regression models have not been cross-validated and thus, like the THAID models, must be considered subject to instability.

* Because of differences in the availability of data, all of these variables were not necessarily included in the analysis for each site.

TABLE IV-17

Predictor Variables for Police Decision-Making Analysis

<u>Variable</u>	<u>Coding Variable</u>
1. Sex	0 Male 1 Female
2. Race	0 White 1 Black 2 Other
3. Age	Actual number of years at time of current offense
4. Family status	1 Both natural parents 2 Mother only 3 Father only 4 Mother plus 5 Father plus 6 Other relatives 7 Foster homes 8 Group homes 9 Institution 0 Other
5. Most serious prior disposition	0 Unknown 1 Warned and Released, Arrested, Parents notified 2 Restitution ordered 3 Referral to YSB 4 Referral to Mental Health/Social Service Agency 5 Detention 6 Court petition 7 Inapplicable 8 Referred to court
6. Cumulative Seriousness of prior offenses	1 Status offenses 2 Minor misdemeanor 3 Major misdemeanor/minor felony 4 Major felony
7. Seriousness of current offense	1 Status offenses 2 Minor misdemeanor 3 Major misdemeanor/minor felony 4 Major felony

With a few noted exceptions, the independent variables chosen for the regression analyses on each site included all predictor variables appearing in the decision tree and all possible two-way interactions among those predictor variables. An interaction between two given variables was coded as the product of those two variables (Cohen and Cohen: 1975).

In all (all four sites, pre and post) 1762 cases were present at the time the raw data file was created: 72 cases were deleted because of missing race, age, or sex information: 31 cases were deleted because they lacked information about current disposition, and 7 cases were deleted because of missing "family status" or "apprehended by" information. After these deletions, a total of 1652 cases remained. Analyses on Port Huron and East Detroit did not include "family status" and "apprehended by" as predictors because of prohibitive missing data; Flint included "family status" only and Benton Harbor included both.

The resultant number of cases by site were:

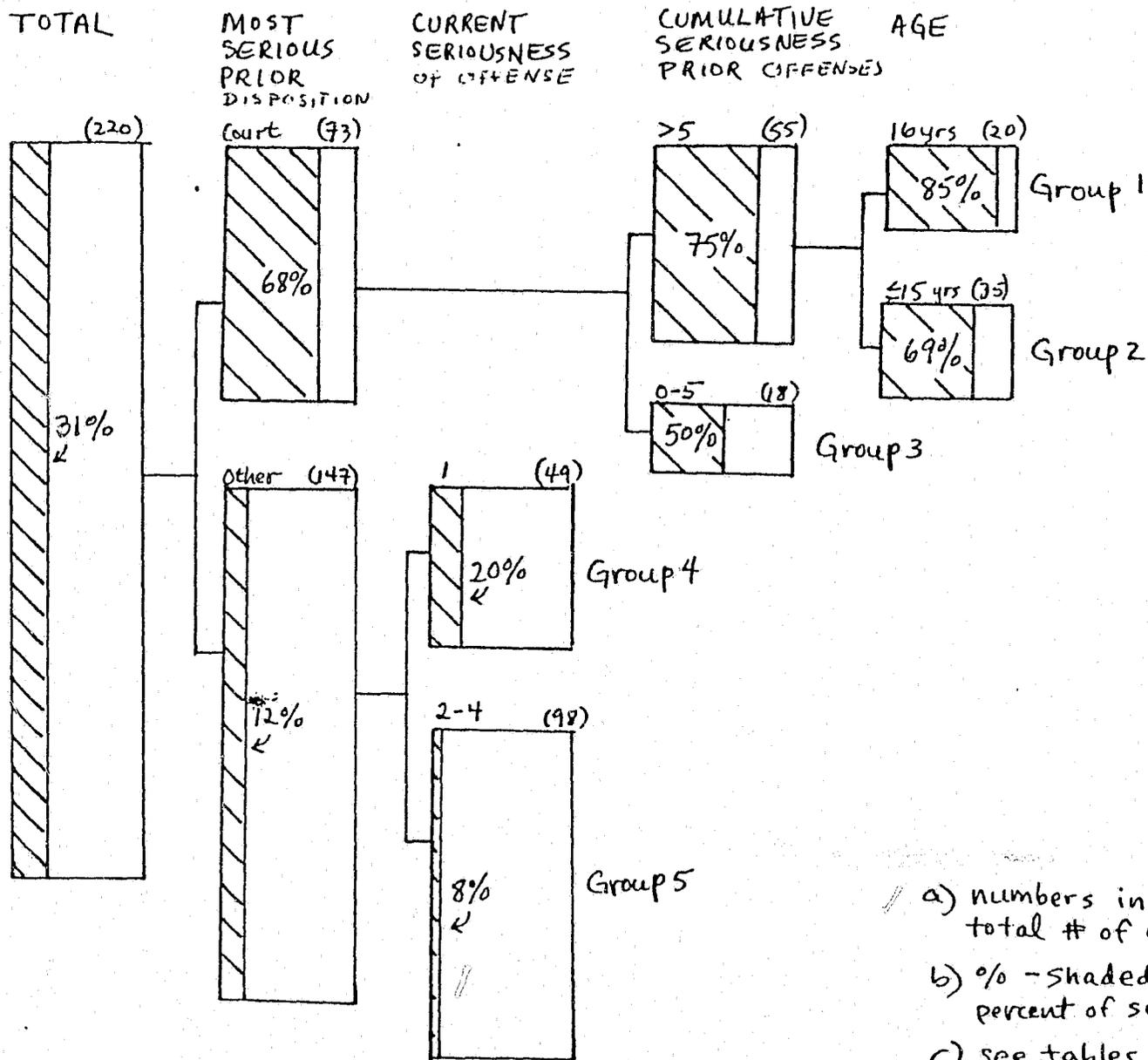
Site	Pre	Post	Total
Port Huron	220	188	408
Flint	127	323	359
East Detroit	128	287	415
Benton Harbor	137	333	470
TOTAL	612	1040	1652

The results of the police decision-making analyses for the Port Huron site are presented in Figures IV-2 and IV-3 and in Tables IV-18 and IV-19. Looking at the decision tree figures it should be noted that the total proportion of individuals referred and the major decisional factor appear to be very stable across time - pre and post YSB. During both periods the



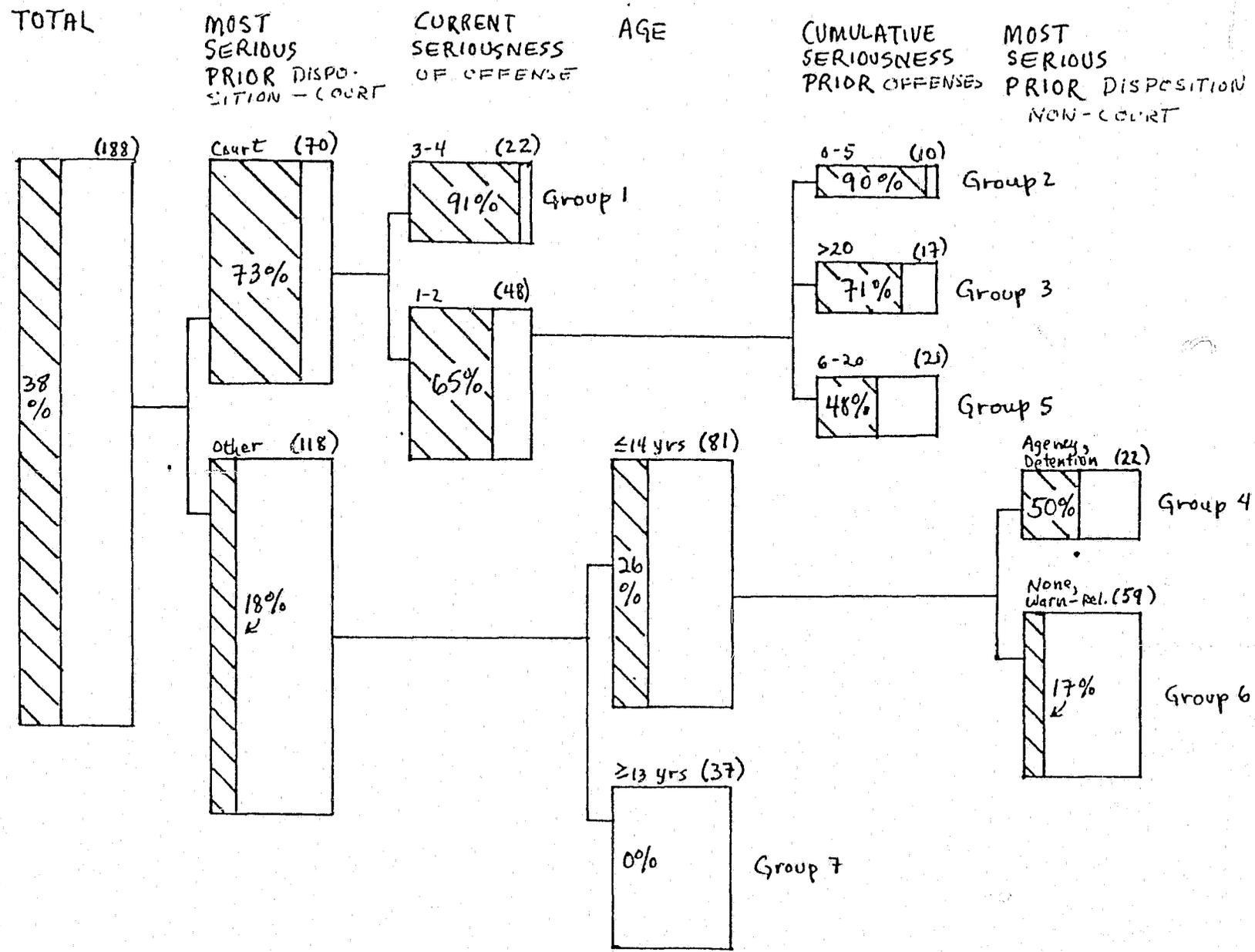
FIGURE IV-2 PORT HURON: PRE-YSB

IV-63



- a) numbers in parentheses indicate total # of cases in subgroup
- b) % - shaded area - indicates the percent of subgroup referred to court
- c) see tables for terminal group descriptions

FIGURE IV-3 PORT HURON: POST-YSB



IV-64



critical factor in determining the likelihood of a court referral as the disposition of the current offense was the presence of a prior court referral. For the pre-YSB period the figures indicate that 68 percent of the individuals with a prior court referral were referred to the court for the offense being studied while only 12 percent of the individuals without a prior referral were referred to the court for the current offense. For the post-YSB period the comparable figures were 73 and 18 percent respectively. Since the YSB was not intended to service juveniles with prior court referrals, these results mean that for the overwhelming majority of cases referred to court the YSB did not provide a decisional alternative to court referral for the police.

The seriousness of the present offense emerged as a further consideration, but its role changed from pre- to post-YSB periods. During the pre-YSB period, current seriousness was only important for offenders without prior court referrals. Moreover, it appears that during that period status offenders (current seriousness = 1) without prior court referrals had a higher probability of a disposition to court than juveniles with more serious current offenses. (See groups 4 vs 5 in Figure IV-2). After the establishment of YSBs current seriousness emerged as an important consideration only for offenders with prior court referrals, and here the relationship is more consistent with common sense; more serious current offenses have higher likelihoods of court referral (Group 1 vs Groups 2, 3, and 5).

The results for the pre-period could be a chance result, due to sampling error. On the other hand, they may indicate an attempt on the part of police officers to nip the less experienced offenders career in

the bud with a harsher disposition (deterrent). This possibility is given some support by the failure of current seriousness to emerge as an important decision-making criteria during the post YSB period which may indicate that YSB referrals were used to provide the deterrent function. It should be noted, however, that during the post YSB period court officials themselves made serious efforts to reduce the number of status offender referrals they accepted. Thus, the change in use of status offense as a factor in deciding whether or not to refer an individual to court may reflect the direct impact of specific court policy rather than the existence of the YSB.

For the post YSB period age and prior agency referral emerged as having some decisional importance for the disposition of cases involving juveniles without prior court referrals. Figure IV-3 shows that none of those individuals 13 or under, but 26 percent of those 14 and over, were referred to court. Among the older group the existence of a previous agency referral or detention emerged as a decision-making factor with 50 percent of those having a previous agency referral being referred to court compared to 17 percent of the group without a previous agency referral. It should be noted, however, that the subgroup sizes are small for both factors and therefore their emergence may be due to random variability rather than the effects of establishing a YSB.

Table IV-18 presents the group characteristics and the percent referred to court for each of the terminal groups identified in the decision trees. Briefly, this table shows that for both the pre and post-YSB periods the overwhelming majority of individuals with previous court records were referred to the court for the offense being studied. (Groups 1, 2, and 3 in both time periods). The only exception to this

TABLE IV-18

PORT HURON

Pre-YSB			
Group	n	% Court Referred	Predictor variable characteristics
1	20	85	previous court disposition; cumulative seriousness prior >5; 16 yrs old
2	35	69	previous court disposition; cumulative seriousness prior >5; ≤15 yrs old
3	18	50	previous court disposition; cumulative seriousness prior 0-5
4	49	20	no previous court disposition; current seriousness 1
5	98	8	no previous court disposition; current seriousness 2-4
Total		220	31%
Post-YSB			
1	22	91	previous court disposition; current seriousness 3-4
2	10	90	previous court disposition; current seriousness 1-2; cumulative seriousness prior 0-5
3	17	71	previous court disposition; current seriousness 1-2; cumulative seriousness prior >20
4	59	50	previous agency referral or detention (no court); ≥14 yrs old
5	21	48	previous court disposition; current seriousness 1-2; cumulative seriousness prior 6-20
6	22	17	no serious previous offenses (warn and release or none); ≥14 yrs old
7	37	0	no previous court disposition; ≤13 yrs old
Total		188	38%

TABLE IV-19

Regression Analysis: PORT HURONPre-YSB Multiple Regression Results

$$R = .57 \quad R^2 = .33$$

$$df = 10/209$$

$$F = 10.092 \quad p < .01$$

		<u>Accuracy of Prediction Mode</u>		
		Court	Other	
Actual	Court	72%	28%	n = 68
	Other	14%	86%	n = 152

Post-YSB

$$R = .58 \quad R^2 = .34$$

$$df = 10/177$$

$$F = 8.987 \quad p < .01$$

		<u>Accuracy of Prediction Mode</u>		
		Court	Other	
Actual	Court	74%	26%	n = 72
	Other	16%	84%	n = 116

Predictor variables

1. most serious previous disposition
 2. current seriousness of offense
 3. age
 4. cumulative seriousness prior offenses
- + interactions (1x2, 1x3, 1x4, 2x3, 2x4, 3x4)

pattern were individuals with a prior court referral but a relatively non-serious current offense (post-YSB Group 4), among whom only 48 percent were referred to court for their current offense. For the terminal groups upon which the existence of the YSB could have had some decision-making effect - those with no previous court referrals - the court referral figures are similar for both the pre- and the post-YSB periods. In the pre-YSB period no more than 20 percent of the individuals without a previous court record were referred to the court for their current offense (Groups 4 and 5). During the post period two of the three groups without prior court referrals had equally low referral rates for their current offense (Groups 6 and 7). The only exception to this pattern was terminal Group 4 which was composed of individuals with previous referrals to non-court agencies and who were 14 years old or older.* That is, individuals who might be viewed as high risks for additional delinquent acts.

Table IV-19 presents the results of the follow-up analyses using a multiple regression prediction model and the major predictor variables identified by the THAID model. This table shows that for both the pre- and post-YSB periods the predictor variables accounted for one-third of the variance in the decisions concerning the disposition of cases ($R=.33$ and $R=.34$, respectively). The classification table from the regression analysis indicates fairly high accuracy of the THAID models for both the

* Site interviews indicate that some proportion of group 4 type individuals may have been YSB clients who committed additional offenses and were referred to the court because they had been given an opportunity for formal diversion from the court. At least individuals associated with the YSB indicated that the bureau would not accept individuals for a second referral. This policy would leave police officers with the alternatives of warning and release or a court referral for youths who had already been referred to the YSB. Given the formal nature of a YSB referral, it seems likely that there would be a tendency toward an even more formal court referral. Unfortunately, our efforts to preserve the confidentiality of data sources made it impossible to check police decision-making records against the YSB files to verify this possibility.

court referred and other case disposition groups. These results provide additional support for our conclusion that pre- and post-YSB police decision-making processes were similar and not influenced by the establishment of the Youth Service Bureau.

For the Flint site a combined model was formed because the separate decision trees for the pre- and post-YSB periods were limited and because of a substantial drop in the proportion of court referrals between the two periods. This combined model is presented in Figure IV-4. As one would expect the decision tree shows the pre-post-YSB factor was the most important predictor variable of court referrals by the Flint police. The remaining predictors did not account for much variance in court referrals during either period. In fact, during the post-period they did not account for any variance in court referrals.

After our analyses were completed we learned that our coding of court referral information may have reflected changes in the record keeping procedures of the Flint police department. As indicated above, we coded records with "unknown court disposition" as court referrals because the records officer informed MEP staff that in most instances "unknown disposition" was for a court referral for which the actual court disposition was unknown. Later information indicated that the use of this convention may not have been as prevalent as we originally thought and that systematic decreases in its use may have occurred about the time the YSB was established. Because of this new information and the poor decision model developed from the existing data we do not believe that anything meaningful can be said about the police decision-making process in Flint.

7. 200

FIGURE IV-4 -- FLINT: PRE-POST COMBINED

TOTAL

TIME

RACE

FAMILY STATUS

CURRENT SERIOUSNESS OF OFFENSES

IV-71

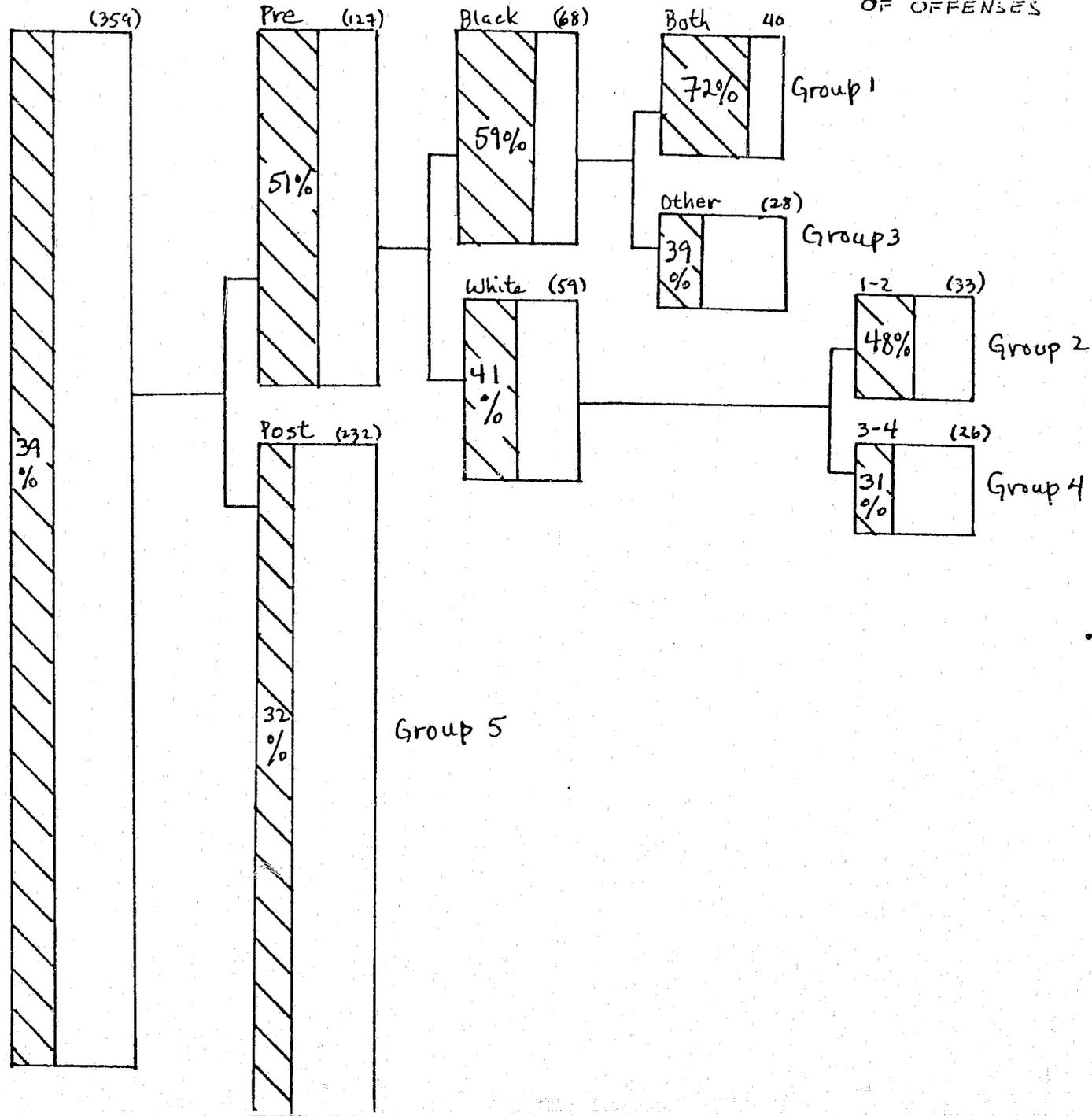


TABLE IV-20

FLINT

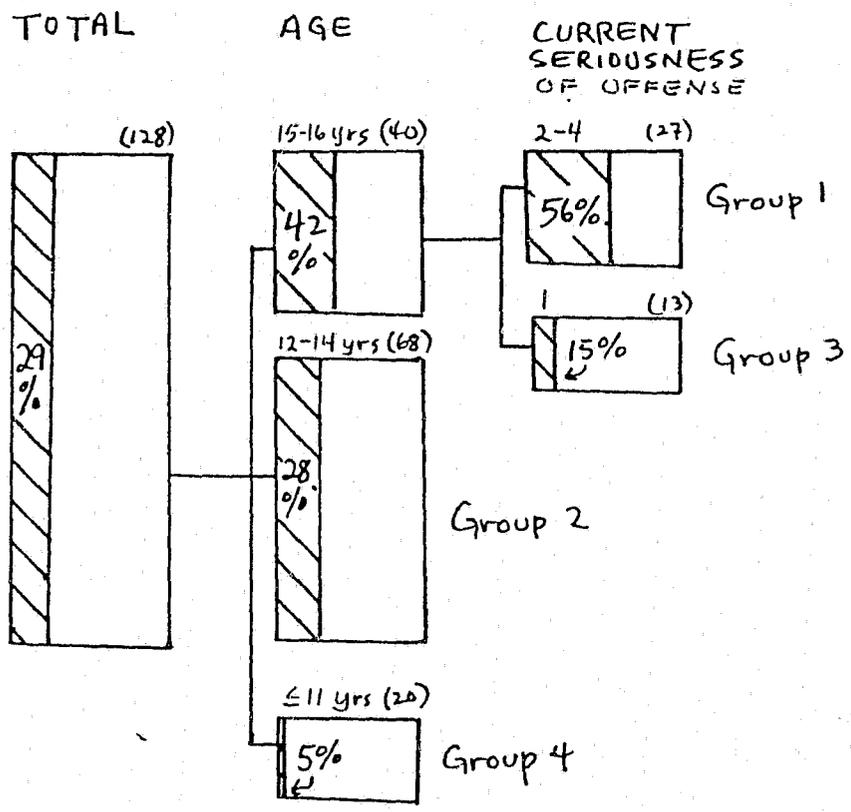
			Pre-YSB/Post-YSB Combined	
Group	n	% court referred	Predictor variable characteristics	
1	40	72	pre-YSB; Black; both parents present	
2	33	48	pre-YSB; White; current seriousness 1-2	
3	44	44	pre-YSB; Black; both parents <u>not</u> present	
4	26	31	pre-YSB; White; current seriousness 3-4	
5	232	32	post-YSB	
Total		359	39	

} TOTAL PRE:
n=127,
51% court
referred

At the East Detroit site the primary factor for determining court referral did not change after the establishment of the YSB. During both pre and post-YSB periods the critical decision-making variable was the age of the offender. Specifically the older the offender the more likely a court referral for the current offense. Among the oldest age group (15-16 years old for pre-YSB and 16 years old for post-YSB); the seriousness of the current offense was next in importance during both time periods. Thus, the commonsense relationship held: more serious current offenses led to higher likelihood of court disposition. Figures IV-5 and IV-6 show that also during both time periods the younger offenders were not likely to be referred to court (12-14 and 11 year olds or less during the pre-YSB period and 14 year olds or less during the post-YSB period). Thus it does not appear that the establishment of the YSB influenced rates at which younger offenders were referred to court.

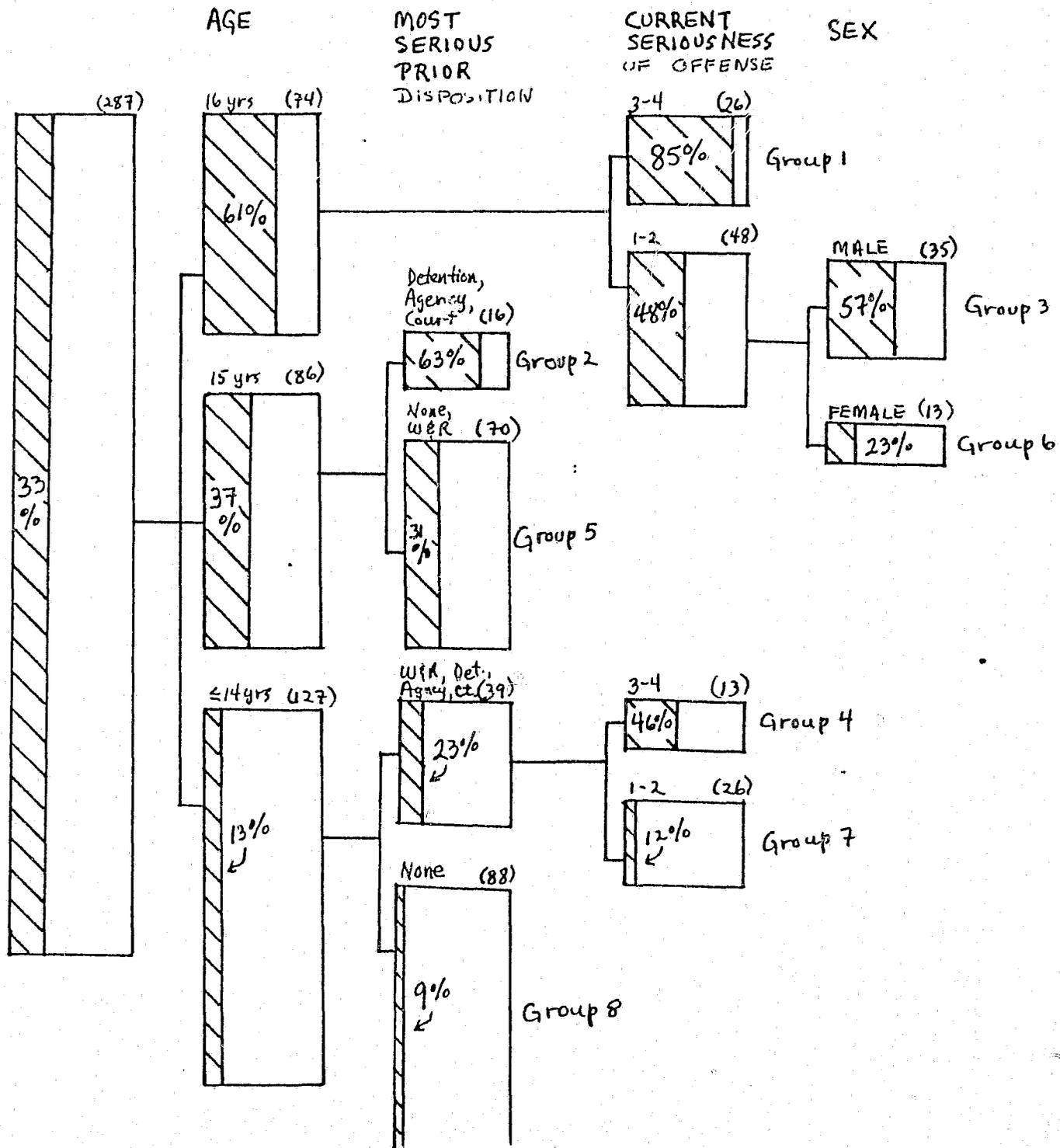
Figure IV-6 shows that the model became more complex in terms of secondary factors during the post-YSB period. Among the two youngest groups - the groups most likely to be YSB clients - the seriousness of prior offenses was important. Fifteen year olds with either no priors or only warning and release priors had only half the court referral base rate of 15 year olds with more serious priors. Among those 14 year-olds or less, individuals without any priors were less likely to be referred to court than their more experienced peers. Among the latter group the seriousness of the current offense also emerged as a decision-making factor. Specifically the more serious the current offense the more likely the disposition of a court referral. The emergence of a more complicated

EAST DETROIT: PRE-YSB



IV-74

FIGURE IV-6-- EAST DETROIT: POST-YSB



IV-75

TABLE IV-21
EAST DETROIT

Pre-YSB

Group	n	% Court Referred	Predictor variable characteristics
1	27	56	15-16 yrs old; current seriousness 2-4
2	68	28	12-14 yrs old
3	13	15	15-16 yrs old; current seriousness 1
4	20	5	≤ 11 yrs old
<hr/>			
Total	128	29%	

Post-YSB

1	26	85	16 yrs old; current seriousness 3-4
2	16	63	15 yrs old; previous court, agency referral or detention disposition
3	35	57	16 yrs old; current seriousness 1-2; male
4	13	46	≤ 14 yrs old; some previous offense; current seriousness 3-4
5	70	31	15 yrs old; previous dispositions of either W & R or none
6	13	23	16 yrs old; current seriousness 1-2; female
7	26	12	≤ 14 yrs old; some previous offense; current seriousness 1-2
8	88	9	≤ 14 yrs old; no previous offense
<hr/>			
Total	287	33%	

TABLE IV-22

Regression Analysis: EAST DETROIT

Pre-YSB Multiple Regression Results

R = .57 R² = .33

df = 10/209

F = 10.092 p .01

<u>Accuracy of Prediction Mode</u>				
		Court	Other	
Actual	Court	72%	28%	n = 68
	Other	14%	86%	n = 152

Post-YSB

R = .58 R² = .34

df = 10/177

F = 8.987 p .01

<u>Accuracy of Prediction Mode</u>				
		Court	Other	
Actual	Court	74%	26%	n = 72
	Other	16%	84%	n = 116

Predictor Variables

1. most serious previous disposition
 2. current seriousness of offense
 3. age
 4. cumulative seriousness prior offenses
- + interactions (1x2,1x3,1x4,2x3,2x4,3x4)

decision-making model for younger offenders during the post period is consistent with the possibility that existence of the YSB did have some influence on the decision to refer youths to the court. On the other hand, it must be emphasized that the additional variables were not the primary decision-making factors and that the small numbers involved mean that the results obtained could have occurred by chance.

Figures IV-7 and IV-8 present the decision trees for the Benton Harbor site. These figures show a substantial drop in the proportion of court referrals between the pre- and post-YSB time periods (from 55-29 percent). Because of this drop we originally developed a combined model of the decision-making process, similar to the one we developed for the Flint site. Using the combined model, however, the predictive power of pre-post-YSB factor did not compete in importance with other predictive variables (current seriousness, cumulative seriousness, prior, etc.). That is, time - pre-post-YSB - did not provide the best splits in terms of court referrals. As a result we decided to limit the analysis to separate pre- post-YSB models.

The decision tree models appeared to change somewhat from pre- to post, although the same predictor variables were important at both time periods. Current and prior seriousness were both related to higher likelihood of court referral. Further decisional breakdowns involved family status for offenders with low cumulative seriousness of prior offenses. At pre, such offenders not living with both parents were more likely to receive court referrals, but at post there was a reversal: offenders with high current seriousness, no priors, and living with both parents were more likely to go to court when compared to similar cases with "other"

family status. It should be noted that the "both" category sometimes included a few very low frequency "other" subcategories and that the exclusion of these extraneous cases would not affect the results.

Sex was of minor importance for cases with low cumulative seriousness of priors and there was a reversal from pre- to post with this variable (pre: Group 3 vs 6: post: Group 7 vs 8). The regression analysis indicated a shift in classification accuracy from pre to post. At pre, a higher proportion of actual court cases were classified correctly while at post the reverse was true (higher proportion of "other" disposition cases). This may have been due to the shift from pre to post in the proportion of actual cases being referred to court. In any case, the decision trees do not reveal any substantial shift in the police decision-making processes that could be attributed to the establishment of Youth Service Bureaus.

FIGURE IV-7

BENTON HARBOR: PRE-YSB

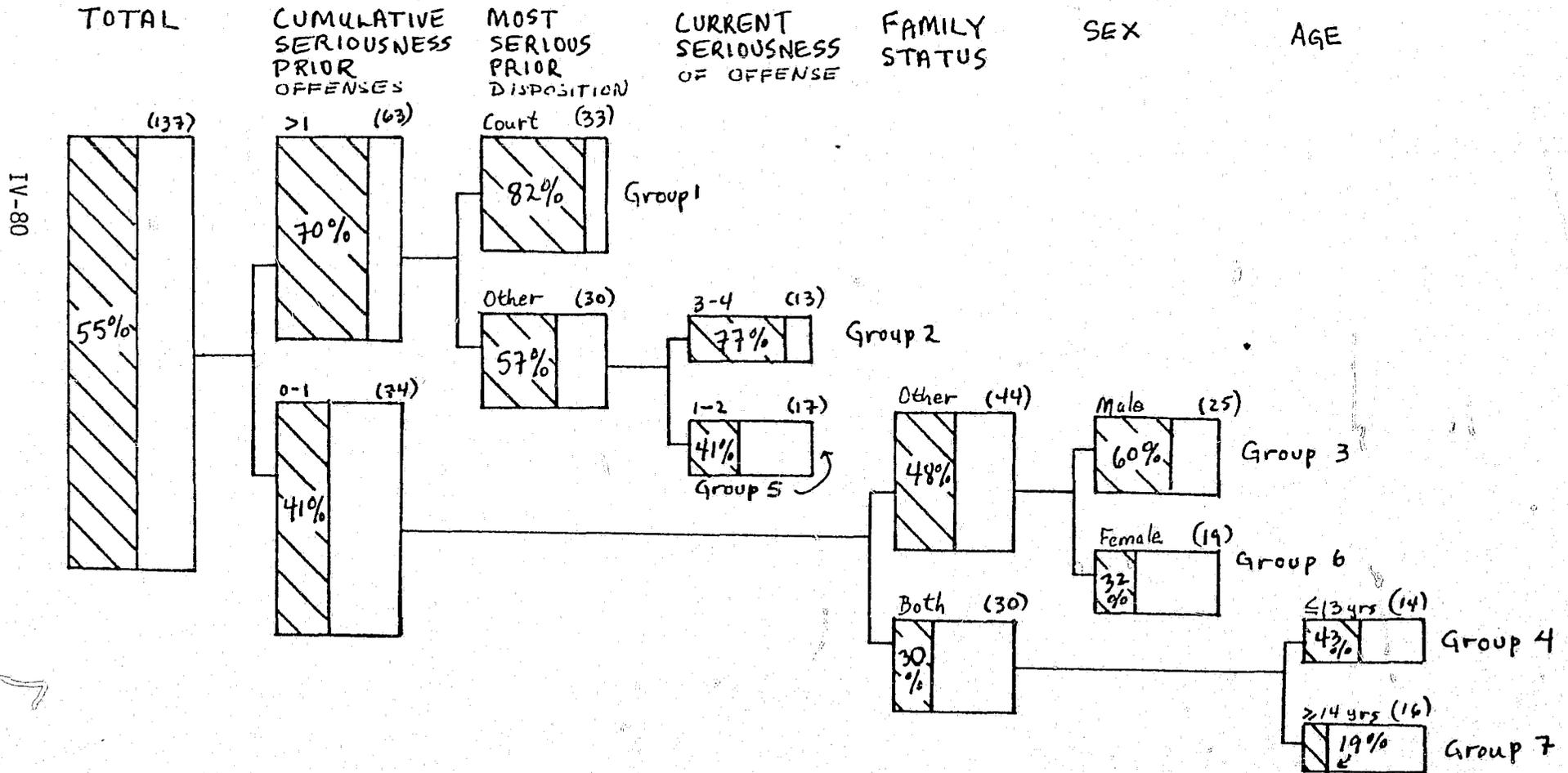


FIGURE IV-8 -- BENTON HARBOR: POST-YSB

IV-81

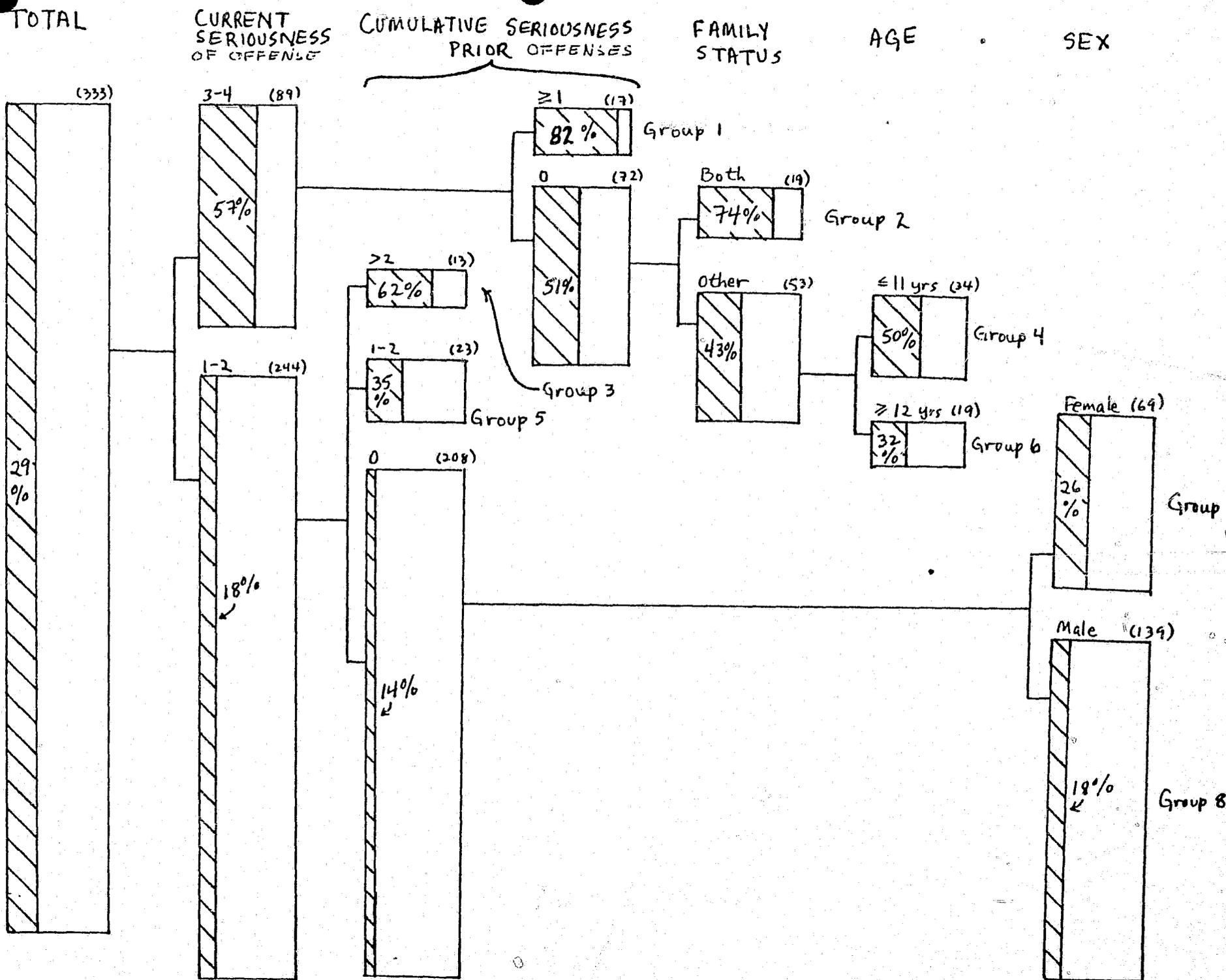


TABLE IV-23

BENTON HARBOR

Group	n	% court referred	Predictor variable characteristics
Pre-YSB			
1	33	82	cumulative seriousness prior >1; previous court disposition
2	13	77	cumulative seriousness prior >1; no previous court disposition; current seriousness 3-4
3	25	60	cumulative seriousness prior 0-1; both parents <u>not</u> present; male
4	14	43	cumulative seriousness prior 0-1; both parents present; ≤13 yrs old
5	17	41	cumulative seriousness prior >1; no previous court disposition; current seriousness 1-2
6	19	32	cumulative seriousness prior 0-1; both parents <u>not</u> present; female
7	16	19	cumulative seriousness prior 0-1; both parents present; ≥14 yrs old

Total	137	55%	

Post-YSB			
1	13	82	current seriousness 3-4; cumulative seriousness prior ≥1
2	19	74	current seriousness 3-4; no previous offenses; both parents present
3	13	62	current seriousness 1-2; cumulative seriousness prior >2
4	34	50	current seriousness 3-4; no previous offenses; both parents <u>not</u> present; ≤11 yrs old
5	23	35	current seriousness 1-2; cumulative seriousness prior 1-2
6	19	32	current seriousness 3-4; no previous offenses; both parents <u>not</u> present; ≥12 yrs old
7	69	26	current seriousness 1-2; no previous offenses; female
8	139	18	current seriousness 1-2; no previous offenses; male

TOTAL	333	29%	

TABLE IV-24

Regression Analysis: BENTON HARBORPre-YSB Multiple Regression ResultsR = .42 R² = .17

df = 15/121

F = 1.700 NS

Accuracy of Prediction Mode

		Court	Other	
Actual	Court	74%	26%	n = 74
	Other	41%	59%	n = 63

Post-YSBR = .47 R² = .22

df = 15.317

F = 5.899 p < .01

Accuracy of Prediction Mode

		Court	Other	
Actual	Court	28%	72%	n = 96
	Other	5%	95%	n = 237

Predictor Variables

1. current seriousness of offense
 2. cumulative seriousness prior offenses
 3. sex
 4. family status (both vs. other)
 5. age
- + interactions (1x2,1x3,1x4,1x5,2x3,2x4,2x5,3x4,3x5,4x5)

F. Summary

This chapter has focused on the systems impact of Youth Service Bureaus in an effort to provide insights concerning both their ultimate effects (crime reduction) and intermediate effects (diversion) on the juvenile justice system. The specific research questions selected to explore these general issues were:

Do YSB projects reduce target crimes in the jurisdictions in which they are located?

Do YSB projects affect the operations of the target juvenile justice systems in terms of the processing of juvenile offenders?

The primary methodological approach (research design) used to examine the questions of crime reduction and diversion was time-series analysis of official statistics - particularly uniform crime report data. This design was conducted at two levels: a multiple-group design based upon annual level data and a single group design based upon statistical models and using monthly level data.

In terms of these issues, our findings provide no systematic evidence for believing that the establishment of Youth Service Bureaus contributed to a reduction in crime or the diversion of juveniles away from the formal juvenile justice system. This conclusion is supported by the findings from the analysis of both the annual and monthly level data and applies to all of the measures selected for analysis: (1) UCR statistics on actual burglary, larceny, and vandalism; (2) UCR juvenile arrest statistics on total juvenile arrest, on burglary, larceny, vandalism, curfew violations, runaways; (3) UCR statistics on police referrals to juvenile courts for Part I and Part II offenses; (4) court data on the number of referrals received.

Because the monthly level analysis was based on models that allowed us to test for the statistical significance of differences between pre- and post-intervention periods, specific results presented in this summary have only been drawn from the monthly level analysis and the seven intensive jurisdictions. It must be emphasized again, however, that the final conclusions are consistent with the conclusions drawn from a less sophisticated examination of the annual level data.

The objective of the time-series analysis was to determine whether the introduction of a Youth Service Bureau was associated with a decrease in crime and the diversion of juvenile offenders in the funded jurisdictions. This determination was made after separating out the effects of other possible causal factors. The general statistical model of time-series employed in this study is able to deal with auto-regressive processes, differencing, and moving averages processes and is known as the ARIMA model. The specific alternative used in this evaluation assumes: (1) no autoregressive process; (2) a differencing order of one; (3) a first order moving averages process; and adjusts for seasonal cycles in the data series.

The statistic time-series model used to analyze the monthly UCR data on target crimes provides the opportunity to test the significance of both changes in level (number of crimes) and changes in slope (the rate and/or direction of increases or decreases over time) between the pre- and post-intervention periods.

The test for change in level is calculated as the difference between estimates of the first post-intervention data observation and the last

pre-intervention data observation (post-intervention minus pre-intervention). Because of the mathematical adjustments conducted for the basic characteristics of the data series this difference may be seen as the effect due to project intervention. It must be emphasized, however, that the results achieved for change in level are sensitive to the specific intervention point selected and may be misleading if the data points selected are extremely uncharacteristic of the data series which they are supposed to represent. In this evaluation we selected an intervention point of six months after the initial funding of YSBs for the crime reduction analyses in order to provide sufficient time for projects to become operational and for intermediate effects to begin to take place. For the diversion analyses an intervention point three months after initial project funding was used.

The test for change in slope is based on the difference between the actual slope of the post-intervention data series and the expected slope (predicted from the slope of the pre-intervention data series). As indicated above this figure provides information concerning changes in the rate and/or direction of increases (or decreases) in crime or diversion measures between the pre- and post-intervention periods regardless of the number (level) of crimes involved. Because the test for change in slope is calculated upon figures representing the entire data series - both pre- and post-intervention periods - it is not as sensitive as the test for change in level to the specific intervention point selected. As a result, in cases of apparent conflict the findings for change in level are given priority over the results for change in slope.

Overall, the expectation that YSB jurisdictions would experience decreased crime rates following the intervention was not supported by the results of the time-series analyses. For the three crime reduction measures, there were only two statistically significant decreases in level (vandalism in Paw Paw and White Cloud) and three significant decreases in slope (burglary in Benton Harbor, Flint, and Port Huron). Thus, none of the sites experienced a statistically significant decrease for more than one crime. In our view, the time-series results would need to show some degree of consistency across site and/or variable in order to constitute support for the hypothesized reduction in crime.

As indicated above, the issue of diversion away from the courts was included in this evaluation for two reasons: (1) it was identified as a secondary goal by OCJP and (2) it was considered an intermediate step in the attainment of the ultimate goal of crime reduction. Insofar as YSB projects were geared to affecting change in the processes of the juvenile justice system by advocating diversion, this component of the evaluation provided the most direct test of project impacts on the system.

The research hypothesis for this section was that if Youth Service Bureaus had been successful in diverting youths from the juvenile justice system, formal delinquency processing statistics would decrease. The variables included in the analysis of diversion were selected to provide a comprehensive picture of the processing of delinquents in each jurisdiction. Thus, delinquency arrests represent the first step in the formal processing of juveniles by the police, referrals (petitions) to the juvenile court by the police represent a further step into the system and finally juvenile petition data directly from the courts represent

even a further step into the system. Where the data was available we also selected crime types that represented areas in which YSBs focused their energies. Thus, for juvenile arrests we analyzed: (1) total juvenile arrests (under 17) to provide an overview of the delinquency situation; (2) burglary; (3) larceny; (4) vandalism; (5) curfew/loitering, and (6) runaway. For police referrals to juvenile courts, we examined referrals for both Part I and Part II crimes. For the petition data obtained directly from the court the analysis was limited to total petitions because we could not systematically obtain breakdowns by crime types.

The results of the monthly time-series analyses for diversion were similar to those obtained for crime reduction. That is, the findings did not provide systematic support for believing that the establishment of YSBs reduced the utilization of the formal juvenile justice system (diversion). In terms of juvenile arrests some jurisdictions did experience decreases on isolated variables. But no jurisdictions experienced consistent decreases across arrest variables and no arrest variable was consistently affected across jurisdictions. Thus, we have concluded that the establishment of YSBs did not affect police arrest patterns.

It was possible, however, that projects were successful in encouraging the use of diversionary alternatives but that law enforcement officials continued to invoke formal arrest sanctions prior to diversion.* Data on juvenile court referrals (petitions) were included in the analyses to address this possibility. The results of these analyses did not reveal

* In fact, it was possible that officers would utilize formal arrest as the basis for referrals to YSBs. If this happened the arrest figures in YSB jurisdictions might have increased during the post-intervention period. This possibility was explored with the time-series data but the results did not indicate a consistent pattern of increased post-intervention arrests and was therefore rejected.

any consistent pattern of post-YSB decreases in police referrals or court delinquency petitions. In fact, there were no statistically significant decreases in slope for any of the YSB sites. Thus, it appears that the establishment of Youth Service Bureaus did not impact on the system by diverting youth from the juvenile courts.

The final segment of the systems impact component focused on the potential effects of establishing Youth Service Bureaus on the police decision-making process concerning the disposition of juvenile cases. The objective of this effort was to examine the decision-making processes of local police juvenile officials relevant to filing of petitions in juvenile court. Within the context of the overall impact model of YSBs it would be expected that the YSBs would perform a diversion function for police officials if only because they provided an additional decision-making alternative.

The research on police decision-making was carried out in four YSB sites. In each of the four sites a sample of youth was drawn from existing police juvenile division files. This involved drawing a sample of police decisions for a year prior to initiation of each of the bureaus and for two years following the implementation of each project. The samples were drawn at each site according to a stratified random procedure which controlled for seasonal possible fluctuations in the types of youth and/or types of offenses processed by juvenile authorities. At each site case specific data was collected on approximately 200 police decisions per year. While there were some site specific variations in the information available through police records, the data collected on decision-making included the demographic characteristics of the youth

involved, the family living situation, the characteristics of the offense with which the youth was being charged, the youth's prior police record, and the disposition of the case.

This segment of the evaluation required the development of a model of the decision-making process which would allow direct comparison of important decision-making criteria (predictors) prior to and following the establishment of YSBs. Of particular importance was information concerning the degree to which the rates and types of youth remanded to juvenile court for formal processing were altered after the initiation of bureaus. It was anticipated that this data would provide direct evidence (or lack thereof) of alternation in the police decision-making process as a result of implementing Youth Service Bureau projects.

Because this kind of data is not amenable to the general parametric statistical procedures used in the other components of this evaluation the availability of appropriate alternative statistical procedures was explored. After careful consideration of a variety of alternatives, the automatic interaction detector procedure was selected. This method allowed for the modeling of the decision process and for direct comparisons of the importance of specific decision-making predictors both before and after the initiation of Youth Service Bureaus.

Given the nominal or ordinal nature of most of the relevant variables, the THAID computer algorithm was chosen to conduct the actual analyses of police decision-making. This program begins with a single dependent (or criterion) variable and a set of independent (or predictor) variables. It partitions this set of data by means of a sequence of binary divisions. Each of these divisions produces two

subgroups from an original group in such a way as to maximize some criterion for that split. (Morgan and Messenger: 197). For each split, the program attempts to dichotomize cases along some predictor variable dimension in order to maximize the discrepancies (differences) between the original (unsplit) parent distribution and the subsequent subgroup distributions. At each step the subgroups of the split that achieves the best criterion value are retained and subsequently subjected to additional splitting efforts. The final outcome of this process is the identification of a set of subgroups (terminal groups) that are characterized by predictor variable attributes and differ maximally in terms of their distributions on the dependent variable.

Within the context of this study, THAID was used to indirectly examine the police decision-making processes prior to and following the implementation of YSBs at four sites. The disposition of the current offense was employed as the dependent or criterion variable. This variable was dichotomized as court referral (informal or formal) vs. other dispositions (warn and release, agency referral, detention). The variables included in the analyses as predictor variables were: sex, race, age, most serious prior disposition, cumulative seriousness of prior dispositions, seriousness of current offense.

Separate THAID analyses were conducted for each time period (pre and post) for each YSB site. Although there were variations between sites in terms of the importance of predictor variables, the same decision-making model tended to emerge within sites for the pre and post-YSB periods. This was particularly true in terms of the predictor variables that emerged as the most important decision-making factors within

each site. Where within site variations in decision-making factors did occur, it was restricted to predictor variables of secondary importance that accounted for only a small amount of variation in the decision to refer individuals to the court. Thus the analyses did not reveal any substantial shift in the police decision-making process that could be attributed to the establishment of Youth Service Bureaus.

CHAPTER V

IMPLEMENTATION ANALYSIS

This chapter represents an attempt to examine the organizational environment factors which influence the introduction of a social program such as Youth Service Bureaus. The variables included in this chapter represented those which were hypothesized to be critical in the implementation of a model Youth Service Bureau program. The organizational factors examined revolved around staff perceptions and orientations toward deviant behavior and the particular project. Environmental assessment was aimed at discovering how various projects dealt with the kinds of social and political issues which appear to be common to all social interventions.

A. Organizational Factors

In this section of the evaluation, 9 of the 13 YSB sites were included. Kalamazoo County was not included because the project was no longer in operation when our data collection activities were initiated. Calhoun County was not among the original group of funded programs during the initiation of the study. Two instruments were used for data collection--the Delinquency Orientation Scale and the Program Perceptions Survey. This information was requested from all project staff members who were involved in the administration and/or service delivery aspects of the program (i.e., directors, supervisors, caseworkers and youth workers, casework aides, and student interns).

One of the most consistently mentioned factors in discussions of program operations and effectiveness has been staff orientation. Interest in this particular organizational factor has stemmed from the belief that operational

guidelines are usually open to a certain degree of interpretation so that the actual activities of a program oftentimes mirror the personal orientations of staff members. It is for this reason that the Delinquency Orientation Scale was developed and utilized in the study. As was pointed out earlier, the overall framework of the study was to view organizational and environmental factors as independent variables that influence the activities and consequently, the outcomes of projects (the dependent variables).

On the Delinquency Orientation Scale four major conceptual frameworks for viewing delinquent problems were included. These orientations were based on a classification of reactions to delinquency by Schur, and are briefly the following:

1. the get-tough antipermissive approach -- and insistence that wrongdoers must be dealt with sternly and that misconduct "will not be tolerated," the "good guys vs. bad guys" theme;
2. the individual treatment approach -- emphasizes the distinctive characteristics of individual offenders and the modification of individual attitudes and behaviors;
3. the liberal reform approach -- emphasizes the socio-cultural aspects of deviance and the improvement of community programs and institutions;
4. the nonintervention approach -- recognizes the widespread and temporary nature of most "misconduct" and seeks to delimit the application of formal sanctions. (Schur: 1973, 19-23)

Schur pointed out that individuals will rarely exhibit a pure form of one of these orientations, but that they are models around which persons organize their responses because "each pattern is grounded in certain core assumptions and basic outlooks that in turn imply a whole complex of interrelated preferences." (Schur: 1973, 22). Obviously the delinquency orientations held by YSB staff could influence the manner in which they

developed the program and related to clients. In turn such factors could influence the potential success or failure of bureaus.

The delinquency orientation scale was developed by creating a series of statements which we felt represented the position suggested by each approach on five separate issues: (1) cause of crime and delinquency; (2) most appropriate responses; (3) role of the juvenile court; (4) approach to prevention; (5) and the use of diversion.* Two statements were formulated for each of the four approaches on the issues of: 1) causation (anti-permissive--items 24 and 10, treatment--31 and 6, reform--14 and 8, and nonintervention--9 and 23); 2) response (16 and 30, 25 and 11, 29 and 18, and 4 and 28, respectively) 3) and the role of juvenile court (5 and 32, 1 and 17, 2 and 22, and 19 and 7). One statement for each approach was included on the issues of prevention (items 20, 15, 12, and 27) and diversion (3, 21, 26, and 13). A rating was obtained for each of the 32 statements using a Likert-type rating system from one (strongly agree) to six (strongly disagree).

The first step in the analysis of these data was to examine the internal consistency of the instrument. Using subprogram Reliability of the Statistical Package for Social Sciences (SPSS) computer program, Cronbach's alpha was computed for each of the four subscales to determine the extent to which variance in subscale scores was accounted for by common variance with the subscale items (Nie, et.al.: 1975). Then the correlation of each item (statement) with the total subscale score was examined to see if the item was appropriately placed in the subscale. Finally, the intercorrelations of the four subscales were analyzed to test the discriminant validity of the instrument (or its success in tapping into distinct response patterns).

* See Appendix _____ for a copy of the actual delinquency orientation questionnaire.

Following instrument validation procedures, the data will be used to examine the dominant orientations of staffs at each project.

The number of respondents in each site, of course, varies and these figures are presented along with mean project ratings on each of the four subscales. Mean project ratings were calculated by adding the ratings of each staff member on all eight statements in each subscale and dividing by the total number of items rated in the subscale. Given the rating system used (1 - strongly agree and 6 = strongly disagree), the lower the mean rating of a project on a subscale the more that orientation was characteristic of project staff orientations. While there are no standardized norms to relate the mean project ratings to, they can be viewed relative to the other Youth Service Bureau projects to determine if there are significant differences among the projects with regard to dominant delinquency orientation(s).

Initial analyses of the Delinquency Orientation Scale were focused on determining the psychometric properties of the instrument. Table V-1 contains data pertaining to the internal consistency of the instrument. The initial alpha level for each original scale is shown, along with the final alpha after scale modification (the antipermissive scale does not have an adjusted alpha since no modifications were made). Item frequencies were examined to determine if any item had insufficient variance to be included in further analyses (the criterion used was, at least 10% variance). None of the items was deleted on this basis since no item was completed in the same manner by 90% of the respondents. Item-scale correlations are also presented in Table V-1. Three items were deleted because they correlated negatively with their scale, were not critical in the rational construction of their scale, and were not appropriate for inclusion in any of

Table V-1

Internal Consistency Data for the
Delinquency Orientation Scale

1. Antipermissive Scale

Alpha = .82339
N of cases = 46

<u>Item</u>	<u>Correlation</u>
V03	.431
V05	.582
V10	.475
V16	.787
V20	.610
V24	.424
V30	.601
V32	.439

<u>Scale</u>	<u>Scale Correlation</u>
SC2	.298
SC3	-.070
SC4	.201

2. Treatment Scale

Alpha = .09877
Alpha w/o V06 = .26457
N of cases = 46

<u>Item</u>	<u>Scale Correlation</u>
V01	.030
V06	-.181
V11	.274
V15	-.128
V17	.140
V21	.103
V25	.130
V31	.033

<u>Scale</u>	<u>Scale Correlation</u>
SC3	.025
SC4	-.130

3. Reform Scale

Alpha = .33545
Alpha w/o V02 = .48188
N of cases = 46

<u>Item</u>	<u>Scale Correlation</u>
V02	-.147
V08	.192
V12	.443
V14	.211
V18	.313
V22	.014
V26	-.035
V29	.246

<u>Scale</u>	<u>Scale Correlation</u>
SC4	.276

4. Nonintervention Scale

Alpha = .50816
Alpha w/o V19 = .63443
N of cases = 46

<u>Item</u>	<u>Scale Correlation</u>
V04	.223
V07	.417
V09	.483
V13	.457
V19	-.243
V23	.191
V27	.178
V28	.250

the other scales (variables 02, 06, and 19). The final alpha levels of the antipermissive and nonintervention scales fall into the range of acceptability (greater than .6) although the alpha levels of the treatment and reform scale fall short of the desired level. Finally, the scale-scale correlations are presented and it can be seen that the intercorrelations among scales range from $-.130$ to $.298$, indicating that the four scales are orthogonal, or tapping into independent conceptual dimensions.

Using the modified scales, mean ratings were calculated for each of the nine YSB sites. These mean project ratings are presented in Table V-2. It can be seen from this table that staff members at all project sites were oriented toward individual treatment and social reform (grand means = 2.62 and 2.46 respectively). In fact, the scale scores for individual sites were all on the positive (agree) side of the agree/disagree continuum. The grand means for the antipermissive and nonintervention scales were 3.81 and 3.95 indicating general disagreement with these two orientations. This pattern of rejecting the antipermissive and nonintervention orientations was consistent across all project sites except Alpena where staff members gave almost as much support to the antipermissive orientation as they did to treatment and reform orientations.

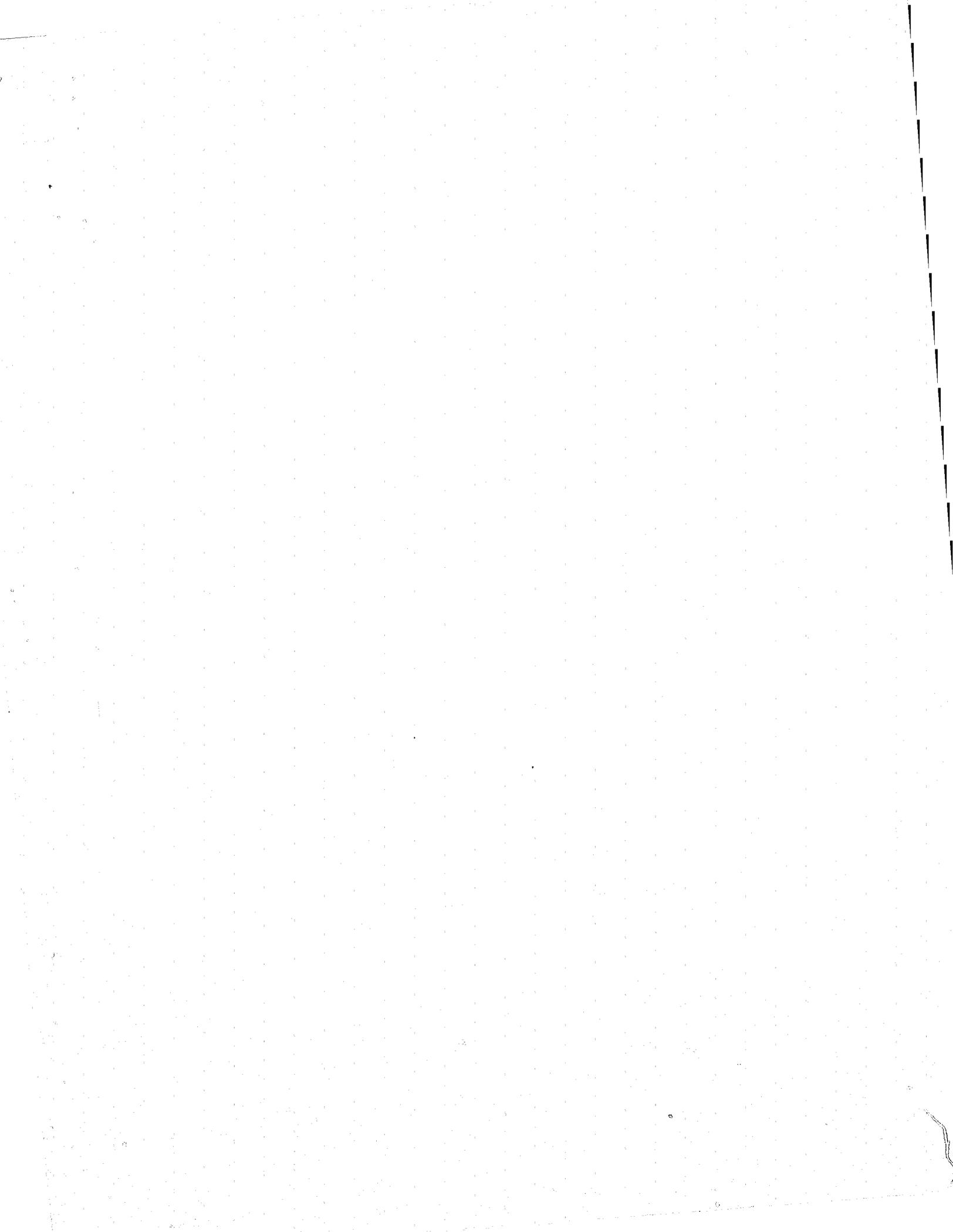
Table V-2 reveals an interesting ranking pattern between the four delinquency orientations. As indicated above, none of the orientations were consistently rated highest or lowest across all of the sites. There was however, a consistent relationship between the order of the preferred and rejected orientations. This pattern is summarized in Table V-3. Briefly, those sites at which the staff gave the highest preference for the treatment orientation were also the sites at which the nonintervention orientation was most strongly rejected. Conversely, those sites which gave the strongest support to the reform orientation were also the sites that were strongest

Table V-2

Mean Ratings on the Delinquency Scale by Site

Sites (n)	Scale			
	Antipermissive	Treatment	Reform	Nonintervention
Genesee (4)	3.31 ^a	2.93	2.21	3.25
Van Buren (3)	3.58	2.27	2.76	4.43
St. Clair (7)	3.77	2.94	2.31	3.57
St. Joseph (5)	3.75	2.43	2.97	4.00
Macomb (3)	4.25	2.52	2.29	4.19
Shiawassee (3)	4.13	2.43	2.67	5.14
Oakland (11)	4.56	2.82	2.35	3.97
Grand Traverse (4)	4.13	2.36	2.27	3.96
Alpena (9)	2.86	2.41	2.50	3.87
Grand Means	3.81	2.62	2.46	3.95

^a1.00 = strongly agree and 6.00 = strongly disagree



CONTINUED

3 OF 5

Table V-3

Ranking of Delinquency Orientations by Project Site

Site	Treatment	Reform	Antipermissive	Noninterventionist
Van Buren	1	2	3	4
St. Joseph	1	2	3	4
Shiawassee	1	2	3	4
Alpena	1	2	3	4

	Reform	Treatment	Noninterventionist	Antipermissive
Genesee	1	2	3	4
Grand Traverse	1	2	3	4
Macomb	1	2	3	4
Oakland	1	2	3	4
St. Clair	1	2	3	4

in their rejection of the antipermissive orientation. These patterns are in fact logically consistent. For example, it definitely is reasonable that individuals who support a treatment orientation would reject the non-treatment (if not anti-treatment position) explicit in the nonintervention orientation. Conversely, individuals who emphasized social reform would be expected to view the antipermissive orientation as overly focused on the individual and therefore reject the antipermissive orientation.

This analysis was taken one step further to examine the relationships between dominant delinquency orientations and the actual operations of programs as determined through discussions with project and related personnel. The overall high ratings given the treatment scale were consistent with the basic nature of most of the programs in that they placed primary emphasis on individual treatment activities (e.g., casework and counseling, or direct services). Similarly, there was a degree of consistency between the low ratings given the nonintervention scale and the absence of "true" diversion activities associated with the nonintervention orientation (i.e., diversion out of the system without the provision of alternative services.) There was puzzling incongruence, however, between the generally high ratings on the social reform scale and the lack of operational emphasis by most projects on directly affecting change in social institutions such as the schools and courts. This issue was clarified by the results of our environmental assessment of YSB projects (Section B below). These analyses indicated a general lack of support from other agencies (police, schools, courts) for systems modification or youth advocacy goals. Thus, it appears that whatever their personal orientations, YSB staff developed projects that tended to

reflect the values of critical agencies in their external environment.

The Program Perceptions Survey was included in this study in an attempt to examine organizational dimensions of Youth Service Bureaus. This phase of the study was intended to be exploratory in nature and the primary goal was focused on describing the organizational characters of the YSB projects. The data collection instrument - the Project Perceptions Survey - was based on a modified version of an instrument developed by Moos to assess the organizational environment of correctional programs. (Moos: 1975). The instrument contained (1) three treatment scales - autonomy, practical orientation, and personal problem orientation; (2) three relationship scales - involvement, support and expressiveness; and (3) three systems maintenance scales - order and organization, clarity and staff control.

The format of the Program Perceptions Survey was true-false, and the scoring of the items was specified by Moos. Item responses which indicated positive perceptions (true for statements characteristic of the bureau and false for those not) were scored as one, and those which indicated negative perceptions as zero. Thus, the higher the mean project score on a subscale, the more characteristic that variable was of the project. Mean subscale scores could range from .00 if each respondent answered every subscale item in the negative direction to 1.0 if each respondent answered every subscale item in the positive direction. The same validation procedures were performed with this instrument as were performed for the Delinquency Scale. Initial analyses were aimed at examining the internal consistency of the instrument. First, it was necessary to delete a total of 15 items that were completed similarly by over 90% of the respondents (52 or more of the 57 respondents). Internal consistency analyses were then carried out and 17 other items were deleted because of their low or negative correlations with their scales.

Even after making the above revisions, the alpha levels for most of the scales remained low, as can be seen in Table V-4. Alpha levels for the involvement, autonomy, and personal problem orientation scales were the only ones to exceed .6. Furthermore, Table V-4 shows that several of the scale intercorrelations (11 of 36) are significant at the .001 level, indicating that there is a high degree of interdependence among scales and that they are not necessarily measuring separate dimensions. The psychometric analyses could not be carried further because of time constraints and a small sample size so that the meaning and validity of the Program Perceptions Survey data are open to question.

Despite these shortcomings, mean ratings on each scale were calculated by site and these data are presented in Table V-5.* The mean ratings have been multiplied by 10 in order to facilitate inspection of the data. This means that the possible range for the mean ratings is 0 to 10 (0 would indicate that the dimension measured by a particular scale was not viewed as characteristic of the project, while 10 would indicate that it is highly characteristic.) Briefly, the results in Table V-5 indicate two things. First, that project staff at the various YSB sites had similar perceptions of the organizational characteristics of their projects. Second, that YSB staff tend to have positive evaluations of their projects. Thus, our use of the original nine scales did not provide much ability to distinguish between projects.

Given the limitations of the nine scales based on the original work of Moos we then attempted to develop a new set of scales derived from the items in the Program Perceptions Survey. Briefly, this effort involved the

* The continued use of the nine scale - even with their obvious limitations was based on an effort to replicate the work originally conducted by Moos.

Table V-4

Initial Internal Consistency Data for the
Program Perceptions Survey

Scales (alpha)	Involvement	Support	Expressiveness	Autonomy	Practical Orientation	Personal Problem Orientation	Order	Clarity	Staff Control
Involvement (.691)									
Support (.367)	.575*								
Expressiveness (.484)	.423*	.404*							
Autonomy (.620)	.428*	.570*	.465*						
Practical Orientation (.082)	.259	.481*	.377	.283					
Personal Problem Orientation (.611)	.040	.204	.285	.225	.099				
Order (.493)	.543*	.660*	.366	.335	.401*	.140			
Clarity (.087)	.412*	.473*	.473*	.302	.358	.130	.553*		
Staff Control (.383)	-.149	-.168	-.124	-.110	-.039	.082	.084	.069	

* These scale intercorrelations are statistically significant at the .001 level.

Table V-5

Initial Mean Ratings on the Program Perceptions
Survey by Site

Site (n)	Involvement	Support	Expressiveness	Autonomy	Practical Orientation	Personal Problem Orientation	Order	Clarity	Staff Control
Genesee (6)	4.76*	5.56	6.67	4.33	5.56	8.06	5.83	8.13	2.67
Van Buren (4)	7.14	7.50	4.50	6.00	5.42	6.67	8.33	7.81	4.50
St. Clair (9)	6.03	6.67	8.67	6.67	6.67	8.33	7.96	8.06	4.00
St. Joseph (5)	3.43	6.67	6.80	5.20	6.00	8.33	6.33	6.25	5.20
Macomb (6)	4.76	7.50	7.00	7.67	6.94	8.06	7.78	7.08	3.67
Shiawassee (3)	7.14	6.67	8.00	7.33	7.22	7.22	8.89	7.50	3.33
Oakland (11)	5.97	6.21	6.73	6.18	5.30	7.58	6.97	7.27	2.91
Grand Traverse (4)	8.21	8.75	8.50	9.50	4.58	9.17	8.33	9.06	2.00
Alpena (9)	5.71	6.48	6.44	6.22	4.81	7.41	5.56	6.25	2.67
Grand Means	5.76	6.73	7.05	6.42	5.76	7.87	7.10	7.39	3.37

*Since all means were multiplied by 10 in order to facilitate inspections of the data, the possible range in this table is from 0 (10 x .00) to 10 (10 x 1.0) with 0 indicating that project staffs did not view this dimension as characteristic of their organization and 10 indicating that they saw it as highly characteristic.

following steps. First, we deleted all low variance items.- items that were completed similarly by over 90 percent of the respondents. Second, we deleted those items that did not seem appropriate to a Youth Service Bureau project because the items focused on issues unique to institutional settings. Third, we conducted a series of factor analyses designed to identify those variables that were highly intercorrelated. This process resulted in the identification of eight separate factors. Fourth, the items in each factor were combined to create eight separate factor scales. Fifth, reliability runs were made on the eight factor scales to determine their internal consistency. The results of these runs revealed low internal consistency for several of the factor scales. Sixth, a final series of factor analyses were conducted using the eight factor scales. The final product of these runs was the identification of two separate scales with alpha levels of .87 and .75.

Table V-6 presents the specific items contained in the two final factor scales. Looking at these items it was impossible to identify any single concept that distinguished them. As a result we checked these items against the item content of the nine original Moos scales. The results of this process were equally non-productive because items in both factor scales were contained in each of the original scales. Thus, it was clear that the two factor scales were not mere aggregations of specific combinations of the original Moos scales.

Although we could not identify the factors in terms of content, it was still possible that the two factor scales could help make distinctions between different YSB projects. Thus, the mean ratings on both factor scales were calculated for each YSB. The results of these calculations are presented in Table V-7. Briefly, this table shows the same results that we

Table V-6

Final Factor Scale Items

Factor - Scale I

3. The youth are encouraged to show their feelings.
4. The staff act on the kids' suggestions.
6. The clients are expected to share their personal problems with the staff.
13. The kids are expected to take initiative in this program.
14. The kids are encouraged to plan for the future.
17. If the staff's approach to a client is changed the staff always tells him/her why.
18. The kids may criticize staff members to their face.
21. The staff and clients say how they feel about each other.
23. The clients are encouraged to learn new ways of doing things.
24. Personal problems are openly talked about.
30. People say what they really think around here.
31. The clients have a say about what goes on here.
33. Discussions in this program emphasize understanding personal problems.
37. The kids put a lot of energy into what they do in the YSB.
39. The kids say anything they want to say to the staff.
41. Staff care more about how the kids feel than about their day-to-day problems.
42. Staff are mainly interested in learning about the kids' feelings.
44. Staff tell the kids when they're doing well.
47. Staff go out of their way to help the kids.
49. Staff encourage the clients to initiate their own activities.
54. Staff don't order the kids around.
58. Staff rarely give in to client pressure.
59. The kids in this program are expected to work toward their goals.
61. Sessions with the kids are carefully planned.

Table V-6 Final Factor Scale Items (continued)

Factor Scale I

- 64. Discussions are pretty interesting in this program.
- 68. The new treatment approaches are often tried in this program.
- 81. The clients can call staff by their first names.
- 83. The staff knows what the kids need.

Factor Scale II

- 2. Staff have very little time to encourage the kids.
- 8. Staff sometimes argue with each other.
- 9. Once an appointment schedule is arranged for a client he/she must follow it.
- 12. Our clients tend to hide their feelings.
- 15. The kids rarely talk about their personal problems.
- 36. All decisions about the program are made by the staff and not by the kids.
- 40. The staff discourages criticism from the kids.
- 43. Things are sometimes very disorganized around here.
- 51. The clients are rarely asked personal questions by the staff.
- 57. When the kids disagree with the staff they keep it to themselves.
- 60. The staff discourage talking about sex roles.
- 65. Counselors have very little time to encourage clients.
- 66. It is hard to tell how the kids are feeling in this program.
- 70. The staff sometimes miss their appointments with clients.
- 71. The kids never know when a counselor will ask to see them.
- 72. The staff regularly check up on each youth.
- 76. There is no client input in this program.
- 84. There is very little emphasis on making the kids more practical.
- 86. The kids know when counselors will want to see them.

obtained when we tried to utilize the original nine scales developed by Moos. That is YSB staff had similar perceptions of their projects and that these perceptions were positive.

One final effort was made to use the Program Perception Survey data to distinguish between YSB projects. Despite the site to site similarity in positive evaluations by YSB staff, it was possible that clients would not share in these perceptions. In order to test this possibility we used data from the three sites where the Program Perception Survey had been administered to YSB clients (Berrien, Genesee, and McComb). The results of these analyses are presented in Table V-8. This table reveals the same pattern for clients as had emerged for staff. That is, almost no differences between sites and positive evaluations of the projects. Thus, the Program Perceptions Survey did not result in a viable vehicle for distinguishing between different types of YSB projects.

Table V-7

Factor Scale Ratings By Staff On
Program Perceptions Survey By Site

<u>Site</u>	<u>Factor Scale I</u>	<u>Factor Scale II</u>
Genesee	6.73	6.48
Van Buren	6.30	5.69
St. Clair	7.12	6.98
St. Joseph	6.89	7.00
Macomb	7.35	7.22
Shiawassee	7.41	7.78
Oakland	6.23	6.41
Grand Traverse	7.96	8.19
Alpena	7.04	7.22

Since all means were multiplied by 10 in order to facilitate inspections of the data, the possible range in this table is from 0 (10 x .00) to 10 (10 x 1.0) with 0 indicating that project staffs did not view this dimension as characteristic of their organization and 10 indicating that they saw it as highly characteristic.

Table V-8

Factor Scale Ratings By Clients On
Program Perceptions Survey By Site

	<u>Factor Scale I</u>	<u>Factor Scale II</u>
Genesee	7.55	6.06
Berrien	5.90	5.60
Macomb	6.60	7.91

Since all means were multiplied by 10 in order to facilitate inspections of the data, the possible range in this table is from 0 (10x.00) to 10 (10x1.0) with 0 indicating that project staffs did not view this dimension as characteristic of their organization and 10 indicating that they saw it as highly characteristic.

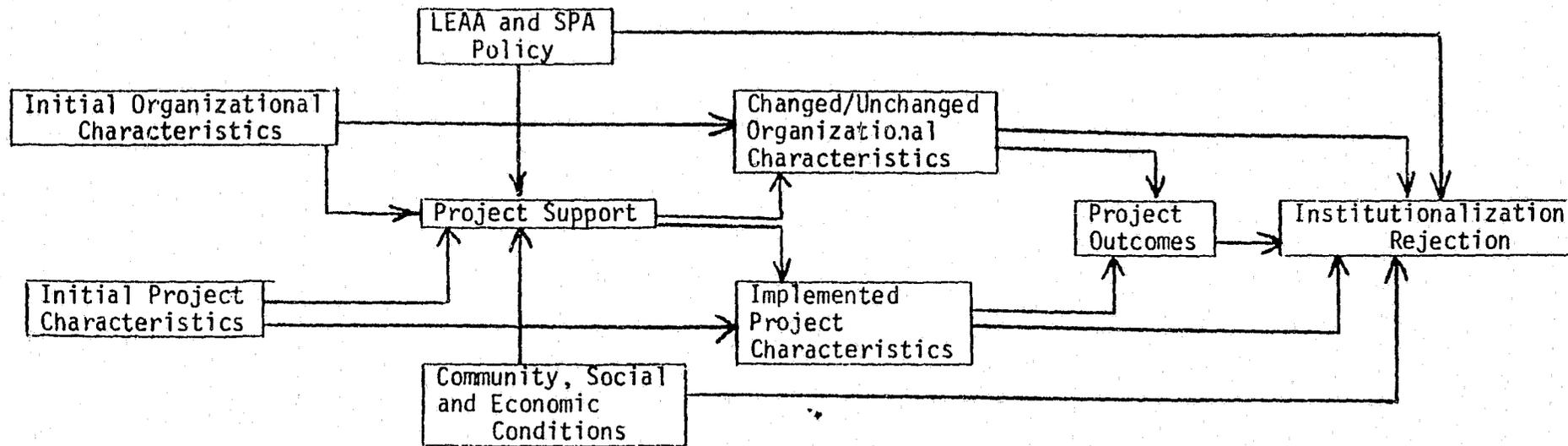
B. Environmental Assessment

This section is designed to focus on the environmental assessment of project implementation. Using a simplified model, the time period associated with planned innovations such as Youth Service Bureaus may be divided into three stages: 1) problem analysis and project initiation; 2) attempted implementation; 3) institutionalization/rejection. During the first stage (problem analysis), the existing situation is diagnosed, alternative futures identified, specific innovations selected to help achieve desired goals and efforts made to acquire the necessary resources. This is followed by the implementation stage which is characterized by efforts to operationalize the ideas and activities selected during stage one. The final stage represents the period in which the innovation or some adaptation of it is institutionalized or rejected by the host organization and its environment. Obviously, the actual institutionalization or rejection of innovations is influenced by the outcomes of preceding stages and the effects produced as well as a variety of environmental (contextual) factors. Figure V-1 presents a brief diagram of the planned intervention process and the factors influencing project implementation, outcomes and the issue of institutionalization or rejection.

The findings in this section emphasize the period in which the implementation of YSBs was actually attempted and the implementation process itself. In general, the issue of project implementation has been neglected by organizational research and evaluation specialists as well as by policymakers and program developers. In direct contrast to the existing pattern, this study stresses the importance of organizational factors and the relationships between individuals and organizations for the successful implementation

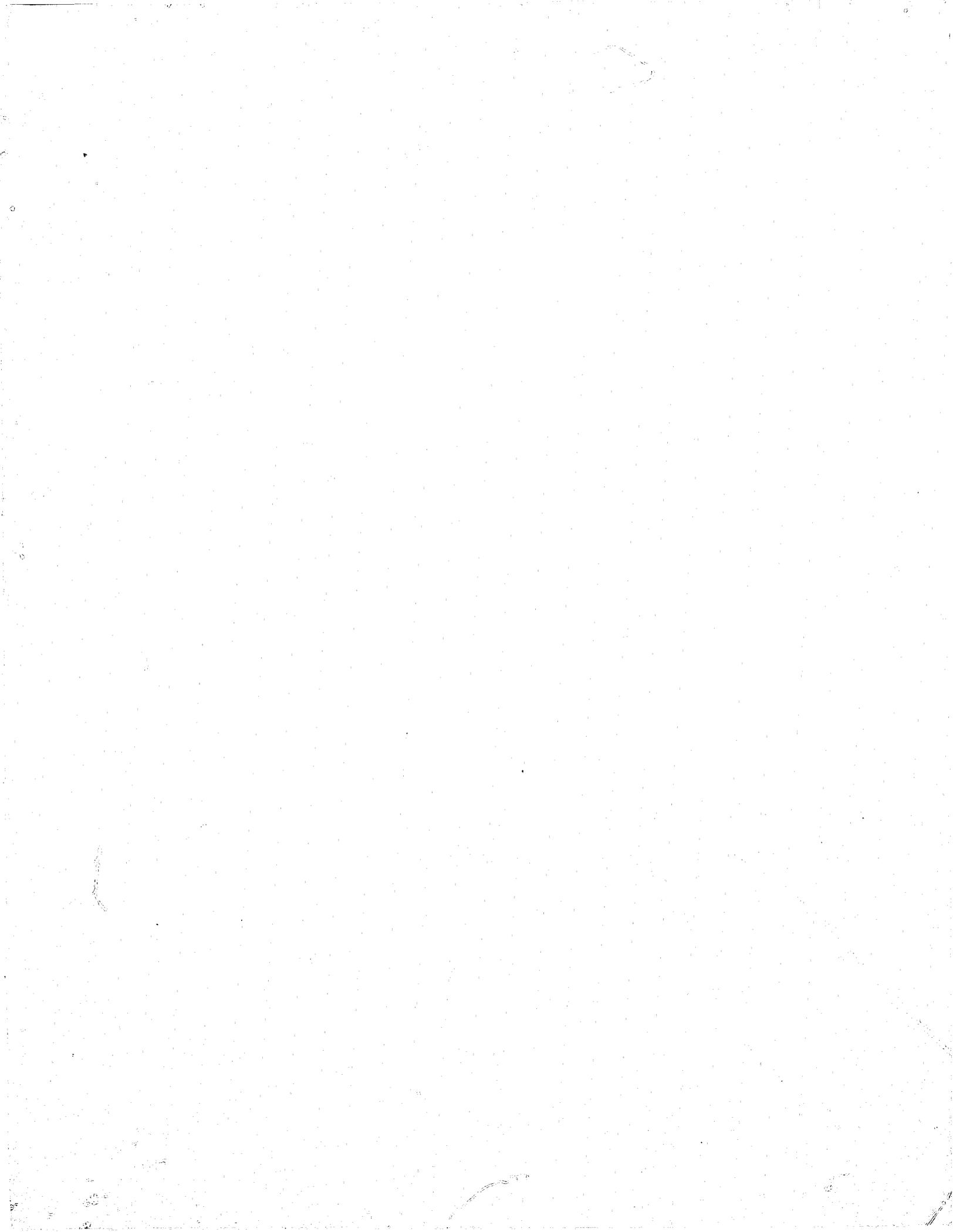
Figure V-1

FACTORS INFLUENCING THE IMPLEMENTATION AND OUTCOMES
OF CRIMINAL JUSTICE PROJECTS*



V-20

*Modified from Berman and McLaughlin, 1974.



and institutionalization of projects. Thus, the general evaluation issue is how well were Youth Service Bureau projects implemented. The specific questions examined are:

1. How well were YSBs supported by their organizational environments?
2. To what degree did goal clarity, consensus and agreement exist concerning the functions and anticipated outputs of YSBs?
3. To what degree did YSBs meet expected performance criteria in:
 - a. staffing and training
 - b. staff capabilities
 - c. internal management-accountability and performance evaluations?
4. What factors appear to facilitate or hinder the implementation of YSBs?
5. To what degree were efforts made by the host environment to institutionalize YSBs?

Research examining the implementation process for planned interventions is relatively limited.* In fact, existing research on social programs tends to be limited to two major traditions. The first relates to the antecedent processes associated with policy articulation, or the politics of policy-making process - particularly at the highest governmental levels such as congress and federal agencies. As a result this tradition identifies sources of political, social, and economic power within a given locality, or over a given issue and their impact upon a particular policy. (Dahl; 1961; Sayre and Kaufman; 1965)

The second tradition is typified by what is called evaluation research,

* In fact only a limited number of authors have even attempted to systematically address the issue of implementation. Among the most notable are Gross, et.al., 1971; Pressman and Wildavsky: 1973; Hargrove; 1975; Berman et.al.: 1975; and Williams and Elmore: 1976.

During the past decade more and more individuals have come to accept the premise that effective criminal justice programming requires a feedback loop that provides information as to whether or not projects are working as intended. In its elemental form, this is what we mean by evaluation, a procedure for judging the value of projects or activities.

The idea of evaluating social programs is not new. Neither is it unique to the field of criminal justice. For example, we know that there were individuals who advocated the experimental evaluation of "New Deal" programs in the 1930's (Stephen: 1935). During the 1950's mental health and public service programs devoted considerable attention to the issue of program or project evaluation and throughout the 1960's educational, social welfare, delinquency prevention and some penal programs were added to this list. Eventually with the maturing of LEAA, the concept of evaluation has been expanded to the various components of the entire criminal justice system.

A variety of classification schemes have been developed to describe differences in evaluation activities and objectives. In general, however, most approaches can be placed in one or more of the following typologies:

1. Effort Evaluations - designed to assess projects by determining the level of activity (quality and/or quantity) that takes place and/or resources consumed. These include activity audits, financial audits and resource audits;
2. Effect Evaluations - designed to determine whether or not a project produced the desired results in terms of intended goals and objectives;
3. Social Impact Evaluations - designed to determine the degree to which the results achieved by a project (if any) helped reduce the target problem;
4. Efficiency Evaluations - designed to compare the value of alternative approaches (treatments, projects, etc.)
5. Process Evaluations - designed to determine how a project actually operated and why it did or did not produce the anticipated results.

As with other areas of social programming, the interest in evaluating criminal justice projects has progressed from simple procedures of auditing how much money was being spent to more sophisticated studies attempting to determine the results achieved by projects. In general, however, these studies have been disappointing to public officials because most projects do not appear to achieve the results anticipated of them. This is true in the field of criminal justice as well as other areas of social programming. (Kelling, et.al: 1974; Bernstein and Freeman: 1975; Demerath, et.al.: 1975; Lipton et.al.: 1975; Murray and Krug: 1975)

There are at least three reasons for this apparent lack of project success. The first reason may be identified as programmatic over-expectation. That is, our expectations for the success of such programs may be grossly exaggerated. As a result, project goals often exceed their capacity to achieve them. There is certainly abundant evidence to support this possibility. In general; planned social interventions are directed toward problems that we have not been able to solve through the normal mechanisms of society. This really means that if target problems were easy to solve, they would already be solved. Thus, the results - particularly in cost-benefit terms - that we can expect from new programs are probably going to be lower than the achievement of the dramatic changes usually anticipated and often promised when projects are initiated. At the extreme, this is what Campbell means by over-advocacy. (Campbell: 1969, 409-410)

Part of this same issue is that planned interventions may have hidden as well as articulated goals and objectives. Murphy indicates that "hidden program objectives" may be realized even though "articulated objectives" are not. (Murphy: 1971, 35-63) This may be particularly true when large

scale social programming through legislation is concerned. For example, his assessment of Title I, Aid to the Disadvantaged, of the 1965 Elementary and Secondary Education Act (ESEA) indicates that assistance to the poor was actually a secondary consideration in the development and subsequent initiation of the legislation. As he indicates:

The objective (of Title I) was a law, not reform. The main thrust for aid to poverty schools came from reformers in the Executive branch who had a double objective: the establishment of the principle of federal aid to schools and a redirection of local priorities. (Murphy: 1971, 38)

The problem of over-advocacy associated with project failure may also result from the dimensions of many of the social problems which we are attempting to deal with and the political processes which are expected to address these problems. The ultimate impact of ideological slogans like "The War on Poverty" or "The Great Society" upon "successful" program evaluation has yet to become a serious approach in research. As Campbell has aptly suggested:

Given the inherent difficulty of making significant improvement (in social programs) by the means usually provided and given the discrepancy between promise and possibility, most administrators prefer to limit the evaluations to those of outcomes which they can control . . . (Campbell: 1972, 188)

While it is highly possible that political interests may be served by "controlling" outcomes to be evaluated it must be noted that the social problems addressed in the last twenty years have been recurring problems in American society. The "eradication" of these problems may be more wishful thinking than is operationally feasible at this time. Hence, evaluations based upon inflated expectations may preclude serious assessment of program success or failure.

The second reason projects may not produce the results expected of them is because of conceptual (or theoretical) failure. That is, projects

may fail because the theories concerning causation and the assumed relationships upon which the projects were based were inaccurate or incomplete. As a result the project is unable to intervene successfully into the appropriate causal network. This is usually what we mean when we talk about a project not working or failing to produce the anticipated effects. Presumably, all projects are based upon some underlying theoretical framework. The intent of the project is to intervene into some identified causal network, thus affecting the intended outcome. However, if the theoretical framework underlying the project is inappropriate, the causal network is never activated and hence, the "idea" failed. (Kerr: 1976, 351-363)

The third reason projects may appear to fail is because they were never put into operation as intended. In other words, the ideas - the impact model - upon which the project was developed was never tested because the project was not carried through as originally intended. We refer to this as implementation failure. One need hardly point out that it may be a lesson in futility to evaluate a project for effects if that project has not been implemented as intended or if we do not know how it was implemented. If this happens, we can not reject the possibility that the project was conceptually sound even if the project appears to have had no effects. Stated in these terms, implementation failure is a failure to achieve instrumental objectives (proximate goals) and "conceptual failure occurs when the achievement of proximate goals does not lead to the final desired outcome." (Wess: 1972, 38).

All three of these factors may influence the apparent success or failure of a project such as Youth Service Bureaus. It is within the area of project failure, however, that the analysis of the implementation process becomes of

primary concern. As Figure V-2 shows, projects may give the appearance of failure, in the sense that they did not attain their goals, simply because the ideas upon which these projects were initiated were never tested because the project was never carried out as originally specified. Consequently, the research issue of major concern shifts from the question "was the idea successful" to the question "was the idea tested?" Unfortunately, the tendency to prematurely focus evaluations on project effects often leaves this question untested. This point is explicitly made by Hargrove:

evaluation is not the same thing as research upon implementation because it usually concentrates upon ultimate program impact without asking about the institutional means of achieving that effect . . . a concern with institutions as the agents of program effectiveness is not central to the work of much that goes under the heading of evaluation. (Hargrove: 1975, 7)

Since much of what is considered program or project evaluation neglects to consider implementation issues, the findings of these studies have difficulty determining both why projects meet their desired ends and why they do not.

In general, the issue of project implementation has been neglected by organizational researchers and evaluation specialists.* It is almost as if everyone concerned wished to ignore the fact that policies, programs and projects must be implemented in organizational settings by organizational members. Or, that they assume that implementation of social innovations is as simple as the mere adoption of a specific technology or product. From an evaluator's perspective, such an approach actually courts disaster because variations in the quality and/or intensity of project implementation may have significant influence on the achievement or nonachievement of

* The concept of "invariant" implementation is associated with the adoption of specific technologies or products that are characterized by the clarity and specificity of goals and treatment, an obvious relationship between the innovation and outcomes, and minimum user options in the utilization of the innovation. (Gruber and Marquis: 1969)

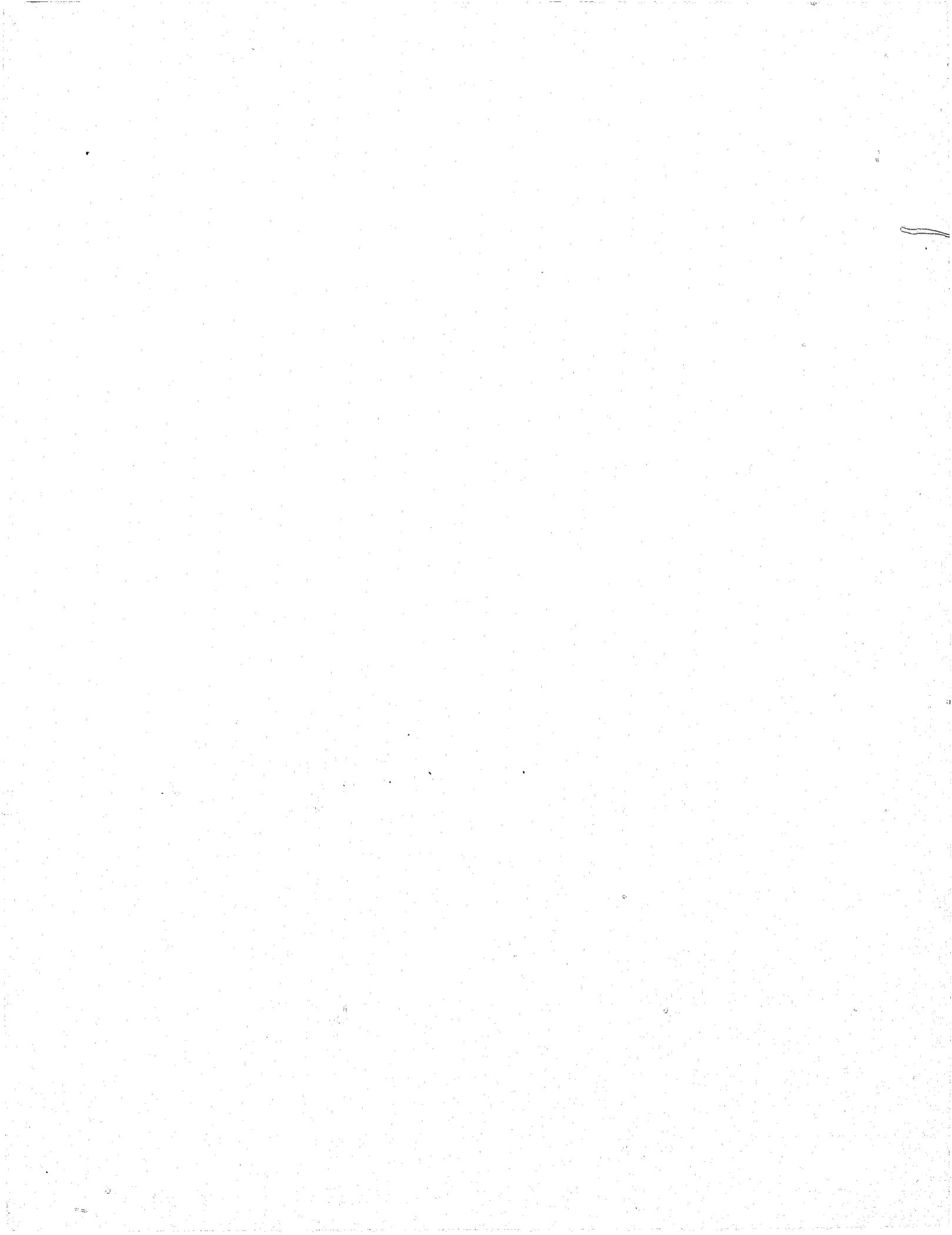
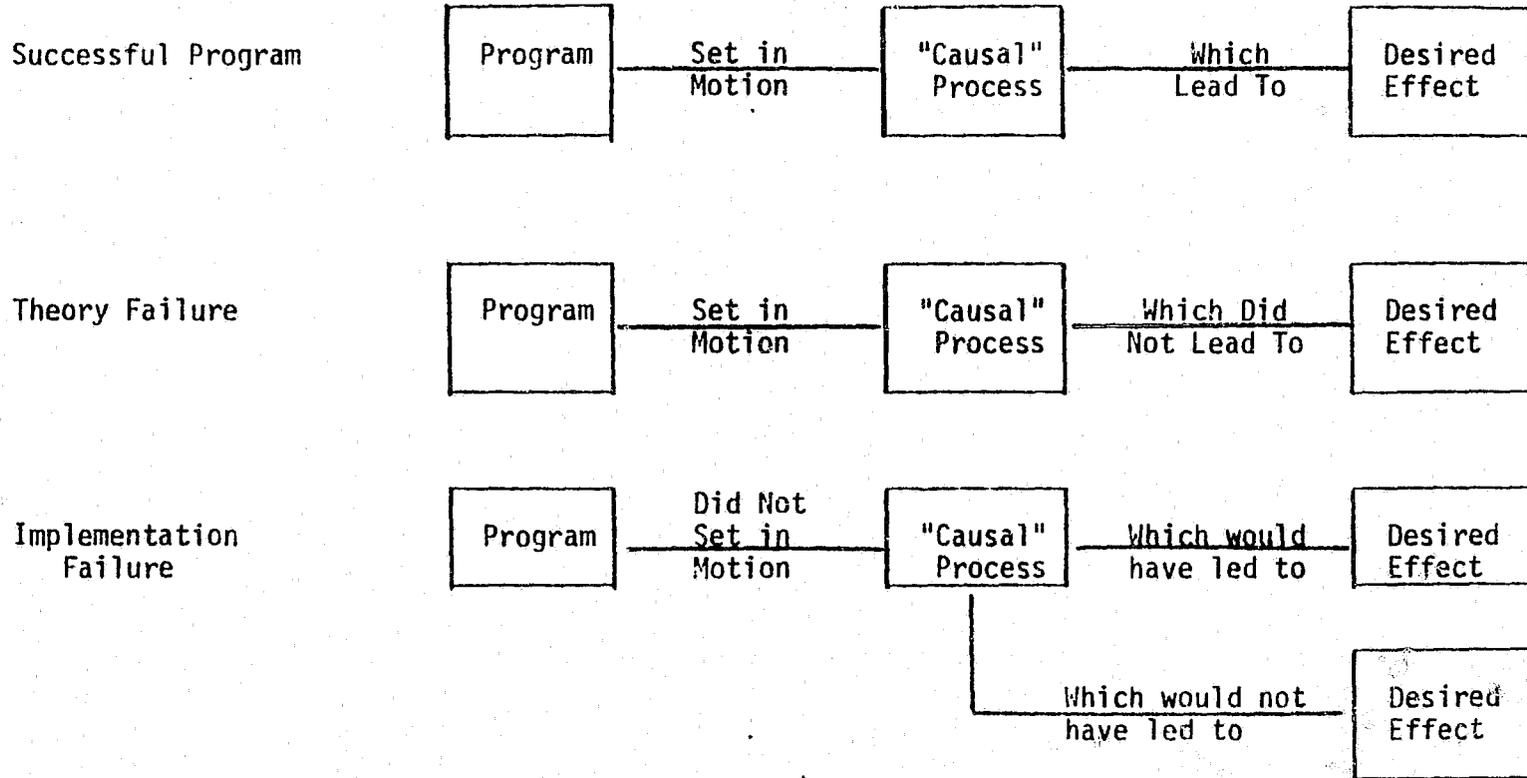


Figure V-2

Processes Affecting Program Success and Failure



Source: Modified from Weiss: 1972, 38.

decision effects. In direct contrast to the existing pattern, this component of the evaluation stressed the importance of organizational and environmental factors to the successful implementation, goal achievement and institutionalization of criminal justice projects.

Briefly, our analysis is based upon the following series of assumptions concerning the relationships between organizations and their environments and potential for variable implementation:

1. Planned innovations take place in and/or are operationalized through host organizations that may be viewed as open systems which are characterized by both internal and external environments.
2. In terms of their internal environment, host organizations are consciously created social systems (formal organizations) intended to achieve relatively specific goals characterized by a formal authority structure and division of labor designed to process inputs (materials, people or information) into outputs in order to facilitate goal achievement.
3. Planned innovations represent potential changes in the internal environment (goals, division of labor, role expectations, etc.) of the organizations in which implementation is attempted.
4. The degree to which planned innovations are implemented will be influenced by the support/opposition they receive from the internal environment of the organization in which implementation is attempted.
5. Open systems are also characterized by their constant interaction with and dependency upon their external environment (particularly other organizations in their organizational set) for a supply of inputs and the consumption of outputs.
6. Given this dependency, the external environment of an organization may influence the goals and activities of the focal organization.
7. Planned innovations represent potential changes in the external environment of an existing organization or the creation of an external environment for a new organization.

8. The degree to which planned innovations are implemented will be influenced by the support/opposition they receive from the external environment of the organization in which implementation is attempted.
9. The degree of implementation will influence both the effects achieved by and the potential institutionalization of an innovation.

The research design for this evaluation component is focused on the examination of the environments of Youth Service Bureaus and the implications of these environmental factors for the implementation processes. As indicated above, this component of the evaluation is limited to the six project sites selected for extensive evaluation activities. The selection of these sites was purposive and was designed to insure our access to project jurisdictions and personnel and to maximize the potential that serious efforts had been made to actually implement the YSB projects. Thus, if the sample of sites is biased it should be biased in the direction of success, not failure. In our opinion this represents a reasonable selection criteria given our desire to examine the implementation process.

Data collected for analysis were obtained from three basic sources:

- 1) a series of structured interviews with personnel in the six project sites and individuals associated with each unit,
- 2) a survey instrument distributed to relevant individuals involved with each bureau, and
- 3) existing official records including reports submitted to the funding agency by each project.

This approach was taken in order to provide the opportunity for triangulation between data source and thereby enhance the reliability of our findings.

For each project site (and their participating jurisdictions) a series of indepth interviews were conducted with relevant individuals. These

interviews involved individuals who were part of both the internal and external environment of the YSBs: staff members, bureau directors, police officials, court officials, members of city councils and county commissioners, and representatives of other youth service agencies. The interviews focused on the historical development of each project, its actual operation, the socio-political context in which the unit operated and the identification of factors that appeared to facilitate or hinder the implementation of the bureaus. In addition, these interviews probed respondents for their personal judgments regarding the nature and structure of the organizational environments surrounding the Youth Service Bureaus and the extent to which this environment affected project implementation. In general, the areas covered included:

problem analysis and project initiation (e.g., factors related to the origin of the project, the early involvement of relevant individuals, motivation to seek federal funding, etc.);

the characteristics of the project (e.g., the impact model on which the project was based, project capabilities in terms of fiscal and human capabilities, etc.);

characteristics of the host organization in which the project was placed;

characteristics of the general social context in which the project operated;

implementation issues (e.g., site development efforts, goal clarity and consensus, support by relevant actors in the external environment, interdependence or conflict of vested interests, relevance of project to host organizations primary goals, degree of role change required of participants, etc.);

outcome issues (e.g., actual utilization of project, perceived value of the project, estimates of project effects - goals achieved);

institutionalization issues (e.g., efforts made to institutionalize the project and factors influencing the institutionalization or rejection of projects.)

To maximize the amount of information obtained and to enhance the reliability of information these interviews were usually conducted by two interviewers and their impressions independently recorded. In addition, tape recordings were made of each interview and these were systematically analyzed by one of the interviewers.* Finally, a composite summary of each interview was developed from all these data sources and used in the analysis.

In all, thirty-four respondents were interviewed for the six sites and each interview lasted from between one and one-half to three hours. Our general procedure for selecting respondents was a "snowball" effect in which we started with a few critical positions such as project directors, project staff members, police juvenile officers, and court officials and then let these individuals identify others who could supply both positive and negative insights concerning the Youth Service Bureaus and their activities.

Data obtained from the structured interview setting, as well as the organizational assumptions described above provided the basis for the construction of a survey instrument which was then distributed in each project site. This instrument focused on a series of implementation issues such as inter-organizational support, efforts at environmental management, domain consensus, goal clarity, and individual and organizational utilization and evaluation of the bureau.

The distribution of the survey instrument was complicated by the relatively large numbers of individuals to be surveyed, the absence of information regarding the number of possible respondents in the different positions (respondent types) and by the fact that some individuals had changed positions during the life of the YSBs. To overcome this problem, questionnaires

* In a few instances respondents were reluctant to have their interview recorded and in these cases interviewer notes were the only data source available for review.

were directly distributed at each jurisdiction to core respondents by a Model Evaluation staff member. These individuals were identified through our initial interviews and were either project directors, staff, or major representative of agencies making referrals to the YSBs. Additional questionnaires were mailed to the appropriate agencies for personnel such as school counselors.

Table V-9 presents the figures for the number of questionnaires distributed and returned for each project site. In all, 233 questionnaires were distributed and 79 returned. Table V-9 shows that the return rate was extremely high among core respondents (90%). However, the return rate for the general group is only 25 percent. This figure would be increased if the calculations only involved the 97 individuals who received questionnaires addressed specifically to them. If we assume that the largest proportion of no returns involved the non-addressed group then the return rate obtained was fairly high for survey research.* This is particularly true since our efforts to preserve the confidentiality of respondents also meant that non-respondents could not be identified and as a result follow-up efforts were effectively negated.

Despite the generally high return rate the problem of sample bias must be raised. The issue of sample bias refers to the potential impact on the representativeness of answers to questions because of systematic differences between individuals who did and those who did not return the questionnaire. We do not have the data to deal with the issue of sample bias in any ultimate sense. However, a consideration of the saliency of YSBs for individuals or respondent groups does enhance the confidence we can place in the existing

* One authority on the subject indicates that a 50% response rate is adequate and a 60% rate is good. He cautions, however, that this is only a general rule of thumb. (Babbie: 1973, 165-166)

Table V-9

Distribution of Returned Questionnaires
.By Respondent Type and Research Site

Respondent Type	Port Huron	Flint	East Detroit	Benton Harbor	Owosso	White Cloud	Total
POLICE							
Core	2(2)	0(0)	2(2)	2(0)	2(2)	2(2)	10(8)
Addressed	11	13	2	3	5	1	35
Unaddressed	3	13	0	6	18	0	40
Total(general)	14(2)	26(8)	2(0)	9(1)	23(1)	1(1)	75(13)
SCHOOLS							
Core	1(1)	2(2)	3(3)	2(2)	2(2)	2(2)	12(12)
Addressed	5	13	23	10	2	1	54
Unaddressed	6	24	0	24	8	0	62
Total(general)	11(2)	37(5)	23(8)	34(14)	10(4)	1(0)	116(33)
COURTS							
Core	2(1)	2(2)	1(1)	1(1)	1(1)	2(2)	9(8)
Addressed	0	0	6	1	0	1	8
Unaddressed	0	2	0	0	0	0	2
Total(general)	0(0)	2(2)	6(1)	1(1)	0(0)	1(1)	8(5)
Total							233 (79)

Number in parentheses is the number of completed questionnaires returned.

data. The primary assumption, with regard to response patterns, concerns the salience of YSBs for each respondent. It is assumed that the greater the salience the YSB has for a respondent, the more likely the return of the questionnaire. If this assumption is appropriate, respondents being negatively or positively oriented to the bureau are more likely to reply. The majority of non-respondents are therefore viewed as being ambivalent toward these units, and consequently the absence of their responses is viewed as neither positively nor negatively skewing the data obtained.

In addition to data obtained through indepth interviews and survey instruments, an examination of the official records of the Michigan Office of Criminal Justice Programs was undertaken. These records include: the initial grant application, quarterly progress reports, official correspondence between the YSB and the funding agency, project inspection reports completed by project monitors in the generating agency and project evaluations conducted both within the bureau itself and by the funding agency. The information collected through this examination provided a foundation to develop case histories regarding the development of the bureau during the time it was being funded.

The first issue examined in this section is the question of the perceived need for a Youth Service Bureau at the time of its initiation. This issue of perceived need is important because if potential referral sources do not perceive a need for a YSB program they may not use it even after it is established. In order to explore this issue we asked police, school and court officials to agree/disagree with two separate series of questions concerning availability of resources and the desirability of additional

resources for processing juvenile offenders.* In all cases representatives of each type of agency were asked to respond to questions about their own agency type and the two other types of agencies. This approach provided a check on the character of the responses about themselves provided by each agency type.

The specific questions concerning the sufficiency of pre-youth service bureau outside resources were:

1. Prior to the YSB there were definitely sufficient outside agencies available to the police for juvenile referral. (Question 1)
2. Prior to the YSB there were definitely sufficient outside agencies available to the schools for juvenile referral. (Question 5)
3. Prior to the YSB there were definitely sufficient alternatives to formal disposition for the court. (Question 9)

The series of questions concerning the desire for additional resources were:

1. Prior to the YSB the police were highly desirous of additional alternatives to the options of warning and release or referral to the court for juveniles. (Question 2)
2. Prior to the YSB the schools definitely had sufficient internal alternatives for non-academic school related problems of juveniles. (Question 6)
3. Prior to the YSB the court was highly desirous of additional alternatives to formal disposition for juveniles. (Question 10)

The responses to these questionnaire items indicate that representatives of each agency type perceived their own agencies and the other agencies as both needing and desiring alternative resources for dealing with juvenile cases. Table V-10 presents the average responses to question 1, 5 and 9.

* The actual questions were based on a Likert type scale with the following response categories: 1) Totally agree; 2) Strongly agree; 3) Agree; 4) Disagree; 5) Strongly disagree; 6) Totally disagree.

Table V-10

Average Responses to Questions 1, 5 and 9
By Respondent Type and Project Site

Respondent Site		Site						\bar{X}
		1	2	3	4	5	6	
Que. 1	Police	4.50	3.87	4.00	3.00	3.66	4.00	3.95
	School	4.00	4.14	4.63	4.26	5.40	5.00	4.48
	Court	6.00	4.75	5.00	4.50	6.00	5.33	5.07
Que. 5	Police	4.75	4.00	4.50	4.00	2.50	4.66	4.15
	School	4.33	3.57	4.90	4.56	4.60	5.00	4.50
	Court	6.00	4.66	4.50	4.50	6.00	5.00	5.91
Que. 9	Police	5.25	4.00	5.00	3.00	3.50	4.66	4.38
	School	4.33	4.00	4.54	4.20	4.40	3.50	4.26
	Court	6.00	3.66	4.50	4.50	4.00	5.33	4.58

- 1 = St. Clair - Port Huron
- 2 = Genesee - Flint
- 3 = Macomb - East Detroit
- 4 = Berrien - Benton Harbor
- 5 = Shiawassee - Owosso
- 6 = Newaygo - White Cloud

This table shows that representatives of all three agency types tended to disagree with the statements that existing resources were definitely sufficient. That is they felt that the pre-YSB alternative resources were inadequate. This finding was supported by the results from the series of questions dealing with agency desires for alternative resources. Table V-11 shows that all groups felt that both their own and the other agencies desired additional processing alternatives to those presently available to them.

It should be noted that court representatives tended to be most critical of existing resources and most supportive of the notion that alternatives were desired. This was true in terms of their responses about other agencies as well as their own. This tendency toward emphasizing the need for YSBs may have resulted from two facts. First, court officials were often prime movers in the establishment of YSBs and thus may have superimposed their perspectives on other agencies. Second, courts were usually direct beneficiaries of YSBs because of their secondary goal of reducing caseloads by diverting youth away from the courts.

In general, the questionnaire results were supported by information obtained through our indepth site interviews. That is, everyone emphasized the limited pre-YSB alternatives available to them and their desire for additional youth services for the community. These interviews revealed, however, that individuals differed a great deal in their opinions concerning the nature and character additional services should take.

The second series of questions focused on whether or not existing community agencies favored the creation of a Youth Service Bureau. These questions were designed to examine the potential for environmental support for YSBs in their host communities. The issue of environmental support is important for YSBs because other organizations in their environment may

Table V-11

Average Responses to Questions 2, 6 and 10
By Respondent Type and Project Site

Respondent Site		Project Site						\bar{X}
		1	2	3	4	5	6	
Que. 2	Police	1.25	2.87	3.00	4.00	2.33	2.33	2.47
	School	3.66	3.00	2.80	2.33	2.25	2.00	2.63
	Court	1.00	3.50	3.50	3.00	3.00	3.33	3.00
Que. 6	Police	4.75	4.25	4.50	3.00	4.00	4.00	4.23
	School	4.33	4.28	4.81	4.75	5.75	3.50	4.69
	Court	6.00	4.25	4.50	5.00	6.00	5.66	5.00
Que. 10	Police	2.25	3.00	3.00	2.00	2.50	2.66	2.55
	School	3.66	2.83	3.00	2.92	2.00	2.00	2.82
	Court	2.00	2.50	2.00	1.50	1.00	1.33	1.69

exert considerable influence over their operations and institutionalization. This is particularly evident when considering the bureaus' dependency on other organizations for both its supply of inputs and utilization of its outputs. Thus, the ultimate success or failure of YSBs could be greatly influenced by the existing degree of environmental support.

The specific questions asked of respondent groups were:

1. Relevant representatives of the police definitely were in favor of creating a YSB. (Question 3)
2. Relevant representatives of the schools definitely were in favor of creating a YSB. (Question 7)
3. Relevant representatives of the court definitely were in favor of creating a YSB. (Question 11)
4. Relevant representatives of other youth service agencies definitely were in favor of creating a YSB. (Question 14)

Table V-12 shows that in general all respondent types gave moderate support to this series of questions. That is, respondents tended to perceive both their own and other agencies as being at least somewhat in favor of establishing a Youth Service Bureau. At all six sites court officials were strongest in indicating their own agency's support for establishing a YSB; police officials were second in indicating their support at the Port Huron, Owosso, and White Cloud sites while school officials were second at the Flint, East Detroit and Benton Harbor sites. With the exception of Benton Harbor, this ranking conforms to the results of the site interviews concerning initial support. In terms of other youth serving agencies, court officials in Port Huron and Flint were strongest in their perceptions of YSB support from these agencies while in the other four sites the police tended to perceive the most support from these agencies.

In general, the questionnaire results were supported by the results of

Table V-12

Average Responses to Questions 3, 7, 11 and 14
By Respondent Type and Project Site

	Respondent Site	Project Site						\bar{X}
		1	2	3	4	5	6	
Que. 3	Police	1.25	3.25	3.00	3.00	2.00	2.00	2.50
	School	2.66	4.00	2.50	2.50	2.00	2.66	2.65
	Court	1.00	4.00	2.50	3.00	2.00	3.00	2.75
Que. 7	Police	3.00	3.50	2.00	3.00	3.00	2.00	2.80
	School	3.33	2.85	2.60	2.75	2.25	3.00	2.73
	Court	1.00	3.33	3.00	3.00	2.00	2.33	2.66
Que. 11	Police	1.75	2.83	2.00	1.00	1.00	2.66	2.23
	School	3.00	2.60	3.11	2.61	2.00	2.00	2.66
	Court	1.00	2.25	1.00	1.50	1.00	1.33	1.53
Que. 14	Police	2.75	3.00	2.00	1.00	2.00	2.00	2.43
	School	3.00	3.25	3.57	3.00	2.00	2.00	2.96
	Court	2.00	1.50	2.50	2.00	3.00	2.33	2.18

the indepth site interviews. However, the interviews revealed that individuals and agencies did differ in terms of their expectations for the bureaus. Moreover, at many sites there were relevant individuals who knew very little about project specifics until it had been approved for funding and was about to be implemented. Thus, while there appears to have been no active opposition to YSBs, it also appears that support was limited to a vague idea rather than an understanding of the implications associated with initiation and implementation of a specific project.

Table V-13 presents the results of a series of questions concerning the participation of other agencies in the planning and development of YSBs. The questions were asked because one of the recommended ways to gain support for a new idea or agency is to allow other organizations to participate in the development of the idea or agency. Thus, we wanted to explore the degree to which others perceived themselves as participating in the development of the YSBs. The specific questions asked were:

1. Relevant representatives of the police actively participated in the planning and development of the YSB. (Question 4)
2. Relevant representatives of the schools actively participated in the development and planning of the YSB. (Question 8)
3. Relevant representatives of the court actively participated in the planning and development of the YSB. (Question 12)
4. Relevant representatives of other youth service agencies actively participated in the planning and development of the YSB. (Question 13)

This table shows that most respondents gave weak support to the statement that their own and other agencies actively participated in planning and development of the YSB. In general, court officials were likely to report participation both for their own and other agencies. Both police and school officials tended toward the weakest agreement with those statements that concerned their own agencies. Again, these patterns are supported by the

Table V-13

Average Responses to Questions 4, 8, 12, 13
By Respondent Type and Project Site

		Respondent Site						
		1	2	3	4	5	6	\bar{X}
Ques. 4	Police	2.25	4.87	4.00	3.00	3.66	1.33	3.52
	School	3.00	3.16	3.71	2.92	2.50	2.00	3.06
	Court	4.00	3.66	2.50	3.00	2.00	3.00	3.08
Ques. 8	Police	2.50	4.33	2.50	4.00	3.00	2.33	3.00
	School	3.00	2.16	3.44	3.13	3.50	4.50	3.29
	Court	6.00	3.00	3.00	2.50	2.00	2.66	3.00
Ques. 12	Police	1.75	3.40	2.00	3.00	1.00	2.00	2.37
	School	2.66	3.00	3.83	2.72	2.00	2.00	2.83
	Court	1.00	1.66	3.00	1.00	1.00	1.33	1.58
Ques. 13	Police	3.00	3.00	1.00	4.00	2.00	2.33	2.43
	School	3.00	3.20	3.57	3.16	2.33	2.00	2.96
	Court	2.00	2.00	3.00	2.50	3.00	2.33	2.43

results of our site interviews. In fact, the site interviews tended to reveal even less active participation in the planning and development of YSBs than indicated by the questionnaire results. This discrepancy may have been due to the reluctance of questionnaire respondents to articulate negative judgments concerning the early history of the bureaus.

The issue of environmental support for a planned intervention such as a YSB implies an understanding on the part of the individuals involved concerning the goals and objectives of the project. This section examines the degree to which representatives of different types of agencies agreed in their prioritizing of the YSB goals. Obviously goal clarity and agreement is important to project implementation because the degree of its existence (or non-existence) will influence the development of opposition or support for the project. In addition, it is necessary for the appropriate operationalization of the basic concepts upon which a project is based.

The reasons for the potential lack of goal clarity and consensus are at least threefold. First, individuals associated with the promotion of a project may intentionally keep project goals as vague as possible in order to develop the broad based consensus required to initiate and obtain funding for a project. Second, organizations usually pursue multiple goals - rather than a single goal - at the same time and through the same activities. Thus, the multiple goals and the activities required to achieve them are not necessarily independent of each other. Given this reality it is possible for individuals who occupy different positions in relation to a project to lack clarity as to the specific goals and/or the priority of goals associated with the project. Finally, projects such as YSBs are based on complicated series of assumptions concerning means--ends relationships impact models.

As a result, it is possible for individuals not to understand all of the causal sequences involved in the project and therefore to be unclear concerning project goals.

In this evaluation respondents were asked to rate a series of YSB goals as to the priority placed on them during the planning and developmental stage. The specific items rated were:*

1. Diversion of status offenders from the court. (Que. 17)
2. Diversion of misdemeanants from the court. (Que. 18)
3. Diversion of first offenders from the court. (Que. 19)
4. Direct service/treatment. (Que. 20)
5. Help modify the existing juvenile justice system. (Que. 21)
6. Provide service brokerage and referral for problem youth. (Que. 22)
7. Provide a focal point for the advocacy of youth and their problems in the community. (Que. 23)

Table V-14 presents the average ratings received by each of these goal statements. In Table V-15 we have calculated the rank order of each respondent group type. Table V-15 shows that there were differences between the representatives of the different agencies. In Port Huron police and school officials ranked the goal of diverting first offenders from the court (question 19) first, and ranked diversion of status offenders lowest (question 17). Court officials, on the other hand, gave the highest priority to the goal of diverting status offenders and only moderate support to the goal of diverting first time offenders. The three groups also differed in their ranking of the goals of providing direct service/treatment (question 20), and modifying the existing system. Both police and school officials gave a

* Ratings used were: 1-high priority; 2-medium priority; 3-low priority; 4-not a goal.

Table V-14

Average Responses to Questions 17-23
By Respondent Type and Project Site

Respondent Site		1	2	3	4	5	6
Que. 17	Police	3.00	1.00	2.00	3.00	1.00	1.33
	School	2.33	1.66	2.44	2.00	1.50	1.50
	Court	1.00	1.66	1.00	1.00	1.00	1.33
Que. 18	Police	2.00	1.20	2.00	1.00	2.50	1.66
	School	1.66	1.83	2.77	2.14	2.25	2.00
	Court	2.00	1.00	1.00	1.00	2.00	2.00
Que. 19	Police	1.00	1.00	1.00	3.00	1.00	1.33
	School	1.00	1.00	2.10	1.64	1.50	1.50
	Court	2.00	1.00	2.00	1.00	1.00	2.00
Que. 20	Police	2.00	2.00	1.00	1.00	1.00	1.33
	School	1.00	1.85	1.20	1.64	1.00	1.00
	Court	3.00	1.50	1.00	2.00	2.00	1.33
Que. 21	Police	2.25	2.80	1.00	2.00	1.50	3.00
	School	2.00	1.16	3.10	2.46	2.50	2.50
	Court	2.00	3.00	1.50	1.50	2.00	3.00
Que. 22	Police	1.25	1.60	1.00	1.00	2.50	1.33
	School	1.00	2.14	1.70	1.69	1.50	1.50
	Court	1.00	2.50	1.00	2.00	3.00	3.00
Que. 23	Police	1.25	2.50	1.00	1.00	1.50	2.33
	School	1.66	2.16	2.30	1.83	2.75	2.50
	Court	1.00	4.00	1.00	2.00	2.00	2.33

Table V-15

Rank of Responses to Questions 17-23
By Respondent Type and Project Site

Project Site	17	18	19	20	21	22	23
PORT HURON	Police	7	5	1	4	6	2.5
	School	7	4.5	2	2	6	2
	Court	2	4	4	7	4	2
FLINT	Police	1.5	3	1.5	5	7	4
	School	3	4	1	5	2	6
	Court	4	1.5	1.5	3	6	5
EAST DETROIT	Police	6.5	6.5	3	3	3	3
	School	5	6	3	1	7	2
	Court	3	3	7	3	6	3
BENTON HARBOR	Police	6.5	2.5	6.5	2.5	5	2.5
	School	5	6	1.5	1.5	7	3
	Court	2	2	2	6	4	6
OWOSSO	Police	2	6.5	2	2	4.5	6.5
	School	3	5.5	3	1	5.5	3
	Court	2	4.5	2	4.5	4.5	7
WHITE CLOUD	Police	2.5	5	2.5	2.5	7	2.5
	School	3	5	3	1	6.5	3
	Court	1.5	3.5	3.5	1.5	6.5	6.5

higher priority to direct service/treatment than did the court. On the other hand, the court officials placed moderate but greater emphasis than others on the goal of modifying the existing system.

In Flint there was somewhat greater consensus on YSB goals. With one exception all three gave the highest ratings to the goal of diverting first offenders (Question 19) and the lowest ratings to the goals of providing a focal point for youth advocacy (Question 23) and modifying the existing system (Question 21). The only exception to this pattern was school officials who ranked system modification as their second highest priority. School officials also gave more emphasis to providing service/treatment than the other groups.

In East Detroit the priorities of YSB goals are difficult to determine because both police and court officials gave the identical ratings to so many of the goal statements. The one finding that does stand out, however, is that officials in East Detroit also gave the lowest priority to the goal of system modification.

There was also something less than consensus on YSB goals at the Benton Harbor site. In fact, Table V-15 shows a confusing pattern for this site. School and court officials agreed in giving a high priority to diverting first offenders (Question 19) but this was a low priority goal for police. In terms of providing service/treatment (Question 20) police and school officials gave a high priority but court officials gave low priority to this goal. In a similar manner police and court officials gave high priority to diverting misdemeanants (Question 18) but this was a low priority goal for school officials. On the other hand, court officials gave high priority to diverting status offenders but police and school officials did not. The three groups also gave different priorities to the goals of providing service

brokerage (question 22) and youth advocacy (question 23). The one point at which the groups tended to agree was in their low rating of systems modification as a YSB goal.

In Owosso respondents tended toward consensus in their prioritizing of YSB goals. The major points of difference were: 1) that police and school officials placed greater emphasis on service/treatment than did the courts; 2) that school officials gave a higher priority to service brokerage (question 22) but a low priority to youth advocacy (question 23) than did police or court officials.

Respondents in White Cloud demonstrated the most goal consensus of all six sites. Police, school and court officials gave high priority to direct service. They also gave low priority to both systems modification and youth advocacy as YSB goals. In fact, the only significant point of divergence between the three groups was over the goal of service brokerage. In terms of this goal both police and school officials gave it a higher priority than did representatives of the court.

Overall, the analyses of the goal data indicates three important factors: first, that at most sites YSBs were subjected to differential goal expectations from the most significant organizations in their external environment; second, that the general trend in the goal priorities of these organizations was toward direct service/treatment and diversion from the court. Third, that members of the external environment gave low priority to system modification and youth advocacy as YSB goals. All three of these findings were supported by the results of our site interviews. Moreover, our site interviews indicated that the lack of goal clarity and agreement was at least partially due to the failure of jurisdictional and funding agency

representatives to specify the impact model upon which the YSB projects were based. In addition neither group apparently devoted sufficient time to site development activities. Given the complicated nature of these projects and the need for intra-organizational collaboration, goal clarity and agreement were obviously needed to achieve successful project implementation. Thus, we believe that project implementation was at least initially hindered if not completely subverted by the lack of clarity and agreement concerning the goals of YSBs.

To probe more deeply into the internal dynamics of establishing a YSB a series of survey items were developed to explore individual's impressions concerning the problems encountered in the implementation process. The specific issue about which respondents were asked were:

While implementing the YSB project, which of the issues below were problems which had to be overcome? Please rate each item on the scale provided. (Add any additional items which you feel were important factors.)

1. Goals not sufficiently defined (Que. 24)
2. Techniques to accomplish goals complicated or unclear (Que. 25)
3. Unrealistic goals (Que. 26)
4. Police resistance (Que 27)
5. Court resistance (Que 28)
6. School resistance (Que 29)
7. Resistance from relevant political office holders (Que 30)
8. Community not sufficiently attuned to juvenile problems (Que. 31)

* We actually asked respondents to identify other problem areas, but did not receive any systematic answer to our open end question. As a result our analysis is limited to the original series of questions. The response categories were: 1 - Highly difficult to overcome; 2 - Moderately difficult to overcome; 3 - Little difficulty in overcoming; 4 - Not a factor.

9. Communications problems between YSB and agencies which refer clients to it. (Que. 32)
10. Lack of trust between YSB and agencies which refer clients to it. (Que. 33)
11. Insufficiently trained personnel (Que. 34)
12. Insufficient resources (Que. 35)
13. Lack of technical assistance from OCJP* (Que. 36)

Table V-16 presents the average site responses to these questions. This table shows that respondents at all sites tended to rate all of the problems somewhere between moderate to little difficulty in overcoming. The sites that indicated the least overall difficulty were Owosso ($\bar{X} = 2.99$) and White Cloud ($\bar{X} = 2.81$). These results are at variance with the results of our site interviews in which respondents indicated considerably more difficulty in implementing the YSB. It is our impression that the response categories were not extensive enough to elicit similar responses to the questionnaire.

Table V-17 presents the rankings of the average responses by project site. This table shows that there were variations between sites in terms of the difficulties they had with specific problems. For example, four sites (Port Huron, Flint, East Detroit, and Owosso) ranked insufficient resources as their most difficult problem. But this rather common complaint was ranked fifth in Benton Harbor and eighth in White Cloud. In Benton Harbor the highest ranked problems were goal definition, communications, and the lack of community understanding of the juvenile (Questions 24, 32 and 31). At the White Cloud site resistance from political officer holders and communications were the two highest ranked problems (Questions 30 and 32). In general however, the issues identified as major implementation problems

Table V-16

Average Responses to Questions 24 - 36
By Project Site

Question	1	2	3	4	5	6
24	2.37	2.53	2.33	2.05	3.00	2.55
25	2.25	2.30	3.00	2.17	2.66	2.66
26	2.87	2.61	2.11	2.61	3.33	3.22
27	3.37	2.84	2.57	3.22	2.71	2.62
28	3.37	3.08	3.00	3.44	3.14	3.44
29	3.00	3.00	2.16	3.16	3.14	3.00
30	2.62	2.66	3.12	3.05	3.33	2.11
31	2.37	2.38	2.16	2.16	2.83	2.55
32	2.25	2.38	2.66	2.05	3.00	2.25
33	2.62	2.84	3.00	2.88	3.16	2.66
34	2.50	2.46	2.81	2.50	3.33	3.11
35	2.20	2.25	1.83	2.30	22.5	2.85
36	3.00	2.63	3.00	2.85	3.00	3.44
Total Average	2.68	2.61	2.60	2.65	2.99	2.81

Table V-17

Ranking of Average Responses
To Questions 24-36 by Project Site

Question	1	2	3	4	5	6
24	4.5	6	5	1.5	6	3.5
25	2.5	2	10.5	4	2	6.5
26	9	7	2	7	12	11
27	12.5	10.5	6	12	3	5
28	12.5	13	10.5	13	8.5	9
30	6.5	9	13	10	12	1
31	4.5	3.5	3.5	3	4	3.5
32	2.5	3.5	7	1.5	6	2
33	6.5	10.5	10.5	9	10	6.5
34	8	5	8	6	12	10
35	1	1	1	5	1	8
36	10.5	8	10.5	8	6	12.5

help stress the importance of goal specification and related issues to the potential success of Youth Service Bureaus.

One final point must be made concerning the issue of implementation problems. Table V-17 shows that the "lack of technical assistance from OCJP" was ranked fairly low in the series of implementation problems. Our site interviews indicated that project personnel did not expect technical assistance from OCJP, generally did not receive it, and therefore, did not view its absence as a serious problem. However, our overall findings indicate that the lack of significant technical assistance from OCJP may have been one of the most serious impediments to project implementation. Our findings reveal that all of the projects - whether funded early or late - experienced similar problems and that each project tended to feel that they were unique in experiencing these problems and were not able to obtain informed insights from more knowledgeable individuals. As a result the process of project development tended to be similar at most sites even though this meant a consistent process of reinventing the wheel. In our opinion, greater technical assistance from OCJP could have minimized this process and potentially improved the effectiveness of Youth Service Bureaus.

Chapter VI

Individual Analyses

Introduction

Chapter VI will provide the results of the individual analyses for the model evaluation project. It will be remembered from previous chapters that the design for analysis of individual impact was made up of three distinct subsections. First, descriptive results on a sample of approximately 600 previous and current Youth Service Bureau cases as sampled from existing files will be reported. Second, a pre-post sample of approximately 35 cases in each of the three cities (East Detroit, Port Huron, Flint) will be examined. This second segment of individual analyses represents primary data collection efforts by the model evaluation project staff. The final section will present the results of the experimental site analyses in Benton Harbor.

A. Individual Descriptive Results

Information on 22 variables was used to describe youth referred to the Youth Service Bureaus. These variables are presented in Tables VI-1 to VI-19. The percentage of youth in each variable category is given for each of the four sites. The percentage was calculated on the number of cases for which information was available. This represents the number of valid cases, n , and is listed below each table. The total number of case records sampled from each site was as follows: Flint - 600; East Detroit - 603; Port Huron - 572; and Benton Harbor - 563. It should be noted that these numbers were derived from the sampling procedures described in Chapter III. The 22 variables represent the total number of variables which were consistently available in YSB case records. Table VI-1 presents the referral source for the youth sampled in each of the four sites. Six specific referral sources were recorded and consistently available. These were referrals from schools, parents, self, juvenile courts, retail stores, and law enforcement agencies. An additional

Table VI-1

Source of Referral	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
School	21.3%	68.3%	14.7%	17.2%
Parent(s)	5.6	8.3	15.6	4.1
Self	0.7	4.4	0.9	2.3
Court	42.6	5.5	11.9	17.0
Store	0	0.3	5.9	0.4
Law Enforcement Agency	24.7	6.8	31.4	46.0
Other	5.2	6.3	19.5	13.1
<u>n</u> =	592	587	563	559

category of "other" was used which included referrals from ministers, mental health agencies, social service agencies, and relatives other than parents. From VI-1 it can be noted that there was a good deal of spread or dispersion in referral source in each of the four sites sampled with the exception of East Detroit. The East Detroit YSB demonstrated a pattern indicating that the vast majority of the cases were referred from schools (68.3 percent). In addition, it can be noted that each of the four sites tends to show a referral source pattern consistent with the administrative and fiscal linkages of the particular Bureau. For example, in both Port Huron and Benton Harbor sites the Bureaus had their closest links with the juvenile court and law enforcement agencies and the largest categories of referral were from these sources. On the other hand, East Detroit, which was administratively linked to the public schools, received the vast majority of their referrals from the school system. In the case of Flint, which was administratively linked to the school system, this pattern was not replicated. This finding may reflect the fact that the Flint YSB was staffed by individuals who had worked for the court and had prior contact with law enforcement agencies.

The reason for referral to the YSB fell into three general areas. These were: delinquency, indicating that the youth were referred for committing a non-status offense; child neglect/abuse; and several specific categories of status offenses. The category of school problems includes school related difficulties. The "other" category was included for referral reasons not accounted for by existing categories. For the Port Huron site, the "other" category includes possession of alcohol, curfew violation and runaway, which were made into separate categories in subsequent data coding operations in order to reduce the size of the "other" category. Table VI-2 reports the results for 11 separate reasons for referral. Each category represents the potential need or problem area. These items were scored dichotomously for

Table VI-2

Reason for Referral	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
Alternative Education Program (Halfway II)	---	15.1	---	---
Delinquency (non-status offenses)	47.8%	11.1%	43.4%	61.5%
Child neglect/abuse	0.7	2.9	1.0	1.2
School problems	21.4	31.0	18.3	13.4
Runaway	14.2	5.1	---	7.1
Home incorrigibility	10.7	16.8	27.3	5.3
Curfew violation	1.2	0.2	---	2.3
Possession of Alcohol	0.3	0	---	2.5
Other	3.7	17.8	10.0	6.6
<u>n</u> =	590	584	491	561

each case record indicating the problem was or was not noted by the caseworker. The percentages listed reflect the proportion of the sample for which a "yes" response could be recorded. It can be seen from Table VI-2 that the reasons for referral closely correspond to referral source. In other words, in those sites in which the major source of referral was the law enforcement or juvenile court agency, the major reason for referral involved delinquency.

The community services received by the youth, or the youth and his/her family, prior to being referred to the YSB are presented in Table VI-3. The percent indicates the proportion of youth who received services in each of the five categories. Examples of the services in each category include: 1) mental health - private psychologist and psychiatrists, child guidance clinics, and mental health centers; 2) state social services - ADC, Foster Care, Protective Services; 3) special services from schools - school social workers, school psychologists, special education; 4) employment - Neighborhood Youth Corp. and Comprehensive Employment and Training Act (CETA) programs; and 5) recreation - Boy Scouts, Girl Scouts, sports programs, and church groups. It should be noted that Table VI-3 includes two kinds of information. First, the "total" category represents the proportion of youth receiving at least one service. Second, each of the remaining categories reflect youth receiving that particular service. Obviously, a given youth can appear in more than one of these categories. As can be seen from Table VI-3, in all sites YSBs were primarily dealing with "unserved" populations. The only exception to this observation is the East Detroit site in which the large proportion of youth who had received previous social services was primarily accounted for by the category "special services received through schools". It is to be remembered that the primary referral source in the East Detroit site was the schools, with a large majority of those youth being referred by school programs which are by definition special services.

Table VI-3

Community Services	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
Total	9.1%	75.3%	25.1%	5.7%
Mental health	2.3	26.2	9.8	1.6
State social services	5.9	6.0	11.6	2.2
Special services through schools	1.0	66.5	2.8	1.8
Employment	0.4	1.7	0.6	0.9
Recreation	1.0	2.8	3.5	1.1
<u>n</u> =	525	603	508	563

Table VI-4

Race	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
Black	24.0%	0%	7.8%	42.5%
White	73.1	100	88.4	56.5
Other	2.9	0	3.8	1.1
<u>n</u> =	558	603	476	471

Information pertaining to the race, sex and age for referred youth in each of the four sites is listed in Tables VI-4, VI-5 and VI-6. In terms of race, the clients served by the Youth Service Bureaus in the four sites represent an over-representation (with the exception of Macomb) of minority groups in comparison to county census statistics for the four counties in question. In terms of the sex breakdown of Youth Service Bureau clients, the Youth Service Bureau represents a relatively consistent pattern across sites, which is an over-representation of females compared to state-wide delinquency rates. The age variable presented in Table VI-6 indicates a good deal of consistency across site with the exception of East Detroit. More specifically, the Flint, Port Huron and Benton Harbor sites tended to be dealing with a client population that averaged approximately 14 years of age. The East Detroit site's average was considerably higher approximating 15 years of age. This appeared to be due to the fact the the East Detroit site on the one hand accepts referrals for clients who are 17 years of age and older. In addition, a large number of their referrals came from the school programs in East Detroit which include youth up through 18 years of age.

The variable, living arrangement, appears in Table VI-7. Percentages for each site reflect the proportion of youth whose primary home situation throughout the duration of services from the Youth Service Bureau was described by a given category. Youth living with adoptive parents were included in the category "both natural parents". A youth living alone, or with friends or neighbors, appears in the category "others". As can be seen from Table VI-7 the four sites demonstrated a relatively consistent pattern of living situations for those youth served (between 40 and 50% living with both natural parents).

Table VI-5

Sex	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
Male	63.7%	62.9%	66.7%	59.3%
Female	36.3	37.1	33.3	40.7
<u>n</u> =	595	603	565	563

Table VI-6

Age	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
Younger than 8	0.2%	0%	1.8%	1.1%
8	0.3	0	2.1	0.7
9	1.4	0.2	2.5	1.3
10	1.6	0.5	5.3	3.9
11	2.8	0.7	5.2	5.2
12	7.8	5.5	10.7	6.4
13	14.7	12.9	11.1	14.1
14	22.7	15.1	18.2	22.7
15	27.3	21.7	22.3	27.2
16	19.2	20.1	18.0	15.9
17	2.1	15.7	2.9	1.4
18	0	4.0	0	0
Older than 18	0	3.7	0	0
n =	578	568	561	559
Mean =	14.170	15.195	13.590	13.855

Table VI-7

Living Arrangement	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
Both natural parents	46.7%	50.2%	43.7%	44.1%
Mother only	30.3	21.4	29.7	39.3
Father only	2.8	3.6	2.2	6.3
Mother plus step-father	12.5	14.1	13.9	3.6
Father plus step-mother	2.3	4.3	2.7	1.3
Other relative	2.5	1.9	1.4	3.6
Foster home	1.2	1.3	1.3	0.4
Group home	0	0	0	0
Institution	0	0.2	0	0
Other	1.8	3.0	5.1	1.4
<u>n</u> =	568	468	552	555

By the far the most predominant living arrangement in all four sites was that a youth was living with both natural parents. It can also be seen from VI-7 that when a youth was living in a "broken home" situation it was most common for them to be living with their mother only. These figures are slightly higher than would be expected in the general population but do not display the incidence of "broken homes" generally encountered at juvenile court intake.

Tables VI-8 and VI-9 describe the school status of the youth. In Table VI-8 the percentage of youth enrolled, suspended, expelled, or dropped out of school at the time of intake at the Youth Service Bureau is presented. Essentially all sites were observed to be working with youth who were enrolled in school at the time of their referral. Table VI-9 indicates the last grade completed by the sample of YSB clients, again at the time of intake. For Flint and Port Huron the category of Grade 9 includes youth who have completed grades 9 and above. The distribution of grade in school displayed by clients in each of the four sites again demonstrated relative consistency with the majority of youth in all sites being in the 7th, 8th, and 9th grades. Again, it can be seen that the East Detroit site was dealing with youth who were considerably older in terms of their age (as indicated previously in Table VI-6).

Tables VI-10 through VI-17 present those variables which describe youth served at the four sites in terms of their involvement with the juvenile justice system at intake. Youth Service Bureaus, police, and court records were used in gathering this information. The first two tables present an overview of prior involvement recorded in Youth Service Bureau case records. For each youth an attempt was made to record the most serious court involvement and the highest module. The zero module category used in Table VI-11 includes those youths for whom respective case records did not indicate prior involvement at the module 1 level. Modules 1 through 5 were defined as follows:

Table VI-8

School Status	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
Enrolled	92.4%	92.1%	87.8%	94.5%
Suspended	4.0	1.8	6.7	1.1
Expelled	0.4	1.3	2.2	0.5
Dropped out	3.2	4.8	3.3	3.9
<u>n</u> =	556	558	572	437

Table VI-9

Grade ^a	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
0	0%	0%	0.5%	1.2%
1	0.4	0	2.3	1.2
2	0.2	0	3.1	0.9
3	2.2	0	4.6	2.6
4	2.2	0.5	5.6	4.7
5	3.3	1.5	7.1	7.3
6	12.9	13.1	14.5	12.5
7	22.7	15.6	19.9	19.1
8	22.9	19.2	19.4	28.8
9	33.3	23.1	23.0	15.1
10	---	11.9	---	6.1
11	---	12.4	---	0.5
12	---	2.7	---	0
n =	511	411	392	424
Mean =		8.467		7.075

^aFor Flint and Port Huron grade nine includes grades nine and greater

Table VI-10

Court Status (YSB)	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
No Court Status	51.7%	84.9%	80.9%	78.7%
Informal Probation	6.4	2.4	0.8	4.0
Probation	1.6	8.7	0.2	2.2
Foster Home	0.3	1.0	0.8	0.2
Group Home	0	0.2	0	0.2
Institution	0	1.2	0.6	0
Other	40.0	1.6	16.7	14.7
<u>n</u> =	575	575	597	544

Table VI-11

Module	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
0	23.5%	48.2%	40.1%	29.3%
1	13.3	32.0	48.3	19.5
2	15.2	5.0	8.0	42.1
3	47.7	10.8	3.2	9.1
4	0.2	0.3	0.4	0
5	0.2	3.8	0	0
$\bar{n} =$	587	585	561	563
Mean =	1.882	0.944	0.754	1.309

Table VI-12

Prior Offenses	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
0	77.3%	75.5%	77.8%	83.8%
1	17.3	15.1	15.0	14.0
2	3.0	5.0	5.1	2.0
3	1.5	3.0	0.7	0.2
4	0.8	0.7	0.7	0
5	0	0.7	0.3	0
6	0	0.2	0	0
Greater than 6	0	0	0.3	0
<u>n</u> =	600	603	572	563
Mean =	0.312	0.410	0.355	0.185

Table VI-13

Seriousness of Prior Offenses	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
No offenses	77.3%	75.5%	78.2%	83.8%
1.00 - 1.50	6.8	7.1	5.3	3.7
1.51 - 2.00	4.8	8.1	6.2	9.6
2.01 - 2.50	1.0	2.0	1.9	0.2
2.51 - 3.00	9.5	6.6	7.0	2.3
3.01 - 3.50	0	0.2	0.5	0
3.51 - 4.00	0.5	0.5	0.9	0.4
<u>n</u> =	600	603	569	563
Mean =	0.493	0.504	0.488	0.321

Tables VI-14

Disposition of Prior Offenses	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
Warned and released, arrested, or parent(s) notified	6.6%	7.5%	2.0%	0.2%
Referred to court	----	2.2	----	----
Restitution ordered	0	0.8	0.2	0
Referred to the Y.S.B.	5.1	4.8	13.7	13.5
Referred to other social service or mental health agency	0.4	0.3	0	0
Detained	0	0.8	0.4	0
Petitioned to court	0.4	7.7	3.3	2.3
No offenses committed	87.5	75.8	80.5	83.8
<u>n</u> =	530	600	553	563

Module 1 - youth who have been contacted by the police regarding their reported delinquent behavior, but have not as yet been officially apprehended; or youth who have been identified as "in danger of becoming delinquent" because they meet two of the following three criteria: a - youth who have behavior problems documented by school records. b - youth having parents who have requested counseling to enable them to guide and control the behavior of their children (the need for counseling must be documented through professional observation). c - youth who live in neighborhoods of high crime incidence.

Module 2 - youth who have been arrested by the police but who have not come under the formal jurisdiction of juvenile court.

Module 3 - youth under formal jurisdiction of the juvenile court or the State Department of Social Services because of a delinquency petition but have not been institutionalized.

Module 4 - youth under the formal jurisdiction of the juvenile court or the State Department of Social Services because of a delinquency petition and currently in a private or public correctional institution.

Module 5 - youth under the formal jurisdiction of the juvenile court or the State Department of Social Services because of a delinquency petition and are reentering the community after a period of treatment in a private or public correctional institution.

As can be seen from Tables VI-10 and VI-11, the vast majority of cases dealt with by the YSB involved youth who had no formal court status and would be categorized as either Module 0 or Module 1 in terms of the above system. In terms of module classification at point of intake, it can be seen that the actual client population served by the Youth Service Bureaus in this sample represented a considerable divergence from their originally stated goals. It is to be remembered that a primary focus of the Youth Service Bureau intervention was to consist of diversion from juvenile justice system processing. In fact, very few of the Youth Service Bureau clientele demonstrated any penetration at all into the formal juvenile justice system. The only distinct exception to this rule occurred in the case of the Genessee County (Flint) Youth Service Bureau.

Tables VI-12, VI-13, and VI-14 present information on previous offenses committed by the youth. This data was collected from police records on the

sample of YSB clients. In Table VI-12 the percentage of youth who committed a given number of offenses within twelve months prior to referral is shown. Again here, it can be seen that the vast majority--in all cases more than 75% of cases dealt with by the bureaus--involves youth who had no prior offenses. This was true for all four sites. These findings are even more dramatic than those demonstrated by the Module classification (Table VI-11) and in many ways call into question the accuracy of the Module categorization system used by Youth Service Bureau staff.

The average seriousness of those offenses is presented in Table VI-13. A weighting scale was used to compute the seriousness of previous offenses for each case. Using this method, status offenses were given a weight of 1, minor misdemeanors a weight of 2, major misdemeanors/minor felonies a weight of 3, and major felonies a weight of 4. In cases where more than one offense had been committed in the year prior to referral an average seriousness score was computed. As indicated above, Table VI-13 reveals that the vast majority of youth had no offenses. Moreover, among those who did have officially recorded offenses, the vast majority tended to be status offenses or minor misdemeanors. In fact, at least 88% of the cases were weighted as a two or less at all four sites.

In Table VI-14 the disposition of previous offenses was recorded. For those relatively small number of cases in which two or more different dispositions were made, the disposition at the highest end of the scale was recorded. For example, when the disposition of one offense was "warned and released" while the second offense was "petitioned to court" the latter was recorded. Again, the predominant pattern was that the vast majority of youth had not experienced any disposition in the juvenile justice system due to their lack of involvement.

Tables VI-15 and VI-16 present information gathered from court records. For the first variables, prior petitions, the percent listed indicates the proportion of youth for whom offenses committed during the twelve month period prior to referral resulted in petitions. Information relating to the second variable, source of petitions, was not available from Flint records. Using petitions as a criteria reveals to an even greater extent the lack of previous official delinquency on the part of YSB clients.

Information relating to the youth's involvement with the YSB is presented in Tables VI-17, VI-18 and VI-19. Table VI-17 lists the number of youth and non-youth contacts made by the caseworker in each of the cases sampled. This includes any contact recorded in case notes by the caseworker whether the contact was a direct personal session with the youth, telephone contact, or other contacts not specifically with the youth but relevant to the case in question. Included in this final category were contacts with the youth's family, teacher, and other individuals relevant to the case. Taken in isolation, Table VI-17 dramatically indicates the infrequency of YSB staff contacts relevant to cases. This is particularly true when considering the liberal criteria used in defining and categorizing a "contact". The duration of the service to the youth is shown in Table VI-18. This variable was calculated from the date of intake to the date of termination and rounded to the nearest month. The four sites show a good deal of consistency in the duration of services provided demonstrating an overall median of two and one-half months. More striking in considering the data in Tables VI-19 and VI-18 together, is the fact that most YSB interventions involved contacts of less than once a week.

The last table, Table VI-19, presents the reason for termination of services. The categories range from "parents and youths refuse services" at the time of referral to "goals accomplished". A unique category "end

Table VI-15

Number of Prior Petitions	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
0	91.2%	91.4%	96.1%	96.6%
1	4.3	7.3	3.5	2.7
2	2.7	1.3	0	0.4
3	1.2	0	0.4	0.4
4	0.2	0	0	0
5	0.2	0	0	0
<u>n</u> =	598	603	571	563
Mean =	0.147	0.100	0.046	0.044

Table VI-16

Petitioner ^a	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
Parent(s)	----	0 %	34.5%	13.3%
Law enforcement agency	----	97.8	55.2	80.0
School	----	2.2	8.6	5.3
Other	----	0	1.7	1.3
<u>n</u> =	----	139	58	75

^aPercent petitioned by each source is based on the number of YSB clients with petitions for this time period, not the entire YSB sample.

Table VI-17

Contacts with Youth	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
0 - 2	21.2%	9.5%	21.7%	76.2%
3 - 5	25.7	22.1	22.6	16.4
6 - 8	18.9	16.3	15.6	4.5
9 - 11	11.9	10.9	8.4	1.3
12 - 14	6.0	8.4	6.6	1.0
15 - 17	4.7	8.1	7.8	0
18 - 20	3.4	7.2	5.0	0.2
Greater than 20	8.2	17.5	12.3	0.4
<u>n</u> =	560	582	521	535
Median =	6.50	9.6	6.6	1.3

Table VI-18

Duration of Services	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
0 months	4.0%	4.0%	6.1%	10.0%
1	11.8	19.4	22.1	19.1
2	28.7	18.7	14.0	13.2
3	23.2	16.4	12.3	17.1
4	10.0	8.6	10.8	11.4
5	6.1	8.1	10.3	6.8
6	6.7	7.1	5.7	3.6
7	2.2	7.3	5.0	3.2
8	1.6	6.5	3.7	2.1
9	2.1	2.2	2.0	2.5
Greater than 9	3.8	1.7	8.1	10.9
\bar{n} =	578	603	544	560
Median =	2.25	2.60	2.70	2.50

Table VI-19

Termination Reason	Site			
	Flint	East Detroit	Port Huron	Benton Harbor
Parents refused services	1.1%	0.9%	8.4%	10.5%
Youth refused services	3.8	6.1	3.2	2.3
Both parents & youth refused services	0.4	2.7	3.2	1.2
Family refused services after services began	0	0.5	1.2	1.5
Youth already a client of another agency	0.4	0.9	1.2	0.9
Youth referred to another agency	10.0	5.5	14.1	4.1
Youth moved out of county	3.4	1.8	6.9	3.5
Youth passed maximum age for receiving services	0.2	1.3	0.9	0.6
Court intervened	1.7	2.7	14.4	2.6
Goals accomplished	54.1	52.0	28.0	58.0
Unable to make contact with youth	0.8	1.4	1.2	8.2
Never an official case	1.3	3.4	0	1.2
Caseworker discontinues services- services not effective	4.3	3.2	2.3	1.5
Family refused services after some goals accomplished	1.7	2.0	3.7	0.6
Dropout	16.8	3.6	11.5	3.5
End of School year	---	12.1	---	---
<u>n</u> =	529	560	347	343

of the school year" was included for the East Detroit site to account for those youth who are terminated as a result of their discontinued involvement in the alternative education program at the conclusion of the school year. Several things are striking in terms of the termination reasons listed. First, approximately half of the cases that were sampled were terminated due to the goals being accomplished. This seems to be a relatively low percentage of rated successes. Given that this categorization was based on the rating of the caseworkers at each site, this figure may actually overestimate success. Second, in none of the four sites was the category "youth referred to another agency" a major reason for termination. This is somewhat surprising given the stated service brokerage goals of YSBs. Finally, it should be noted that the remaining categories, which involved approximately 40 percent of cases served in each of the four sites, indicate case terminations which are "undesirable" in nature. For example, when the refusal categories are combined with the dropout category it can be seen that at most sites between 10 and 20 percent of all cases were terminated prematurely.

In summary, we get a slightly divergent picture of YSBs upon examining the cross-sectional data than might have been hoped for or anticipated. From this data Youth Service Bureaus can essentially be characterized as youth serving agencies who appeared to be quite dependent upon their formal organizational and fiscal linkages for sources of referral. They tend to be involved with youth who can be best characterized as "pre-delinquent". And finally, they tend to provide services which are short in duration and have low intensity in terms of frequency of contact, but do not refer youth to other youth service agencies. In short, in terms of direct service provision, the bureaus did not appear to be actively engaged in true diversion or intensive preventive interventions.

B. Individual Pre-Post Analyses

As outlined in Chapter III, three subsections of the individual pre-post analyses were accomplished. The results for these three data types will be presented separately. These are: 1) interview data, 2) questionnaire data, 3) official police and court record data. Data from the three intensive sites (Port Huron, East Detroit, Flint) will be presented in this section. Similar data gathered in the Benton Harbor experimental site will be presented in the section immediately following.

Record data. The individual level pre-post analyses for record data actually included two subsets. The first subset reflects the officially recorded delinquency of the approximately 600 youth in the cross-sectional sample for each site. One way analysis of variance were accomplished for the cross-sectional sample on each of these three sites for the following three variables: number of arrests, seriousness of offenses, number of petitions to court. The means and results of these analyses for the Port Huron, East Detroit, and Flint sites are presented in Table VI-20. Means reported in Table VI-20 time periods of pre, during, and post were computed in the following manner. Following the completion of record checks for each of the youths in the cross-sectional sample at each of the three sites, an average quarter score was computed for each youth for the time periods of one year prior to YSB involvement, during the Youth Service Bureau involvement, and up to two years following Youth Service Bureau termination. It should be noted that there were differential time intervals for the followup period for the various youth in each site. In order to derive comparable scores for them, an average quarter rate was computed for each youth for each of the three time periods. Those youth who were still involved in the Youth Service Bureau at the time the data was collected or those youth who had reached their seventeenth birthday were excluded from these analyses

Table VI-20

Cross Sectional - Official Delinquency Rates

Port Huron				
	<u>Pre</u>	<u>During</u>	<u>Followup</u>	<u>Significance Level</u>
Number of Arrests	.08	.22	.06	(p < .01)
Seriousness of Offenses	.45	.16	.15	(p < .01)
Number of Petitions	.02	.09	.03	(p < .01)
East Detroit				
	<u>Pre</u>	<u>During</u>	<u>Post</u>	<u>Significance Level</u>
Number of Arrests	.13	.15	.10	(p < .01)
Seriousness of Offenses	.66	.27	.59	(p < .01)
Number of Petitions	.03	.08	.04	(p < .01)
Flint				
	<u>Pre</u>	<u>During</u>	<u>Followup</u>	<u>Significance Level</u>
Number of Arrests	.08	.12	.04	(p < .01)
Seriousness of Offenses	.53	.21	.20	(p < .01)
Number of Petitions	.03	.06	.04	(N.S.)

due to the unavailability of followup data. Hence the resulting n 's for these analyses are as follows: Port Huron $n = 324$; East Detroit $n = 384$; Flint $n = 508$. The means presented in Table VI-20 are based on individual scores computed in this fashion. All analyses were accomplished using a one way analysis of variance for repeated measures. Table VI-20 also presents the significance levels for these analyses. The results of these calculations are presented in Table VI-20.

In examining the results on the official delinquency rates for the cross-sectional samples in each of the three sites a relatively strong and consistent pattern emerges. In terms of the number of arrests the data indicates an increase in arrests for youth during the time they were served by the Bureau with the pre and followup rates being relatively similar. In terms of seriousness, the opposite pattern is observed. Namely, in all sites the data demonstrates a pattern characterized by a decrease in seriousness of offenses for the during time period. At the Port Huron and Flint sites the seriousness of offenses maintained this decrease in the followup period. In terms of court petitions in both the Port Huron and East Detroit sites a pattern similar to that observed in terms of arrests is exhibited. The Flint sample fails to demonstrate this pattern at a statistically significant level. These results would appear at best to demonstrate a neutral if not negative effect in the individual level of Youth Service Bureau interventions. It would appear from the data presented above that the Youth Service Bureaus have the effect of increasing a youth's chances of apprehension albeit for less serious offenses. In addition, Youth Service Bureau intervention appears to enhance the chances of a youth being petitioned to court particularly during the time period they are being served by the bureau. Both of these findings are consistent with situations in which referral to the YSB increases the visibility if not the vulnerability of individuals.

The second subsegment of the individual pre-post analyses record data involved police and court data on the smaller samples in each of the three sites that were interviewed by the model evaluation project staff. The n's for each of these three sites are as follows: Port Huron n = 30; East Detroit n = 34. Official police and court records for the sample of interviewed youth in Flint were not available. During the time interval between the collection of cross-sectional data and the collection of police and court records on the interviewed sample, the juvenile justice system administrators in Flint refused further record access to the Model Evaluation Project staff. This refusal was the result of a change in juvenile division administrators and a subsequent policy change.

Table VI-21 presents the means for individual delinquency rates in the Port Huron and Flint samples. The n's for these analyses were 30 for Port Huron and 33 for East Detroit. They represent average quarter scores for each youth computed for the time periods one year pre, three months during, and up to six months following Youth Service Bureau intervention. Due to time constraints the followup (labeled post in Table VI-21) data was not collected for East Detroit. As mentioned earlier no record data was available for the Flint sample.

In examining the results displayed in Table VI-21 it can be seen that the same general pattern observed in the cross-sectional sample emerges. However, the significance levels and, hence, the intensity of the observed changes are not replicated. In short, the official delinquency rates from the pre-post sample do not provide support for the effectiveness of YSBs. In fact they tend to indicate again that the Youth Service Bureau intervention had the effect of either increasing or not affecting the official delinquency rates of those youth served.

Table VI-21

Pre-Post Sample - Official Delinquency Rates

Port Huron				
	<u>Pre</u>	<u>During</u>	<u>Post</u>	<u>Significance</u>
Number of Arrests	.27	.30	.30	N.S.
Seriousness of Offenses	1.49	.43	.50	($p < .001$)
Number of Petitions	.00	.08	.00	N.S.

East Detroit				
	<u>Pre</u>	<u>During</u>		<u>Significance</u>
Number of Arrests	.06	.32		($p < .01$)
Seriousness of Offenses	.41	.46		N.S.
Number of Petitions	.01	.09		N.S.

Interview and questionnaire data. For organizational clarity, the interview and questionnaire data will be presented by site. A number of site specific problems arose in collection of this data set which necessitated the analysis of specific subsets of the interview and questionnaire data by individual site. Before proceeding to a presentation of the results, it is necessary to present a brief description of the construction of the interview and questionnaire scales. The strategy followed throughout the Model Evaluation Project was to attempt scale construction which provided maximum information about the individual youth and the operation of the Bureaus, while at the same time holding high standards of scale reliability and validity. This section will report the results of five specific data sets. These include: 1) the Life Domain Survey, 2) the Change Scales, 3) the Intervention Survey, 4) the Self-Report Delinquency Card Sort, and 5) the Youth Service Bureau Environmental Assessment Scale.

Each of these sets of interview based data was collected in the manner described in Chapter III. With the exception of the self-report delinquency card sort, the other four inventories were developed in the fashion described below. Due to the extensive previous work on the Self-Report Delinquency Card Sort it was not deemed necessary to engage an extensive scale development analyses. The scale construction procedure which was followed throughout involved the following four steps. First, endorsement frequencies were computed for each item on each of the scales. This step included interview and questionnaire measures administered to both the pre-post sample of youth at each site and the sample of staff at each of the bureaus concerning their activities in serving the referred youth. In examining the endorsement frequencies of each of the interview and questionnaire items, the initial item sets were reduced by discarding any item which demonstrated an endorsement pattern of 80% greater responses in any given response category. The

purpose of this initial item reduction procedure was to maximize the variability in information reported across Youth Service Bureau cases.

The second step in this sequential process involved examination of the internal consistency properties of the original scales for the interview and questionnaire items described in Chapter III. A procedure was followed in which the correlation of items with their original scales, as outlined on page 53 of Chapter III, was examined in addition to the alpha coefficient for each of the rationally grouped scales. In order to maximize the reliability of the resulting scales, items were removed from scales if they failed to demonstrate a significant correlation with their scale. In addition, items which correlated more highly with other scales than they did with their own scale were subsequently moved to the new scale if that decision made both empirical and rational sense. This second step was for the purpose of building maximally internally consistent and maximally orthogonal pieces of information concerning the youth referred to Youth Service Bureaus themselves.

The third step in the sequential process consisted of examining the concurrent validity of the scales across data source. Namely, the correlations between the report of youth and the report of Youth Service Bureau staff were examined in a multi-trait multi-method matrix. This procedure had two goals. One was to examine the degree to which youth and staff provided similar information about each other and the operation of the bureau. The second was to examine the degree of independence between the originally constructed scales. As a result of this third step, it was determined that there was a high degree of correlation between data sources (namely, youth and staff). In addition, it appeared that the interview and questionnaire scales demonstrated a good deal of discriminate validity. On the basis of this third step, the interview and questionnaire data from youth and staff sources were combined for further analyses. The final step in the process

was to further examine the orthogonality of the interview scales. The six life domain scales, the four change scales, and the nine intervention scales were each submitted to the principal components analysis in combination with a varimax rotation according to Kaiser's criteria. Both the life domain and the change scales demonstrated excellent discriminate validity properties. Namely, we were unable to satisfactorily collapse the original scale sets without either losing a great deal of information or maintaining a number of factors nearly as large as the original scale sets as a result of the factoring procedures. As a result, the two distinct family intervention scales were combined, the two distinct school intervention scales were combined, and the positive involvement and time spent in intervention scales were combined. These combinations were a result of high intercorrelations between each of the two scales in question. Table VI-22 presents the final factors for the intervention scales. Table VI-23 presents the internal consistency analyses for each of the interview item sets.

Scale construction of the YSB Environmental Assessment Scale from the youth were developed in a similar fashion to that outlined in Chapter V, pages V-11 through V-15. Table VI-24 is a presentation of the item total correlations of the final two scales. It will be remembered that these two scales were a result of an extensive sequential scale development process primarily based on the results of sequential factor analytic procedures. Unlike the results reported in Chapter V, the original nine scales of the environmental assessment items showed such severe shortcomings in terms of reliability properties that results will only be reported on the two factor analytically derived scales.

As a result of the procedures described here, individual scores for each youth in the pre-post sample in each of the three sites were calculated for the Self-Report Delinquency Scale, the Life Domain Scales, the Intervention Scales, the Change Scales, and the YSB Environmental Assessment Scales. The next section will present these results by site.

Table VI-22

Intervention Scale Factor Solution

<u>Factor</u>	<u>Eigenvalue</u>	<u>% Var.</u>	<u>Cum. % Var.</u>
1	2.43	30.4	30.4
2	1.93	24.1	54.5
3	1.09	13.6	68.1
4	.88	11.0	79.2
5	.65	8.1	87.2

Rotated Factor Matrix

Scale	I	II	III	IV	h^2 (communality)
1. INVL	.12	.11	.92	.17	.90
2. IPAR	.89	-.06	-.19	.14	.85
3. YSCH	-.18	.87	.09	-.02	.79
4. SSCH	.08	.81	-.12	.32	.78
5. JOBS	-.06	.05	.15	.93	.90
6. YFAM	.80	.01	.26	-.10	.71
7. PFAM	.88	.11	.17	-.14	.83
8. LEGL	.21	.64	.28	-.20	.57

Table VI-23

Youth Termination Life Domain (N=76)

Family Involvement and Activity

<u>Item</u>	<u>Item Total Correlation</u>
1	.42
2	.53
3	.37
4	.26
5	.34

Alpha = .61

Active Parental Control

<u>Item</u>	<u>Item Total Correlation</u>
6	.21
7	.46
8	.43
9	.23

Alpha = .50

Involvement with Siblings

<u>Item</u>	<u>Item Total Correlation</u>
10	.62
11	.66
12	.56
13	.70

Alpha = .81

Involvement in School System

<u>Item</u>	<u>Item Total Correlation</u>
17	.61
19	.32
20	.48
21	.65
22	.70

Alpha = .77

Employment

<u>Item</u>	<u>Item Total Correlation</u>
26	.85
27	.85
28	.90
29	.75

Alpha = .93

Juvenile Justice System Involvement

One item scale due to low variance.

Youth Intervention (N=79)

Volunteer/Target Involvement

<u>Item</u>	<u>Item Total Correlation</u>
1	.63
2	.59
3	.34
9	.33
10	.34

Alpha = .67

Parental Involvement

<u>Item</u>	<u>Item Total Correlation</u>
12	.82
13	.88
14	.54
15	.76

Alpha = .88

School: Focus on Changing Youth

<u>Item</u>	<u>Item Total Correlation</u>
16	.60
17	.53
18	.35
19	.45

Alpha = .69

School: Focus on Changing School

<u>Item</u>	<u>Item Total Correlation</u>
20	.40
21	.45
22	.60
23	.43

Alpha = .68

Job Seeking

<u>Item</u>	<u>Item Total Correlation</u>
24	.82
25	.72
26	.63

Alpha = .84

Family: Focus on Changing Youth

<u>Item</u>	<u>Item Total Correlation</u>
28	.49
29	.55
30	.31
31	.52

Alpha = .67

Family: Focus on Changing Parents

<u>Item</u>	<u>Item Total Correlation</u>
32	.65
33	.55
34	.53
35	.55

Alpha = .77

Legal System Intervention

<u>Item</u>	<u>Item Total Correlation</u>
37	.33
40	.47
43	.53

Alpha = .61

Youth Life Domain, Change (N=76)

Positive Change in Home Domain

<u>Item</u>	<u>Item Total Correlation</u>
14	.77
15	.88
16	.83

Alpha = .91

Positive Change in School Domain

<u>Item</u>	<u>Item Total Correlation</u>
23	.60
24	.72
25	.59

Alpha = .79

Positive Change in Employment Domain

<u>Item</u>	<u>Item Total Correlation</u>
30	.86
31	.86

Alpha = .92

Positive Change in Involvement in Justice System

One item scale due to low variance.

Module 1 - youth who have been contacted by the police regarding their reported delinquent behavior, but have not as yet been officially apprehended; or youth who have been identified as "in danger of becoming delinquent" because they meet two of the following three criteria: a - youth who have behavior problems documented by school records. b - youth having parents who have requested counseling to enable them to guide and control the behavior of their children (the need for counseling must be documented through professional observation). c - youth who live in neighborhoods of high crime incidence.

Module 2 - youth who have been arrested by the police but who have not come under the formal jurisdiction of juvenile court.

Module 3 - youth under formal jurisdiction of the juvenile court or the State Department of Social Services because of a delinquency petition but have not been institutionalized.

Module 4 - youth under the formal jurisdiction of the juvenile court or the State Department of Social Services because of a delinquency petition and currently in a private or public correctional institution.

Module 5 - youth under the formal jurisdiction of the juvenile court or the State Department of Social Services because of a delinquency petition and are reentering the community after a period of treatment in a private or public correctional institution.

As can be seen from Tables VI-10 and VI-11, the vast majority of cases dealt with by the YSB involved youth who had no formal court status and would be categorized as either Module 0 or Module 1 in terms of the above system. In terms of module classification at point of intake, it can be seen that the actual client population served by the Youth Service Bureaus in this sample represented a considerable divergence from their originally stated goals. It is to be remembered that a primary focus of the Youth Service Bureau intervention was to consist of diversion from juvenile justice system processing. In fact, very few of the Youth Service Bureau clientele demonstrated any penetration at all into the formal juvenile justice system. The only distinct exception to this rule occurred in the case of the Genessee County (Flint) Youth Service Bureau.

Tables VI-12, VI-13, and VI-14 present information on previous offenses committed by the youth. This data was collected from police records on the

Table VI-24

YSB Environment Scale: Youth (N=77)

Scale 1 (Good)

<u>Item</u>	<u>Item Total Correlation</u>
3	.47
24	.37
14	.31
21	.44
58	.27
54	.42
6	.45
81	.30
42	.33
13	.37
47	.47
61	.48
68	.58
33	.37
17	.50
83	.41
64	.55
49	.38
44	.56
4	.43
41	.46
37	.37
18	.32
30	.37
39	.36
59	.37
23	.49
31	.36

Alpha = .87

Scale 2 (Bad)

<u>Item</u>	<u>Item Total Correlation</u>
9	.25
86	.35
71	.34
70	.25
72	.18
84	.53
60	.37
36	.34
76	.26
40	.43
43	.22
8	.39
51	.26
15	.45
66	.44
65	.49
57	.24
12	.18

Alpha = .75

Pre-Post Sample Analyses - Port Huron

Table VI-25 presents a summary of the questionnaire and interview data for the pre-post sample in Port Huron. For both the Self-Report Delinquency and Life Domain Scales all data was analyzed using a two x two analysis of variance with repeated measures. The factors for the two x two analysis of variance included the pre vs. the post time period and a success vs. failure categorization. The purpose of these and subsequent analyses were twofold. First, the analyses attempted to examine the effects of Youth Service Bureau involvement. These issues were primarily addressed by examining the main effects for pre-post differences. Second, the analyses also attempted to examine the relationship between Youth Service Bureau activities and the life situations of the youth with program outcome. Namely, all youth were categorized as success or failure according to the following criteria: success was defined as having zero official arrests at the post time period. Failure categorizations included youth who had one or more official arrests at the post time period. The second function of the analysis of variance allows for direct examination of the relationship between program outcome and those dimensions assessed in the interview and questionnaire data. It should be noted that the success vs. failure categorization is by its very nature somewhat arbitrary, however, it is among the most common definitions of program outcome.

In Table VI-25 four distinct sets of analyses are presented. It should be noted that self-report delinquency (see Table VI-25) demonstrates a significant decline from the pre to the post time period. Youth in the success group and the failure group demonstrate this pattern. Upon visual examination it also appears that the youth who ultimately failed report higher levels of delinquent activity at both the pre and post time periods, but this difference fails to obtain statistical reliability.

Table VI-25

Pre-Post Sample - Port Huron

I. Self Report Delinquency (Weighted Frequency Total)

	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Success	30.5	17.6	Time
Failure	<u>40.6</u>	<u>26.4</u>	
Overall	33.3	20.0	

II. Life Domain Scales (Average Item Means - High Score = Positive)

A. Home Involvement

	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Success (N=22)	3.23	3.47	Time, Success vs. Failure
Failure (N=9)	<u>2.56</u>	<u>3.00</u>	
Total (N=31)	3.03	3.33	

B. Parental Control

	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Success	2.25	2.24	None
Failure	<u>2.75</u>	<u>2.67</u>	
Total	2.40	2.36	

C. Sibling Involvement

	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Success	2.66	1.89	Time
Failure	<u>2.58</u>	<u>1.61</u>	
Total	2.66	1.81	

D. School

	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Success	4.19	3.99	Success vs. Failure
Failure	<u>3.43</u>	<u>3.69</u>	
Total	3.97	3.91	

E. Job

	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Success	2.08	1.46	Time, Success vs. Failure
Failure	<u>1.00</u>	<u>1.00</u>	
Total	1.77	1.32	



CONTINUED

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F. Justice System Involvement

	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Success	4.41	4.95	Time, Success vs. Failure, Interaction
Failure	<u>4.44</u>	<u>4.33</u>	
Total	4.42	4.77	

III. Change Scales

A. Change - Home

	<u>Post</u>	<u>Significant Effects</u>
Success	3.27	None
Failure	<u>2.96</u>	
Total	3.18	

B. Change - School

	<u>Post</u>	<u>Significant Effects</u>
Success	3.20	None
Failure	<u>3.26</u>	
Total	3.22	

C. Change - Job

	<u>Post</u>	<u>Significant Effects</u>
Success	1.41	None
Failure	<u>1.22</u>	
Total	1.35	

D. Change - Justice System

	<u>Post</u>	<u>Significant Effects</u>
Success	2.36	None
Failure	<u>2.72</u>	
Total	2.47	

IV. Intervention Scales

A. Family Intervention

	<u>Post</u>	<u>Significant Effects</u>
Success	2.56	None
Failure	<u>3.14</u>	
Total	2.74	

B. School Intervention

	<u>Post</u>	<u>Significant Effects</u>
Success	1.96	None
Failure	<u>1.78</u>	
Total	1.90	

C. Positive Involvement in YSB

	<u>Post</u>	<u>Significant Effects</u>
Success	3.49	None
Failure	<u>3.43</u>	
Total	3.47	

D. Job Intervention

	<u>Post</u>	<u>Significant Effects</u>
Success	1.80	None
Failure	<u>1.50</u>	
Total	1.70	

E. Legal Intervention

	<u>Post</u>	<u>Significant Effects</u>
Success	1.52	None
Failure	<u>1.58</u>	
Total	1.54	

In terms of the Life Domain Scales, a relatively large number of significant differences are observed. First, in terms of home involvement all youth served by the bureau demonstrate a pattern of significantly increasing involvement in home and family life. In addition, it appears that those youth who are ultimately successful are significantly more involved in home life throughout.

Second, no significant differences from pre to post or between success and failure groups are observed in terms of parental control. Third, in terms of sibling involvement, it can be seen from Table VI-25 that both groups demonstrate a decreasing involvement with their brothers and sisters over time. Fourth, in terms of being involved in the school system, it was observed that youth were ultimately successful in comparison to those youth who end up recidivating tend to be significantly more involved in school system activities. Fifth, in terms of employment, it was observed that the success group showed a decreasing involvement in the employment area over time and there was a significant difference favoring the success group in the job domain.

Sixth, the results of the justice system involvement scale are somewhat more complex. It is to be remembered that the scores reported in Table VI-25 are average item scores scored in the positive direction on a one to five scale. Hence, the scores of four plus on the justice system involvement scale are indicative of high levels of uninvolved or a lack of involvement in the justice system. In terms of the results observed in the justice system involvement scale the analyses indicated a significant decrease over time, a significant difference between the success and failure groups and a significant interaction. In short, the analyses of the justice system involvement scale indicate that the success group showed a relatively large decrease in their involvement in the justice system over time, while the failure group in fact became more involved in the justice system from the pre to post interval.

In summary, considering the results of the Life Domain Scales overall for the Port Huron Site, it appears that the Youth Service Bureau intervention was most successful with those youth who were more involved with their families, more involved in the school system, more involved in the employment field, and less involved in the juvenile justice system.

The next section of Table VI-25 (Section 3) is a presentation of the results of the Change Scales from the interviews completed with the youth and staff. There appear to be two outstanding characteristics of the results from the change scales. First, it can be seen from Table VI-25 that the change scales do not successfully discriminate between success and failure cases. Second, the levels of change reported on the Change Scales are indicative of Youth Service Bureau participants reporting no change as a result of bureau intervention in the areas of home and school and negative change in the areas of job and the justice system.

The results of the analyses from the intervention scales (subsection four of Table VI-25) fail to produce any significant differences in Youth Service Bureau activities between success and failure groups. Again, there are two dramatic characteristics of these results. First, it is intriguing that the amount of family intervention, school intervention, job intervention, etc. received by youth while served by the bureau is not predictive of success. Second, it is interesting to note that with the exception of the family intervention and positive involvement scales, the levels of intervention reported by both the staff and the youth are relatively low, in all cases low being a mean score of 2 on a five point scale. Scale scores at this level are indicative of activities occurring less than weekly.

In terms of the Port Huron site, it would appear that Youth Service Bureau intervention was most successful with those youth who had the most "going for them" at the time they were referred to the bureau. The results

from the intervention scale analyses call into question whether or not it was the Youth Service Bureau intervention per se rather than other historical and maturational events which caused the differences observed. Additional analyses were accomplished in these and other sites using multivariate techniques combining the questionnaire and interview data with official record data using factor analytic procedures. The results of this rather extensive and sequential process supported the conclusions from the univariate analyses. Namely, it appeared that the questionnaire and interview measures tended to be more related to each other than to official measures of outcome. This essentially provides confirmation for the descriptions and conclusions provided above. That is, no consistent evidence of positive effects associated with YSB intervention emerged.

Pre-Post Sample Analyses - East Detroit

The pre-post analyses for the East Detroit site were accomplished in a similar fashion to the Port Huron site and are presented in Table VI-26. In general, the results from the East Detroit site show far fewer significant effects. First, the self-report delinquency measure is not significantly related to the pre-post interval of the success-failure categorization. Second, the home involvement life domain scale demonstrates a pattern of results which is essentially counterintuitive. Namely, the level of involvement in home and family life displayed by the success group remains constant over time, while the failure group demonstrates a significant increase. It should be noted that this is a rather different pattern of results than was observed in the Port Huron site. The life domain scales of parental control, sibling involvement, school involvement, and jobs fail to demonstrate significant relationships either to the pre-post time interval or the success-failure categorization. The justice system involvement scale demonstrates a pattern of results identical to that observed in the Port Huron site. Namely, the

Table VI-26

Pre-Post Sample - East Detroit

I. <u>Self Report Delinquency</u> (Weighted Frequency Total)			
	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Success (N=24)	61.78	54.67	None
Failure (N=9)	<u>67.00</u>	<u>63.44</u>	
Total	63.52	57.59	
II. <u>Life Domain Scale</u> (Average Item Means - High Score = Positive)			
A. Home Involvement			
	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Success	3.99	3.98	Interaction
Failure	<u>3.88</u>	<u>4.33</u>	
Total	3.96	4.08	
B. Parental Control			
	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Success	2.96	2.93	None
Failure	<u>3.04</u>	<u>3.15</u>	
Total	2.98	2.99	
C. Sibling Involvement			
	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Success	3.06	2.93	None
Failure	<u>3.19</u>	<u>3.15</u>	
Total	3.10	2.99	
D. School Involvement			
	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Success	3.99	3.72	None
Failure	<u>3.71</u>	<u>3.77</u>	
Total	3.91	3.74	
E. Job			
	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Success	2.34	2.28	None
Failure	<u>2.40</u>	<u>2.26</u>	
Total	2.36	2.27	
F. Justice System Involvement			
	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Success	4.65	4.96	Success vs. Failure, Interaction
Failure	<u>4.44</u>	<u>4.00</u>	
Total	4.59	4.70	

III. Change Scales

A. Change - Home

	<u>Post</u>	<u>Significant Effects</u>
Success	3.57	None
Failure	<u>3.93</u>	
Total	3.67	

B. Change - School

	<u>Post</u>	<u>Significant Effects</u>
Success	3.35	None
Failure	<u>3.78</u>	
Total	3.46	

C. Change - Job

	<u>Post</u>	<u>Significant Effects</u>
Success	1.96	None
Failure	<u>2.06</u>	
Total	1.98	

D. Change - Justice System

	<u>Post</u>	<u>Significant Effects</u>
Success	3.02	None
Failure	<u>2.94</u>	
Total	3.00	

IV. Intervention Scales

A. Family

	<u>Post</u>	<u>Significant Effects</u>
Success	3.17	None
Failure	<u>3.55</u>	
Total	3.28	

B. School

	<u>Post</u>	<u>Significant Effects</u>
Success	2.15	None
Failure	<u>2.79</u>	
Total	2.32	

C. Positive Involvement in YSB

	<u>Post</u>	<u>Significant Effects</u>
Success	3.56	None
Failure	<u>3.93</u>	
Total	3.66	

D. Job

	<u>Post</u>	<u>Significant Effects</u>
Success	1.51	None
Failure	<u>1.72</u>	
Total	1.57	

E. Legal Intervention

	<u>Post</u>	<u>Significant Effects</u>
Success	1.21	Success vs. Failure
Failure	<u>2.21</u>	
Total	1.48	

success group is observed to decrease their involvement in the juvenile justice system while the failure group becomes more involved by their own report. In addition, the success group is less involved in the juvenile justice system overall. Fourth, in terms of the change scales, no significant differences are observed. However, it does appear that the staff and youth in East Detroit report considerably higher levels of positive change than was observed in Port Huron. It should be noted that the scores for these and other scales are not directly comparable across sites due to confounding of these effects with Model Evaluation Project interviewers hired in each site. Fifth, in terms of the intervention scales, the only dimension that demonstrates a significant relationship to success-failure is legal intervention. As might be expected, those youth who are categorized as failures (having had official contact with the justice system) received significantly more legal intervention as part of their Youth Service Bureau treatment.

Pre-Post Sample Analyses - Flint

It will be recalled from an earlier subsection that the Model Evaluation Project staff was unable to gain access to police and court records for the pre-post sample in Flint. During the interval between collection of cross-sectional data and the time for collection of the pre-post sample data, juvenile justice administrators in Flint decided that the access to records was no longer to be granted to the Model Evaluation Project staff. Hence, the only analyses that can be accomplished on the interview and questionnaire data for the Flint site involved the self-report delinquency and life domain scales. It is also to be remembered from Chapter III that these are the only two sets of interview and questionnaire data which were administered on a pre-post basis.

The results from the Flint site are presented in Table VI-27 and are rather difficult to compare to the other sites. Briefly, the self-report delinquency measure home involvement scale, sibling involvement scale, job scale, and justice system scale failed to show significant differences over time. The parental control scale shows a significant increase over time while the school involvement scale shows a significant decrease over time. Neither of these significant results represent a replication of patterns observed in other sites.

Summary. Unfortunately, the results of the interview and questionnaire data from the Flint, East Detroit and Port Huron sites add support to the lack of results observed on official delinquency rates. Where significant effects are observed on the questionnaire and interview scales, the vast majority are in the area of life domains and are related to the success-failure categorization. With only a single exception, the intervention scales, indicative of Youth Service Bureau intervention activities, are unrelated to program outcome. It would appear at this juncture that these results taken in combination with the official records are indicative of a minimal impact of Youth Service Bureau intervention. In terms of significant effects on the interview data over time, there are as many positive as negative significant differences observed. The success-failure distinction points out quite clearly that Youth Service Bureaus were more effective in keeping youth out of trouble when those youth already had significantly more positive community ties. Hence, it is unclear whether the ultimate lack of recidivism was a function of bureau intervention or other historical and maturational factors.

Experimental Site - Benton Harbor

As described in Chapter III, the Model Evaluation Project attempted to accomplish an experimental comparison of the effects of YSB intervention at

Table VI-27

Pre-Post Sample - Flint

I. Self Report Delinquency (Weighted Frequency Total)

<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
54.14	50.27	None

II. Life Domain Scales (Average Item Means - High Score = Positive)

A. Home Involvement

<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
3.74	3.66	None

B. Parental Control

<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
2.13	2.68	Time

C. Sibling Involvement

<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
3.16	3.20	None

D. School Involvement

<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
4.00	3.60	Time

E. Job

<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
1.89	1.90	None

F. Justice System

<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
4.41	4.52	None

Experimental Site - Benton Harbor

Number of Arrests (Means)

Analysis of Variance (N=90)

	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Experimental (YSB)	.17	.03	Condition, Time
Control	.39	.19	

Seriousness of Offenses (N=90)

Analysis of Variance

	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Experimental	.57	.06	Condition, Time Interaction
Control	1.30	.22	

Number of Petitions (N=90)

Analysis of Variance

	<u>Pre</u>	<u>Post</u>	<u>Significant Effects</u>
Experimental	.21	.17	None
Control	.14	.03	

the individual level in Benton Harbor. Unfortunately, this site turned out to be one of the least productive in terms of producing interpretable results even though a substantial proportion of MEP resources were committed to the evaluation. Briefly, it appears from the data that the random assignment procedures described in Chapter III were undermined. At the time of this writing, there is no particularly salient explanation for this situation. The random assignment procedures were handled by the MEP site director and local staff hired for the project and by their report the random assignment procedures were followed carefully.

Table VI-27 presents the analyses of the official delinquency measures for the Benton Harbor site. The three tables of means included in Table VI-27 are for the average number of arrests, the seriousness of offenses, and the number of court petitions. As can be seen from the data in Table VI-27 the experimental (N=59) and control (N=31) are significantly different at the point of intake. This difference is in the direction of favoring the experimental group in that the control group has been in far more official trouble for far more serious crimes at the point of intake. This has the obvious effect of calling into question the legitimacy of the experimental comparisons. In order to attempt to correct these problems statistically, analyses of covariance were accomplished on the post data using the pre data as the covariate. As would be expected rationally, the analysis of covariance remove the group differences making the post scores of the YSB served and control groups identical. In other words, when analyses are done which take into account the initial pre-differences observed between the two groups, there are no differences in observed recidivism between those clients served by the bureau and those clients randomly rejected.

The remaining analyses of the Benton Harbor data were equally unproductive. In short, the Life Domain Scales and Intervention Scales were not statistically

related to experimental condition or time. The self report delinquency measure demonstrated a pattern of results identical to that of the official delinquency measures. In conclusion, it would not appear that the Youth Service Bureau in Benton Harbor had positive effects on the youth served. However, this conclusion must be taken with a good deal of caution due to the problems outlined above.

Summary

In considering the results of the individual analyses component of the model evaluation project, a number of consistencies with results from other components emerge. In examining the results of the cross-sectional data involving a total end of approximately 2400 youth in four different Youth Service Bureaus, a number of conclusions can be reached. First, it appears that there is a very distinct linkage between the administrative attachment of the Youth Service Bureau and the major source of referrals. Second, the types of youth served by the bureaus in general can be characterized as "pre-delinquents". They represent a population which in many ways appear similar to general juvenile court populations although they have been involved in little, if any, previous criminal activity. A related conclusion is that it does not appear that Youth Service Bureaus were actively involved in the process of diversion in the classic sense (Cressey and MacDonald, 1976). The bureau's past functioning could more accurately be described as early identification.

Perhaps the most dramatic results from this subsection come from two data sources. First, in examining the previous and subsequent official delinquency rates of Youth Service Bureau clientele, it appears that the Youth Service Bureau intervention either did not affect or increased the rate of officially delinquency behavior. It is to be noted that this is highly contrary to the originally stated goals of the bureaus and in fact quite consistent

with a good deal of the labeling-theory-based attacks which have been leveled at Youth Service Bureau type programs. A second major point from this section's data casts some light on the lack of effects observed on official delinquency rates. When the intensity of direct services provided by Youth Service Bureaus is examined, it is quite clear that on the average Youth Service Bureau clientele received very minimal intervention. In light of this finding, the lack of positive results is not necessarily surprising. It should also be remembered that Youth Service Bureaus were under continuing pressure from both the Office of Criminal Justice Planning and local agencies to "process" large numbers of clients. To what extent this affected either artificially or accurately the resulting data is unknown.

Turning to the second set of analyses, which involved the primary data collected by the model evaluation project staff, a similar pattern of results emerge. Namely, it was observed that the Youth Service Bureau intervention did not affect the official delinquency rates of referred youth. Further, and perhaps even more dramatic, were the results which indicated that in fact the youth with whom the bureaus may have been most effective were those youth who needed an intervention the least in the first place. This observation in combination with the fact that the intervention scales were unrelated to the outcome of the youth leads to the conclusion that Youth Service Bureau intervention had very little if anything to do with ultimate outcomes observed on the target youth.

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APPENDIX D

DELINQUENCY ORIENTATION SCALE

APPENDIX D

DELINQUENCY ORIENTATION SCALE

Date _____ Position _____
 City _____ Degrees _____
 Length of Employment at Youth Service Bureau _____

The following statements represent a wide range of opinions regarding the causes and treatment of delinquency, as well as the role of the juvenile justice system. Please indicate the extent to which you agree or disagree with each by circling the appropriate number. The scale is as follows:

1. Strongly agree
2. Agree
3. Partially agree
4. Partially disagree
5. Disagree
6. Strongly disagree

	S	A	P	P	D	S
	A		A	D		D
1. A major advantage of the juvenile court is the ability to informally determine the best approach to rehabilitation	1	2	3	4	5	6
2. With well-trained personnel and small caseloads the juvenile court can offer quality services and legal safeguards are unnecessary.	1	2	3	4	5	6
3. The diversion of delinquents from the juvenile system is not likely to reduce delinquency because of the "soft" approach usually taken in these programs.	1	2	3	4	5	6
4. Treatment for crimes other than the most serious is best carried out on a voluntary basis.	1	2	3	4	5	6
5. The juvenile court is generally too lenient with delinquents	1	2	3	4	5	6
6. Those individual emotional and psychological factors underlying crime are not generally under the control of the person	1	2	3	4	5	6
7. It is of primary importance that the juvenile court limit its activities to only the serious offenders	1	2	3	4	5	6

	S	A	P	P	D	S
	A		A	D		D
8. Societal factors like racism and poverty are the critical variables underlying crime and delinquency.	1	2	3	4	5	6
9. To search for the cause of crime is fruitless since everybody at times is criminal but only certain persons happen to come to the attention of officials	1	2	3	4	5	6
10. The most important cause of crime can be found in the person themself	1	2	3	4	5	6
11. Smaller caseloads and more intense individual therapy are the keys to reducing crime	1	2	3	4	5	6
12. The prevention of delinquency is best accomplished by providing economic and social programs for those groups involved in criminal activity	1	2	3	4	5	6
13. Juveniles are best served if they are diverted totally from the social service system and not officially handled by any agency	1	2	3	4	5	6
14. The most important causes of crime are to be found outside of the individual and not under their control.	1	2	3	4	5	6
15. The most feasible way to prevent delinquency is the early identification of pre-delinquents and the provision of services to this group.	1	2	3	4	5	6
16. The best way to reduce crime and delinquency is to ensure that the potential punishment always outweighs the benefits derived from committing a crime	1	2	3	4	5	6
17. The introduction of legal safeguards into the juvenile justice process is likely to hinder its effectiveness.	1	2	3	4	5	6
18. In order to reduce delinquency there must be changes made in the educational and social institutions which serve youth.	1	2	3	4	5	6
19. The juvenile court procedure should contain all the legal protections afforded by adults	1	2	3	4	5	6
20. To prevent crime it is necessary to make it known that swift and sure punishment will result	1	2	3	4	5	6

	S	A	P	P	D	S
	A		A	D		D
21. Diverting youth from the juvenile justice system is important since it allows for the provision of services for younger and less serious offenders . . .	1	2	3	4	5	6
22. It is important for the juvenile court to become more involved in the social and familial aspects of delinquency	1	2	3	4	5	6
23. Understanding how laws are conceived, passed and enforced is more important than studying the causes of crime.	1	2	3	4	5	6
24. An individual chooses by "free will" to commit a crime.	1	2	3	4	5	6
25. The most beneficial approach to the crime and delinquency problem is to improve the quality and quantity of counseling and casework services . . .	1	2	3	4	5	6
26. The diversion concept is most important because it allows a youth to avoid the stigma of formal processing and still offers an avenue for delivering services	1	2	3	4	5	6
27. The best way to prevent crime and delinquency is to bring about broad changes in the economic structures of society so as to lessen the discrimination of inequality.	1	2	3	4	5	6
28. Where treatment is required it is necessary to clearly define expectations and specify the length of time to be involved.	1	2	3	4	5	6
29. In treating delinquency it is most important to develop a broad range of coordinated programs in the community above and beyond counseling.	1	2	3	4	5	6
30. Stricter and longer sentences would go a long way toward reducing criminal behavior.	1	2	3	4	5	6
31. The major cause of crime and delinquency can usually be traced to emotional and psychological factors.	1	2	3	4	5	6
32. Juvenile courts have gone too far in their attempts to help juveniles	1	2	3	4	5	6

APPENDIX E

PROGRAM PERCEPTIONS SURVEY

The items contained in the subscales developed by Moos are:

Involvement (1, 10, 19, 28, 37, 46, 55, 64, 73)

Support (2, 11, 20, 29, 38, 47, 56, 65, 74, 83)

Expressiveness (3, 13, 21, 30, 39, 48, 57, 66, 75)

Autonomy (4, 13, 22, 31, 40, 49, 58, 67, 76)

Practical Orientation (5, 14, 23, 32, 41, 50, 59, 68, 77, 84)

Personal Problem Orientation (6, 15, 24, 33, 42, 51, 60, 69, 78)

Order (7, 16, 25, 34, 43, 52, 61, 70, 79, 85)

Clarity (8, 17, 26, 35, 44, 53, 62, 71, 80, 86)

Staff Control (9, 18, 27, 36, 45, 54, 63, 72, 81)

APPENDIX E

PROGRAM PERCEPTIONS SURVEY

Instructions

This questionnaire is designed to get your impressions about the Youth Service Bureau. The questions are not designed to find out if the Bureau is "good" or "bad," but rather are focused on what kind of a program it is, what kinds of things go on in the program, what it's like working at the Bureau, what it's like working with the kids, and so on.

The questionnaire includes 86 statements in "true-false" format. If the statement is characteristic of the Youth Service Bureau, you should circle the "T." If the statement is not characteristic of the Bureau, you should circle the "F." The questions cover a wide variety of areas including the kids, the program, kinds of services, etc. Each question should be read carefully before responding. Remember the point is not to make your program look good or bad since there are no right or wrong answers. Rather please respond as accurately and honestly as possible. It is very important to represent your program as it really is.

Youth Service Bureau Environment Staff Form

- T F 1. The kids are proud of this program.
- T F 2. Staff have very little time to encourage the kids.
- T F 3. The youth are encouraged to show their feelings.
- T F 4. The staff act on the kids' suggestions.
- T F 5. There is very little emphasis on making plans for getting out of the program.
- T F 6. The clients are expected to share their personal problems with the staff.
- T F 7. The staff make sure that the YSB is always neat.
- T F 8. Staff sometimes argue with each other.
- T F 9. Once an appointment schedule is arranged for a client he/she must follow it.
- T F 10. The youth we get in the YSB really try to improve and get better.
- T F 11. The staff are interested in following up the kids once they terminate.
- T F 12. Our clients tend to hide their feelings.
- T F 13. The kids are expected to take initiative in this program.
- T F 14. The kids are encouraged to plan for the future.
- T F 15. The kids rarely talk about their personal problems.
- T F 16. The offices are often messy.
- T F 17. If the staff's approach to a client is changed the staff always tells him/her why.
- T F 18. The kids may criticize staff members to their face.

- T F 19. The kids in this program care about each other.
- T F 20. The staff help new kids get acquainted with the YSB and its approach.
- T F 21. The staff and clients say how they feel about each other.
- T F 22. The staff give kids very little responsibility for their improvement.
- T F 23. The clients are encouraged to learn new ways of doing things.
- T F 24. Personal problems are openly talked about.
- T F 25. The conference room usually looks a little messy.
- T F 26. When kids first come to the YSB someone explains how the YSB operates.
- T F 27. The kids will be terminated from this program if they don't obey the rules.
- T F 28. There is very little group spirit in this program.
- T F 29. The more mature kids in this program often work with the younger kids.
- T F 30. People say what they really think around here.
- T F 31. The clients have a say about what goes on here.
- T F 32. There is very little emphasis on what the kids will be doing after they terminate with the YSB.
- T F 33. Discussions in this program emphasize understanding personal problems.
- T F 34. This is a very well organized program.
- T F 35. Staff are always changing their minds here.
- T F 36. All decisions about the program are made by the staff and not by the kids.
- T F 37. The kids put a lot of energy into what they do in the YSB.

- T F 38. The kids rarely help each other.
- T F 39. The kids say anything they want to say to the staff.
- T F 40. The staff discourages criticism from the kids.
- T F 41. Staff care more about how the kids feel than about their day-to-day problems.
- T F 42. Staff are mainly interested in learning about the kids' feelings.
- T F 43. Things are sometimes very disorganized around here.
- T F 44. Staff tell the kids when they're doing well.
- T F 45. The staff very rarely punishes kids by detaining them.
- T F 46. The program has very few social activities.. for the kids.
- T F 47. Staff go out of their way to help the kids.
- T F 48. The kids are careful about what they say when the staff are around.
- T F 49. Staff encourage the clients to initiate their own activities.
- T F 50. This YSB emphasizes training for new kinds of jobs.
- T F 51. The clients are rarely asked personal questions by the staff.
- T F 52. Many of the kids look messy.
- T F 53. If a youth breaks a rule of the YSB he knows what will happen to him/her.
- T F 54. Staff don't order the kids around.
- T F 55. Very few things around here ever get people excited.
- T F 56. Staff are involved in the youth's activities in the community.

- T F 57. When the kids disagree with the staff they keep it to themselves.
- T F 58. Staff rarely give in to client pressure.
- T F 59. The kids in this program are expected to work toward their goals.
- T F 60. The staff discourage talking about sex roles.
- T F 61. Sessions with the kids are carefully planned.
- T F 62. The kids are always changing their minds about what they want.
- T F 63. If a client argues he/she will get into trouble with the staff.
- T F 64. Discussions are pretty interesting in this program.
- T F 65. Counselors have very little time to encourage clients.
- T F 66. It is hard to tell how the kids are feeling in this program.
- T F 67. The kids in this program are encouraged to be independent.
- T F 68. The new treatment approaches are often tried in this program.
- T F 69. Staff try to help the kids understand themselves.
- T F 70. The staff sometimes miss their appointments with clients.
- T F 71. The kids never know when a counselor will ask to see them.
- T F 72. The staff regularly check up on each youth.
- T F 73. The youth don't do anything for themselves unless the staff ask them to.
- T F 74. Staff encourage group activities among the youth.
- T F 75. In this program staff think it is a healthy thing to argue.

- T F 76. There is no client input to this program.
- T F 77. The kids must make special plans before terminating with the program.
- T F 78. The clients hardly ever discuss their sexual lives.
- T F 79. The staff set an example for neatness and orderliness.
- T F 80. The clients never know when they will be terminated.
- T F 81. The clients can call staff by their first names.
- T F 82. This is a friendly program.
- T F 83. The staff knows what the kids need.
- T F 84. There is very little emphasis on making the kids more practical.
- T F 85. The kids are rarely kept waiting when they have appointments with the staff.
- T F 86. The kids know when counselors will want to see them.

APPENDIX F

ENVIRONMENTAL ASSESSMENT INTERVIEW GUIDE

APPENDIX F

ENVIRONMENTAL ASSESSMENT INTERVIEW GUIDE YOUTH SERVICE BUREAUS

History

Pre Youth Service Bureau Factors

1. With whom (individuals and agencies) did the original idea for the YSB originate (specify)?
2. Who (individuals and agencies) was involved in the original planning for the YSB?
3. Who (individuals and agencies) supported or opposed the original idea for a Youth Service Bureau?
4. What were the community characteristics used to support the need for a YSB (juvenile delinquency, lack of services, etc.)?
5. At the time it was established, what were the factors (political, social, economic conditions; staff quality, etc.) that you thought would facilitate or hinder progress toward the achievement of project goals and objectives?
6. How much civic (community) support was there for the creation of a YSB?

Post Youth Service Bureau Factors

1. Who are the individuals and organizations who presently support the idea of a Youth Service Bureau?
2. Who is involved in the ongoing planning and activities of the Youth Service Bureau? (Why?/why not?)
3. Has there been any change in the individuals and agencies who support or oppose the idea of a Youth Service Bureau?
4. What are the community characteristics used to support the continued need for a Bureau?
5. What are the factors which now appear to have facilitated or hindered the success of the Youth Service Bureau?
6. How much civic (community) support is there now for the continuation of a Youth Service Bureau?

Pre Youth Service Bureau Factors

7. Where was the YSB to be located in the youth service delivery system structure (court, police department, community service agency, established as new agency)?
8. With what (if any) other organizations did the YSB have agreements for future cooperation?
9. When it was established, what were the prospects for future funding of the YSB project after the OCJP grant was completed?

Post Youth Service Bureau Factors

7. Have there been any changes in the location of the Youth Service Bureau in the youth service delivery system structure? If you could, what changes would you recommend?
8. With what (if any) other agencies does the Youth Service Bureau now have the agreements for cooperation?
9. What are the present prospects for the future funding of the Youth Service Bureau?

Goals and Objectives

10. What were the intended goals and objectives (functions) for the YSB?
 11. To what degree did other agencies agree with these goals?
 12. What priorities were assigned to the various goals and objectives by the original planners?
 13. How did other agencies prioritize these goals and objectives?
 14. What was the conceptual model (assumptions concerning the causes of delinquency, etc.) upon which these goals and objectives were selected?
10. Have there been any changes in the intended goals and objectives of the Youth Service Bureau?
 11. To what degree do other agencies agree with the present goals and objectives of the Youth Service Bureau?
 12. Have the priorities assigned to various goals changed over the life of the project?
 13. How do other agencies prioritize the goals and activities of the Youth Service Bureau?
 14. Have there been any changes in the conceptual model utilized by the Youth Service Bureaus?

Pre Youth Service Bureau Factors

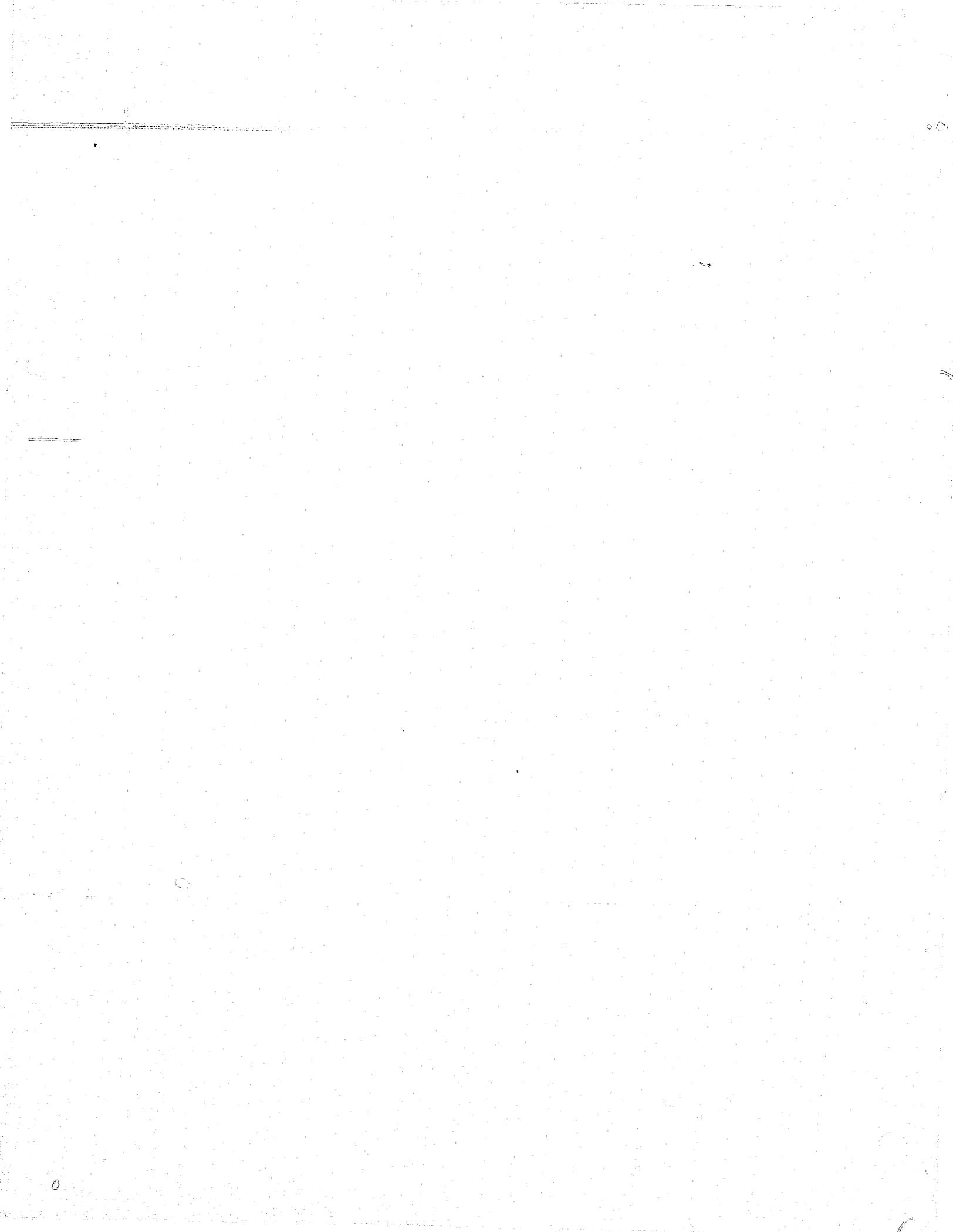
Post Youth Service Bureau Factors

Activities

- | | |
|--|---|
| 15. What activities (intervention strategies) were selected for the actual implementation of the Youth Service Bureau project? | 15. Have there been any changes in the activities (intervention strategies) utilized by the Youth Service Bureau in implementing its project? |
| 16. To what degree did other agencies participate in the selection of these activities? | 16. To what degree do other agencies participate in the activities (including making referrals) of the Youth Service Bureau? |
| 17. To what degree did other agencies agree with the activities selected for Youth Service Bureaus? Why? | 17. Has there been any change in the support given by other agencies to Youth Service Bureau activities? |

External Perceptions

- | | |
|---|---|
| 18. How much did you expect the YSB project and its staff to relate to other agencies when the project began? | 18. How much and how well do members of the Youth Service Bureau staff relate to other agencies? Which agencies do they relate best with and why? |
| 19. What was the attitude of other agencies toward the idea of a YSB? | 19. How do other agencies feel about the idea of a Youth Service Bureau now? Have there been any significant changes in these attitudes? |
| 20. What did other agencies think about the idea of diverting problem youth from the juvenile court? | 20. How do other agencies presently feel about the idea of diverting problem youth from the juvenile court? Have there been any significant changes in these attitudes? |
| 21. What did other agencies think about the idea of juvenile court intake using the YSB as an alternative to judicial processing? | 21. How do other agencies presently feel about juvenile court intake using Youth Service Bureaus as an alternative to further judicial processing? |
| 22. How much did you expect the existence of a YSB would influence the manner in which other agencies handled problem youth? | 22. How much impact has the existence of the Youth Service Bureau had on the manner in which other agencies deal with problem youth? |



END