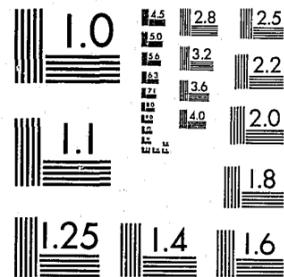


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EVALUATION OF YOUTH SERVICE BUREAUS

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## PREFACE

In 1968 the California Legislature passed the Youth Service Bureaus Act, which had been introduced by Senator George Deukmejian and which established Youth Service Bureaus on a pilot basis in the state.

Annual reports on the pilot bureaus' progress were submitted for three years by the California Youth Authority to the Legislature, as required. Although the Youth Service Bureaus Act called for a final report to the 1972 session of the Legislature, funding from the National Institute of Law Enforcement and Criminal Justice allowed for extending the evaluation of the pilot phase of the Youth Service Bureau concept in California. With this report, the Youth Authority completes its evaluation of the earliest stages of Youth Service Bureaus in California.

Many people deserve thanks for contributing to this evaluation. In particular, the coordinators and staff of each Youth Service Bureau evaluated could not have been more cooperative. They not only shared the joys and successes in their programs; they were also frank in sharing their moments of despair and their programs' weaknesses. Moreover, they regularly and without complaint provided us with the data necessary for the information system.

We also appreciate the efforts of the Bureau of Criminal Statistics staff and several law enforcement and probation departments throughout the state in providing us with data.

Within the Youth Authority, the Division of Community Services staff was particularly helpful in many ways. Last but in no way least,

Madge Richardson and Dalys Lum got things coded, tabulated, typed and organized. They deserve special applause.

Thanks to all of you, and particularly thanks to those we haven't named. We haven't forgotten your help, either.

## HIGHLIGHTS

This study's purpose was to evaluate Youth Service Bureaus in California. Objectives were to determine if the bureaus could divert juveniles out of the justice system, coordinate community resources, and reduce delinquency in the areas served. Included in the report are:

- An overall evaluation of the bureaus established pursuant to California's Youth Service Bureaus Act of 1968.
- Separate analyses of ten Youth Service Bureaus.

Evaluation methods included designing and maintaining an information system on youth served, obtaining service area delinquency statistics, observing programs, interviewing project staff and community resources, and providing technical assistance to bureaus conducting supplementary evaluations.

These are the main findings of this evaluation:

- The pilot California Youth Service Bureaus' hallmark was to develop and provide services directly -- often with staff detached from other agencies -- to youth referred by an array of agency and individual sources.
- Most of the California bureaus received a majority of their referrals from agencies. Schools were the most frequent referral source among agencies. Justice system use of the bureaus as a referral resource was less than anticipated, varied from community to community, and fluctuated through time.

- During July 1971 to June 1972 ten California Youth Service Bureaus provided direct service to nearly 5,000 new clients. Youth were referred for both delinquent and nondelinquent reasons. New clients were most often fifteen years old.
- The single most frequent service delivered to Youth Service Bureau clients was family counseling. As intended, the typical youth had few contacts with a bureau, with many youth either needing or accepting bureau services briefly.
- Based on a study in selected bureaus, youth referred to the Youth Service Bureaus from all sources were less likely to be arrested in the six months following bureau intake than in the six months before.
- Delinquency was reduced in most of the bureau service areas. This conclusion is based on the substantial reduction in juvenile arrests in the majority of the areas compared with the period before the bureaus were opened.
- Diversion from probation intake was apparent. The number of juvenile arrests referred to probation intake decreased markedly in four of the five areas where data were available. These decreases were from twenty to forty percent.
- Service area data show that the most dramatic diversion of juveniles from justice system processing was from probation intake among youth with three characteristics:

- not already on probation
- residents of the bureau service area
- referred to probation by the bureau area's local police

In the three bureau areas where data were available, initial probation referrals of bureau area youth referred by local police decreased between 45 percent and 60 percent in two to three years.

- While justice agencies in the service areas did not refer all of the diverted youth to the bureaus, these agencies began to handle youth in trouble differently. Thus, the presence of a Youth Service Bureau appears to affect youth other than those whom it serves directly.
- In summary, by providing services for youth most of the first Youth Service Bureaus in California were instrumental in diverting youth out of the justice system. Moreover, the preponderance of evidence is that delinquency was reduced in the bureau service areas.

## CHAPTER I. INTRODUCTION

This is an evaluation of Youth Service Bureaus in California. These pilot bureaus have their roots in the President's Commission report of 1967, whose major specific recommendation for delinquency prevention programming was the youth service bureau.<sup>1</sup>

Youth Service Bureau strategy in California was based on the thinking presented in the President's Commission report, coupled with the mandate of special Youth Service Bureau legislation and suggestions for implementation in statewide Standards and Guidelines.

What follows is a brief description of Youth Service Bureau origins in the nation and in California.

### Origins of Youth Service Bureau Concept

In 1967 the President's Commission recommended that youth service bureaus act as central coordinators of all community services for young people and also provide services lacking in the community or neighborhood, especially ones designed for less seriously delinquent juveniles.

The Commission recommended:

- Communities should establish neighborhood youth-serving agencies-- youth service bureaus -- located if possible in comprehensive neighborhood community centers and receiving juveniles (delinquent and nondelinquent) referred by the police, the juvenile court, parents, schools, and other sources.

- Efforts, both private and public, should be intensified to . . . establish youth service bureaus to provide and coordinate programs for young people.
- Police forces should make full use of the central diagnosis and coordinating services of the youth services bureau.<sup>2</sup>

In elaborating on these recommendations, the Commission's Juvenile Delinquency Task Force indicated that long-term recommendations for youth service bureaus required the creation of new social institutions.<sup>3</sup> However, the Task Force suggested that currently existing neighborhood centers could serve as the basis for the necessary institutions, even though they did not appear to be making a sufficient impact on delinquency control at that time. Nevertheless, the Task Force favored the expanded use of community agencies, ideally to be located in comprehensive community centers, for dealing with delinquents nonjudicially and close to where they live.

The Task Force suggested exploring the availability of federal funds both for establishing the coordinating mechanisms basic to the youth service bureau's operations and for instituting programs needed in the community. A range of operational forms was mentioned as a possibility. Staffing advocated in that report focused on laymen, engaged as volunteers or paid staff, to augment the professional staff in the official justice system agencies.

The target population recommended for youth service bureau service ideally was to be both delinquent and nondelinquent youth. While anticipating that some cases would normally originate with parents, schools, and other sources, the Task Force expected the bulk of referrals to come from police

and juvenile court intake staff. "Police and court referrals should have special status in that the youth services bureau would be required to accept them all."<sup>4</sup> The Task Force report continued, "The youth services bureau should also accept juveniles on probation or parole . . . It should accept 'walkins' and parental requests for voluntary service. It should respond to requests for aid from other organizations and individuals. But the compelling priority would be youth who have already demonstrated their inability to conform to minimal standards of behavior at home or in the community."<sup>5</sup> "Troublemaking" and "acting out" were two other terms the report used in describing the target population.

In conjunction with the key group of youth to be served ("troublemaking") and the primary referral sources proposed (police and court intake), it is critically important that the President's Commission envisaged that referral to the bureau and acceptance of the bureau's service would be voluntary. Otherwise, the Commission said, "The dangers and disadvantages of coercive power would merely be transferred from the juvenile court to it."<sup>6</sup> The proposed youth service bureau was to render service on request of parents or with their consent. Voluntary participation by the juvenile and his family in working out and following a plan of service or rehabilitation was to be fundamental to the bureau's success, since it was designed to offer help without coercion. Moreover, the Task Force report stated, "In accordance with its basic voluntary character, the youth services bureau should be required to comply with a parent's request that a case be referred to the juvenile court."<sup>7</sup>

Significantly, the Task Force proposed the youth service bureau as an alternative to the juvenile court, rather than a substitute for it. In

other words, the youth service bureau proposed by the 1967 President's Commission was to offer juveniles and their parents a choice between juvenile court and the youth service bureau and was not planned to completely take the place of the juvenile court.

While a broad range of services and certain mandatory functions were suggested for the youth service bureau, individually tailored work with troublemaking youth was proposed as a primary function. The Task Force recommended that the bureaus would have a mandatory responsibility to develop and monitor a plan for service for these youth. In addition, the Task Force intended youth service bureaus to act as central coordinators of all community services for young people and to provide services lacking in the community or neighborhood, especially ones designed for less seriously delinquent juveniles. Services were to be under the bureau's direct control either through purchase or by voluntary agreement with other community organizations. Suggestions for service included group and individual counseling, placement in group and foster homes, work and recreational programs, employment counseling, and special remedial or vocational education.

Even though the Task Force stressed that acceptance of the youth service bureau's services would be voluntary, it nonetheless recommended that ". . . if the request to seek available help is ignored, the police or, in certain communities, another organized group may refer the case to court."<sup>8</sup> However, the Task Force suggested that the option of court referral should terminate when the juvenile or his family and the youth service bureau agree upon an appropriate disposition. "If a departure from the agreed-upon course of conduct should thereafter occur, it should be the community agency [the

youth service bureau] that exercises the authority to refer to court."<sup>9</sup> More specifically, the Task Force proposed, "it may be necessary to vest the youth services bureau with authority to refer to court within a brief time--not more than 60 and preferably not more than 30 days--those with whom it cannot deal effectively."<sup>10</sup> Paradoxically, the Task Force also stated that it is inappropriate to confer on youth service bureaus ". . . a power to order treatment or alter custody or impose sanctions for deviations from the suggested program."<sup>11</sup>

The Commission also envisaged some of the consequences which could result from instituting youth service bureaus and some of the choices to be considered in planning for them: "The relationships among the parts of the criminal justice system and between the system and the community's other institutions, governmental and nongovernmental, are so intimate and intricate that a change anywhere may be felt everywhere . . . A reform like organizing a Youth Services Bureau to which the police and juvenile court, and parents and school officials as well, could refer young people will require an enormous amount of planning. Such a bureau will have to work closely with the community's other youth-serving agencies. It will affect the caseloads of juvenile courts, probation services and detention facilities. It will raise legal issues of protecting the rights of the young people referred to it. It could be attached to a local or State government in a variety of ways. It could offer many different kinds of service. It could be staffed by many different kinds of people. It could be financed in many different ways."<sup>12</sup>

### Origins of Youth Service Bureaus in California

In 1968 Senator George Deukmejian introduced the Youth Service Bureaus Act<sup>13</sup> in the California State Legislature. This Act provided the framework and pilot funding for the first Youth Service Bureaus to be initiated and funded by a state.<sup>14</sup>

To partially defray expenses in establishing Youth Service Bureaus in not more than four communities in California, State support of \$100,000 was included in the Youth Service Bureaus Act.

The California Youth Authority, working in conjunction with local communities, provided leadership for developing pilot Youth Service Bureaus within the state. Youth Authority staff, the California Delinquency Prevention Commission, and County delinquency prevention commissions worked together to develop standards and guidelines for the program, established pursuant to the legislation. The Youth Authority was also selected to administer the funds, to provide technical assistance and to evaluate the pilot Youth Service Bureaus.

The \$100,000 of State support was matched with \$150,000 in LEAA funds through the California Council on Criminal Justice. This permitted expansion of the pilot bureaus to five additional communities, as well as providing for the initial evaluation by the Youth Authority's Division of Research and Development. Thus, not four--but nine--pilot bureaus were established in the state.

The seed money of \$25,000 per bureau per year was intended as an incentive for local public and private agencies to pool their delinquency

prevention resources. It was not intended to provide complete funding for a Youth Service Bureau.

Each Youth Service Bureau funded in this manner in California was:

- To coordinate community public agencies and private organizations interested in delinquency prevention so that they could work together to divert youth from the juvenile justice system.
- To have the support of the juvenile court, the probation department, and the law enforcement agencies of the community to be served.
- To be locally controlled by a managing board.
- To be staffed by a youth services coordinator, hired from grant funds, to serve as executive officer of the managing board and to be primarily responsible for day-to-day operations and services. Additional full or part-time staff and supportive services were to be contributed from participating agencies, organizations and volunteers.
- To be a neighborhood center centrally located in the community to be served.
- To be a place in the community to which delinquents and delinquency-prone youth could be referred by law enforcement agencies, parents, schools, and other sources in lieu of referral to an official justice agency.
- To provide a wide range of services and continuity of treatment for individual youth.<sup>15</sup>

State funds for the pilot Youth Service Bureaus were unavailable after June 30, 1971, because of State budget cuts. To continue operating, all but one of the pilot bureaus applied directly to the Council on Criminal Justice for funding. With the new funding situation, more than the original \$25,000 per year seed money was available to each of the bureaus. Grants of federal funds ranged from \$50,000 to \$143,000 per bureau, depending mainly on local match available.

In order to complete the evaluation of the pilot phase of Youth Service Bureaus in California, the Youth Authority received a grant from the U. S. Department of Justice, National Institute of Law Enforcement and Criminal Justice. This report is the result of that evaluation.

#### Organization of This Report

Chapter II discusses some of the theoretical assumptions underlying the objectives set forth in the Youth Service Bureaus Act and in the Standards and Guidelines for California's pilot bureaus. This chapter also defines some of the major terms used throughout the report. In Chapter III, the evaluation is described: its objectives, criteria, and methods.

Chapter IV reviews the strategy used in California's Youth Service Bureaus. This includes their decision structure, their staffing, and their functions. A primary function, direct services to youth, is described in more detail in Chapter V. This chapter reports on referral sources to the bureaus, reasons for referral, clients' characteristics, and the amounts and types of direct work with youth.

Chapter VI summarizes the Youth Service Bureaus' role in coordination of delinquency prevention resources, both on a case level and on a program level. Law enforcement and Youth Service Bureaus were seen as developing a special relationship. Therefore, Chapter VII looks at this specific linkage.

Chapters VIII and IX evaluate the Youth Service Bureaus' impact. Chapter VIII analyzes diversion on an individual level and on a community level from the juvenile justice system. In Chapter IX, the effect of Youth Service Bureaus on delinquency reduction is examined.

In Chapter X, this evaluation's conclusions regarding the pilot Youth Service Bureaus in California are summarized.

While this concludes the main report, the reader's attention is called to the Appendices, where each of the pilot Youth Service Bureaus is briefly described and its impact analyzed. These descriptions each summarize the bureaus' service area, decision structure, facility, staff, youth served, service provided, and impact. The main report focuses on evaluating the Youth Service Bureau concept, but the Appendices convey more of the flavor of individual Youth Service Bureaus as they were implemented throughout California.

## CHAPTER II. OBJECTIVES, ASSUMPTIONS AND DEFINITIONS

The goals for youth service bureaus suggested by the President's Commission in 1967 were principally to provide and coordinate programs for young people.

The President's Commission saw three levels of controlling and combating delinquency: 1) Opportunity for all young people to participate in the legitimate activities of society; 2) Coercive authority of the court (including custody, adjudication of fact, and imposition of sanction) for those who, at this point in our understanding of human behavior, appear to need it; and 3) Help particularized enough to deal with the special needs of youth with special problems but that does not separate them from their peers and label them for life.<sup>16</sup>

Youth Service Bureaus were presented as one solution particularly applicable to the last level. The President's Commission assumed at that level the stigma of delinquency could be avoided by using community agencies instead of processing by an official agency regarded by the public as an arm of crime control.

(More recent proposals for youth service systems, particularly by the U. S. Department of Health, Education and Welfare, Youth Development and Delinquency Prevention Administration, have encompassed two of the three levels. Youth service systems not only focus on the special needs of youth with special problems but also on opportunities for all young people to participate in the legitimate activities of society.<sup>17</sup>)

In California, broad goals for the pilot bureaus were specified in the Youth Service Bureau Act: "It is the intent of this Act to explore the use of a program which would allow local delinquency prevention services and resources to operate within a single facility and organizational structure as a means to (a) provide needed coordination of efforts, and (b) reduce the incidence of delinquency in selected project areas."<sup>18</sup>

Two immediate objectives for the pilot Youth Service Bureaus in California were based on these broad goals:

- To divert a significant number of youth from the juvenile justice system.
- To utilize existing community resources in a more coordinated manner.

These are intermediate objectives. The ultimate objective was clearly set forth in the state legislation:

- To reduce the incidence of delinquency in the project areas.

### Diversion from the Juvenile Justice System -- A Rationale

While the concept of diversion was discussed less often in 1967 than today, youth service bureaus were proposed in part as a response to the problems created by processing juveniles through the justice system.<sup>19</sup> Planners, increasingly aware of these problems, set diversion from the juvenile justice system as one of the fundamental goals of California's pilot Youth Service Bureaus.

The diversion goal presumes that justice system processing may not be the most effective method for preventing further delinquency among the bulk

of juveniles who get into trouble. Disillusionment with the effect of the juvenile justice system is due to ambiguous definitions of delinquency, dispositions based on idiosyncratic decisions, and adverse consequences resulting from justice system processing.

Each year a vast number of young people enter the juvenile justice system for acts which are not crimes for adults: incorrigibility, truancy, running away, and even stubbornness. In addition, substantial numbers of juveniles are processed by the justice system for minor offenses which are neither recurring nor a serious threat to the community.

With the ambiguous definitions of delinquency, there are virtually no nondelinquents. "Juveniles have committed, and commit acts daily, which if detected could result in adjudication."<sup>20</sup>

Because of this catchall character of the statutes which define delinquency, the community, the police, and the courts respond unevenly to delinquent activity--uneven in defining and reporting delinquency and in apprehending, detaining, and referring the young person for further processing by the system.

This uneven response to delinquency is due in part to the absence of clear-cut criteria for selective reduction from justice system processing. Thus, law enforcement and probation intake staff have been tacitly encouraged to screen out cases (and screen in cases) based on idiosyncratic choice. Decisions are heavily weighted by an individual's discretion and are often based on factors which may be irrelevant to preserving public safety in the community.

More specifically, "The power of a group determines its ability to keep its people out of trouble with the law, even in instances where they have actually violated it . . . . When a group's general capacities to influence are high, the official delinquency rates of its children and youth tend to be low."<sup>21</sup> Martin also points out that competent communities have long been reducing official delinquency by meeting the problem by unofficial means, utilizing the community's--not an individual's--sustained, organized, recognized and utilized power.

In this way, community conditions and organizational arrangements significantly contribute to and differentiate who is to be or not be a delinquent.<sup>22</sup>

Other experts have cited individual economic power to buy services for one's child as another method of selective reduction from justice system processing.<sup>23</sup>

Although the first juvenile court was established nearly 75 years ago to advance the welfare of children, its history has demonstrated that this goal has not often been achieved. Indeed, juvenile court processing has instead magnified some of the problems it was created to resolve.

The juvenile court has been called ". . . the marketplace wherein the community reputations and social identities of youth in trouble are transacted."<sup>24</sup> For all too many youth, it becomes the marketplace wherein a negative community reputation is unwillingly purchased, consumer protection is minimal, and all sales are final.

Once a juvenile is identified as a delinquent, labeling and differential handling allow him fewer opportunities for positive participation in

the normal or more acceptable institutions of his community. There are many examples of how the stigma resulting from a delinquency record can produce multiplied handicaps: increased police surveillance, neighborhood isolation, lowered receptivity and tolerance by school officials, and rejection by prospective employers.<sup>25</sup>

The self-fulfilling prophecy of being labeled a delinquent further reduces the self-esteem of the juvenile selected for justice system processing and diminishes his stake in conforming to even minimal community expectations.

Furthermore, there is evidence that the farther a juvenile becomes engulfed in the justice system, the greater are his chances of subsequent arrest.<sup>26</sup>

Thus, there are several disadvantages arising from the present practices of enmeshing juveniles in the justice system. One difficulty is the over-nomination for justice system processing of youth committing delinquent acts, based on the ambiguous and catchall character of current statutes and on community attitudes toward defining and responding to delinquency. Another difficulty is the differential selection for further processing, determined by idiosyncratic dispositional choices. On a more far-reaching level, this is based on the community's political power or the family's economic power. Officially labeling a young person a delinquent and thereby stigmatizing him only compound the inequities generated by his initial selection from an amorphous pool of would-be delinquents.

These, then, are among the reasons for developing youth service bureaus with a diversion objective, focused on providing an alternative to the justice system for young people in trouble.

Two alternatives to justice system processing merit consideration:

- (1) Some of the actions of children and parents now subject to definition as delinquency or unfitness should be considered as part of the inevitable, everyday problems of living and growing up.
- (2) Many of the problems considered as delinquency or predelinquency should be defined as family, educational, or welfare problems, and diverted away from the juvenile court into other community agencies, such as the youth service bureau.<sup>27</sup> In this manner, ". . . problems will be absorbed informally into the community, or if they are deemed sufficiently serious, they will be funneled into some type of diversion institution, staffed and organized to cope with problems on their own terms rather than as antecedents to delinquency."<sup>28</sup>

#### Definition of Diversion

With the problems inherent in juvenile justice system processing, diversion emerged as a strong need to which California's Youth Service Bureaus were addressed. Therefore, a clear understanding of what is meant by diversion is critically important.

Diversion is defined in this discussion as the process whereby problems otherwise dealt with in a context of delinquency and official action will be defined and handled by other nonjustice system means.<sup>29</sup> Advocates of diversion propose that diversion should be the goal of prejudicial processing with a clearly defined policy and with decisions based on predetermined criteria.<sup>30</sup> In this analysis, the term diversion is limited to identified programs that have clearly stated objectives, that are selected as rational and visible alternatives to further processing into the justice system, and are, in fact, operational and not just theoretical.<sup>31</sup>

In planning for California's initial Youth Service Bureaus, it was assumed that diversion policies would be implemented administratively in the communities where Youth Service Bureaus were established. Legal strategies for diversion, such as limiting the jurisdiction of the juvenile court or mandating exploration of alternative resources before referral to court intake, were not put into operation with the Youth Service Bureaus Act.

#### Coordination of Community Resources -- A Rationale

"To act as central coordinators of all community services for young people." This was one function proposed for the youth service bureaus by the President's Commission Task Force.

From this, one may infer that part of the problem to be addressed by the bureaus may rest with an inappropriate response of the community and its institutions to young people and their problems.

Having considered the problems attached to processing by the juvenile justice system, one may question whether delinquency prediction and early identification for prevention programs, perhaps through the schools, would be a preferable alternative.

Because of the arbitrary reasons and selection methods for justice system processing, there is no accurate method for predicting delinquency. Indeed, most prediction methods overpredict and include many children who never come to the attention of the justice system. In addition, early identification magnifies the negative labeling process, stigmatizing the child earlier in life with a "predelinquent" or "delinquent prone" label.

Channeling young people into traditional delinquency prevention programs, moreover, perpetuates one of the fallacies underlying much of juvenile justice processing at the present time: that what is wrong with a delinquent is limited to the youth or his family.<sup>32</sup>

A potential role for youth service bureaus, then, is to challenge this fallacy and to recognize that there is a fundamental need to modify the system of social and justice services. Coordination of community services and resources is one method of filling this need.

There are several reasons for the youth service bureaus to attempt to fill the needs for system modification and coordination. Gaps in services, duplication, fragmentation and inaccessibility of services are all found on a widespread basis.

The California Youth Service Bureaus Act assumed that sufficient delinquency prevention services and resources already exist. This is a premise with which many people strongly disagree. Indeed, in most communities there are gaps in the services presently existing for young people in trouble. Many of the services needed to respond to young people's problems are simply not available, particularly when the youth or his family do not have the means to pay for them.

At the same time, some services are duplicated. Planning for additional services is seldom coordinated, thereby unwittingly increasing the duplication. Duplication of services within a community is also increased when large agencies habitually make referrals to specialized personnel within the agency.

On an individual case level, services to youth are often fragmented. Often, various agencies or parts of agencies are unconcerned with the consistency of their policies from the client's viewpoint. Youth workers are more frequently responsible only for the content of their endeavors rather than for both the content and consequences of them. One observer noted: "We have not yet established the principle that . . . an agency which has rendered incomplete or unsuccessful service has some obligation for assuring continuity of community concern when its own contact ends."<sup>33</sup> Fragmentation of services points to the need for continuity of treatment for individual youth.

When referrals are made to other agencies or organizations, they are often superficially made -- with the knowledge that no good will be accomplished. This has been called "community self-deception"<sup>34</sup>, but it has been perpetuated because there has been no continuity of responsibility between agencies.

The inappropriate response of existing community services to youth includes problems of accessibility. Inconvenient locations, unrealistic hours, impersonal styles of delivery, and unresponsiveness to the needs of youth currently living in the area are often drawbacks to linking youth in trouble to the community's public and private services. In addition, some of the services systematically exclude troublemaking youth from participation.

"Social agencies generally resist working with hard-to-reach youth and are seldom equipped to do so. Furthermore, young people themselves resist seeking help unless they are assisted by a youth worker in whom they and their peers have confidence."<sup>35</sup>

Thus, there are several reasons for focusing on system modification and coordination, instead of solely focusing on behavior change among youth in order to reduce delinquency.

The Youth Service Bureau legislation in California assumed that the bureaus could help eliminate duplication of efforts in a community. The legislation also implied that by coordinating services and resources, each Youth Service Bureau could provide a wide range of services within a single facility and organizational structure. It also proposed that by doing this, the bureau could furnish continuity of treatment for individual youth. With the seed money as an incentive for local public and private agencies to pool their resources, it was intended that staff and supportive services would be contributed by participating agencies, organizations and volunteers, thereby enhancing the likelihood of coordinated programs.

#### Definition of Coordination

Because coordination can refer to a multitude of activities in the social services and criminal justice fields, a variety of interpretations of the Task Force's intent has been suggested and confusion has resulted.

Delinquency prevention coordination may be defined as a system of exchanges<sup>36</sup> with the goal of bringing agencies into a common action, movement or condition. This system of exchanges becomes more complex as the quantity and value of the agencies' resources committed to coordination increase. As this happens, agencies may become increasingly cautious about coordinating their resources, since increased commitment of resources requires greater risk-taking.<sup>37</sup>

One level of coordination is case coordination. Another level is program coordination.

If the Youth Service Bureaus are to provide continuity of treatment for individual youth, it is assumed they will coordinate cases. Case coordination may involve information, referral and allocations of responsibility through such techniques as case conferences. Referrals may include linking youth to services through a variety of methods. Referrals may include accountability to the referral source and, if the service has been unsatisfactorily delivered, intervention with individual advocacy.

If the Youth Service Bureaus are to reduce duplication of delinquency prevention efforts--as well as to reduce gaps, fragmented services, and inaccessibility, it is assumed they will coordinate programs. Program coordination may include coordinated planning to reduce duplication and to systematically fill gaps in services. It may include developing formalized joint agency programs, mutually assisting in extending programs--such as detaching personnel from one agency to another to perform specialized functions, and mutually modifying agency functions to divide responsibilities more rationally.

Thus, utilizing the tactics of both case and program coordination, it was assumed that Youth Service Bureaus in California would divert juveniles out of the justice system by coordinating community resources. Bureau planners assumed that if these objectives were met, delinquency in the service areas would be reduced.

## CHAPTER III. EVALUATION OBJECTIVES, CRITERIA AND METHODS

### Evaluation Objectives

Based on the program objectives, this evaluation's objectives are:

- To determine if Youth Service Bureaus can divert a significant number of youth from the juvenile justice system.
- To determine if the bureaus can utilize existing community resources in a more coordinated manner.
- To determine if delinquency is reduced in selected project areas.

### Evaluation Criteria

To determine how effectively these general objectives were met, more specific evaluation criteria, summed up in a series of questions, were used to analyze the impact of the pilot bureaus. These are the criteria used:

#### Delinquency Reduction:

- Are there fewer juvenile arrests in the Youth Service Bureau service areas than there were before the bureaus were established?
- Where comparison with other areas is feasible, is the number of arrests decreasing faster (or increasing more slowly) in the Youth Service Bureau service areas than in similar nonbureau areas?
- If there are reductions in the number of juvenile arrests in the bureau service areas, are these reductions primarily in the types of offenses that are being referred to the Youth Service Bureaus?

Diversion:

- Does law enforcement utilize the Youth Service Bureaus by referring youth to them?
- What criteria does law enforcement use for referring youth to the bureaus? Prior to the bureau's inception, what disposition would they have made of these cases?
- What are the characteristics of the youth that law enforcement refers to the bureaus? Have the youth referred committed offenses for which they would otherwise have been arrested?
- Do youth referred to the Youth Service Bureaus by law enforcement or probation continue to participate in the bureau voluntarily?
- Among youth referred to the Youth Service Bureaus, how much and what type of direct service do the bureaus provide, and for what types of service are youth referred to other agencies?
- Do youth referred to the Youth Service Bureaus have fewer arrests and less severe offenses after referral to a bureau than before?
- Are very many of the youth diverted from the justice system to the Youth Service Bureaus nevertheless put on probation anyway -- within six months after being referred to a bureau?
- Are there youths for whom the bureaus recommended probation who could have remained out of the system if additional services were available in the community?
- Are there fewer juvenile arrests in the Youth Service Bureaus' service areas than there were before the bureaus were established?

(A reduction in juvenile arrests could not only mean that delinquency has been reduced but that police are arresting fewer of the youths they contact.)

- Does local law enforcement refer fewer juvenile arrests to probation than they did before the bureaus were established? Concomitantly, do local law enforcement officers increase their referrals to "other agencies" (including the Youth Service Bureau) when they make dispositions of arrests?
- Are fewer service area youth referred to probation from all sources than before the bureaus began operation?
- Does probation close more cases from the service area at intake and refer more of them to other agencies (including the Youth Service Bureau) than it did before the bureaus existed?
- What factors would encourage law enforcement to make more use of the Youth Service Bureaus as an alternative to probation?

Coordination:

- What have the Youth Service Bureaus done to coordinate programs for delinquency prevention in their communities?
- What delinquency prevention resources in the service areas are duplicated?
- What have the Youth Service Bureaus done to reduce duplication of delinquency prevention resources in their communities?

- Do the bureaus systematically attempt to fill gaps in delinquency prevention services and resources in their communities? How do they go about doing this?
- Is there accountability of cases, that is, does the bureau regularly inform the referring agency whether the youth is cooperating with the bureau program and what the progress of the case is?
- Is there service integration, that is, does the bureau refer youth to existing delinquency prevention services in its community? When it refers youth, does it follow up to make sure the service is adequately provided?
- What methods does the bureau use to enhance continuity of treatment-- such as case conferences, purchase of services, etc.?

#### Evaluation Methods

The methodology used in evaluating California's Youth Service Bureaus is described here in detail. The casual reader may wish to look at this on a cursory basis in order to determine how the data was obtained to reach this report's conclusions. However, Youth Service Bureau planners and evaluators may benefit from the detailing of these experiences in evaluating this relatively uncharted area.

Methods used in this evaluation to determine the effectiveness of the pilot Youth Service Bureaus in California included establishing and maintaining an information system, obtaining service area delinquency statistics, observing programs, interviewing project staff and community resources in the service areas, and providing technical assistance to bureaus conducting supplementary evaluations.

Conducting an overall evaluation of the pilot Youth Service Bureaus in the state did not allow for intensive research on any one bureau. But it has provided an opportunity to compare the bureaus' impact. Using common objectives, definitions and methods to compare the effectiveness of several Youth Service Bureaus can help determine which strategies have the most significant implications for public policy. Only a few evaluations of this type have been made anywhere in the nation.

Information System In January 1970 the Youth Authority's evaluation component initiated an information system in each pilot Youth Service Bureau. The purpose of this system was to obtain information on each individual youth served.

Because there were neither legal definitions nor precedents for who was to be served, one of the first tasks in setting up this system was to arbitrarily define who was to be included in the information system. Later, other definitions -- such as when a case was to be considered closed for information system purposes -- would be arbitrarily defined also. These definitions were necessary in order to develop comparable data from each of the bureaus.

Bureaus were instructed to include in the information system each individual youth seen for the first time by the bureau. Thus, youth who were referred to the bureau or who were in telephone contact with the bureau but were never seen by bureau staff were excluded. Also excluded from the information system were parents who came to the bureau on their child's behalf. (However, the bureaus did not categorically exclude any of these groups from receiving services.)

The Youth Service Bureau concept places a premium on confidentiality of information. Therefore, all records forwarded to the Youth Authority for this evaluation were identified only by code number. The youth's name was known only to the bureau.

Initially, information obtained on each youth served included the referral source, reasons for referral, probable program prescribed, and a minimum of personal information, such as the youth's age, sex, ethnic group and grade in school.

The service the bureaus provided each youth was not recorded concurrently. However, selected bureaus later provided estimates of the amount and type of service provided each youth. At the same time, these bureaus' staffs reviewed and recorded each youth's arrest and probation records for six months before referral to the bureau and six months after.

Because the Youth Service Bureaus are not a part of the justice system, blanket court orders were usually necessary to obtain access to the police and probation records of the youth served by the bureaus. In no case was the request for a court order for the purposes of this evaluation denied.

From police records, bureau staff obtained information on each of the youth served by the Youth Service Bureau -- the number of arrests, reasons for arrests, and dispositions made of each arrest for six months before bureau referral and six months after.

From county probation records, bureau staff recorded the number of times each client was referred to probation in the six months pre- and post-bureau period. Bureau staff also recorded each youth's probation status at the time of referral to the bureau and six months later.

In July 1971 the information system was revised in order to obtain a clearer picture of the Youth Service Bureau process -- including the amount and type of service provided, referrals made to other agencies, when and why bureau service was terminated, and the need for additional services in the community.

In order to provide the evaluator with this information, once a month each bureau submitted forms for all new clients served, all youth for whom three months has elapsed after intake, and all youth for whom six months has elapsed after intake. This information was then coded, keypunched and tabulated by the Youth Authority.

While this system provided essential information on input, process, and output, the reader should be aware of some of the information not obtained.

First, changes in unreported delinquency were not recorded for the youths served. This was deliberate. Changes in unreported behavior were not among the highest priorities for this evaluation. The diversion objective focuses on handling outside of the justice system problems otherwise dealt within a context of official action, and the delinquency reduction objective stresses reducing officially reported and acted upon delinquency.

Second, for most of the bureaus' programs there is no comparison or control group of youth with whom to compare changes in police and probation records. In most community situations, it would be infeasible to set up a Youth Service Bureau with random selection of clients. Seeking self-referrals from the community and encouraging policy changes in referral decisions from agencies -- and then rejecting prospective clients -- is

counterproductive to meeting the bureaus' objectives. Only a well-established referral system with a willing referral agency lends itself to random selection. In addition, developing valid comparison groups of clients is precluded by the absence of clear-cut criteria for referral to the bureaus, as well as by the absence of clear-cut criteria for arrest and referral to probation.

Service Area Delinquency Statistics In addition to obtaining data on the delinquency patterns of youth served by the bureaus, this evaluation gathered baseline and trend data on delinquency in the Youth Service Bureau service areas.

The Youth Service Bureau concept is not limited to changing individual youth's behavior. Therefore, the absence of control or comparison groups for analyzing changes in the delinquent records of youth served is not the only reason this evaluation included other types of data. An underlying assumption of the Youth Service Bureau concept is that such activities as youth development, modifying existing programs, and planning new programs to create systems change, will have an impact on the behavior of youth never directly served by the bureau. These activities will also have an impact on the way the justice system responds to juveniles. This evaluation did not study changes in unreported delinquency in the service areas. Only changes in officially-reported delinquency were analyzed.

For each illegal behavior brought to the attention of the juvenile justice system, a decision is made before arrest, at the time of the disposition of arrest by police, and at the time of probation intake. Diversion may take place at each of these points. Therefore, this evaluation looked

at statistics for each of these decision points for every bureau service area where the data was available.

Thus, the scope of this study included arrest and disposition data from service area law enforcement agencies. It also included initial referrals to probation of youth living in the service area and initial dispositions of these referrals. In combination with the Youth Service Bureau information system, police and probation statistics form a prism through which the bureau's refracted impact on the community can be viewed.

Wherever possible, trends in delinquency arrests and subsequent decisions in Youth Service Bureau service areas were compared with trends in adjacent or nearby areas to see if the YSB area patterns were unique or if they were merely keeping pace with trends in juvenile justice elsewhere. These comparisons included both law enforcement data and probation intake data in some locations.

Many of the delinquency statistics were made available by the California Department of Justice, Bureau of Criminal Statistics. Special tabulations were prepared by BCS and analyzed by this evaluation. When statistics were not available from this source, county probation departments and law enforcement agencies cooperated to provide this data wherever possible.

Youth Service Bureau service areas were locally generated, usually based on a service-oriented definition of neighborhood, rather than on an area for which data was readily available. Thus, some of the Youth Service Bureau service areas do not coincide with already established boundaries for local units of government or their reporting units.

Because juvenile arrest data is not uniformly kept for units smaller than cities, it was necessary for this evaluation to use whatever geographical boundaries are used locally for compiling juvenile arrests, including police beats, reporting districts, divisions, or substations. Some juvenile arrest and disposition data is simply not retrievable on a neighborhood basis.

The same problems were encountered in obtaining probation department data for areas smaller than counties. Some counties provide probation data to the Bureau of Criminal Statistics by areas smaller than counties, particularly by census tract. For these bureau service areas, special tabulations were provided by BCS. In other service areas, county probation departments cooperated whenever possible by tabulating intake information by the most usable units available in the local data system, such as zip codes or census tracts.

Service Area Interviews Periodically, interviews were conducted with bureau coordinators and staff, clients, managing board members, representatives from the criminal justice system in the service areas, and other community people. These discussions provided information on the bureaus' development and operation, supplementing the regular written reports provided to the funding agencies. In addition, they offered additional insights into the meaning of some of the statistical data.

Technical Assistance to Bureaus Conducting Supplementary Evaluations In some instances, individual bureaus wanted to conduct evaluations of some aspect of their program not included in this evaluation. Where possible, they were provided with technical assistance in evaluation, and results of these special studies were incorporated in this report where appropriate.

#### CHAPTER IV. YOUTH SERVICE BUREAU STRATEGY IN CALIFORNIA

Strategy in a delinquency prevention program is principally the result of its goals and decision structure.

The California Youth Service Bureaus Act and the resulting Standards and Guidelines proposed the goals and decision structure for the state's Youth Service Bureaus and thus the basic strategy. Nevertheless, within the proposed strategy, there was purposely considerable flexibility for each pilot bureau to implement variations. The newness of the concept and local differences demanded this. This chapter, then, discusses the Youth Service Bureau strategy implemented in California.

##### Decision Structure

As the pilot Youth Service Bureaus were established in California, they encompassed facets of both the local operation and statewide guidance proposed by the President's Commission Task Force report. While local control was one of the primary principles of the bureaus, the Youth Authority, a state agency, provided technical assistance, helped develop Standards and Guidelines, and administered the state and federal funds provided to each bureau.

The Youth Service Bureaus Act gave the county delinquency prevention commissions authority to assist in establishing Youth Service Bureaus in their county. In California, county boards of supervisors may establish a delinquency prevention commission and appoint no fewer than seven citizens to serve on it without pay. According to law, the commission's primary duty is: "To coordinate on a county-wide basis the work of those governmental and non-governmental organizations engaged in activities designed to prevent juvenile delinquency."<sup>38</sup>

Thus, planners envisaged that each pilot Youth Service Bureau in California would be under the auspices of a countywide group of citizens already charged with delinquency prevention resources. Each bureau and the commission in its county was to share the objective of coordinating delinquency prevention resources. But there was one major difference: the Delinquency Prevention Commission was to coordinate resources throughout the county, and the bureau, generally with a substantially smaller service area, was to coordinate resources on a neighborhood basis.

In addition to assisting in the bureaus' establishment, county delinquency prevention commissions were assigned the duties of hiring the youth service coordinator, who would be in charge of the Youth Service Bureau, and appointing a permanent managing board for each bureau.

This was accomplished in most bureaus. However, a legal issue arose over whether a delinquency prevention commission could carry out these duties. This issue, in Los Angeles County, was based on the bureaus in that county being privately sponsored.

Primary responsibility for decision-making after a Youth Service Bureau was organized was assigned to a Managing Board. The Managing Board was to be responsible for establishing policy and directing the bureau. The youth services coordinator was to serve as the board's executive officer.

The legislation recommended that the managing board include the chairman of the local County Delinquency Prevention Commission, one person from each public agency or department and private organization participating in the project, and residents from the area served. In addition, the legislation recommends that if a community coordinating council existed in the area, it

should have one representative on the managing board. And the Standards and Guidelines indicated that at least 20% of the board should be residents of the target area of the community to be served.

Managing boards varied considerably in size, composition, and role in decision-making. Most of the managing boards had under twenty members, but one bureau had sixty members on its managing board.

In line with the legislation's recommendations, managing boards generally had both agency representatives and private citizens as members. Few of the managing boards included the chairman of the County delinquency prevention commission as the Youth Service Bureaus Act suggested. Nevertheless, other commissioners were members of most bureaus' managing boards. Participation by community coordinating councils was not strong.

Unless agency representatives on the managing board had some authority over their agency's resources, managing boards were called on to make decisions over which they had no authority. More specifically, the California Youth Service Bureau concept includes the use of detached staff to coordinate resources. This concept also promotes new referral patterns of youth in trouble to divert them from the justice system. Commitments from agencies were sometimes limited to either quite temporary or informal arrangements when managing board members did not have authority for establishing agency policy and for committing resources. Yet, participation on a local managing board by policy-level administrators appears to be unrealistic in the larger cities or counties.

Each of the Youth Service Bureaus had a managing or advisory board, but the boards' powers and decision-making roles varied considerably from bureau

to bureau. In Pacifica, for example, the managing board was independent of any single agency and was founded on a Joint Powers Agreement between the county, city and school districts. In San Diego and East San Jose the bureaus were administratively responsible to the county probation department, with advice rather than management from the boards. Both of these styles were able to generate contributions of detached staff from other agencies.

#### Staffing

Original seed money provided to each pilot Youth Service Bureau included funding for a youth services coordinator and clerical assistance. The youth services coordinator was to be in charge of the bureau's day-to-day operations and services as well as to serve as the executive officer of the managing board. The coordinator's role was to encourage public and private agency representatives to cooperate in a common effort, to coordinate their resources, and to support the Youth Service Bureau concept by contributing staff and resources -- all with the goal of improving delinquency prevention services to youth. Specifically, the Youth Service Bureaus Act stated, "It shall be the duty of a coordinator - - - to reconcile, unify, clarify and make known the activities of all persons and public and private agencies and organizations in the field of delinquency prevention in the community." Developing new programs with a multi-service approach was a function proposed for the youth services coordinator.

By far, most of the coordinators have been dedicated to developing the Youth Service Bureau in their community and have expended far more hours than the traditional 8 am to 5 pm Monday through Friday. The previous experience

of most of the coordinators was in casework, particularly in probation departments.

The coordinator's role varied with their skills and experience, but the tasks on which each coordinator focused his or her time depended also on the amount and skills available from other agencies' detached staff, staff the bureau was able to hire itself, or volunteers. For example, without adequate staff or volunteers, some coordinators found it necessary to provide direct service instead of devoting most of their energies to developing coordinated resources.

Clerical assistance in the Youth Service Bureaus was often an underestimated asset. Clerical assistants generally served as receptionists, greeting clients and other visitors to the bureau and establishing visitors' initial impressions of the bureau.

Contributed staff from other agencies was an integral part of the Youth Service Bureau concept in California. The \$25,000 seed money was intended as an incentive for agencies to pool their resources. When bureau planning involved existing agencies, staff was more likely to be detached from these agencies.

Probation departments made the largest contributions of staff, detaching officers on a full-time basis in the San Diego bureaus and in East San Jose (Santa Clara County) and Pacifica (San Mateo County). Police officers were loaned to the bureaus in San Diego and East San Jose. Neither the probation officers nor the police officers served in a capacity of official authority. Instead, they provided counseling, organized group activities, and performed other services in the bureaus.

Welfare, mental health and private social service agencies all detached staff to some of the bureaus. Education and experience of detached staff ranged from newly hired paraprofessionals to psychiatrists.

When the grants to each bureau increased in Fiscal 1972, all of the continuing bureaus but one elected to hire additional staff. The exception was San Diego. The original San Diego bureau in Clairemont already had a staff complement that included the coordinator, secretary, two probation officers, a police officer, a welfare worker and psychiatric consultation. Rather than expand this staff, San Diego opened additional bureaus in other sections of the city.

More typically, the California Youth Service Bureaus hired staff to fulfill specialized functions. Staff added with grant funds included volunteer coordinators, resource developers, street workers, and case aides.

#### Functions

In its description of Youth Service Bureaus, the President's Commission and its Juvenile Delinquency Task Force suggested functions for Youth Service Bureaus:

- Develop and monitor a plan for individually tailored service for troublemaking youth. (A mandatory function)
- Provide a broad range of services, either through referral or directly, with the services under the bureau's direct control either through purchase or by voluntary agreement with other community organizations.

- Centrally coordinate all community services for young people, establishing coordinating mechanisms and instituting programs needed by the community.

Functions proposed for the first California Youth Service Bureaus were very similar: "to provide a wide range of services and continuity of treatment for individual youths and to eliminate duplication of delinquency-prevention efforts in a community."

Functions in a delinquency prevention program are determined chiefly by the program's decision structures interacting with the program's goals. As this chapter pointed out, the decision structures varied from bureau to bureau. Moreover, decision structures were both formal (such as managing boards) and informal (such as individuals using influence). With this array of decision structures interacting with the common goals of coordination, diversion, and delinquency prevention, it is not surprising that the Youth Service Bureaus' functions differ appreciably.

The initial Youth Service Bureaus in California did not fulfill the intention of the President's Commission to act as central coordinators of all community services for young people. The bureaus' power and resources were insufficient for this. Nevertheless, the Youth Service Bureaus all worked toward coordination of services for youth.

However, the California bureaus' strongest efforts were in providing services lacking in the community or neighborhood. These services varied not only with the community but with the type of decision structure the bureau had.

These observations of the pilot Youth Service Bureaus in California are similar to those of the National Advisory Commission on Criminal Justice Standards and Goals. In introducing the chapter on Youth Service Bureaus in the forthcoming volume on Community Crime Prevention, the Commission and Task Force saw the bureaus across the country as a model for a service delivery component of a comprehensive social services delivery system. Thus, the model is for the bureaus to deliver services by providing them directly or linking youth to them. A larger umbrella -- the comprehensive social services delivery system -- would act as the community's central coordinator of all services to youth.

#### Summary

Each Youth Service Bureau had a managing board, but these varied in size, composition, and role in decision-making. Most boards had both agency representatives and private citizens as members. A function of the managing boards was to coordinate resources. But the boards did not have the authority for committing agency resources to a coordinated effort unless members included agency representatives in policy-making positions.

Staffing to supplement the youth services coordinator and clerical assistance was contributed by agencies such as probation, police, welfare and mental health departments. Private agencies also detached staff to some of the bureaus. When the Youth Service Bureaus obtained funding to enlarge their staff, positions added included volunteer coordinators, resource developers, street workers, and case aides.

Functions of each Youth Service Bureau differed appreciably. But the California bureaus focused on providing services lacking in the community or neighborhood. While the bureaus worked toward coordinated services, their limited power and resources prevented them from acting as central coordinators of all community services for young people.

CHAPTER V. DIRECT SERVICES TO YOUTH

Acceptance of the Youth Service Bureau concept is increasing in California. The number of pilot Youth Service Bureaus existing in California at the end of Fiscal Year 1972 (that is, 1971-72) had increased from the original nine to ten. The YSB in Ventura County had closed in 1971. But two new bureaus had been opened in San Diego County, stimulated by local acceptance of the original San Diego Youth Service Bureau.\*

These ten Youth Service Bureaus provided service directly to nearly 5,000 new clients during Fiscal 1972, plus continued service to clients previously seen. Table 1 shows that as most of the bureaus moved into their third year of operation, the number of new clients they served increased 52% from the previous year.

This table also shows that most of the bureaus provided direct service to 200 to 500 new clients per year in their third year of operation. However, the Bassett Youth Service Bureau in Los Angeles County atypically served more than 1700 new clients during the year, chiefly in its Free Clinic.

A Youth Service Bureau's capacity for service and the community's utilization of the bureau both have an impact on the number of new clients served. A bureau's capacity includes both the resources available, especially paid and volunteer staff, and the amount of service it provides each client. With the removal of the \$25,000 limit in outside grant funds for the 1971-72 year, most bureaus were able to add staff and thereby increase their capacity for service.

\*At the conclusion of Fiscal 1972, two additional Youth Service Bureaus closed -- the Yuba-Sutter bureau and, in Los Angeles County, the San Fernando bureau. A fourth bureau was opened in San Diego County, and more YSB's are planned in San Diego and Santa Clara counties.

TABLE 1

NEW CLIENTS SERVED BY CALIFORNIA YOUTH SERVICE BUREAUS  
Fiscal Years 1971 and 1972\*

	July 1970- June 1971		July 1971- June 1972	
Total new clients served	<u>3126</u>	<u>100.0%</u>	<u>4749</u>	<u>100.0%</u>
<u>Youth Service Bureau:</u>				
Bassett (Los Angeles County)	785	25.1	1743	36.7
<u>San Diego bureaus (San Diego County)</u>				
Clairemont	438	14.0	883	18.6
East San Diego <sup>a</sup>	--	--	399	8.4
Northwest San Diego <sup>b</sup>	--	--	106	2.2
Richmond (Contra Costa County)	367	11.7	499	10.5
San Fernando (Los Angeles County)	391	12.5	483	10.2
East San Jose (Santa Clara County)	225	7.2	406	8.5
Pacifica (San Mateo County)	191	6.1	296	6.2
Yolo (Yolo County)	181	5.8	229	4.8
Yuba-Sutter (Yuba and Sutter Counties)	372	11.9	210	4.4
Ventura (Ventura County) <sup>c</sup>	176	5.6	--	--

\*Fiscal Year 1971 is July 1970 to June 1971. Fiscal Year 1972 is July 1971 to June 1972.

<sup>a</sup>East San Diego opened October 1971.

<sup>b</sup>Northwest San Diego opened February 1972.

<sup>c</sup>Ventura closed June 30, 1971.

The level of community utilization also affects the number of new clients served, that is, whether agencies refer youth to the bureau and whether young people spontaneously come to the bureau for service.

Most of the Youth Service Bureaus in California served more new clients in Fiscal 1972 than in Fiscal 1971. While additional resources made this more feasible, increased community utilization was undoubtedly another contributing factor in the expansion of service.

Referral Sources

Significantly, two of the three President's Commission main recommendations for Youth Service Bureaus related to referral sources:

- That the bureaus should receive juveniles (delinquent and non-delinquent) referred by the police, the juvenile court, parents, schools and other sources.
- That police forces should make full use of the central diagnosing and coordinating services of the bureaus.

The President's Commission anticipated that the majority of referrals would be from law enforcement and court intake staff. Thus, the unmistakable intent was for Youth Service Bureaus to offer their services principally to young people who had already had some contact with the justice system and who would otherwise become further enmeshed in it.

Table 2 shows that these plans and recommendations were fulfilled only partially in California. The majority of referrals were not from law enforcement and court intake staff, as anticipated. Indeed, law enforcement referred 12% of the new clients in Fiscal 1972, while probation, primarily intake, referred 9%.

Nor did police forces make full use of the bureau's services. Table 2 reports 1181 law enforcement referrals to the bureaus in a two-year period. This is an average of just over five police referrals per month per bureau.

While it is significant that law enforcement utilized the bureaus by referring youth to them, this referral rate can hardly be considered full use of a diversion service.

TABLE 2  
REFERRAL SOURCES TO CALIFORNIA YOUTH SERVICE BUREAUS  
Fiscal Years 1971 and 1972

	July 1970- June 1971		July 1971- June 1972	
Total new clients served	3126	100.0%	4749	100.0%
<u>Referred to California Youth Service Bureaus by:</u>				
<u>Agency</u>	1585	50.7	2025	42.6
Law enforcement	627	20.1	554	11.7
Probation	363	11.6	430	9.0
School	358	11.4	855	18.0
Other agency	237	7.6	186	3.9
<u>Individual</u>	1540	49.3	2724	57.4
Self	993	31.8	1009	21.2
Parent	304	9.7	466	9.8
Other individual	243	7.8	1249	26.3
<u>Not Specific</u>	1	*	--	--

\*Less than .1%.

Instead of the majority of referrals coming from law enforcement and court intake staff, for all bureaus together most of the new clients were referred by individuals. This composite picture of referral sources does

not reveal that separately most of the bureaus received the majority of their referrals from agencies.

The composite view of referral sources in Table 2 shows that just over four in ten referrals were from agencies. Schools were the most frequent source of agency referrals, accounting for roughly two in ten of the new clients. As already indicated, law enforcement and probation each referred about one in ten of the bureaus' clients. Other agencies, such as welfare and private agencies, referred less than one in twenty.

Nearly six in ten referrals in this statewide composite were from individuals. These were chiefly self-referrals and referrals by "other individuals" such as friends. Parents were the referral source for about one in ten of the new clients.

Thus, in relation to the recommendations of the President's Commission in 1967: (1) A greater proportion of young people than the Commission anticipated have been self-referrals or referrals by other individuals to some of the California bureaus, voluntarily seeking help for problems. (2) Plainly, Youth Service Bureaus in California (as elsewhere) have generally been under-used as a diversionary resource by law enforcement.

Because each community's Youth Service Bureau operates independently, a description of the total referral sources is only a blend of the varied, locally unique referral patterns. Moreover, the Bassett bureau accounted for more than one-third of the new clients served by the California Youth Service Bureaus in 1971-72. This bureau's referral sources were atypical, and the composite view of all bureaus' referral sources is strongly influenced by the Bassett bureau's large volume of clients.

Individual bureau descriptions in the Appendices provide a clearer picture of the pilot Youth Service Bureaus' varied experiences in developing referral sources.

#### Reasons for Referral

In order to reduce stigma and to provide services as they were needed, the President's Commission suggested that Youth Service Bureaus serve both delinquent and nondelinquent youth. The Commission also recommended that the bureaus should particularly provide services for less seriously delinquent juveniles. Reasons for referral to the pilot bureaus indicate that, in general, California's Youth Service Bureaus served appropriate clientele for the bureaus' intended purposes.

The preponderance of referrals by youth themselves and other individuals, to the Youth Service Bureaus had a noticeable impact on the reasons for referral to the bureaus. Overall, the most frequent referral reasons were problems other than those which would usually be reasons for justice system processing, such as employment or health problems. (Table 3) In all bureaus together, delinquent reasons, that is, specific offenses or delinquent tendencies, were less often reasons for referral than were other youth problems. However, six of the ten bureaus provided service primarily to youth referred for delinquent reasons. Again, the reader is reminded that the Bassett Youth Service Bureau, with its atypical proportion of individual referrals, accounted for more than a third of the new clients. Many of this bureau's individual referrals were for nondelinquent reasons.

TABLE 3  
REASONS FOR REFERRAL TO CALIFORNIA YOUTH SERVICE BUREAUS  
Fiscal Years 1971 and 1972

	July 1970- June 1971		July 1971- June 1972	
Total new clients served	3126	100.0%	4749	100.0%
<b>Reasons for Referral:</b>				
<u>Specific Offenses</u>	761	24.3	692	14.6
Person offenses	17	.5	24	.5
Property offenses	245	7.8	321	6.8
Drug offenses	336	10.7	196	4.1
Other specific offenses	163	5.2	151	3.2
<u>Delinquent Tendencies</u>	1267	40.5	1594	33.6
Incorrigible	815	26.1	1029	21.7
Truancy	237	7.6	283	6.0
Runaway	179	5.7	253	5.3
Loitering, curfew	36	1.2	29	.6
<u>Dependent</u>	10	.3	13	.3
<u>Other Problems</u>	1555	49.7	3054	64.3
Employment problems	563	18.0	945	19.9
Health problems	456	14.6	894	18.8
(problem pregnancy)	(290)	( 9.3)	(546)	(11.5)
(other health problems)	(166)	( 5.3)	(348)	( 7.3)
Emotional problems	190	6.1	142	3.0
School learning problems	41	1.3	91	1.9
Welfare problems	46	1.5	18	.4
Miscellaneous	259	8.3	964	20.3
<u>No Response</u>	--	--	8	.2
Average number of reasons for referral		1.1		1.1

Note: Columns add to more than 100% because of multiple reasons for referral.

The most prevalent "other problems", that is, nondelinquent reasons for referral, were employment problems and health problems, each a reason for referral for just under twenty percent of the new clients. While these problems are basically not reasons for juvenile justice system processing, they indeed may be contributing factors to a youth's delinquency or may be consequences of being labeled a delinquent through justice system processing.

Among the reasons for referral for which youth could be processed by the justice system, delinquent tendencies were a more frequent reason than were specific offenses. One-third of all new clients served were referred for delinquent tendencies, particularly incorrigibility, while about fifteen percent were referred for specific offenses. A closer analysis of the data shows that nearly every type of specific offense was represented in the reasons new clients were referred.

Since the bureaus were designed to serve less seriously delinquent juveniles, they could be expected to serve a lower proportion of youth with specific offenses and consequently a higher proportion of youth with delinquent tendencies than each of the progressively more severe steps in juvenile justice system processing.

Table 4 shows that the proportion of youth processed for specific offenses increases and that of youth processed for delinquent tendencies decreases as juveniles penetrate the justice system more deeply. The decision points of arresting, initially referring to probation, and initially filing of a petition each fit this progression. Table 4 also shows that when delinquent reasons for referral to the Youth Service Bureaus are totalled and non-delinquent reasons for referral are excluded, the proportion of specific

TABLE 4

PROPORTION OF SPECIFIC OFFENSES AND DELINQUENT TENDENCIES AT SELECTED DECISION POINTS FOR JUVENILES

	YOUTH SERVICE BUREAUS	POLICE	PROBATION INTAKE	COURT
	Delinquent Reasons for Referral to YSBS in California 1971-72	Juvenile Arrests in California 1971	Initial Referrals to Probation in California 1971	Initial Petitions Filed in Juvenile Courts in Calif. 1971
Total	100.0%	100.0%	100.0%	100.0%
Reason for Contact:				
Specific Offenses	37.5	43.5	67.5	75.0
Delinquent Tendencies	62.5	56.5	32.5	25.0

offenses is lower and that of delinquent tendencies is higher than at any of the other decision points shown.

Thus, from this measure it appears that the Youth Service Bureaus have served less seriously delinquent juveniles than the conventional components of the justice system.

Characteristics of New Clients Served

Since one of the goals of Youth Service Bureaus is to divert juveniles out of the justice system, it is important to compare the characteristics of the youth served by the bureaus with those referred to probation -- to determine if the bureaus are serving the community's young people who are the most likely candidates for justice system processing.

To divert from California's juvenile justice system, Youth Service Bureaus must focus on services for youth under age 18. Most youth served directly were indeed under 18 -- nearly four out of five of them. (Table 5) However, the remaining one in five of the new clients served was a young adult, 18 or over, and would rarely be subject to juvenile court jurisdiction. With limited resources, bureaus serving substantial proportions of young adults were undoubtedly less able to fill the needs for services to young people under 18.

Overall, the pilot Youth Service Bureaus provided service to an age group which is most vulnerable to first-time involvement with further justice system processing. The median age of youth served by the bureaus was only slightly younger than youth initially referred to probation. The median age of new clients served by the Youth Service Bureaus

TABLE 5  
 CHARACTERISTICS OF NEW CLIENTS OF CALIFORNIA  
 YOUTH SERVICE BUREAUS  
 Fiscal Years 1971 and 1972

	July 1970- June 1971		July 1971- June 1972	
Total new clients served	3126	100.0%	4749	100.0%
<u>Sex</u>				
Male	1677	53.6	2561	53.9
Female	1449	46.4	2188	46.1
<u>Age</u>				
Under 10	121	3.9	339	7.1
10-11	148	4.7	350	7.4
12-13	389	12.4	667	14.0
14-15	863	27.6	1090	23.0
16-17	981	31.4	1271	26.8
18 and over	621	19.9	1030	21.7
No response	3	.1	2	*
(Median Age)	(16.1)		(15.3)	
<u>Ethnic Group</u>				
White/Anglo	1875	60.0	2506	52.8
Mexican-American	798	25.5	1406	29.6
Black	412	13.2	744	15.7
Other	40	1.3	92	1.9
No response	1	*	--	--
<u>School Status</u>				
Attending			3688	77.7
Quit/Dropped Out		Not	208	4.4
High School Graduate		Recorded	839	17.7
No response			14	.3
<u>Present (or Most Recent) Grade in School</u>				
Fourth or under	144	4.6	361	7.6
Fifth or Sixth	166	5.3	419	8.8
Seventh or Eighth	492	15.7	781	16.4
Ninth or Tenth	1047	33.5	1260	26.5
Eleventh or Twelfth	} 911	} 29.1	1055	22.2
High School Graduate			839	17.7
No response	366	11.7	34	.7
(Median Grade)	(9.2)		(9.7)	

during Fiscal 1972 was 15.3, while in Fiscal 1971 it was 16.1. Throughout California, the median age of initial juvenile referrals to probation for delinquent acts was 16.1 in 1971.

Slightly over half of the new clients served by the Youth Service Bureaus in 1971-72 were boys (54%) and slightly less than half were girls (46%). However, only 28% of the initial referrals to California probation departments in 1971 were girls.

There are several reasons for this difference. Some bureaus provide services which meet the needs of many young women who would never come in contact with the justice system. One example is the Bassett bureau's health services for problem pregnancies. In addition, communities have traditionally been more willing to handle delinquency problems of girls on a more informal basis.

Because the proportion of girls initially referred to probation is increasing, equitably providing services to both sexes is responsive to contemporary needs for youth services.

Ethnically, just over half of the youth served by the California Youth Service Bureaus in 1971-72 were white/Anglo, three in ten were Mexican-American, nearly 16% were black, and less than two percent were from other ethnic groups. The proportion of minority clients served in 1971-72 increased from that of 1970-71.

Several distinct patterns of ethnic composition in the individual service areas are obscured in the composite data for all bureaus. For example, the Richmond program served a predominantly black population, while the Bassett,

San Fernando and East San Jose bureaus each served a substantial proportion of Mexican-American youth.

All but a few of the new clients were attending school or had graduated from high school when they first came into contact with the Youth Service Bureau. Less than five percent of the new clients had quit or dropped out of school. New clients' median grade in school in 1971-72 was 9.7.

#### Individually Tailored Work With Troublemaking Youth

A mandatory function proposed by the President's Commission for Youth Service Bureaus was to develop and monitor a plan for individually tailored work with troublemaking youth. Services lacking in the community were to be provided by the bureaus. Related to this proposal, California's Youth Service Bureaus Act specified that pilot bureaus in the state were to provide a wide range of services and continuity of treatment for individual youths. Planners thus anticipated that the California bureaus would offer many services directly, but they also implied the bureaus could be the vehicles for developing access to already established services.

As they developed, all of the California bureaus focused primarily on providing services directly rather than providing widespread access to existing services through service brokerage and referral or intervention and advocacy.

Types of Direct Service A variety of direct services to youth were developed and provided by the pilot Youth Service Bureaus. Family counseling, individual counseling, medical aid, job referral or placement, recreation programs, and intervention or advocacy with other agencies were all provided

by California's Youth Service Bureaus. Not every bureau provided all of these services, since local needs and local resources determined the services to be offered.

This analysis divided direct services into three general areas: counseling, other direct services (than counseling), and intervention and advocacy with other agencies. In addition, on occasion youth were referred to other agencies for service; these referrals are discussed in Chapter VI.

Taking new clients of all the bureaus together, a combination of other direct services (than counseling) were provided to the most youth. (Table 6) Among these other services provided directly by the bureaus to youth, medical aid, job referral or placement, and recreation programs were most frequent. Medical aid was provided to about one-fifth of the new clients, even though only one bureau -- the Bassett bureau -- regularly offered medical aid directly to its clients. Job referral or placement and recreation programs were provided somewhat less frequently.

All other direct services (than counseling) of the Youth Service Bureaus were made available and utilized by less than five percent of the new clients.

Even with the small proportion -- and numbers -- of clients provided with these other services, they are worth mentioning. Less than four percent of the clients were given tutoring or remedial education. The President's Commission recommended that Youth Service Bureaus provide diagnosis and coordination. Yet, only one-half of one percent of the new clients were evaluated psychologically or psychiatrically by the bureaus. Despite the widely recognized need for temporary shelter care outside the justice

system for juveniles, only one percent of the clients were provided with temporary housing.

While a composite of other direct services (than counseling) were provided to the most clients, the single most frequently delivered service of the California Youth Service Bureaus was family counseling. One-third of the new clients participated in family counseling, either by itself or in combination with individual counseling. An additional sixteen percent of the new clients received individual counseling without their families' involvement. A considerably smaller proportion were participants in group counseling during the three months after referral.

Intervention and advocacy with schools, probation or court, and police was provided on behalf of youth much less consistently. The Youth Service Bureaus provided intervention and advocacy to no more than twelve percent of their clients in the first three months of contact. The bureaus reported serving as advocates with the schools more frequently than with police or probation.

The reader should note that there seems to have been some underreporting of the services provided to individual youths. Program observation, narrative reports, and common sense suggest this. As one example, bureaus sometimes reported only one participant in group counseling.

Number of Contacts Aligned with the voluntary nature of the bureaus' services and the variety of service needs, there is no standardized number of times that the Youth Service Bureaus see each youth.

TABLE 6  
DIRECT SERVICE PROVIDED TO NEW CLIENTS  
BY CALIFORNIA YOUTH SERVICE BUREAUS

Fiscal Year 1972

	Direct Service During First Three Months of Contact	
New clients served by YSBs in first nine months of Fiscal 1972	<u>3,043</u>	<u>100.0%</u>
DIRECT SERVICE PROVIDED:		
<u>Counseling</u>	<u>1,664</u>	<u>54.7</u>
Individual and family	1,012	33.3
individual only	490	16.1
Group	162	5.3
<u>Other Direct Services</u>	<u>1,804</u>	<u>59.3</u>
Medical aid	659	21.7
Job referral/placement	448	14.7
Recreation program	409	13.4
Remedial education, tutoring	113	3.7
Drug program	33	1.1
Prevocational training	29	1.0
Legal aid	18	.6
Miscellaneous		
Crisis home, temporary housing	40	1.3
Big brother, big sister	19	.6
Psychiatric/psychological evaluation	14	.5
Other	22	.7
<u>Intervention/Advocacy</u>	<u>369</u>	<u>12.1</u>
With school	235	7.7
With probation or court	74	2.4
With police	60	2.0
Average number of direct services provided to individual youth		1.3

Note: Columns may add to more than 100% because of multiple services provided to individual youth.

Most youth served had relatively few contacts with the Youth Service Bureaus. For reporting purposes, contacts were limited to face-to-face contacts the bureau had with the youth himself. Where the number of contacts was reported, the average client had somewhat less than five contacts with bureau staff in the six months following bureau intake. (Table 7)

Contacts were more frequent in the first three months after intake, decreasing in the subsequent three months. During the first three months after intake, the average client was seen by bureau staff 3.1 times. During the second three months after intake, the median number of contacts was fewer: 1.5.

More than one-fourth of the youth had only a single contact with the Youth Service Bureau. (Table 8)

TABLE 7  
MEDIAN NUMBER OF CONTACTS WITH NEW CLIENTS  
CALIFORNIA YOUTH SERVICE BUREAUS  
Fiscal Year 1972

	Median Number of Contacts With Bureau
New Clients' First Three Months after Intake	3.1
New Clients' Second Three Months after Intake	1.5
Six Months Total	4.6

TABLE 8  
NUMBER OF YOUTH SERVICE BUREAU CONTACTS WITH NEW CLIENTS  
Fiscal Year 1972

	Direct Service During First Three Months of Contact	
New clients served by YSBs in first nine months of Fiscal 1972	3,043	100.0%
NUMBER OF CONTACTS:		
None	--	--
One	838	27.5
Two	478	15.7
Three	405	13.3
Four	169	5.6
Five	98	3.2
Six to ten	336	11.0
Eleven to fifteen	160	5.3
Sixteen to twenty	48	1.6
Twenty-one to twenty-five	29	1.0
Twenty-six to thirty	145	4.8
No response	337	11.1

In summary, even though the typical youth had less than five contacts with the Youth Service Bureau, he or she continued to have contact with the bureau beyond the first three months after intake. A role proposed for Youth Service Bureaus was to be a place in the community where patching up of youth problems could occur. Presumably, most youth needing these services would require only a few contacts with a Youth Service Bureau. This was the experience of the original Youth Service Bureaus in California.

Status of Youth in Bureau The status of cases, that is, whether they are active, inactive or closed, in the informal atmosphere of the Youth Service Bureaus may be somewhat arbitrary. Nevertheless, using arbitrary status definitions provides a general idea of the length of time that the bureau remain involved with most youth and also with information on why they are no longer involved.

An active case was defined as one where the bureau had contact with the youth during the last month of the three-month period -- unless the case was closed for a specific reason. Conversely, an inactive case was one where the bureau had no contact with the youth in the last month -- again, unless the case was specifically closed. "Case closed" was not commonly defined but was a judgment determined by each bureau and by its individual criteria for service.

Using these arbitrary definitions, many youth referred to the bureaus either needed or accepted bureau service for a brief period of time. At the end of three months, in the bureaus' judgment half of the cases were closed. (Table 9) Only one-fourth of the new clients remained active in the bureau at three months. The remainder were inactive.

By far, the most frequent reason that cases were closed was that further services were unnecessary. Considerably fewer of them were closed because the youth or their parents dropped out or refused further services.

Unpublished data show that cases with only one bureau contact comprised about equal proportions of cases closed because further services were unnecessary and because of dropping out or refusing services.

TABLE 9  
STATUS OF NEW CLIENTS  
IN YOUTH SERVICE BUREAUS  
Fiscal Year 1972

	<u>Three Months After Intake</u>	
New clients served by YSBs in first nine months of Fiscal 1972	<u>3,043</u>	<u>100.0%</u>
<b>STATUS OF YOUTH IN BUREAU</b>		
Active	801	26.3
Inactive	476	15.6
Case closed	1,507	49.5
No response	259	8.5
<b>IF "CASE CLOSED", REASON FOR CLOSURE:</b>		
<u>Closed by Bureau</u>	<u>1,150</u>	<u>37.8</u>
Further services unnecessary	975	32.0
Referred to other agency	120	3.9
Placed on probation	52	1.7
Needed services unavailable	3	.1
<u>Closed by Youth</u>	<u>251</u>	<u>8.2</u>
Dropped out	134	4.4
Refused further services	117	3.8
<u>Miscellaneous</u>	<u>122</u>	<u>4.0</u>
Moved from area	86	2.8
Nonresident of target area	18	.6
Other	18	.6

Summary

Ten California Youth Service Bureaus provided direct service to nearly 5,000 new clients during Fiscal 1972. Most bureaus received more referrals

from agencies than individuals, but overall the majority of referrals were not from law enforcement and court intake, as anticipated.

The typical new client served was fifteen years old, just slightly younger than the average first-time referral to probation in California. Youth were referred to the bureaus for both potentially delinquent and non-delinquent reasons.

The average new client had less than five contacts with a Youth Service Bureau in the six months after bureau intake. Family counseling was the most frequently provided service, followed by medical aid, individual counseling, job referral or placement, and recreation. Each of these programs was not offered by all of the Youth Service Bureaus.

## CHAPTER VI. COORDINATION

The California Youth Service Bureaus were proposed to divert juveniles out of the justice system by coordinating community resources. According to the Youth Service Bureaus Act, delinquency prevention services and resources were to be coordinated to provide a wide range of services and continuity of treatment for individual youths and to eliminate duplication of efforts. Thus, the objective was to coordinate programs as well as cases.

### Program Coordination

Planning before the bureaus began operation offered the first opportunity for program coordination. In addition, program coordination potentially included agencies' detaching staff to the bureaus, interagency councils stimulated by the bureaus, and joint programs developed and sponsored by the Youth Service Bureau and other agencies.

While several of the California Youth Service Bureaus developed out of joint agency planning, none of the bureaus was developed after a systematic study of duplications and gaps in services in the community. Instead, planning was generally based on an informal assessment of needs. A short deadline for submission of grant proposals may have been one reason for this.

Joint agency planning enhanced the proposed "pooling of resources" with seed money as the incentive. Even though the legislation gave a lay board, the county delinquency prevention commission, primary responsibility for establishing a Youth Service Bureau, public agency resources needed to be contributed to the bureau to fulfill the proposed concept. Resources cannot be committed to a joint effort unless the people involved in planning the

effort have some control over the resources. Therefore, in the communities where agency administrators, as well as delinquency prevention commissioners, were involved in the initial planning, the Youth Service Bureau was more likely to develop on a coordinated basis.

A specific outcome of existing agencies' involvement in planning was the detaching of agency staff to the Youth Service Bureau. This was an example of the pooling of resources that the legislation had urged.

Several of the bureaus functioned with detached staff, loaned to the bureaus to deliver neighborhood - based service. Staff was loaned on a full-time basis in some bureaus by probation, police, welfare and mental health. Bureaus with detached staff were more likely to survive and to continue operation, partly because existing agencies had more of a stake in their survival.

Interagency councils were stimulated by some of the bureaus. Both the interagency council and detached staff enhanced opportunities for communication between agencies.

With an objective of coordination, bureaus often developed programs in conjunction with already existing agencies. In this manner, the Youth Service Bureau and the existing agency linked whatever complementary resources they had in order to fill service gaps and reduce duplication.

Linkages with other agencies that contributed to program coordination were varied. While no single bureau developed a complete network of linkages, there were examples throughout the state of linkages with probation, police, schools, mental health, welfare, and private social service agencies.

Examples of linkages with police were: detached staff to the bureau, volunteers to the bureau from the police department, and, in turn, the bureau's services as a referral resource for police. Linkages with probation were for similar functions.

With schools, program coordination included joint funding of attendance counselor, linking high school students to elementary schools for cross-age tutoring, physically located bureau staff in schools, and the bureau's services as a referral resource.

Staff detached to the bureaus provided linkages with mental health, welfare and private social agencies in some bureaus. Joint efforts included consultation, training and direct service.

In a few bureaus, linkages were made with the state employment service and the recreation department. However, it was more common for the bureaus to develop alternatives than to coordinate programs in these areas.

Gaps in services for youth were systematically recorded for new bureau clients. The bureaus reported that less than three percent of their clients needed a service or resource that was unavailable to him or her in the community. (Table 10) However, this is only one dimension of the community's service gaps. Youth who were not referred to the bureau may have needed additional services or resources that potential referral sources knew the Youth Service Bureau did not provide.

#### Case Coordination

Traditionally, individual case services to youth have often been fragmented, with various agencies or parts of agencies unconcerned with the

TABLE 10  
 SERVICES OR RESOURCES NEEDED BUT UNAVAILABLE  
 FOR NEW CLIENTS SERVED  
 Fiscal Year 1972

	During Three Months After Intake	
New clients served by YSB's in first nine months of Fiscal 1972	<u>3043</u>	<u>100.0%</u>
Was there a service or resource needed by the youth but not available to him in the community?		
Yes	83	2.7
No	2421	79.6
No response	539	17.7

consistency of their policies from the client's viewpoint. Continuity of treatment for individual youth, that is, case coordination, was a proposed role for the Youth Service Bureaus. Examples of case coordination include information, referral, and allocations of responsibility between agencies, using case conferences, for example.

Four steps might be used to describe Youth Service Bureaus' potential information and referral role in case coordination: (1) referral from other agencies to the bureau, (2) bureau accountability to the referring agency, (3) referral to other services, and (4) accountability of the other service to the bureau.

The previous chapter discussed referrals from other agencies to the bureaus. Data revealed that youth-serving agencies referring youth to the

bureaus were most frequently schools, law enforcement, and probation. Agency referrals predominated in most of the bureaus, indicating linkages existed at this first step of case coordination.

Increased continuity of service can be achieved through accountability to the agency making the referral. Accountability to the referring agency might be either formal, with written feedback, or informal. As Table 11 shows, nearly all of the agency referrals received feedback on whether the youth cooperated with the bureau. The small proportion of cases without accountability were mainly from a bureau where the interagency relationships were strong and informal feedback was mutually agreeable.

Even though the Youth Service Bureaus almost unanimously reported accountability to the referral source, informal interviews with some of the referral sources revealed that feedback was not always rapid or consistent enough to meet the needs of the referral sources.

TABLE 11  
 YOUTH SERVICE BUREAU ACCOUNTABILITY TO REFERRAL SOURCES  
 Fiscal Year 1972

New clients referred to YSB's by agencies during Fiscal 1972	<u>2025</u>	<u>100.0%</u>
If referred by an agency, has the referral source been notified whether the youth is cooperating with the bureau?		
Yes	1924	95.0
No	95	4.7
No Response	6	.3

The confidential principle of the Youth Service Bureau concept is important in the accountability process. While systematic feedback to the referring agency provides continuity, it is also important that the Youth Service Bureau not provide justice system agencies with reports on any youth's behavior. The intended role of the Youth Service Bureaus is not to provide a pipeline to law enforcement on drug users or other offenders. It appeared that most referral sources subscribe to this philosophy and did not request the Youth Service Bureau staffs to breach this confidence.

To ensure further continuity and fuller use of existing services, it was proposed that the Youth Service Bureaus develop service integration, referring youth to existing services in their communities and following up to make sure the services were adequately provided. The President's Commission suggested that services would be purchased or obtained through voluntary agreement with other community organizations.

However, all of the California bureaus have clearly concentrated on providing direct services to youth rather than systematically referring youth to other services and following up.

Table 12 shows that a minority of the bureau's clients were referred to other agencies for service. A ratio of 1.0 would mean the average client was referred to one other agency. Hence, a ratio of .4 means that there were four referrals elsewhere for each ten clients. Excluding the Bassett bureau, where referrals to the bureau's other programs were sometimes included in the referral data, none of the bureaus reported more than three referrals to other services for each ten clients.

TABLE 12  
REFERRALS OF NEW CLIENTS TO OTHER AGENCIES  
BY CALIFORNIA YOUTH SERVICE BUREAUS

Fiscal Year 1972

	<u>New Clients Served by YSB in first nine months of 1972</u>	<u>Number of Referrals to Other Agencies for Service</u>	<u>Refer- rals Per Client</u>
<u>Youth Service Bureau:</u>	<u>3043</u>	<u>1135</u>	<u>.4</u>
Bassett	1182	862	.7
Richmond	227	77	.3
Yolo	148	40	.3
<u>San Diego</u>	<u>531</u>	<u>66</u>	<u>.1</u>
Clairmont	256	15	.1
East San Diego	239	43	.2
Northwest San Diego	36	8	.2
East San Jose	316	42	.1
Yuba-Sutter	192	26	.1
San Fernando	336	12	.04
Pacifica	111	1	.01

There are several reasons that the California Youth Service Bureaus did not function as service brokers more often:

- The organizational structure did not encourage it. The original seed money did not provide funds for purchase of service. Nor were formalized joint agreements with other agencies to provide service voluntarily often developed.
- The community did not encourage it. Some agencies referring youth to a bureau definitely preferred that the youth or family not be referred again to a third agency. Moreover, potential referral resources, often already inundated by clients, did not encourage it.

- The staff's training and experience did not encourage it. Most staff had considerably more experience in direct casework than in advocacy or service brokerage.
- Some clients' needs may not have necessitated other services. Table 9 showed that more than three in ten of the cases were closed at three months because further service was unnecessary.

Summary

Overall, the California Youth Service Bureaus' most characteristic type of program coordination was to detach agency staff to the bureau for a pooling of resources. Duplications in services were reduced and gaps filled informally, rather than by systematic planning.

The strongest linkages on a case level were with agencies referring to the bureaus and bureau accountability to the referring agency. Service brokerage and subsequent follow-up and advocacy were utilized less.

CHAPTER VII. LAW ENFORCEMENT AND YOUTH SERVICE BUREAUS

Because of the high priority the Youth Service Bureau concept places on diversion and delinquency reduction, the linkages of law enforcement and the bureaus are especially important. This is particularly crucial in the issue of law enforcement referrals to the bureau: which youth, for what reasons, by what processes, for what services, with what kind of feedback.

Referrals to the Youth Service Bureaus

One criterion this evaluation used to determine whether diversion took place was whether or not local law enforcement officers utilize the Youth Service Bureaus by referring youth to them. It is significant that there were a number of law enforcement referrals to the bureaus -- roughly 1200 in a two-year period. But as this report indicated earlier, police forces did not make full use of the bureaus' services, since this averaged five law enforcement referrals per month per bureau.

Twelve percent of the new clients in Fiscal 1972 were law enforcement referrals. Together with probation referrals, they did not constitute a majority of new referrals, as the President's Commission proposed.

Referrals from law enforcement varied appreciably from bureau to bureau, as Table 13 shows. The San Fernando bureau, with referrals from the San Fernando and Los Angeles police, and the San Diego bureaus, with referrals from the San Diego police, received the highest number of referrals from law enforcement, averaging ten to twelve per month. The Bassett bureau, where law enforcement is provided by the Los Angeles Sheriff's Office, received the least. Law enforcement referrals to this bureau were negligible.

TABLE 13  
LAW ENFORCEMENT REFERRALS TO EACH YOUTH SERVICE BUREAU  
Fiscal Years 1971 and 1972

	July 1970- June 1971	July 1971- June 1972	Average per Month of Operation
Total new law enforcement referrals served	<u>627</u>	<u>554</u>	<u>5.4</u>
<u>Youth Service Bureaus:</u>			
San Fernando (Los Angeles County)	177	106	11.8
<u>San Diego bureaus (San Diego County)</u>			
Clairemont	<u>128</u>	<u>245</u>	<u>9.8</u>
East San Diego <sup>a</sup>	--	74	8.2
Northwest San Diego <sup>b</sup>	--	42	8.4
Pacifica (San Mateo County)	101	45	6.1
East San Jose (Santa Clara County)	86	53	5.8
Richmond (Contra Costa County)	18	35	4.4
Yolo (Yolo County)	50	42	3.8
Yuba-Sutter (Yuba and Sutter Counties)	49	24	3.0
Ventura (Ventura County) <sup>c</sup>	17	--	1.4
Bassett (Los Angeles County)	1	4	.2

<sup>a</sup>Opened October 1971.

<sup>b</sup>Opened February 1972.

<sup>c</sup>Closed June 30, 1971.

Altogether, California's Youth Service Bureaus received fewer law enforcement referrals in Fiscal 1972 than in Fiscal 1971. This occurred for a variety of reasons: changes in bureau staff, lack of systematic feedback on referred youth's participation, and anticipation of a bureau's closing.

Since most of the bureaus began receiving referrals in the last half of Fiscal 1969 or in Fiscal 1970, the data presented here does not cover law enforcement referrals in the bureaus' earliest stages of operation. In general, the bureaus only began to receive law enforcement referrals after being in operation for a short time, after actively soliciting referrals, and after initially demonstrating their service capabilities.

Characteristics of Law Enforcement Referrals

This evaluation wanted to determine the types of youth law enforcement officers refer to the bureaus. One facet of this was whether the youth referred committed offenses for which they would otherwise have been referred to probation.

Law enforcement referrals to the California Youth Service Bureaus tended to be slightly younger than were initial referrals to probation throughout the state. In comparison, the typical youth initially referred to California probation departments in 1971 was 16.1 years; the typical law enforcement referral to the YSB's, 15.3 years. (Table 14)

Somewhat more of law enforcement referrals to the bureaus were female than were initial probation referrals. Twenty-eight percent of initial probation referrals were female, while thirty-eight percent of law enforcement referrals to YSB's were female. Thus, it appears that law enforcement was more likely to divert girls out of the justice system and to the Youth Service Bureau than they were to divert boys. Earlier studies in delinquency prevention have also shown that police more frequently decided to deal with girls informally in the community.

TABLE 14  
 CHARACTERISTICS OF CLIENTS REFERRED TO YSB'S  
 BY LAW ENFORCEMENT  
 Fiscal Years 1971 and 1972

	July 1970- June 1971		July 1971- June 1972	
Total new law enforcement referrals served	<u>627</u>	<u>100.0%</u>	<u>554</u>	<u>100.0%</u>
<u>Sex</u>				
Male	399	63.6	344	62.1
Female	228	36.4	210	37.9
<u>Age</u>				
Under 10	22	3.5	13	2.4
10-11	26	4.1	24	4.3
12-13	117	18.7	136	24.6
14-15	265	42.3	214	38.6
16-17	189	30.2	162	29.2
18 and over	8	1.3	5	.9
(Median Age)	(15.0)		(15.3)	
<u>Ethnic Group</u>				
White/Anglo	412	65.7	377	68.0
Mexican-American	160	25.5	114	20.6
Black	45	7.2	52	9.4
Other	9	1.4	11	2.0
No Response	1	.2	--	--
<u>School Status</u>				
Attending			514	92.8
Quit/dropped out		Not	32	5.8
High school graduate		Recorded	8	1.4
No response			--	--
<u>Present (or most recent Grade in School)</u>				
Fifth or sixth	23	3.7	16	2.9
Seventh or eighth	40	6.4	40	7.2
Ninth or tenth	148	23.6	147	26.5
Eleventh or twelfth	282	45.0	239	43.1
High school graduate	129	20.6	104	18.8
No response	5	.8	--	--
(Median Grade)	( 9.7)		( 9.1)	

Seventy-one percent of new probation referrals were white; of law enforcement referrals to the bureaus, sixty-eight percent were white.

Thus, the typical law enforcement referral to California's Youth Service bureaus was a white male fifteen-year-old. He was attending school and in the ninth or tenth grade.

Reasons for Law Enforcement Referrals

Delinquent tendencies were more often the reason for law enforcement referrals to the Youth Service Bureaus than they were the reason for initial referrals to probation.

Police referred youth to the bureaus about equally often for specific offenses and for delinquent tendencies. (Table 15) Among the specific offenses, property offenses were the most frequent reason that police referred youth to a YSB. Among delinquent tendencies, incorrigibility was the most frequent reason that police referred, followed by runaway.

The less seriously delinquent juveniles tend to be those that law enforcement referred to the Youth Service Bureaus, as suggested by the President's Commission. While delinquent tendencies comprised half of the reasons for law enforcement referrals to the bureaus, they accounted for only one-third of the initial probation referrals. (Table 16)

Earlier, this report showed that the proportion of youth processed for delinquent tendencies decreases and that of youth processed for specific offenses increases as youth more deeply penetrate the juvenile justice system. (Table 4) Table 17 shows that law enforcement referrals to the Youth Service Bureaus fit into this sequence. This sequence assumes that

TABLE 15  
REASONS FOR LAW ENFORCEMENT REFERRALS  
TO YOUTH SERVICE BUREAUS  
Fiscal Years 1971 and 1972

	July 1970- June 1971		July 1971- June 1972	
Total new law enforcement referrals served	<u>627</u>	<u>100.0%</u>	<u>554</u>	<u>100.0%</u>
Reasons for Referral:				
<u>Specific Offenses</u>	<u>389</u>	<u>62.0</u>	<u>322</u>	<u>58.1</u>
Person offenses	9	1.4	9	1.6
Property offenses	164	26.2	154	27.8
Drug offenses	110	17.5	83	15.0
Other specific offenses	106	16.9	76	13.7
<u>Delinquent Tendencies</u>	<u>341</u>	<u>54.4</u>	<u>325</u>	<u>58.7</u>
Incorrigible	129	20.6	158	28.5
Truancy	87	13.9	50	9.0
Runaway	100	15.9	103	18.6
Loitering, curfew	25	4.0	14	2.5
<u>Dependent</u>	<u>2</u>	<u>.3</u>	<u>1</u>	<u>.2</u>
<u>Other Reasons</u>	<u>27</u>	<u>4.3</u>	<u>27</u>	<u>4.9</u>
Average number of reasons for referral	1.2		1.2	

Note: Columns add to more than 100% because of multiple reasons for referral.

the decision for a police officer to refer to a YSB generally follows the decision-point of arrest. If this assumption is valid, the proportions of specific offenses and delinquent tendencies at this processing point indicate

TABLE 16  
REASONS FOR LAW ENFORCEMENT REFERRALS TO YOUTH SERVICE BUREAUS  
COMPARED WITH  
REASONS FOR INITIAL REFERRALS TO PROBATION DEPARTMENTS

	Reasons for Law Enforcement Referrals to Youth Service Bureaus July 1971-June 1972	Reasons for Initial Juvenile Referrals to California Probation Departments 1971
Total reasons	<u>100.0%*</u>	<u>100.0%</u>
<u>Specific Offenses</u>	<u>49.8</u>	<u>67.5</u>
Person offenses	1.4	6.1
Property offenses	23.8	29.8
Drug offenses	12.8	13.8
Other specific offenses	11.8	17.9
<u>Delinquent Tendencies</u>	<u>50.2</u>	<u>32.5</u>
Incorrigible	24.4	11.4
Truancy	7.7	3.5
Runaway	15.9	12.8
Loitering, curfew	2.2	4.9

\* Percentages differ from Table 15, where the base was the number of new clients referred by law enforcement. In this table the base is the number of delinquent reasons for law enforcement referrals.

that the reasons for law enforcement referrals to the bureaus have been appropriate. These reasons also have borne out the planning for the bureaus, that is, that the bureaus have offered an alternative to the existing police decision-making process.

Service Provided to Law Enforcement Referrals

As a policy, the Youth Service Bureaus make no distinctions in the service they provide a youth based on his or her referral source to the YSB.

TABLE 17

PROPORTION OF SPECIFIC OFFENSES AND DELINQUENT TENDENCIES AT SELECTED DECISION POINTS FOR JUVENILES

	ALL REFERRAL SOURCES TO YOUTH SERVICE BUREAU	POLICE	POLICE REFERRALS TO YOUTH SERVICE BUREAU	PROBATION INTAKE	COURT
	Delinq. Reasons for Referral to YSB's in Calif. 1971-72	Juvenile Arrests in Calif. 1971	Delinquent Reasons for Referral to YSB's in Calif. 1971-72	Initial Referrals to Probation in Calif. 1971	Initial Petitions Filed in Juvenile Courts in Calif. 1971
Total	100.0%	100.0%	100.0%	100.0%	100.0%
Reason for Contact:					
Specific Offenses	37.5	43.5	49.8	67.5	75.0
Delinquent Tendencies	62.5	56.5	50.2	32.5	25.0

Nevertheless, there are some strong differences in the services provided to youth referred by law enforcement.

A considerably larger proportion of law enforcement referrals received counseling, particularly family counseling, than all new bureau clients. Table 18 shows that more than nine out of ten of the youth referred by police received counseling, with more than three-fourths of them participating in family counseling. Earlier, Table 6 showed that just over half of all new YSB clients received counseling, with one-third receiving family counseling.

Since the Youth Service Bureau concept is a noncoercive one, an important consideration is whether youth referred by law enforcement continue to participate in the bureau voluntarily. Most law enforcement referrals do so, as the reasons for case closure in Table 19 indicate. Within three months after law enforcement referred a youth to a bureau, only one in ten youth dropped out or refused further service. While less than one in five law enforcement referrals was still active in the bureau at that time, most of the cases that were closed were because further services were unnecessary.

The typical law enforcement referral had relatively few contacts with the Youth Service Bureau: 3.4. (Table 20) And one in five law enforcement referrals had only one contact. These new clients averaged slightly more contacts than the total of new clients, where the median number of contacts in three months was 3.1, and more than one-fourth had only a single contact.

TABLE 18

DIRECT SERVICE PROVIDED TO LAW ENFORCEMENT REFERRALS  
BY CALIFORNIA YOUTH SERVICE BUREAUS

Fiscal Year 1972

	Service in First Three Months	
New law enforcement referrals served by YSB's in first nine months of Fiscal 1972	<u>349</u>	<u>100.0%</u>
DIRECT SERVICE PROVIDED:		
<u>Counseling</u>	<u>335</u>	<u>96.0</u>
Individual and family	269	77.1
Individual	56	16.0
Group	10	2.9
<u>Other Services</u>	<u>56</u>	<u>16.0</u>
Medical aid	8	2.3
Job referral/placement	13	3.8
Recreation program	7	2.0
Remedial education; tutoring	5	1.4
Drug program	4	1.1
Prevocational training	--	--
Legal aid	2	.6
Miscellaneous:		
Crisis home; temporary housing	8	2.3
Big brother; big sister	3	.9
Psychiatric/psychological evaluation	3	.9
Other	3	.9
<u>Intervention/Advocacy</u>	<u>59</u>	<u>16.9</u>
With school	28	8.0
With probation or court	8	2.3
With police	23	6.6

Note: Column adds to more than 100% because of multiple services provided to individual youth.

TABLE 19

STATUS OF LAW ENFORCEMENT REFERRALS  
IN YOUTH SERVICE BUREAUS

Fiscal Year 1972

	Three Months After Intake	
New law enforcement referrals served by YSB's in first nine months of Fiscal 1972	<u>349</u>	<u>100.0%</u>
STATUS OF YOUTH IN BUREAU:		
Active	63	18.0
Inactive	105	30.1
Case closed	146	41.8
No response	35	10.1
If "Case Closed", Reason for Closure:		
<u>Closed by Bureau</u>	<u>82</u>	<u>23.5</u>
Further services unnecessary	59	16.9
Referred to other agency	11	3.2
Placed on probation	12	3.4
Needed services unavailable	--	--
<u>Closed by Youth</u>	<u>37</u>	<u>10.6</u>
Dropped out	16	4.6
Refused further services	21	6.0
<u>Miscellaneous</u>	<u>27</u>	<u>7.7</u>
Moved from area	16	4.6
Nonresident of target area	5	1.4
Other	6	1.7

Criteria for Law Enforcement Referrals

Most police departments referring youth to a Youth Service Bureau do not have a systematic policy for screening juveniles out of the justice system or a formalized set of criteria for referral. Many of the referral

**CONTINUED**

**1 OF 3**

TABLE 20  
 NUMBER OF YOUTH SERVICE BUREAU CONTACTS  
 WITH NEW LAW ENFORCEMENT CONTACTS

	Direct Service During First Three Months of Contacts	
New law enforcement referrals served by YSB's in first nine months of Fiscal 1972	349	100.0%
Number of contacts:		
One contact	71	20.3
Two	60	17.2
Three	51	14.6
Four	23	6.6
Five	11	3.2
Six to ten	60	17.2
Eleven to fifteen	22	6.3
Sixteen to twenty	4	1.2
Twenty-one to twenty-five	1	.3
Twenty-six to thirty	1	.3
No Response	45	12.9
Median number of contacts	3.4	

patterns are based on individual relationships. Therefore, the amounts and types of referrals change with personnel changes at the bureau or in law enforcement.

However, before referring to a YSB, law enforcement officers usually consider whether or not a youth is already on probation, the severity of the offense, whether it is a first or subsequent offense, the youth's age and whether he or she lives in the bureau's service area.

A primary consideration is whether or not the youth -- and usually his parents also -- is willing to cooperate with the Youth Service Bureau. Their

willingness to cooperate with the bureau becomes an especially important criterion if the youth has a subsequent police contact after referral to the bureau. Accountability by the bureau, that is, feedback to the police on whether the referred youth is voluntarily receiving the bureau's service, provides the police officer with another factor to use in decision-making if there is a subsequent police contact.

Some law enforcement agencies will not refer a youth back to the Youth Service Bureau a second time. In other agencies, a subsequent referral to the bureaus depends on the cooperation of the youth and his family in working with the bureau.

Increasing Law Enforcement Referrals

Because police are making less than full use of the bureaus, some of the factors that would encourage their increased use of the bureau as a referral resource or alternative to probation are summarized here. The primary sources of these factors were interviews and review of bureau reports.

Awareness of the Youth Service Bureau is one of these factors. Existing referral patterns seem to change more readily when law enforcement is reminded of the bureau's existence, is informed about the services the bureau is capable of providing, and is acquainted with the staff who will provide the services.

A method of increasing awareness is to detach justice system personnel to the bureau, to work in a noncoercive style. The San Diego, East San Jose, and Pacifica bureaus were all staffed partially in this way.

Accessibility and types of services provided by the local bureau also have an impact on the referrals police officers make to the bureau. The bureau's ability to respond rapidly makes a difference. For example, limited office hours, staff's not being available in a crisis, and no temporary shelter facility all limit the referrals that otherwise cooperative police make to a Youth Service Bureau, according to information obtained in interviews.

Accountability to the referring officer also tends to increase referrals. With systematic feedback on what services the bureau is providing a referred youth, the law enforcement officer will have more adequate information for future decision-making.

#### Summary

A smaller proportion of referrals than anticipated to California's Youth Service Bureaus were from law enforcement. The President's Commission envisaged that the majority of referrals would be from law enforcement and court intake staff. Instead, only about twenty percent of the new referrals in Fiscal 1972 were from police and probation, with twelve percent from police.

It appears that police forces made less than full use of the Youth Service Bureaus. While their use of the bureaus varied from community to community, the typical bureau provided service to just over five police referrals per month.

However, it is still significant that law enforcement made some use of the Youth Service Bureaus by referring youth to them. Most youth referred

by law enforcement continued to participate in the YSB voluntarily, with only one in ten refusing service or dropping out in the first three months.

Police referred youth to the Youth Service Bureaus about equally often for specific offenses and delinquent tendencies. On this basis, police referrals to the bureaus fit into the sequence that shows the proportion of youth processed for delinquent tendencies decreases and that of youth processed for specific offenses increases as youth more deeply penetrate California's juvenile justice system.

Since most police departments do not have a formalized policy or criteria for referral to the Youth Service Bureau, law enforcement referrals to the bureaus change with personnel changes. Several bureau characteristics seem to increase police referrals to the bureaus. These characteristics include accessibility, ability to respond rapidly, and systematic feedback and accountability to the referring agency.

## CHAPTER VIII. DIVERSION FROM THE JUVENILE JUSTICE SYSTEM

Because diversion is the process of defining and handling by other means problems which would otherwise be dealt with in a context of delinquency and official action, juveniles can be diverted from the justice system at several decision points. No one criterion is sufficient for determining whether diversion has taken place. Therefore, this evaluation used a variety of measures to determine whether diversion occurred.

Two dimensions of analysis were used. One dimension was to review the arrest and probation records of individual youth provided with service by the Youth Service Bureaus for a time period before bureau referral and a time period after referral. The other dimension was to study trends in all arrests and dispositions in the bureau service areas and trends in initial probation referrals and dispositions for all youth living in the bureau service areas.

### Diversion of Individual Youth

Juvenile justice system usage of the Youth Service Bureaus as referral resources is one indicator of diversion. As the previous chapter indicated, while law enforcement utilized most of the bureaus by referring youth, the level of usage was less than anticipated.

Probation also used the bureaus as a referral resource, referring 430 youth to the bureaus in Fiscal 1972. This compares with 554 referrals from law enforcement. The proportion of probation referrals that were diverted out of the justice system cannot be precisely ascertained, since the informa-

tion system did not distinguish between referrals from probation intake and those from probation supervision. However, program observation indicates many of the probation referrals were from intake.

As one method of looking at diversion, in five selected bureaus police and probation records were reviewed for each youth served by the bureau.

To determine whether the diversion objective was achieved, one criterion proposed was whether most youth served by the bureaus had been arrested in the previous six months and would therefore have been likely candidates for entering the justice system. However, this criterion fails to recognize that a youth with several police contacts may not have been arrested even though he or she would be vulnerable for further penetration of the justice system.

Arrest records of youth referred from all sources to selected bureaus were reviewed for the six months prior to bureau referral. Twenty-one percent of the youth whose records were reviewed had been arrested in the six months before referral to the YSB. (Table 21) By the bureau, the proportion arrested in the prior six months ranged from eight percent in Pacifica to forty-six percent in Yolo.

Using the subjects as their own controls, this evaluation analyzed whether youth referred to the Youth Service Bureaus had fewer arrests and less severe offenses after referral to a bureau than before.

Overall, fewer of the youth referred to the bureaus from all sources were arrested in the six months after bureau intake than in the six months before. Sixteen percent were arrested in the six months after intake, compared with 21% in the prior six months. The findings were inconsistent

from bureau to bureau, with youth served by some bureaus being arrested more and others less after intake. The proportion of youth arrested after intake decreased in Yolo and in San Diego-Clairemont, remained almost the same in East San Jose, and increased in Yuba-Sutter and Pacifica.

Further analysis of the data from two of the bureaus reveals that youth arrested in the six months before bureau intake were more likely than non-arrested youth to be arrested in the six months after.

TABLE 21  
YSB CLIENTS ARRESTED AND NUMBER OF ARRESTS IN SIX MONTHS  
PRIOR TO BUREAU INTAKE AND SIX MONTHS AFTER

	Total		Intake Dates	YSB Clients Arrested			
				Six Months Before Intake		Six Months After Intake	
Total clients' records reviewed	1340	100.0%		278	20.7%	214	16.0%
<u>Select Youth Service Bureaus:</u>							
Yolo	177	100.0%	Jan. 1970- June 1971	81	45.8	5	2.9%
San Diego-Clairemont	261	100.0%	Jan.-June 1970	82	31.4%	50	19.1%
East San Jose	169	100.0%	Jan.-Dec. 1970	45	26.7%	47	27.8%
Yuba-Sutter	442	100.0%	Jan. 1970- June 1971	48	11.1%	64	14.4%
Pacifica	291	100.0%	Jan.-Dec. 1970	22	7.6%	48	16.5%

Another criterion for diversion was whether youth diverted from the justice system to the Youth Service Bureaus were nevertheless put on probation anyway. Probation records for clients of selected Youth Service Bureaus indicated that only one percent were wards of the court at the time of bureau intake. Six months later, the proportion who were wards had increased to six percent of the youth surveyed. (Table 22) Whether more or fewer of these youth would have become court wards if the bureau had not provided services cannot be ascertained from the methods used in this evaluation.

While this increase occurred, it may not be surprising. Many of the youth served by the bureaus were already vulnerable for further justice

TABLE 22  
YSB CLIENTS WHO WERE COURT WARDS AT BUREAU INTAKE  
AND SIX MONTHS LATER

	Total		YSB Clients Who Were Court Wards			
			Bureau Intake Date		Six Months After Intake	
Total clients' records reviewed	1340	100.0%	17	1.3%	83	6.2%
<u>Youth Service Bureaus Selected</u>						
Pacifica	291	100.0%	--	--	25	8.6%
San Diego-Clairemont	261	100.0%	5	1.9%	22	8.4%
Yuba-Sutter	442	100.0%	10	2.3%	30	6.8%
East San Jose	169	100.0%	2	1.2%	6	3.6%
Yolo	177	100.0%	--	--	--	--

system processing. Bureau clients may have become court wards because of behavior that was a threat to the community or because they needed services that were only available with court action.

This evaluation did not determine the underlying reasons why bureau clients became court wards. But it did determine for how many youth the bureaus recommended probation referral. It also asked, are there youth for whom the bureaus recommended probation who could have remained out of the system if additional services were available in the community?

Out of more than 3000 clients, the bureaus recommended probation referral for less than two percent. (Table 23) However, of this small group, the bureaus reported that ten percent needed a service or resource that was unavailable to the youth in the community. The need for an unavailable service or resource was more frequent among youth recommended for probation referral than among the typical bureau client. As Table 11 showed, less than three percent of all new clients needed an unavailable service or resource.

To sum up, fewer youth were arrested locally in the six months after bureau referral than in the six months before. Somewhat more of them were court wards after six months in the bureau than at bureau intake. It appears that some of the youth would not have been recommended for probation referral if additional services were available in the community.

#### Diversion on a Community Level

Youth Service Bureaus were designed to work with diversionary referrals. But a role was also proposed for them in advocating diversion as the goal

TABLE 23  
YSB CLIENTS FOR WHOM REFERRAL TO PROBATION  
RECOMMENDED BY YSB

Fiscal Year 1972

	During Three Months After Intake	
New clients served by YSB's in first nine months of Fiscal 1972	3043	100.0%
Did the bureau recommended referring youth to probation during this period?		
Yes	58	1.9
No	2454	80.6
No Response	531	17.4
If "Yes":	58	100.0%
Was there a service or resource needed by the youth but unavailable to him in the community?		
Yes	6	10.3
No	49	84.5
No Response	3	5.2

of prejudicial processing. Thus, this evaluation reviewed statistics from the bureau service areas to see if there were trends in diverting the community's youth from the justice system even if they were not referred to the bureau.

It was hypothesized that if Youth Service Bureaus were effective, local law enforcement officers would refer fewer juvenile arrests to probation and more to other agencies (including the Youth Service Bureaus) than before the bureaus were established.

The hypothesis that fewer arrests would be referred to probation was confirmed in the majority of the areas where data were obtained. As Table 24 shows, in four of the five bureaus service areas where data were available, juvenile arrests referred to probation decreased substantially. Specifically, in Pacifica, San Fernando, and Richmond, arrests referred to probation dropped thirty to forty percent in the three years after the bureaus began operation. In Yolo County, arrests referred to probation dropped more than twenty percent in a two-year period. Only in the Yuba-Sutter area did arrests referred to probation increase.

At the same time, changes in referrals to "other (nonmandatory) agencies" were more dramatic but less consistent. Arrests referred to other non-justice system agencies increased more than 100% in Pacifica and Richmond; they decreased more than 50% in San Fernando. They also decreased in Yuba and Sutter Counties. These data are analyzed in more detail in the Appendices.

Youth are referred to probation intake from sources other than local law enforcement. These sources include other law enforcement agencies and agencies and individuals outside the justice system. Thus, this research determined whether fewer service area youth were referred to probation from all sources than before the bureaus began operation.

Data gathered from several sources do not permit exactly parallel comparisons of all bureaus on this factor. Baseline data on probation intake from a time period prior to the bureaus' establishment were not readily accessible in all cases.

TABLE 24

CHANGES IN ARRESTS AND DISPOSITIONS  
SELECTED YSB SERVICE AREA LAW ENFORCEMENT AGENCIES

	Percent Change, Fiscal Year 1972 from Fiscal Year 1969				Fiscal Year 1972 from F.Y. 1970	
	Pacifica (Police Dept.)	San Fernando (Police Dept.)	Richmond (Police Dept.)	San Diego Clairmont (Police Dept.)	Yuba-Sutter (Six L. E. Agencies)	Yolo (Sheriff's Office)
Total Juvenile Delinquency Arrests	-42.0%	-19.9%	-14.0%	+5.7%	+5.9%	-7.8%
Handled within department	-54.3	+29.2	+ 0.4	Data	+20.2	**
Referred to other agencies*	+113.5	-51.7	+129.4	Not	- 5.4	**
Referred to probation department	- 40.9	-37.3	-29.8	Available	+ 3.1	-22.1

\* May include referral to Youth Service Bureau.

\*\* Too small to percentage.

Source: Bureau of Criminal Statistics and San Diego Police Department data.

TABLE 25

CHANGES IN INITIAL JUVENILE REFERRALS AND DISPOSITIONS  
FOR DELINQUENT ACTS  
RESIDENTS OF SELECTED YSB SERVICE AREAS TO PROBATION INTAKE

	Percent Change, Fiscal Year 1972 From Fiscal Year 1969		
	Pacifica (San Mateo County)	Yolo (Yolo County)	Richmond (Contra Costa County)
<b>PROBATION DEPARTMENTS</b>			
<u>Initial Referrals of Youth Living in Service Area</u>	<u>-45.4%</u>	<u>-21.9%</u>	<u>- 8.0%</u>
Initial Disposition:			
Closed at Intake*	-57.2	- 9.2	+ 6.3
Informal Probation	**	-50.0	-44.6
Petition Filed	-33.5	-26.2	-17.4
<u>All Other Initial Juvenile Referrals</u>	<u>+ .1%</u>	<u>+16.6%</u>	<u>+24.6%</u>
Initial Disposition:			
Closed at Intake	- 6.9	+33.9	+40.7
Informal Probation	+ 9.1	- 7.0	+ 7.3
Petition Filed	+ 7.2	-12.8	+ 7.1

\* May include referral to Youth Service Bureau.

\*\* Too small to percentage.

Source: Bureau of Criminal Statistics data.

However, there are significant findings at the point of probation intake. A majority of the Youth Service Bureau areas where data were available showed reductions in initial probation referrals of youth living in the service area. Table 25 shows that initial referrals to probation of youth living in the bureau service area decreased

in Pacifica (San Mateo County), Yolo (Yolo County), and Richmond (Contra Costa County). These decreases occurred while all other initial juvenile referrals in these counties stayed the same or increased. The 45% decrease in initial probation referrals from Pacifica was particularly noteworthy.

In Los Angeles County, initial probation referrals of youth living in the two bureau service areas decreased over a three-year period also. (Table 26) The Bassett area initial probation referrals decreased while a nearby comparison area showed an increase. While San Fernando's initial referrals were substantially reduced (forty percent), its comparison area also registered a reduction in initial probation referrals.

TABLE 26

CHANGES IN INITIAL JUVENILE REFERRALS FOR DELINQUENT ACTS  
RESIDENTS OF LOS ANGELES COUNTY YSB SERVICE AREAS  
TO PROBATION INTAKE

	Percent Change	
	Fiscal Year 1972 From Fiscal Year 1969	
	<u>Bassett Area</u>	<u>San Fernando Area</u>
<b>LOS ANGELES COUNTY PROBATION DEPARTMENT</b>		
<u>Initial Referrals of Youth Living in Service Area</u>	<u>- 9.8%</u>	<u>-39.7%</u>
Initial Investigations	-28.2	-41.8
Initial Court Reports	+ 7.8	-38.1
<u>Initial Referrals of Youth Living in Comparison Area</u>	<u>+ 5.6%</u>	<u>-33.7%</u>
Initial Investigations	+12.1	-30.3
Initial Court Reports	--	--

Initial probation referrals were unavailable for the East San Jose area of Santa Clara County. Total referrals, that is, initial and re-referrals, increased over the three-year period after the bureau was started. The increase was eighteen percent. Among girls the increase was 76%. (Table 27) Whether this represents an increase in the number of youth referred or an increase in the number of times a static number of youth were referred could not be determined.

San Diego County's probation intake data shows that initial referrals were up nineteen percent in the Clairemont area for a two-year period. Baseline data for the year prior to the bureau's opening were not readily obtainable. Nor does this statistic correct for a population increase in the bureau service area during this time. Moreover, the East San Diego area, where the bureau opened early in Fiscal 1972, also experienced an increase in initial referrals. (Table 28)

TABLE 27

CHANGES IN TOTAL JUVENILE REFERRALS FOR DELINQUENT ACTS RESIDENTS OF EAST SAN JOSE YSB SERVICE AREA	
	<u>Percent Change</u>
	<u>Fiscal Year 1972 From Fiscal Year 1969</u>
<u>SANTA CLARA COUNTY JUVENILE PROBATION DEPARTMENT</u>	
<u>Total Referrals of Youth Living in East San Jose Service Area</u>	<u>+17.9%</u>
Boys	+ 4.4
Girls	+76.1

Note: Includes initial referrals and rereferrals.  
Source: Santa Clara County Juvenile Probation Dept. data.

TABLE 28

CHANGES IN INITIAL JUVENILE REFERRALS AND  
DISPOSITIONS FOR DELINQUENT ACTS  
RESIDENTS OF SAN DIEGO COUNTY YSB SERVICE AREAS  
TO PROBATION INTAKE

	<u>Percent Change</u>	
	<u>Fiscal Year 1972 From Fiscal Year 1970</u>	
	<u>Clairemont Area</u>	<u>East San Diego Area</u>
<u>SAN DIEGO COUNTY PROBATION DEPARTMENT</u>		
<u>Initial Referrals of Youth Living in Service Area</u>	<u>+19.1%</u>	<u>+13.9%</u>
Initial Disposition:		
Closed at Intake	+35.9	+42.8
Informal Probation	+22.7	+80.7
Petition Filed	-11.7	-35.3

Source: San Diego County Probation Department data.

Two-year trends in Yuba and Sutter counties also show increases in initial probation referrals. (Table 29) While initial probation referrals increased here, the youth population was decreasing.

Synthesizing these findings regarding initial probation referrals, most Youth Service Bureau areas where data were available had decreases in the number of local youth initially referred to probation. In five of the areas, there were decreases in initial probation referrals. In two of the areas, there were increases, one of which would be reduced if increased population were taken into account. In an

TABLE 29

CHANGES IN INITIAL JUVENILE REFERRALS AND DISPOSITIONS FOR DELINQUENT ACTS TO YUBA-SUTTER PROBATION INTAKE

	<u>Percent Change</u>		
	Fiscal Year 1972 From Fiscal Year 1970		
	<u>Yuba-Sutter Counties</u>	<u>Yuba County</u>	<u>Sutter County</u>
<b>PROBATION DEPARTMENTS</b>			
<u>Initial Juvenile Referrals</u>	+ 8.2%	+13.2%	+ 2.0%
<b>Initial Disposition:</b>			
Closed at Intake	+ 3.8	+ 9.0	- 4.1
Informal Probation	+12.5	+26.8	+ 2.5
Petition Filed	+14.4	+17.1	+11.6

Source: Bureau of Criminal Statistics data.

additional area, total probation referrals increased; initial probation referrals for that area could not be isolated for analysis.

There is a particularly intriguing aspect to the initial probation referrals data. If decreases in the service area data are more than coincidental to the bureau's existence, we could expect reductions in service area delinquency data to be particularly strong for:

- youth not on probation, that is, initial referrals
- youth living in the bureau service area
- youth referred by the bureau service area's police to probation, that is, those arrested locally rather than by police in another community or those referred to probation by non-law enforcement sources

In the three bureaus where data were available, this was clearly so. Comparable data were not available for other bureau service areas. Initial probation referrals of Pacifica youth by the Pacifica Police Department decreased nearly sixty percent in three years. In Yolo, initial referrals of local youth by the Yolo County Sheriff's Office decreased about forty-five percent in three years. Initial probation referrals of Richmond area youth by the Richmond Police Department decreased sixty percent in a two-year period. These very sizeable decreases lead to the conclusion that referral to probation intake is the juvenile justice decision point changed most significantly in Youth Service Bureau areas.

Summary

Some juvenile justice agencies diverted individual youth by referring them to a Youth Service Bureau as an alternative to further justice system processing. Fewer of the youth referred to the bureaus were arrested in the subsequent six months than had been arrested in the prior six months. Nevertheless, a small proportion of additional youth became court wards after bureau referral.

Considerably fewer arrests were referred to probation in the majority of areas served by Youth Service Bureaus where data were available. In a majority of the areas with available data there were also substantial reductions in initial referrals of local youth to probation. Local youth living in the bureau service areas and referred to probation for the first time by local police registered the greatest decrease in the years following the bureaus' establishment.

CHAPTER IX. DELINQUENCY REDUCTION

A key question is whether delinquency is reduced in the areas served by Youth Service Bureaus. Thus, this analysis determined wherever possible if there are fewer juvenile arrests than before the bureaus were established. It also determined if arrests decreased faster in the bureau areas than in comparison areas, where this was feasible.

Where data were available, there were some substantial reductions in juvenile arrests compared with before the bureaus were established. In one community (Pacifica), juvenile arrests decreased forty-two percent; in another (San Ferrando), twenty percent; and in another (Richmond), fourteen percent. In another community (Yolo), juvenile arrests were down eight percent. (Table 30)

Not every Youth Service Bureau service area evidenced these reductions. In San Diego-Clairemont, juvenile arrests increased (six percent), but the youth population increased also. In East San Diego, arrests also increased (eight percent). Population changes were not obtained; therefore, conclusions similar to Clairemont's cannot be reached. In only one area, Yuba-Sutter, was there an increase in juvenile arrests (six percent) as the youth population decreased.

Thus, the preponderance of evidence is that delinquency was reduced in the bureau target areas.

In order to relate these delinquency trends to the progress in bureau areas toward the diversion objective, findings for each Youth Service Bureau service area are summarized here.

TABLE 30

CHANGES IN ARRESTS, SELECTED YSB SERVICE AREA  
LAW ENFORCEMENT AGENCIES

	<u>Percent Change</u>
	<u>Fiscal Year 1972</u> from <u>Fiscal Year 1969</u>
<u>Total Juvenile Delinquency Arrests</u>	
Pacifica (Police Dept.)	-42.0%
San Fernando (Police Dept.)	-19.9
Richmond (Police Dept.)	-14.0
San Diego - Clairemont (Police Dept., three beats)	+ 5.7
Yuba-Sutter (Six law enforcement agencies)	+ 5.9
East San Diego (Police Dept., four beats)	+ 7.7
	<u>Fiscal Year 1972</u> from <u>Fiscal Year 1970</u>
Yolo (Yolo Sheriff's Office)	- 7.8%

Bassett: Indications are that diversion from the juvenile justice system took place but not on a consistent basis. While initial probation referrals were reduced, first referrals disposed of by court referral increased, indicating penetration of the justice system was not minimized at this point. Delinquency data for the bureau's service area was not readily available.

East San Jose: Due to unavailability of data, the impact on delinquency reduction was not ascertained. Initial referrals to probation could not be obtained. But diversion may not have been achieved, since total referrals to probation increased.

Pacifica: Delinquency decreased substantially while it increased in four nearby cities. Decreased arrests were accompanied by a similar reduction in initial probation referrals, particularly initial referrals closed at intake.

Richmond: There was a reduction of delinquency and a simultaneous diversion from further processing by the justice system. Diversion was not a trend for the remainder of the county outside of the service area.

San Diego: Juvenile arrests indicated delinquency increased, but not as rapidly among bureau area residents as among other city residents. Nevertheless, penetration of the justice system lessened, as there were reductions in initial petitions filed.

San Fernando: Diversion and delinquency reduction both occurred. Arrests were reduced, and there were fewer arrests referred to probation. First referrals to court decreased, thus diminishing justice system penetration.

Yolo: Delinquency was reduced, and arrest dispositions and probation intake showed diversion. Comparable diversion did not take place in the segment of the county out of the bureau service area.

Yuba-Sutter: Delinquency increased in the area. No appreciable diversion took place, since arrests referred to probation and initial probation referrals both gained. With more petitions filed, penetration of the justice system was greater than before the bureau began operation.

#### Summary

Delinquency, as determined by juvenile arrests, was markedly reduced in some of the Youth Service Bureau service areas. Even though not every service area showed a reduction in delinquency, the weight of the evidence is balanced on the side of delinquency reduction and diversion from the justice system.

## CHAPTER X. CONCLUSIONS

The first Youth Service Bureaus in California set out to demonstrate that by coordinating resources, juveniles could be diverted out of the justice system and delinquency could be reduced.

This evaluation determined that these pilot Youth Service Bureaus made initial efforts at coordination despite limited resources and power. Examples of coordination included agencies' detaching staff to the bureaus, interagency councils stimulated by the bureaus, and joint programs developed and sponsored by the Youth Service Bureaus and other agencies. On a case level, coordination included receiving referrals from other agencies and accountability to the referral sources. Overall, while the California Youth Service Bureaus' achievement of the coordination objective was neither extensive nor systematic, the bureaus' role in achieving more coordinated services began to emerge more fully as the bureaus stabilized.

By coordinating and providing services for youth, the majority of the first Youth Service Bureaus in California played a role in diverting youth out of the justice system.

There are several indicators of diversion. First, justice system agencies utilized the bureaus by referring youth to them. However, this usage was less than anticipated, it varied from community to community, and it fluctuated through time. All of these characteristics of justice system referral patterns were in part related to the fact that use of Youth Service Bureaus as referral resources was informal, often depending on individual relationships rather than on justice system screening policies.

Moreover, even though all of the bureaus were not extensively used as referral resources by justice system agencies, data at several decision points for juveniles show that justice system agencies in several of the Youth Service Bureau areas began to handle youth in trouble differently, diverting additional youth out of the justice system.

The most dramatic decrease was at the decision point of initial referral to probation, particularly among youth living in the bureau service area and referred to probation by the bureau service area's police.

Not all of the reductions in initial referrals to probation were accounted for by police referrals of juveniles to the Youth Service Bureaus. Nonetheless, it appears that the presence of a viable bureau in a community may foster a climate of increased informal handling of juveniles.

Youth served by the California Youth Service Bureaus were referred to the bureaus from a variety of agency and individual sources, as intended. The typical youth served was fifteen years old and therefore at an age most vulnerable for justice system processing.

As intended, reasons for referral to the bureaus were both potentially delinquent reasons and other problems. Based on the delinquent reasons for referral to the bureaus, youth served were less seriously delinquent juveniles than those served by the conventional components of the justice system. Looking only at youth referred by law enforcement to the bureaus reveals that their referrals were for more severe reasons than the average juvenile arrest and for less severe reasons than initial referrals to probation. This indicates that the pilot Youth Service Bureaus have offered an alternative to the existing police decision-making process.

Officially acted-on juvenile delinquency, as measured by arrests, was reduced in the majority of the Youth Service Bureau service areas for which data were available. The most sizeable reduction of delinquency was forty-two percent in one community over a three-year period.

Nevertheless, delinquency was not reduced in every pilot Youth Service Bureau community. In one community where the bureau's program was apparently well functioning, population increases may have accounted for the increase in delinquency. In another community with an apparently well-functioning program, the limited amount of service area data prevented reaching conclusions on its effectiveness.

Evaluating the Youth Service Bureaus' impact on delinquency was hampered by the inability to retrieve delinquency statistics on a neighborhood basis from police and probation data systems. Moreover, the lack of common geographical area definitions complicates assessment of the programs' impact.

In spite of these evaluation difficulties, enough evidence is available to show that Youth Service Bureaus can be instrumental in coordinating resources to divert juveniles out of the justice system and to reduce delinquency.

## APPENDICES

## APPENDIX A

### BASSETT YOUTH SERVICE BUREAU

#### Service Area

The Bassett Youth Service Bureau opened early in 1969. Its service area was defined by the Bassett School District boundaries. This is a primarily unincorporated area of 40,000 in the San Gabriel Valley of Los Angeles County, with law enforcement from the Los Angeles County Sheriff's Office, City of Industry Station. Realistically, the youth served by the bureau live in a more geographically dispersed area than the service area. Many residents have low incomes. A substantial proportion of residents are Mexican-American.

#### Decision Structure

Planning for this bureau was done primarily by a private social agency, with the intention that the bureau would strengthen the community's efforts to meet youth needs.

The bureau's policy was set by its Board of Managers, composed of area residents elected at a community meeting and agency representatives. Residents made up a majority of the board's membership. Agency representatives were generally staff working in the San Gabriel Valley area.

As with the other bureau in Los Angeles County, which was also privately sponsored, the county delinquency prevention commission had only an informal interest in the bureau. Formally fulfilling the commission's obligations under the Youth Service Bureaus Act was prevented by County Counsel's opinion.

#### Staff

The initial \$25,000 grant provided for the coordinator and clerical

assistance and for limited part-time help. Staff from public agencies participated on an informal basis, primarily in a consultive role.

With state/federal funding expanded to \$61,774, bureau staff was enlarged to include an assistant coordinator, job developer, community worker and additional clerical assistance. The community worker worked with youth gangs, as well as with families and agencies. The assistant coordinator supervised the East Valley Free Clinic. Other agencies loaned staff to the Free Clinic, and grant funds were obtained from additional sources.

The Free Clinic was largely operated by volunteers, both laymen and professionals with medical and social service skills.

#### Facilities

The Bassett bureau operated out of two facilities. One facility contained an office and a medium size room for office space and group meetings. The other facility was a former medical building, which was used for the Free Clinic.

#### Youth Served

More than 1700 new clients, almost totally referred by individuals, were served by the Bassett Youth Service Bureau in Fiscal 1972. (Table A-1) Law enforcement referrals were consistently negligible. Probation referred some youth, but they were a small proportion of the total youth served. Together, there were just over fifty justice system referrals.

Reflecting the services the bureau and Free Clinic provided, the most frequent reasons for referral were health problems, many of them problem pregnancies, and employment problems.

Table A-1  
 Bassett Youth Service Bureau  
 Referral Sources and Characteristics of New Clients Served  
 Fiscal Years 1971 and 1972

	July 1970- June 1971		July 1971- June 1972			July 1970- June 1971		July 1971- June 1972	
Total New Clients Served	785	100.0%	1743	100.0%	Total New Clients Served	785	100.0%	1743	100.0%
REFERRED BY:					CHARACTERISTICS OF NEW CLIENTS:				
<u>Agencies</u>					<u>Sex</u>				
Law enforcement	49	6.2	121	6.9	Male	280	35.7	685	39.3
Probation	15	1.9	50	2.9	Female	505	64.3	1058	60.7
School	12	1.5	34	2.0	<u>Age</u>				
Other agencies	21	2.7	33	1.9	Under 10	7	.9	5	.3
<u>Individuals</u>					10-11	5	.6	4	.2
Parent	40	5.1	19	1.1	12-13	14	1.8	19	1.3
Self	594	75.7	556	31.9	14-15	108	13.8	235	13.5
Other individuals	102	13.0	1047	60.1	16-17	248	31.6	601	34.5
REASONS FOR REFERRAL:					18 and over	403	51.3	879	50.4
<u>Specific Offenses</u>					(Median)	(18.1)	(18.0)		
Person offenses	--	--	--	--	<u>Ethnic Group</u>				
Property offenses	--	--	3	.2	White	432	55.0	847	48.6
Drug offenses	18	12.7	13	.2	Mexican-American	291	37.1	790	45.3
Other specific offenses	--	--	4	.2	Black	50	6.4	75	4.3
<u>Delinquent Tendencies</u>					Other	12	1.5	31	1.8
Incorrigible	46	5.8	14	.8	<u>School Status</u>				
Truancy	--	--	1	.1	Attending			913	52.4
Runaway	2	.2	1	.1	Quit/Dropped Out	Not Recorded		99	5.7
Loitering, curfew	--	--	--	--	High School Graduate			726	41.6
<u>Dependent</u>					No Response			5	.3
Other Reasons	1	.1	--	--	<u>Present (or Most Recent) Grade in School</u>				
Employment problems	793	93.5	1751	100.4	Fourth or Under	4	.5	6	.3
Health problems (problem pregnancy) (other health problems)	441 (277)	56.2 (35.3)	886 (539)	50.8 (30.9)	Fifth or Sixth	9	1.1	7	.4
Emotional problems	20	2.5	--	--	Seventh or Eighth	37	4.7	69	4.0
School learning problems	--	--	1	.1	Ninth or Tenth	180	22.9	372	21.3
Welfare problems	--	--	2	.1	Eleventh or Twelfth			552	31.7
Miscellaneous	83	10.6	165	9.4	High School Graduate			726	41.6
					No Response	236	30.1	11	.6
					(Median)	(11.3)	(11.2)		

Unlike the other pilot Youth Service Bureaus in California, fifty percent of the clients were eighteen or older. Thus, the median age of new clients was 18.0. Sixty percent were female, and white/Anglo and Mexican-American clients predominated.

Service Provided

In line with the reasons for referral, more than half of the new clients were provided with medical aid through the Free Clinic. (Table A-2)

Table A-2  
 Bassett Youth Service Bureau  
 Direct Service Provided  
 Fiscal Year 1972

	Service in First Three Months	
New clients served by YSB in first nine months of Fiscal 1972	1182	100.0%
DIRECT SERVICE PROVIDED		
<u>Counseling</u>	221	18.7
Individual and family	36	3.0
Individual only	164	13.9
Group	21	1.8
<u>Other Direct Services</u>	1010	85.4
Medical aid	633	53.6
Job referral/placement	345	29.2
Recreation program	3	*
Remedial education, tutoring	--	--
Drug program	13	1.1
Pre-vocational training	8	.7
Legal aid	4	*
Miscellaneous:		
Volunteer work	4	*
<u>Intervention/Advocacy</u>	22	1.9
With school	18	1.5
With probation or court	3	*
With police	1	*

\* Less than .5%.

The Free Clinic was developed jointly between several community groups, but the administrative responsibilities were the bureau's. Using volunteer staffing, the clinic provided free medical and counseling services to residents of Bassett and the surrounding area. One of the Free Clinic's special programs was sickle cell anemia testing.

Job referrals and placements were the second most frequent service provided. Other bureau services were work with youth gangs, girls groups and special interest groups in the Bassett area.

College students working part-time in the bureau counseled truants in the high school. They also attempted to involve parents in their discussions.

This bureau had relatively few contacts with each new client. Within the first three months after intake, the typical client was seen 1.2 times. Within the second three months, 1.8 times. (Table A-3)

Table A-3  
Bassett Youth Service Bureau  
Median Number of Contacts  
Fiscal Year 1972

	<u>Median Number of Contacts with Bureau</u>
New Clients' First Three Months after Intake	1.2
New Clients' Second Three Months after Intake	1.8
Six Months Total	3.0

Despite the limited number of contacts during the three months after intake, nearly thirty percent of the clients were still active in the bureau at the conclusion of three months. (Table 4) By far, the most frequent reason for closing a case was that further services were unnecessary.

Table A-4  
Bassett Youth Service Bureau  
Status of New Clients  
During Fiscal 1972

	<u>Three Months After Intake</u>	
New clients served by YSB in first nine months of Fiscal 1972	<u>1182</u>	<u>100.0%</u>
<b>STATUS OF YOUTH IN BUREAU:</b>		
Active	345	29.2
Inactive	61	5.2
Cases Closed	754	63.8
No Response	22	1.9
<b><u>If "Case Closed", Reason for Closure</u></b>		
<u>Closed by Bureau</u>	<u>694</u>	<u>58.7</u>
Further services unnecessary	651	55.1
Referred to other agency	42	3.6
Placed on probation	--	--
Needed services unavailable	1	*
<u>Closed by Youth</u>	<u>48</u>	<u>4.1</u>
Dropped out	45	3.8
Refused further services	3	*
<u>Miscellaneous</u>	<u>22</u>	<u>1.9</u>
Moved from area	16	1.4
Nonresident of target area	2	*
Other	4	*

\* Less than 5%.

### Impact

Diversions referrals from justice system agencies to the Bassett Youth Service Bureau were relatively few. Law enforcement usage of this bureau as a referral resource was negligible, even though there was regular law enforcement participation on the managing board.

Many of the young people served by this bureau were beyond the age for becoming enmeshed in the juvenile justice system, and many of them were referred to the bureau for reasons which would generally not directly bring them to the attention of the justice system.

Whether delinquency as determined by arrests was reduced in the service area was not determined, because arrest statistics were unavailable for even a geographic approximation of the bureau service area. Moreover, data for a larger area including the Bassett area did not include the consecutive time periods being analyzed.

Even though arrests were not obtained for this area, there were indications of diversion in the Bassett service area -- specifically, the reduction in initial probation referrals of local youth. (Table 5) However, while initial investigations with cases closed at intake were reduced, initial court reports (prepared for petitions filed) increased. This indicates that even if there may have been some diversion from official action, penetration of the justice system was not minimized at the point of referral on to court.

In comparison, initial probation referrals from nearby census tracts increased, but this increase was not perpetuated in referrals to court.

Table A-5  
Initial Referrals, Investigations and Court Reports  
Los Angeles County Probation Department  
Bassett Area and Comparison Area

Fiscal Years 1969-1972

	July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	Percent Change	
					F.Y. 1972 from F.Y. 1971	F.Y. 1972 from F.Y. 1969
LOS ANGELES COUNTY PROBATION DEPARTMENT						
Initial Referrals of Youth Living in Bassett Area <sup>a</sup>	225	193	166	203	+22.3%	- 9.8%
Initial Investigations	110	96	47	79	+68.1	-28.2
Initial Court Reports	115	97	119	124	4.2	+ 7.8
Initial Referrals of Youth Living in Comparison Area <sup>b</sup>						
Initial Investigations	33	35	39	37	- 5.1	+12.1
Initial Court Reports	38	31	43	38	-11.6	--

<sup>a</sup>Census tracts 4069, 4070, 4071, 4074, 4083.

<sup>b</sup>Census tracts 4057, 4068, 4082.

Source: Los Angeles County Probation Department data.

To summarize, the Bassett Youth Service Bureau was unique among California's Youth Service Bureaus in its capacity for dealing with the health problems of its community's young people, even though many of them were no longer juveniles.

Diversion of justice system referrals to the bureau was limited, and the fragmented delinquency data available for the service area indicate diversion did not take place throughout each early decision point of justice system processing.

## APPENDIX B

### EAST SAN JOSE YOUTH SERVICE BUREAU

#### Service Area

This Youth Service Bureau, opened in late 1969, served a population of 80,000. Most residents live in the City of San Jose, but some are in the unincorporated area of Santa Clara County. This is primarily a low income area with a substantial number of Mexican-American residents.

#### Decision Structure

The County Juvenile Probation Department was instrumental in organizing the bureau. It continued to administer the bureau, and the bureau's coordinator was responsible to the probation department's chief.

The County Delinquency Prevention Commission was advisory to the Chief Probation Officer and, in turn, the bureau.

In addition, the Youth Service Bureau had its own Community Advisory Board, composed of thirty East San Jose residents. Some Advisory Board members were agency representatives in addition to being residents. The Advisory Board was one of Santa Clara County's first lay boards to be used for civil service selection. Part of the bureau staff was chosen in this manner.

#### Staff

Initial state/federal funding of \$25,000 provided for a coordinator and clerical assistance. From its inception, this bureau received contri-

butions of staff on loan from city and county agencies. Initially, staff loaned on a full-time basis included a probation officer, a mental health caseworker, a police officer, and a social worker from the welfare department.

Neither the police officer nor the probation officer on loan to the bureau served in their traditional law enforcement capacities. For example, the police officer did not arrest but primarily served as a law enforcement counselor to handle "deferred cases" from the police department.

During 1971-1972, the removal of the \$25,000 ceiling in outside funding gave the bureau a grant of \$108,531. This allowed the bureau to increase its staff to eleven full-time staff members. Staff members added included a coordinator of volunteers, an attendance counselor, a vocational services counselor, and a police cadet.

In addition, bureau staff resources were supplemented by a few part-time aides and by numerous volunteers. Volunteers not only provided their services but also goods and money.

With staff coming from diverse agencies and backgrounds, this Youth Service Bureau's staff decided its identity and communication needed strengthening. Organizational development diminished these problems.

#### Facility

The East San Jose Youth Service Bureau was housed in a store-front building on a busy street. Offices included a reception area, four interview rooms, a conference room, and a kitchen used for cooking classes.

Youth Served

Just over 400 new clients were served by the East San Jose bureau during the 1971-72 year. Most referrals were from agencies, with almost 130 new clients referred by the justice system. (Table B-1) This included law enforcement and probation referrals.

Most youth were referred because of delinquent tendencies, with incorrigibility and truancy about equally frequent referral reasons. The comparatively sizeable number of truancy referrals may reflect the programs the bureau developed around this problem.

Youth served for the first time were most often seventh graders and 13 years old. Mexican-American youth were in a slight majority among the new clients, but white/Anglos and blacks were also served. New clients included slightly more boys than girls in Fiscal 1972.

This bureau's criteria for the youth served were that they must live in the service area, not be under court jurisdiction, and be considered to be predelinquent. While the predelinquency criterion is probably in itself stigmatizing, the bureau added it to ensure that it would not be deluged with minor discipline problems.

Service Provided

Bureau staff, loaned from several agencies, attempted to use a multi-service family approach with its new clients. This included individual, family, and group counseling.

Data on service provided to new clients show that family counseling was indeed the most frequent service. (Table B-2) Group counseling was

Table B-1  
East San Jose Youth Service Bureau  
Referral Sources and Characteristics of New Clients Served  
Fiscal Years 1971 and 1972

	July 1970- June 1971		July 1971- June 1972			July 1970- June 1971		July 1971- June 1972	
Total New Clients Served	225	100.0%	406	100.0%	Total New Clients Served	225	100.0%	406	100.0%
<b>REFERRED BY:</b>					<b>CHARACTERISTICS OF NEW CLIENTS:</b>				
<u>Agencies</u>	170	75.6	290	71.4	<u>Sex</u>				
Law enforcement	86	38.2	53	13.0	Male	159	70.7	219	53.9
Probation	31	13.8	75	18.5	Female	66	29.3	187	46.1
School	26	11.6	146	36.0	<u>Age</u>				
Other agencies	27	12.0	16	3.9	Under 10	34	70.7	40	9.8
<u>Individuals</u>	55	24.4	116	28.6	10-11	27	12.0	61	15.0
Parent	31	13.8	23	5.7	12-13	61	27.1	160	39.4
Self	14	6.2	35	8.6	14-15	67	29.8	84	20.7
Other individuals	10	4.4	58	14.3	16-17	33	14.7	53	13.0
<b>REASONS FOR REFERRAL:</b>					18 and over	3	1.3	8	2.0
<u>Specific Offenses</u>	71	31.6	119	29.3	(Median)		(13.7)		(13.2)
Person offenses	3	1.3	2	.5	<u>Ethnic Group</u>				
Property offenses	29	12.9	94	23.2	White	71	31.6	119	29.3
Drug offenses	14	6.2	5	1.2	Mexican-American	121	53.8	212	52.2
Other specific offenses	25	11.1	18	4.4	Black	23	10.2	55	13.6
<u>Delinquent Tendencies</u>	204	90.7	281	69.2	Other	10	4.4	20	4.9
Incorrigible	78	34.7	128	31.5	<u>School Status</u>				
Truancy	107	47.6	131	32.3	Attending			377	92.9
Runaway	19	8.4	20	4.9	Quit/Dropped Out		Not	22	5.4
Litering, curfew	--	--	2	.5	High School Graduate		Recorded	6	1.5
<u>Dependent</u>	5	2.2	3	.7	No Response			1	.2
<u>Other Reasons</u>	11	4.9	66	16.2	<u>Present (or Most Recent) Grade in School</u>				
Employment problems	--	--	23	5.7	Fourth or Under	35	15.6	44	10.8
Health problems	--	--	3	.7	Fifth or Sixth	32	14.2	79	19.4
Emotional problems	3	1.3	5	1.2	Seventh or Eighth	81	35.0	164	40.4
School learning problems	3	1.3	6	1.5	Ninth or Tenth	62	27.6	80	19.7
Welfare problems	--	--	1	.2	Eleventh or Twelfth	9	4.0	28	6.9
Miscellaneous	5	2.2	28	6.9	High School Graduate			6	1.5
<u>No Response</u>	--	--	1	.2	No Response	6	2.7	5	1.2
					(Median)		(8.2)		(7.7)

Table U-2  
 East San Jose Youth Service Bureau  
 Direct Service Provided  
 Fiscal Year 1972

	Service in First Three Months	
New clients served by YSB in first nine months of Fiscal 1972	316	100.0%
<b>DIRECT SERVICE PROVIDED</b>		
<u>Counseling</u>	351	111.1
Individual and family	212	67.1
Individual only	39	12.3
Group	100	31.6
<u>Other Direct Service</u>	120	38.0
Medical aid	1	*
Job referral/placement	10	3.2
Recreation program	24	7.6
Remedial education, tutoring	51	16.1
Drug program	1	*
Pre-vocational training	11	3.5
Legal aid	--	--
<u>Miscellaneous:</u>	11	3.5
Classes	6	1.9
Work as volunteer	4	1.3
Big brother/big sister	1	*
Other		
<u>Intervention/Advocacy</u>	103	32.6
With school	90	28.5
With probation or court	5	1.6
With police	8	2.5

\*Less than .5%.

used as a supplement to family or individual counseling, as the large cumulative total for counseling services implies.

Intervention and advocacy with the schools was also provided for a number of new clients.

The bureau found that the verbal interaction of counseling was not effective with some of its clients, particularly younger ones. Conse-

quently, the bureau established activity groups itself and also coordinated their development with other agencies.

Activity groups and field trips used volunteers' skills, and volunteers offered companionship to individual youth as big brothers/big sisters. One activity group was an Indian Club. To increase communication between police and minority youth, the bureau arranged a 15-mile marathon race between police and club members. Cross-age tutoring was another bureau project, with over fifty high school volunteers released from school to tutor junior high and elementary school students.

The bureau averaged nearly five face-to-face contacts with new clients in the first three months, and more than two in the second three months. (Table B-3)

Table B-3  
 East San Jose Youth Service Bureau  
 Median Number of Contacts  
 Fiscal Year 1972

	Median Number of Contacts with Bureau
New Clients' First Three Months after Intake	4.8
New Clients' Second Three Months after Intake	2.5
Six Months Total	7.3

This continuing contact is also reflected in the proportion of active clients in the bureau after three months, with one-third of the new clients still active at three months after intake. (Table B-4)

Table B-4  
 East San Jose Youth Service Bureau  
 Status of New Clients  
 During Fiscal 1972

		Three Months After Intake
New clients served by YSB in first nine months of Fiscal 1972	316	100.0%
STATUS OF YOUTH IN BUREAU:		
Active	105	33.2
Inactive	87	27.5
Case Closed	122	38.6
No Response	2	.6
<u>If "Case Closed", Reason for Closure</u>		
<u>Closed by Bureau</u>	76	24.0
Further services unnecessary	61	19.3
Referred to other agency	15	4.7
Placed on probation	--	--
Needed services unavailable	--	--
<u>Closed by Youth</u>	25	7.9
Dropped out	12	3.8
Refused further services	13	4.1
<u>Miscellaneous</u>	21	6.6
Moved from area	13	4.1
Nonresident of target area	8	2.5
Other	--	--

An attendance counselor, jointly funded by the bureau and a junior high school, developed an experimental school attendance project. At the beginning of the school year, one hundred seventh graders with high absenteeism from the previous school year were assigned to either an experimental group or a control group, with assignments evenly matched by number of absences, sex, age, family situation, and race.

Students in the experimental group were immediately contacted by phone each time they were absent from school. They were also provided

with a big brother/big sister, classroom visitations, field trips, and other services. Students in the control group received no special attention or services.

The results showed improved attendance over the previous school year for 78% of the 37 experimentals still living in the area at the project's conclusion. Only 27% of the control group had improved attendance during the same period.

The experimental group's truancy rate decreased from 2.5 days per month in the sixth grade to 2.0 days per month in the seventh grade. The control group's truancy rate increased during the same period, from 2.1 to 2.5 days per month. The special services received by the experimental group appear to have been a factor in reducing their truancy.

As a major thrust of its coordination efforts, this bureau started an interagency council for the east side of San Jose. Out of this a youth council was formed. Its members, including high school students, began a youth health clinic and were responsible for selecting its staff.

#### Impact

A bureau staff member conducted a household survey in six census tracts in the East San Jose target area.<sup>39</sup> Using cluster sampling, survey forms printed in both Spanish and English were either administered by interviewers or left at the home for a mail return. The total rate of return was 30%.

The survey's purpose was to determine the community's awareness, utilization and attitude toward the East San Jose Youth Service Bureau.

The survey hypothesized that community support would increase the likelihood of delinquency prevention.

Over one-third of the respondents said they were aware of the local bureau's existence. Thirteen percent reported previous contact with the Youth Service Bureau. And nearly ninety percent stated they would call the Youth Service Bureau in the future if confronted with a youth problem.

Bureau intake data shows usage of the bureau as a referral resource for justice system agencies. The impact of this usage and its role in diversion is not clear, since arrest and probation intake data for this bureau's service area was not readily available.

Police records are not organized so that juvenile arrests and dispositions for this segment of the city are retrievable through practical methods. Furthermore, probation initial intake data are not available for small geographic areas of the county. Total referrals, including youth already under court jurisdiction, are the principal data broken out by the service area.

Total probation referrals from this bureau's service area increased 17.9% over a three-year period from Fiscal 1969, the year prior to the bureau's inception, to Fiscal 1972. (Table B-5) The increase in referrals of girls was particularly pronounced. Whether this represents an increase in the number of youth referred to probation or an increase in the number of referrals for the same number of youth cannot be ascertained.

Nevertheless, checking the records of youth served by the Youth Service Bureau revealed that approximately the same number of the youth served were arrested in the six months after bureau referral as had been arrested in

Table B-5  
Total Referrals for Delinquent Acts East San Jose Service Area  
Youth to Santa Clara County Juvenile Probation Department

	Fiscal Years 1969-1972				Percent Change	
	July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	F. Y. 1972 from F. Y. 1971	F. Y. 1972 from F. Y. 1969
SANTA CLARA COUNTY JUVENILE PROBATION DEPARTMENT						
Referrals of Youth Living in East San Jose Service Area for Delinquent Acts:	1893	2025	2209	2232	+ 1.0%	+17.9%
Boys	1537	1600	1608	1605	- 0.2	+ 4.4
Girls	356	425	601	627	+ 4.3	+76.1

Source: Santa Clara County Juvenile Probation Dept.

the six months prior to bureau referral. (Table B-6) About one in four was arrested in each time period. These youth also had nearly the same number of arrests in the six months after bureau referrals in the six months before.

The proportion of clients with some probation status doubled at six months after bureau intake. However, clients who became wards or who had another probation status were still only a small segment of the youth served by the bureau.

Overall, limited availability of statistics on a neighborhood or census tract basis in the bureau's service area prevents this analysis from reaching definitive conclusions on the bureau's impact on diversion and delinquency reduction. However, the bureau's truancy program showed a reduction in problem behavior among its clients. While the program-

Table B-6  
 East San Jose Youth Service Bureau  
 Clients' Arrest and Probation Status Before and After Intake

	Six Months Before Intake		Six Months After Intake		Percent Change
Total new clients, 1970	169	100.0%	169	100.0%	
ARREST RECORD:					
Youth arrested	45	26.7	47	27.8	+4.4%
Youth not arrested	124	73.4	122	72.2	
Number of arrests	64		65		+1.6%
PROBATION STATUS:					
	Bureau Intake Date		Six Months After Intake		
Ward	2	1.2%	6	3.6%	
All Other (Informal, six months, pending, etc.)	10	6.0	25	15.6	
None	157	92.9	140	82.8	

matic aspects appear to be meeting community needs, the only available service area data shows increased referrals to probation.

APPENDIX C

PACIFICA YOUTH SERVICE BUREAU

Service Area

The Pacifica Youth Service Bureau began operation in late 1969 to serve the 37,000 residents of this blue collar suburb of San Francisco. Pacifica is geographically isolated from the rest of San Mateo County and most of its social services. Pacifica was the only pilot Youth Service Bureau in California whose service area coincided with a city's boundaries.

Decision Structure

The probation department stimulated the establishment of this bureau, with assistance from the County Delinquency Prevention Commission. City, county, and school district representatives, both elected and appointed, were involved in planning for the bureau so that a Joint Powers Agreement could be signed as soon as the original grant was awarded.

The Managing Board, which set policy for the bureau, was composed of representatives of the Joint Powers signatories. The bureau coordinator was responsible to the Managing Board.

Help in developing services and suggestions for solving day-to-day problems was the professional advisory committee's function. This group met monthly with the bureau coordinator. Ideas and manpower for the bureau's community activities came from the citizen's advisory committee, composed predominately of youth.

### Staff

Supplementing the basic staff of the coordinator and secretary, a probation officer was on full-time loan from his department, providing counseling and not law enforcement services. Three part-time social workers were contributed for a few hours a week from the welfare department and two private social service agencies. A consulting psychologist was also loaned for a few hours per week.

Additional state/federal funding beyond the initial \$25,000 per year permitted the bureau to add staff. With outside funding of \$64,226 per year, a coordinator of volunteers was added to the staff on a full-time basis. This staff member not only worked with volunteers but also supervised the bureau's streetworkers and provided liaison with the schools.

Moreover, young people were hired as streetworkers to contact uninvolved youth at community gathering places and to attempt to draw them into purposeful activities. Streetworkers worked full time during the summer and part-time during the school year.

The bureau hired a local police officer to work a few hours each week to open communication between bureau staff and police so they would use the bureau's services more fully.

### Facilities

During the 1971-72 year the Pacifica Youth Service Bureau began operating out of two facilities at opposite ends of the city. One facility, for counseling, had a reception area and individual offices. The other

location was a drop-in center used chiefly for recreation and group meetings. A separate building with a large room and two offices, it also had several acres of land suitable for outdoor programs. The drop-in center was generally open Monday through Friday.

### Youth Served

About 300 new clients were served by this bureau in Fiscal 1972, of whom under 60 were justice system referrals. (Table C-1) In a reversal from the previous year, most referrals were from individuals rather than agencies. This was due to the reduction in law enforcement referrals and the increase in self-referrals, many of them for recreation or classes. Law enforcement continued to make some referrals, but referrals from probation continued to be infrequent.

Incorrigibility was the most frequent reason for referral, followed by referrals for recreation or classes.

The typical youth served was white, 15 years old and in the ninth grade. A majority of new clients were boys.

### Service Provided

The Pacifica bureau focused its direct services on short-term family counseling. Five or six counseling sessions were generally the goal. On the youth for whom service information was available, almost all were provided with counseling, particularly family counseling. (Table C-2)

In addition to counseling, this bureau's direct services included tutoring of elementary school students with learning and behavior problems. This was provided by volunteers.

Table C-1  
 Pacifica Youth Service Bureau  
 Referral Sources and Characteristics of New Clients Served  
 Fiscal Years 1971 and 1972

	July 1970- June 1971	July 1971- June 1972		July 1970- June 1971	July 1971- June 1972
Total New Clients Served	191 100.0%	296 100.0%	Total New Clients Served	191 100.0%	296 100.0%
REFERRED BY			CHARACTERISTICS OF NEW CLIENTS:		
<u>Agencies</u>			<u>Sex</u>		
Law enforcement	139 72.8	117 39.5	Male	117 61.3	184 62.2
Probation	7 3.7	13 4.4	Female	74 38.7	112 37.8
School	30 15.7	58 19.6	<u>Age</u>		
Other agencies	1 .5	1 .3	Under 10	10 5.2	26 8.8
<u>Individuals</u>			10-11	16 8.4	36 12.2
Parent	40 20.9	38 12.8	12-13	36 18.8	59 19.9
Self	10 5.2	88 29.7	14-15	81 42.4	69 23.3
Other individuals	2 1.0	53 17.9	16-17	41 21.5	72 24.3
REASONS FOR REFERRAL:			18 and over	7 3.7	34 11.5
<u>Specific Offenses</u>			(Median)	(14.7)	(15.1)
Person offenses	94 49.2	42 14.2	<u>Ethnic Group</u>		
Property offenses	3 1.6	3 1.0	White	182 95.3	244 82.4
Drug Offenses	31 16.2	19 6.4	Mexican-American	4 2.1	29 9.8
Other specific offenses	23 12.0	10 3.4	Black	3 1.6	14 4.7
<u>Delinquent Tendencies</u>			Other	2 1.0	9 3.0
Incorrigible	37 19.4	10 3.4	<u>School Status</u>		
Truancy	119 62.3	167 56.4	Attending		256 86.5
Runaway	87 45.5	131 44.2	Quit/Dropped Out	Not	9 3.0
Loitering, curfew	8 4.2	12 4.0	High School Graduate	Recorded	30 10.1
Dependent	22 11.5	22 7.4	No Response		1 .3
Other Reasons	2 1.0	2 .7	<u>Present (or Most Recent) Grade in School</u>		
Employment problems	12 6.3	202 68.2	Fourth or under	11 5.8	28 9.4
Health problems	2 1.0	2 .7	Fifth or Sixth	20 10.5	35 11.8
Emotional problems	1 .5	2 .7	Seventh or Eighth	43 22.5	54 18.2
School learning problems	2 1.0	14 4.7	Ninth or Tenth	82 42.9	91 30.7
Welfare problems	6 3.1	11 3.7	Eleventh or Twelfth		56 18.9
Miscellaneous (recreation/classes) (counseling--reason unspecified)	-- --	172 58.1 (88) (29.7)	High School Graduate	32 16.8	30 10.1
	-- --	(16) (5.4)	No Response	3 1.6	2 .7
			(Median)	(9.4)	(9.4)

Table C-2  
 Pacifica Youth Service Bureau  
 Direct Service Provided  
 Fiscal Year 1972

	Service in First Three Months	
New clients served by YSB in first nine months of Fiscal 1972	111	100.0%
DIRECT SERVICE PROVIDED:		
<u>Counseling</u>	107	96.4
Individual and family	98	88.3
Individual only	8	7.2
Group	1	.9
<u>Other Direct Services</u>	7	6.3
Medical aid	--	--
Job referral/placement	--	--
Recreation program	1	.9
Remedial education, tutoring	6	5.4
Drug program	--	--
Pre-vocational training	--	--
Legal aid	--	--
Miscellaneous	--	--
<u>Intervention/Advocacy</u>	4	3.6
With school	3	2.7
With probation or court	1	.9
With police	--	--

This bureau also operated a drop-in center, which included recreation and crafts classes. In Pacifica's outreach program the streetworkers attempted to provide alternative activities for idle youth. They also intervened in situations to prevent confrontations between youth and police or other adults. Community service activities allowed the bureau's clients to volunteer to aid incarcerated juveniles and other offenders.

Table C-3 shows that most clients had four contacts with the bureau within six months, just under the goal this bureau set for itself. Most

Table C-3  
 Pacifica Youth Service Bureau  
 Median Number of Contacts  
 Fiscal Year 1972

	<u>Median Number of Contacts with Bureau</u>
New Clients' First Three Months after Intake	3.6
New Clients' Second Three Months after Intake	.8
Six Months Total	4.4

of these contacts were in the first three months after intake, indicating that this bureau's services to youth were essentially short-term.

Three months after intake, one-fourth of the clients were still active in the bureau. The majority of cases closed by then were closed with further services unnecessary. (Table C-4)

In addition to direct services to youth, family life education seminars, to resolve problems of raising children, were developed by the bureau and other community organizations and presented for adults in the community.

Impact

From its beginning the Pacifica Youth Service Bureau was used as a diversionary resource by the city's police. However, police referrals to the bureau declined each year. (Table C-5)

One reason for this decrease was an expanded police juvenile staff, so that the department had more time for its own counseling and decision-

Table C-4  
 Pacifica Youth Service Bureau  
 Status of New Clients  
 During Fiscal 1972

	<u>Three Months After Intake</u>	
New clients served by YSB in first nine months of Fiscal 1972	114	100.02
STATUS OF YOUTH IN BUREAU:		
Active	27	24.3
Inactive	20	18.0
Case Closed	64	57.7
No Response	--	--
<u>If "Case Closed", Reason for Closure</u>		
<u>Closed by Bureau</u>	41	36.9
Further services unnecessary	39	35.1
Referred to other agency	2	1.8
Placed on probation	--	--
Needed services unavailable	--	--
<u>Closed by Youth</u>	20	18.0
Dropped out	18	16.2
Refused further services	2	1.8
<u>Miscellaneous</u>	3	2.7
Moved from area	1	.9
Nonresident of target area	2	1.8
Other	--	--

making. Another reason was the lack of systematic feedback from the Youth Service Bureau on cases the police referred there.

This shortcoming was remedied near the end of Fiscal 1972. To counteract the declining use the police department was making of the bureau, a referral feedback system was formalized so that the referring officer would know the disposition of the case.

Despite the decrease in police use of the bureau, Table C-5 reveals that Pacifica police continued to dispose of arrests by referring to "other

Table C-5

Juvenile Delinquency Arrests and Dispositions  
Pacifica Police Department  
Compared with Four Other North San Mateo County Cities

Fiscal Years 1969-1972

	July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	Percent Change	
					F.Y. 1972 from F.Y. 1971	F.Y. 1972 from F.Y. 1969
<b>PACIFICA POLICE DEPARTMENT</b>						
Total Juvenile Delinquency Arrests	1062	1103	848	616	-27.4%	-42.0%
Disposition of arrest:						
Handled within department	514	388	365	235	-35.6	-54.3
Referred to other agencies (Including Youth Service Bureau)	37	262 (170)	112 (97)	79 (45)	-29.5	+113.5
Referred to probation department	511	453	371	302	-18.6	-40.9
<b>FOUR OTHER NORTH SAN MATEO COUNTY CITIES*</b>						
Total Juvenile Delinquency Arrests		2132	2280	2243	-1.6%	+5.2%
Handled within department		798	891	830	-6.8	+4.0
Referred to other agencies	Data Not Available	48	83	35	-57.8	-27.1
Referred to probation department		1286	1306	1378	+5.5	+7.2

\* Brisbane, Daly City, San Bruno, South San Francisco.

Source: Bureau of Criminal Statistics data.

(nonmandatory) agencies<sup>11</sup> more frequently than before the bureau began operation.

Of particular interest, juvenile arrests in Pacifica decreased 42% in the first three years of this Youth Service Bureau's existence. This substantial decrease was accompanied by a similar reduction of 41% in arrests referred to probation.

Pacifica's declining number of juvenile arrests was not paralleled in neighboring communities without Youth Service Bureaus. Indeed, four

Table C-6

Initial Juvenile Referrals for Delinquent Acts  
Pacifica Youth to San Mateo County Probation Department

Fiscal Years 1969-1972

	July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	Percent Change	
					F. Y. 1972 from F. Y. 1971	F. Y. 1972 from F. Y. 1969
<b>SAN MATEO COUNTY PROBATION DEPARTMENT</b>						
Initial Referrals of Youth Living in Pacifica	348	260	271	190	-29.9%	-45.4%
Source of Referral:						
Pacifica Police Dept.	265	184	170	107	-37.0	-59.6
All Other Sources	83	76	101	83	-17.8	--

nearby cities showed increases in juvenile arrests as well as in probation referrals over a two-year period.

Police arrest and disposition data include youth living in other communities. In addition, they do not differentiate between probationers and other youth. Both of these factors are isolated in probation intake data, though.

Probation intake data show that initial probation referrals of youth living in Pacifica and not on probation decreased dramatically. (Table C-6) Specifically, initial probation referrals of Pacifica youth by the Pacifica Police Department decreased nearly sixty percent in three years. One would anticipate that diversion would have its greatest impact on youth not on probation, living in the bureau service area, and referred by the bureau's service area police to probation. This is precisely where the change was most pronounced.

Table C-7

Initial Juvenile Referrals and Dispositions for Delinquent Acts  
San Mateo County Probation Department

Fiscal Years 1969-1972

	July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	Percent Change	
					F.Y. 1972 from F.Y. 1971	F.Y. 1972 from F.Y. 1969
SAN MATEO COUNTY PROBATION DEPARTMENT						
Initial Referrals of Youth Living in Pacifica	348	260	271	190	-29.9%	-45.4%
Initial Disposition:						
Closed at Intake	166	110	87	71	-18.4	-57.2
Informal Probation	15	8	4	8	*	*
Petition Filed	167	142	180	111	-38.3	-33.5
All Other Initial Juvenile Referrals	3085	3433	3945	3087	-21.7%	+ .1
Initial Disposition:						
Closed at Intake	1577	1667	1783	1468	-17.7	- 6.9
Informal Probation	110	124	190	120	-36.8	+ 9.1
Petition Filed	1398	1642	1972	1499	-24.0	+ 7.2

\* Too small to percentage.

Source: Bureau of Criminal Statistics data.

While initial referrals of youth living in Pacifica decreased, initial referrals of all other youth in the county to the probation department remained unchanged over the three-year period. (Table C-7) Among Pacifica youth, cases closed at intake were reduced most substantially -- 57%. Moreover, initial petitions filed on Pacifica youth decreased one-third.

A review of police and probation records for the bureau's new clients in 1970 showed that more of them were arrested in the six months after bureau intake than in the six months before. (Table C-8) And more of them became court wards. Nevertheless, a sizeable majority of bureau

Table C-8

Pacifica Youth Service Bureau  
Clients' Arrests and Probation Status Before and After Intake

	Six Months Before Intake		Six Months After Intake		Percent Change
	Count	%	Count	%	
Total new clients, 1970	291	100.0%	291	100.0%	
ARREST RECORD:					
Youth arrested	22	7.6	48	16.5	+118.2%
Youth not arrested	269	92.4	243	83.5	
Number of arrests	22		66		+200.0%
PROBATION STATUS:					
	Bureau Intake Date		Six Months After Intake		
Ward	-	-	25		8.6%
All Other (Informal, six months, pending, etc.)	6	2.1%	1		.3
None	285	97.9	265		91.1

clients was not arrested or on probation in either time period. The impact of the bureau's services on these changes cannot be fully ascertained.

In summary, changes at police disposition and probation intake show that this community's increased handling of youth informally and at the local level was accompanied by a reduction in delinquency in Pacifica.

Since law enforcement referrals to the Youth Service Bureau diminished, the bureau cannot be considered the prime stimulus for continued diversion and delinquency reduction in the community. Nevertheless, the bureau's existence may well have intensified the climate for handling youth problems informally, either by not arresting or by linking arrested youth to non-mandatory resources.

## APPENDIX D

### RICHMOND YOUTH SERVICES PROGRAM

#### Service Area

When the original Richmond Youth Services Bureau began in early 1969, its service area was the City of Richmond, with a population of 78,000, and the portion of the Model Cities neighborhood which is unincorporated. The program later changed its service area to include the Model Cities area and all other students in seven target schools. Richmond is an industrial suburb with a sizeable black population.

#### Decision Structure

Original planning for this bureau involved the county delinquency prevention commission and Model Cities staff and advisors. Both the county delinquency prevention commission and the bureau's managing board were involved in setting policy. Some difficulty was created by unclear divisions of responsibility between the groups, and local versus county-wide policy-setting was an issue.

With reorganization, the probation department assumed responsibility for administering the Youth Services Program. A citizens advisory committee was established to advise the probation department and Model Cities Board on the program.

#### Facilities

The program had two nearly adjacent facilities: one, a building with office space; the other, an auditorium with additional meeting space.

#### Staff

Original staff under the \$25,000 grant consisted of the coordinator, clerical assistance and a few hours per week of detached staff time from other agencies.

During Fiscal 1972, the bureau's name was changed. Outside funding of \$79,677 was obtained and staff added. In addition to the coordinator and clerical assistance, staff included a program developer, activity leaders, house parents for a shelter facility, and three probation officers.

The program developer's primary function was to develop resources in coordination with other agencies. Activity leaders organized and operated group programs at the bureau's outreach center, as well as providing counseling. The probation officers staffed a probation intervention unit, offering counseling for referred families.

Volunteers also participated in the bureau's programs.

#### Youth Served

In Fiscal 1972, during the year the Richmond program was reorganizing and expanding, the program served about 500 new clients. (Table D-1) Over 100 of the new clients in Fiscal 1972 were justice system referrals, a considerable increase from the previous year and reflecting the probation department's new leadership role in the program. Nevertheless, most of the new clients were referrals from individuals, particularly self-referrals.

Along with the magnitude of individual referrals, nondelinquent reasons for referral predominated. Employment problems and miscellaneous reasons such as recreation were the most frequent referral reasons.

Eighty-five percent of the new clients were black. Nearly two-thirds were male. Fifteen was the average age, and the average grade was ninth.

Table D-1

Richmond Youth Services Program  
Referral Sources and Characteristics of New Clients Served  
Fiscal Years 1971 and 1972

	July 1970- June 1971		July 1971- June 1972			July 1970- June 1971		July 1971- June 1972	
Total New Clients Served	367	100.0%	499	100.0%	Total New Clients Served	367	100.0%	499	100.0%
<b>REFERRED BY:</b>					<b>CHARACTERISTICS OF NEW CLIENTS:</b>				
<b>Agencies</b>					<b>Sex</b>				
Law enforcement	18	4.9	35	7.0	Male	227	61.8	315	63.1
Probation	17	4.6	76	15.2	Female	140	38.2	184	36.9
School	17	4.6	19	3.8	<b>Age</b>				
Other agencies	52	14.2	33	6.6	Under 10	11	3.0	52	10.4
<b>Individuals</b>					10-11	18	4.9	54	10.8
Parent	25	6.8	108	21.6	12-13	37	10.1	63	12.6
Self	235	64.0	216	43.3	14-15	82	22.3	136	27.2
Other individuals	3	.8	12	2.4	16-17	129	35.1	139	27.8
<b>REASONS FOR REFERRAL:</b>					18 and over	90	24.5	55	11.0
<b>Specific Offenses</b>					(Median)	(16.6)	(15.3)		
Person offenses	1	.3	2	.4	<b>Ethnic Group</b>				
Property offenses	9	2.4	11	2.2	White	27	7.4	54	10.8
Drug offenses	2	.5	5	1.0	Mexican-American	47	12.8	18	3.6
Other specific offenses	7	1.9	10	2.0	Black	239	79.8	424	85.1
<b>Delinquent Tendencies</b>					Other	--	--	2	.4
Incorrigible	25	6.8	66	13.2	No Response	--	--	1	.2
Truancy	8	2.2	29	5.8	<b>School Status</b>				
Runaway	4	1.1	26	5.2	Attending			443	88.8
Loitering, curfew	--	--	4	.8	Quit/Dropped Out	Not		16	3.2
Dependent	--	--	--	--	High School Graduate	Recorded		40	8.0
<b>Other Reasons</b>					<b>Present (or Most Recent) Grade in School</b>				
Employment problems	247	67.3	191	38.3	Fourth or Under	14	3.8	64	12.8
Health problems	--	--	--	--	Fifth or Sixth	25	6.8	58	11.6
Emotional problems	1	.3	1	.2	Seventh or Eighth	53	14.4	82	16.4
School learning problems	18	4.9	43	8.6	Ninth or Tenth	99	27.0	148	29.6
Welfare problems	3	.8	3	.6	Eleventh or Twelfth	137	37.3	104	20.8
Miscellaneous	63	17.2	194	38.9	High School Graduate			40	8.0
No Response	--	--	1	.2	No Response	39	10.6	3	.6
					(Median)	(10.6)	(9.3)		

Service Provided

For youth on whom service provided was reported, the recreation program was most frequently mentioned. (Table D-2) Some youth and their families were also provided with counseling. In addition, the bureau developed a tutoring project, using volunteers.

The shelter facility operated by the bureau had space for six boys, with referrals to be either as an alternative to detention or in other situations where the need for shelter existed.

Table D-2

Richmond Youth Services Program  
Direct Service Provided  
Fiscal Year 1972

	Service in First Three Months	
New clients served by YSB in first nine months of Fiscal 1972	227	100.0%
<b>DIRECT SERVICE PROVIDED:</b>		
Counseling	65	28.6
Individual and family	25	11.0
Individual only	33	14.5
Group	7	3.1
<b>Other Direct Services</b>		
Medical aid	--	--
Job referral/placement	26	11.5
Recreation program	118	52.0
Remedial education, tutoring	27	11.9
Drug program	--	--
Pre-vocational training	--	--
Legal aid	--	--
Miscellaneous	2	.9
<b>Intervention/Advocacy</b>		
With school	2	.9
With probation or court	18	7.9
With police	1	.4

\* Less than .5%.

The bureau reported a median of fourteen contacts in the three months after intake for each youth served. (Table D-3) After three months, more than one-fourth of the cases were still active in the bureau. (Table D-4)

Table D-3  
Richmond Youth Services Program  
Median Number of Contacts  
Fiscal Year 1972

	Median Number of Contacts with Bureau
New Clients' First Three Months after Intake	14.0
New Clients' Second Three Months after Intake	not reported
Six Months Total	14.0

Impact

Justice system referrals to this program increased in Fiscal 1972, coinciding with the program's reorganization and expansion.

During this year, police arrest data also showed a reduction in delinquency, as measured by a fourteen percent decrease in arrests from three years earlier. (Table 5) This was accompanied by a marked increase in referrals to "other agencies", such as the youth service bureau. Diversion from probation referral was even more pronounced than diversion from arrest, with a thirty percent reduction in juvenile arrests referred to probation.

Table D-4  
Richmond Youth Services Program  
Status of New Clients  
During Fiscal 1972

	Three Months After Intake	
New clients served by YSB in first nine months of Fiscal 1972	227	100.0%
STATUS OF YOUTH IN BUREAU:		
Active	62	27.3
Inactive	105	46.3
Case Closed	37	16.3
No Response	23	10.1
<u>If "Case Closed", Reason for Closure</u>		
<u>Closed by Bureau</u>	<u>22</u>	<u>9.7</u>
Further services unnecessary	2	.9
Referred to other agency	12	5.3
Placed on probation	8	3.5
Needed services unavailable	--	--
<u>Closed by Youth</u>	<u>14</u>	<u>6.2</u>
Dropped out	5	2.2
Refused further services	9	4.0
<u>Miscellaneous</u>	<u>2</u>	<u>.9</u>
Moved from area	1	*
Nonresident of target area	--	--
Other	1	*

\* Less than .5%.

From a probation intake perspective, referrals by local police of service area youth who were nonprobationers declined appreciably. In two years, these referrals declined sixty percent. (Table D-5)

If a youth service bureau either: (a) receives diversionary referrals from local police or (b) stimulates institutional changes so that youth are more frequently diverted from the justice system, we would expect the most

sizeable reductions to be in initial referrals, of local youth, by local police. This occurred in this community.

Table D-5  
Juvenile Delinquency Arrests and Dispositions  
Richmond Police Department  
Fiscal Years 1969-1972

	July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	Percent Change	
					F.Y. 1972 from F.Y. 1971	F.Y. 1972 from F.Y. 1969
<b>RICHMOND POLICE DEPARTMENT</b>						
Total Juvenile Delinquency Arrests	2820	3286	2814	2426	-13.8%	-14.0%
Disposition of arrests:						
Handled within department	1031	1257	1068	1035	- 3.1	+ 0.4
Referred to other agencies*	85	58	63	195	+209.5	+129.4
Referred to probation department	1704	1971	1683	1196	-28.9	-29.8

\* May include Youth Service Bureau.  
Source: Bureau of Criminal Statistics data.

Table D-6  
Initial Juvenile Referrals for Delinquent Acts  
Richmond Target Area Youth to Contra Costa County Probation Department

	July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	Percent Change	
					F.Y. 1972 from F.Y. 1971	F.Y. 1972 from F.Y. 1970
<b>CONTRA COSTA COUNTY PROBATION DEPARTMENT</b>						
Initial Referrals of Youth Living in Richmond Target Area <sup>a</sup>	996	1402	1082	916	-15.3%	-34.7%
Source of Referral:						
Richmond Police Dept.	Data not available	826	575	329	-42.8	-60.2
All Other Sources		576	508	587	+16.2	+1.9

<sup>a</sup> Richmond and North Richmond census tracts.  
Source: Bureau of Criminal Statistics data.

While initial referrals to probation of Richmond area youth were decreasing, those of youth living elsewhere and referred to this probation department were increasing. (Table D-7) There was a particularly sizeable increase of youth living elsewhere whose cases were closed at intake, possibly indicating the lack of alternative community referral resources available to police elsewhere in the county. Petitions filed on youth living outside the Richmond area also increased. Meanwhile, petitions filed on initial referrals from Richmond decreased seventeen percent.

Table D-7  
Initial Juvenile Referrals and Dispositions for Delinquent Acts  
Contra Costa County Probation Department  
Fiscal Years 1969-1972

	July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	Percent Change	
					F.Y. 1972 from F.Y. 1971	F.Y. 1972 from F.Y. 1969
<b>CONTRA COSTA COUNTY PROBATION DEPARTMENT</b>						
Initial Referrals of Youth Living in Richmond Target Area	996	1402	1082	916	-15.3%	- 8.0%
Initial Disposition:						
Closed at Intake	489	739	510	520	+ 2.0	+ 6.3
Informal Probation	83	57	33	46	+39.4	-44.6
Petition Filed	424	606	539	350	-35.1	-17.4
All Other Initial Juvenile Referrals	3572	3977	4429	4449	+ .4%	+24.6%
Initial Disposition:						
Closed at Intake	1856	2327	2445	2611	+ 6.8	+40.7
Informal Probation	343	289	323	368	+13.9	+ 7.3
Petition Filed	1373	1361	1661	1470	-11.5	+ 7.1

Source: Bureau of Criminal Statistics data.

In summary, diversion of justice system referrals to the bureau was minimal until the bureau was reorganized in Fiscal 1972 and referral and feedback procedures systematized. Concurrently with these events, there was a reduction of delinquency and a simultaneous diversion from further processing of juveniles by the justice system.

## APPENDIX E

### SAN DIEGO YOUTH SERVICE BUREAUS

#### Service Area

The first youth service bureau in San Diego County was established in early 1969 in the primarily middle class Clairemont neighborhood. This section of the City of San Diego has a population of approximately 85,000. Residents are comparatively mobile.

In late 1971 a second bureau was opened in the East San Diego and Allied Gardens section of the city.

Then in early 1972 citizens in La Jolla requested a bureau, offering to donate a facility for it. This bureau serves the Northwest beach area of San Diego.

#### Decision Structure

Planning for the first bureau was cooperative. Lead by probation and police staff, there was input from other agencies as well.

The bureaus are administratively under the probation department, with an executive board and the County Delinquency Prevention Commission providing policy advice.

#### Staff

From its inception, the Clairemont bureau was staffed by the coordinator and clerical assistance, as well as two probation officers, a police officer,

and a social worker. Local agencies loaned this staff on a full-time basis. None of the staff members served in a traditional law enforcement or correctional role. Psychiatric consultation was contributed on a regular part-time basis.

When the upper limit of \$25,000 in outside funding was removed, San Diego opted to add a second bureau rather than to substantially enlarge the first one. Outside funding was increased to \$142,860.

The second bureau's staffing, including detached workers from other agencies, was similar to the first bureau in Clairemont. A job developer was shared by the two bureaus, with the salary for this position volunteered by a service club.

The Northwest San Diego bureau was supervised part-time by the Clairemont bureau coordinator, and staff for this bureau was also contributed by the police, probation, and welfare departments.

In each of the bureaus, volunteers donated their skills and time in a variety of services.

#### Facilities

The original bureau was a suite of offices in a medical building, with a grassy courtyard for informal gatherings. In East San Diego the bureau was located in a house, with offices, a kitchen, meeting space, a room and patio area for recreation, and a carport for auto repair.

#### Youth Served

Nearly nine hundred new clients were served by San Diego's Youth Service Bureaus in Fiscal 1972. (Table E-1) More than 350 of them were justice

Table E-1  
San Diego Youth Service Bureaus\*  
Referral Sources and Characteristics of New Clients Served  
Fiscal Years 1971 and 1972

	July 1970- June 1971		July 1971- June 1972		July 1970- June 1971		July 1971- June 1972	
Total New Clients Served	438	100.0%	883	100.0%	438	100.0%	883	100.0%
<b>REFERRED BY:</b>					<b>CHARACTERISTICS OF NEW CLIENTS:</b>			
<u>Agencies</u>	270	61.6	587	66.5	<u>Sex</u>			
Law enforcement	128	29.2	245	27.7	Male			
Probation	69	15.8	117	13.2	249 56.8 498 56.4			
School	64	14.6	183	20.7	Female			
Other agencies	9	2.0	42	4.8	189 43.2 385 43.6			
<u>Individuals</u>	168	38.4	296	33.5	<u>Age</u>			
Parent	102	23.3	220	24.9	Under 10			
Self	20	4.6	27	3.0	17 3.9 31 3.5			
Other individuals	46	10.5	49	5.5	10-11			
<b>REASONS FOR REFERRAL:</b>					14 3.2 41 4.6			
<u>Specific Offenses</u>	170	38.8	298	33.7	12-13			
Person offenses	1	.2	8	.9	91 20.8 183 20.7			
Property offenses	29	6.6	106	12.0	14-15			
Drug offenses	130	29.7	138	15.6	176 40.2 371 42.0			
Other specific offenses	10	2.3	46	5.2	16-17			
<u>Delinquent Tendencies</u>	304	69.4	640	72.5	133 30.4 239 27.1			
Incorrigible	261	59.6	451	51.1	18 and over			
Truancy	5	1.1	64	7.2	7 1.6 18 2.0			
Runaway	36	8.2	119	13.5	(Median)			
Loitering, curfew	2	.4	6	.7	(15.1) (15.0)			
<u>Dependent</u>	1	.2	4	.4	<u>Ethnic Group</u>			
<u>Other Reasons</u>	58	13.2	108	12.2	White			
Employment problems	--	--	23	2.6	407 92.9 782 88.6			
Health problems	1	.2	2	.2	Mexican-American			
Emotional problems	56	12.8	63	7.1	21 4.8 49 5.5			
School learning problems	1	.2	2	.2	Black			
Welfare problems	--	--	1	.1	7 1.6 34 3.8			
Miscellaneous	--	--	17	1.9	Other			
					3 .7 18 2.0			
<b>School Status</b>					<b>School Status</b>			
Incorrigible					Attending			
Truancy					835 94.6			
Runaway					Quit/Dropped Out			
Loitering, curfew					Not Recorded			
Dependent					33 3.7			
Other Reasons					High School Graduate			
Employment problems					Recorded			
Health problems					15 1.7			
Emotional problems					<u>Present (or Most Recent Grade in School)</u>			
School learning problems					Fourth or Under			
Welfare problems					17 3.9 34 3.8			
Miscellaneous					Fifth or Sixth			
					19 4.3 58 6.6			
					Seventh or Eighth			
					116 26.5 235 26.6			
					Ninth or Tenth			
					182 41.6 365 41.3			
					Eleventh or Twelfth			
					99 22.6 174 19.7			
					High School Graduate			
					15 1.7			
					No Response			
					5 1.1 2 .2			
					(Median)			
					(9.7) (9.6)			

\*Data for July 1970 to June 1971 is for one bureau, San Diego-Clairemont. Data for July 1971-June 1972 is for three bureaus, since two more were added during that year.

system referrals, with nearly 250 referrals from law enforcement and nearly 120 from probation. Overall, two-thirds of the new clients were agency referrals.

There was some variation in referral sources by bureau, but agency referrals predominated in each. (Tables E-2, 3, 4) Law enforcement referrals were a larger proportion of Clairemont's and Northwest's new clients than of East San Diego's. East San Diego served a greater proportion of school referrals.

For each of the bureaus, delinquent tendencies, particularly incorrigibility, was the chief reason for referral. A larger proportion of clients were referred for specific offenses than in many bureaus, undoubtedly reflecting the referrals from the justice system to this bureau.

In each bureau, the typical client was fourteen or fifteen and in the ninth grade. Somewhat more than half the new clients were boys. Almost nine out of ten were white/Anglo.

#### Service Provided

Virtually all of the youth participated in counseling at the bureaus, with family counseling provided in the vast majority of the cases. (Tables E-5, 6) Counseling is done by the trained, experienced staff on a full-time loan to the bureaus from participating agencies. (Service provided by the Northwest San Diego bureau is not included because of the bureau's short period of operation in Fiscal 1972.)

The East San Diego Bureau also provided intervention or advocacy with the schools for a number of its clients.

Table E-2  
San Diego-Clairmont Youth Service Bureau  
Referral Sources and Characteristics of New Clients Served  
Fiscal Years 1971 and 1972

	July 1970- June 1971		July 1971- June 1972			July 1970- June 1971		July 1971- June 1972	
Total New Clients Served	438	100.0%	378	100.0%	Total New Clients Served	438	100.0%	378	100.0%
<b>REFERRED BY:</b>					<b>CHARACTERISTICS OF NEW CLIENTS:</b>				
<u>Agencies</u>	270	61.6	251	66.4	<u>Sex</u>				
Law enforcement	128	29.2	129	34.1	Male	249	56.8	222	58.7
Probation	69	15.8	46	12.2	Female	189	43.2	156	41.3
School	64	14.6	60	15.9	<u>Age</u>				
Other agencies	9	2.0	16	4.2	Under 10	17	3.9	13	3.4
<u>Individuals</u>	168	38.4	127	33.6	10-11	14	3.2	24	6.3
Parent	102	23.3	101	26.7	12-13	91	20.8	78	20.6
Self	20	4.6	11	2.9	14-15	176	40.2	156	41.3
Other individuals	46	10.5	15	4.0	16-17	133	30.4	98	25.9
<b>REASONS FOR REFERRAL:</b>					18 and over	7	1.6	9	2.4
<u>Specific Offenses</u>	170	38.8	146	38.6	(Median)	(15.1)	(14.9)		
Person offenses	1	.2	6	1.6	<u>Ethnic Group</u>				
Property offenses	29	6.6	52	13.8	White	407	92.9	360	95.2
Drug offenses	130	29.7	66	17.5	Mexican-American	21	4.8	10	2.6
Other specific offenses	10	2.3	22	5.8	Black	7	1.6	3	.8
<u>Delinquent Tendencies</u>	304	69.4	239	63.2	Other	3	.7	5	1.3
Incorrigible	261	59.6	191	50.5	<u>School Status</u>				
Truancy	5	1.1	15	4.0	Attending			363	96.0
Runaway	36	8.2	31	8.2	Quit/Dropped Out		Not	8	2.1
Loitering, curfew	2	.4	2	.5	High School Graduate		Recorded	7	1.8
<u>Dependent</u>	1	.2	--	--	<u>Present (or Most Recent Grade in School)</u>				
<u>Other Reasons</u>	58	13.2	51	13.5	Fourth or Under	17	3.9	16	4.2
Employment problems	--	--	13	3.4	Fifth or Sixth	19	4.3	29	7.7
Health problems	1	.2	--	--	Seventh or Eighth	116	26.5	96	25.4
Emotional problems	56	12.8	36	9.5	Ninth or Tenth	182	41.6	152	40.2
School learning problems	1	.2	1	.3	Eleventh or Twelfth	99	22.6	78	20.6
Welfare problems	--	--	--	--	High School Graduate			7	1.8
Miscellaneous	--	--	1	.3	No Response	5	1.1	--	--
					(Median)	(9.7)	(9.5)		

Table E-3  
 East San Diego Youth Service Bureau\*  
 Referral Sources and Characteristics of New Clients Served  
 Fiscal Year 1972

	July 1971- June 1972		July 1971- June 1972	
Total New Clients Served	399	100.0%	399	100.0%
REFERRED BY:	CHARACTERISTICS OF NEW CLIENTS:			
<u>Agencies</u>	278	69.7	<u>Sex</u>	
Law enforcement	74	18.6	Male	219 54.9
Probation	67	16.8	Female	180 45.1
School	111	27.8	<u>Age</u>	
Other agencies	26	6.5	Under 10	17 4.3
<u>Individuals</u>	121	30.3	10-11	14 3.5
Parent	78	19.6	12-13	92 23.0
Self	12	3.0	14-15	175 43.8
Other individuals	31	7.8	16-17	96 24.1
REASONS FOR REFERRAL:			18 and over	5 1.2
<u>Specific Offenses</u>	95	23.8	(Median)	(14.8)
Person offenses	1	.2	<u>Ethnic Group</u>	
Property offenses	33	8.3	White	326 81.7
Drug offenses	46	11.5	Mexican-American	32 8.0
Other specific offenses	15	3.8	Black	31 7.8
<u>Delinquent Tendencies</u>	328	82.2	Other	10 2.5
Incorrigible	210	52.6	<u>School Status</u>	
Truancy	46	11.5	Attending	377 94.5
Runaway	72	18.0	Quit/Dropped Out	16 4.0
Loitering, curfew	--	--	High School Graduate	6 1.5
<u>Dependent</u>	4	1.0	<u>Present (or Most Recent) Grade in School</u>	
<u>Other Reasons</u>	50	12.5	Fourth or Under	16 4.0
Employment problems	9	2.2	Fifth or Sixth	25 6.3
Health problems	1	.2	Seventh or Eighth	125 31.3
Emotional problems	21	5.3	Ninth or Tenth	156 39.1
School learning problems	2	.5	Eleventh or Twelfth	69 17.3
Welfare problems	1	.2	High School Graduate	6 1.5
Miscellaneous	16	4.0	No Response	2 .5
			(Median)	(9.4)

\* Note: Bureau opened October 1971.

Table E-4  
 Northwest San Diego Youth Service Bureau\*  
 Referral Sources and Characteristics of New Clients Served  
 Fiscal Year 1972

	July 1971- June 1972		July 1971- June 1972	
Total New Clients Served	106	100.0%	106	100.0%
REFERRED BY:	CHARACTERISTICS OF NEW CLIENTS:			
<u>Agencies</u>	58	54.7	<u>Sex</u>	
Law enforcement	42	39.6	Male	57 53.8
Probation	4	3.8	Female	49 46.2
School	12	11.3	<u>Age</u>	
Other agencies	--	--	Under 10	1 .9
<u>Individuals</u>	48	45.3	10-11	3 2.8
Parent	41	38.7	12-13	13 12.3
Self	4	3.8	14-15	40 37.7
Other individuals	3	2.8	16-17	45 42.4
REASONS FOR REFERRAL:			18 and over	4 3.8
<u>Specific Offenses</u>	57	53.8	(Median)	(15.8)
Person offenses	1	.9	<u>Ethnic Group</u>	
Property offenses	31	29.8	White	96 90.6
Drug offenses	26	24.5	Mexican-American	7 6.6
Other specific offenses	9	8.5	Black	-- --
<u>Delinquent Tendencies</u>	73	68.9	Other	3 2.8
Incorrigible	50	47.2	<u>School Status</u>	
Truancy	3	2.8	Attending	95 89.6
Runaway	16	15.1	Quit/Dropped Out	9 8.5
Loitering, curfew	4	3.8	High School Graduate	2 1.9
<u>Dependent</u>	--	--	<u>Present (or Most Recent) Grade in School</u>	
<u>Other Reasons</u>	8	7.5	Fourth or Under	2 1.9
Employment problems	1	.9	Fifth or Sixth	4 3.8
Health problems	1	.9	Seventh or Eighth	14 13.2
Emotional problems	6	5.7	Ninth or Tenth	57 53.8
School learning problems	--	--	Eleventh or Twelfth	27 25.5
Welfare problems	--	--	High School Graduate	2 1.9
Miscellaneous	--	--	(Median)	(10.2)

\* Note: Bureau opened February 1972.

Table E-5  
San Diego-Clairemont Youth Service Bureau  
Direct Service Provided  
Fiscal Year 1972

	Service in First Three Months	
New clients served by YSB in first nine months of Fiscal 1972	<u>256</u>	<u>100.0%</u>
DIRECT SERVICE PROVIDED:		
<u>Counseling</u>	<u>260</u>	<u>101.6</u>
Individual and family	221	86.3
Individual only	24	9.4
Group	15	5.9
<u>Other Direct Services</u>	<u>53</u>	<u>20.7</u>
Medical aid	8	3.1
Job/referral/placement	24	9.4
Recreation program	1	*
Remedial education, tutoring	4	1.6
Drug program	5	2.0
Pre-vocational training	1	*
Legal aid	1	*
Miscellaneous:		
Psychiatric evaluation	3	1.2
Big brother/big sister	5	2.0
Other	1	*
<u>Intervention/Advocacy</u>	<u>35</u>	<u>13.7</u>
With School	16	6.3
With probation or court	11	4.3
With police	8	3.1

\* Less than .5%.

Another focus of the San Diego bureaus' services was parental education. This program was developed in conjunction with an adult school and a women's group and attracted several hundred area parents.

Each youth averaged nine direct contacts with the Clairemont bureau in the six months after intake. (Table E-7) Thus, the Clairemont bureau had more contacts with its typical client than did most of the California

Table E-6  
East San Diego Youth Service Bureau  
Direct Service Provided  
Fiscal Year 1972

	Service in First Three Months	
New clients served by YSB in first nine months of Fiscal 1972	<u>239</u>	<u>100.0%</u>
DIRECT SERVICE PROVIDED:		
<u>Counseling</u>	<u>242</u>	<u>101.3</u>
Individual and family	199	83.3
Individual only	34	14.2
Group	9	3.8
<u>Other Direct Services</u>	<u>67</u>	<u>28.0</u>
Medical aid	7	2.9
Job referral/placement	20	8.4
Recreation	10	4.2
Remedial education, tutoring	2	.8
Drug program	12	5.0
Pre-vocational training	1	*
Legal aid		
Miscellaneous:		
Psychiatric evaluation	8	3.3
Big brother/big sister	5	2.1
Other	8	3.3
<u>Intervention/Advocacy</u>	<u>88</u>	<u>36.8</u>
With School	58	24.3
With probation or court	15	6.3
With police	15	6.3

\* Less than .5%.

bureaus. The East San Diego bureau averaged somewhat fewer contacts: over four contacts in six months. (Table E-8)

More than one in three of Clairemont's new clients were still active in the bureau at the end of three months. (Table E-9) Just over one in five of East San Diego's were still active at that time. (Table E-10) The East San Diego bureau reported cases closed most frequently because further services were unnecessary, the youth dropped out, or he or she refused further services.

Table E-7  
San Diego-Clearmont Youth Service Bureau  
Median Number of Contacts  
Fiscal Year 1972

	<u>Median Number of Contacts with Bureau</u>
New Clients' First Three Months after Intake	6.1
New Clients' Second Three Months after Intake	2.9
Six Months Total	9.0

Table E-8  
East San Diego Youth Service Bureau  
Median Number of Contacts  
Fiscal Year 1972

	<u>Median Number of Contacts with Bureau</u>
New Clients' First Three Months after Intake	3.6
New Clients' Second Three Months after Intake	.8
Six Months Total	4.4

Table E-9  
San Diego-Clearmont Youth Service Bureau  
Status of New Clients  
During Fiscal 1972

	<u>Three Months After Intake</u>	
New clients served by YSB in first nine months of Fiscal 1972	256	100.0*
STATUS OF YOUTH IN BUREAU:		
Active	94	36.7
Inactive	31	12.1
Case Closed	131	51.2
No Response	--	--
<u>If "Case Closed", Reason for Closure</u>		
<u>Closed by Bureau</u>	87	34.0
Further services unnecessary	58	22.6
Referred to other agency	15	5.8
Placed on probation	13	5.1
Needed services unavailable	1	*
<u>Closed by Youth</u>	23	9.0
Dropped out	10	3.9
Refused further services	13	5.1
<u>Miscellaneous</u>	21	8.2
Moved from area	14	5.5
Nonresident of target area	2	.8
Other	5	2.0

\* Less than .5%.

### Impact

Justice system referrals, particularly from law enforcement, were consistent from the inception of the first bureau in San Diego. This was undoubtedly greatly enhanced by the role of police administrators in the initial planning and by the presence of a police officer in a nonauthoritative role on the bureau staff.

Table E-10  
 East San Diego Youth Service Bureau  
 Status of New Clients  
 During Fiscal 1972

		Three Months After Intake
New clients served by YSB in first nine months of Fiscal 1972	239	100.0%
STATUS OF YOUTH IN BUREAU:		
Active	53	22.2
Inactive	15	6.3
Case Closed	169	70.7
No Response	2	.8
If "Case Closed", Reason for Closure		
<u>Closed by Bureau</u>	<u>86</u>	<u>36.0</u>
Further service unnecessary	51	21.3
Referred to other agency	9	3.8
Placed on probation	26	10.9
Needed services unavailable	--	--
<u>Closed by Youth</u>	<u>75</u>	<u>31.4</u>
Dropped out	40	16.7
Refused further services	35	14.6
<u>Miscellaneous</u>	<u>11</u>	<u>4.6</u>
Moved from area	6	2.5
Nonresident of target area	--	--
Other	5	2.1

Even though police were diverting youth to the bureaus, delinquency was not reduced in the bureaus' service areas. (Table E-11) There was an increase in juvenile arrests of Clairemont and East San Diego residents. A factor influencing the increase in Clairemont residents' arrest was that there were more residents to arrest; the area's population, especially of juveniles, increased during this period.

It is important to note that even though delinquency arrests of service area residents increased, juvenile arrests of all other city residents

Table E-11  
 Juvenile Arrests  
 San Diego Police Department  
 Fiscal Years 1969-1972

	July 1968- to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	Percent Change	
					F. Y. 1972 from F. Y. 1971	F. Y. 1972 from F. Y. 1969
SAN DIEGO POLICE DEPARTMENT						
Total Juvenile Unit Arrests, Residents of City of San Diego	13,126	13,942	14,401	15,000	+4.28	+14.38
Residence:						
Clairemont Service Area <sup>a</sup>	3,920	3,807	3,885	4,145	+6.7	+ 5.7
East San Diego Service Area <sup>b</sup>	2,420	2,595	2,459	2,607	+6.0	+ 7.7
All Other City of San Diego Residents	6,786	7,540	8,057	8,248	+2.4	+21.5

<sup>a</sup>Police Beats 77, 61, 62.

<sup>b</sup>Police Beats 22, 30, 33, 35.

Source: San Diego Police Department data.

increased more strongly over a two-year period. Thus, the bureau areas' increase in juvenile arrests was less than that in the other segments of the city.

Initial referrals to probation also reflected a sizeable increase for both service areas. (Table E-12) However, the two-year trends showed increases only in the cases closed at intake or placed on informal probation. Petitions filed decreased, however, showing evidence of reduced penetration of the justice system at this point.

A follow-up study of youth served by the Clairemont bureau early in 1970 showed that considerably fewer of the youth served were arrested in

Table E-12

Initial Juvenile Referrals and Dispositions for Delinquent Acts  
YSB Service Areas Youth to San Diego County Probation Department

Fiscal Years 1970-1972

	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	Percent Change	
				F. Y. 1972 from F. Y. 1971	F. Y. 1972 from F. Y. 1970
SAN DIEGO COUNTY PROBATION DEPARTMENT					
Initial Referrals of Youth Living in Clairemont Service Area <sup>a</sup>	460	444	548	+23.4%	+19.1%
Initial Disposition:					
Closed at Intake	220	225	299	+32.9	+35.9
Informal Probation	44	50	54	+ 8.0	+22.7
Petition Filed	196	154	173	+12.3	-11.7
Pending	--	15	22	+46.7	--
Initial Referrals of Youth Living in East San Diego Service Area <sup>b</sup>	642	616	731	+18.7%	+13.9%
Initial Disposition:					
Closed at Intake	276	300	394	+31.3	+42.8
Informal Probation	57	91	103	+13.2	+80.7
Petition Filed	309	225	200	-11.1	-35.3
Pending	--	--	36	--	--

<sup>a</sup>ZIP Code 92117.<sup>b</sup>ZIP Codes 92105, 92115, 92119, 92120.

Source: San Diego County Probation Department data.

the six months after bureau intake than in the six months before intake. (Table E-13) Only a small proportion of the youth served had an official status with probation either at the date of bureau intake or six months later. However, there was an increase in the youth who were court wards six months after intake.

Table E-13

San Diego - Clairemont Youth Service Bureau  
Clients' Arrest and Probation Status Before and After Intake

	Six Months Before Intake		Six Months After Intake		Percent Change
	Number	Percent	Number	Percent	
Total new clients, January-June 1970	261	100.0%	261	100.0%	
ARREST RECORD:					
Youth arrested	82	31.4	50	19.1	-39.0%
Youth not arrested	179	68.6	211	80.8	
Number of arrests	124		73		-41.1%
PROBATION STATUS:					
	Bureau Intake Date		Six Months After Intake		
Ward	5	1.9%	22	8.4%	
All Other (Informal, six months, pending, etc.)	9	3.5	12	4.7	
None	242	92.7	221	84.7	
No Response	5	1.9	6	2.3	

In summary, the San Diego bureaus' style has coordinated staff resources from several agencies. While this stimulated diversionary referrals from the justice system, delinquency nonetheless increased, although at a lesser pace than in the rest of the city. A population increase may have counteracted any delinquency reduction that might have otherwise occurred. Reductions in petitions filed indicate penetration of the justice system was minimized for residents of the bureau areas.

APPENDIX F

SAN FERNANDO YOUTH SERVICES BUREAU

Service Area

The San Fernando Youth Services Bureau's service area encompassed one entire city and a proportionately small segment of another: the City of San Fernando, with a population of about 17,000, and the Pacoima area of the City of Los Angeles. This area of Los Angeles is serviced by the Foothill Division of the police department. Many of the area's residents are Mexican-American or black. This bureau opened in late 1969 and closed June 30, 1972.

Decision Structure

Both this bureau and the other pilot bureau in Los Angeles County were unique among California bureaus by being privately sponsored. All of the other pilot bureaus were publicly sponsored.

County Counsel's opinion prevented the county delinquency prevention commission from performing the functions the Youth Service Bureaus Act specified for them. This issue was primarily centered around the bureau's private sponsorship.

The bureau's managing board, comprised of area residents, set bureau policy.

Staff

Bureau staff initially consisted of the coordinator and clerical assistance. Volunteers and limited contributions of staff from probation and a private agency supplemented paid staff.

Because of the intermittent schedules maintained by in-kind staff contributions, the bureau hired its own youth counselors on a part-time basis when funding beyond the original \$25,000 became available.

State/federal funding increased to \$49,126 at this point. The youth counselors were eleven high school and college youth who had already been involved with the bureau's activities.

Facility

The San Fernando bureau occupied a building with two offices, two meeting rooms, a large room suitable for recreation, and a photography darkroom.

Youth Served

This bureau served nearly 500 new clients in Fiscal 1972, with the vast majority of referrals from agencies, especially schools. (Table F-1) Law enforcement, both the San Fernando and Los Angeles police departments, referred over 100 youth to the bureau each year. Police referrals were even more frequent in Fiscal 1971, when the bureau coordinator was bilingual. Referrals from probation were negligible.

In Fiscal 1972, when most of the referrals were from schools, youth were primarily referred to participate in recreation, group activities, or the bureau's summer program. In the previous year, the majority were referred for delinquent reasons: specific offenses or delinquent tendencies.

Nearly nine out of ten of the youth served were boys. Typically, they were sixth graders and less than 12 years old. More than half of the new clients were Mexican-American; more than one-fourth were black. These profile characteristics represent a shift from the previous fiscal year,

when the typical youth served was somewhat older, more likely to have been female, and less likely to have been black.

Table F-1  
San Fernando Youth Service Bureau  
Referral Sources and Characteristics of New Clients Served  
Fiscal Years 1971 and 1972

	July 1970- June 1971	July 1971- June 1972		July 1970- June 1971	July 1971- June 1972
Total New Clients Served	391	483	Total New Clients Served	391	483
	100.0%	100.0%		100.0%	100.0%
<b>REFERRED BY:</b>			<b>CHARACTERISTICS OF NEW CLIENTS:</b>		
<u>Agencies</u>	266	426	<u>Sex</u>		
Law enforcement	177	106	Male	258	423
Probation	3	1	Female	133	60
School	67	318	<u>Age</u>		
Other agencies	19	1	Under 10	25	139
<u>Individuals</u>	125	57	10-11	29	120
Parent	18	24	12-13	35	107
Self	64	33	14-15	127	52
Other individuals	43	--	16-17	144	56
<b>REASONS FOR REFERRAL:</b>			18 and over	31	9
<u>Specific Offenses</u>	174	83	(Median)	(15.7)	(11.7)
Person offenses	3	3	<u>Ethnic Group</u>		
Property offenses	70	38	White	134	83
Drug offenses	46	11	Mexican-American	236	261
Other specific offenses	55	31	Black	21	135
<u>Delinquent Tendencies</u>	126	68	Other	--	4
Incorrigible	62	29	<u>School Status</u>		
Truancy	18	13	Attending		458
Runaway	37	22	Quit/Dropped Out	Not	14
Loitering, curfew	9	4	High School Graduate	Recorded	8
<u>Dependent</u>	--	--	No Response		3
<u>Other Reasons</u>	146	375	Present (or Most Recent) Grade in School		
Employment problems	85	2	Fourth or Under	40	144
Health problems	12	--	Fifth or Sixth	18	134
Emotional problems	3	--	Seventh or Eighth	40	91
School learning problems	7	12	Ninth or Tenth	172	54
Welfare problems	--	1	Eleventh or Twelfth	108	49
Miscellaneous (Recreation/group activities/summer program)	39	360	High School Graduate		8
			No Response	13	3
			(Median)	(10.2)	(6.4)

Service Provided

Changes in referral sources, reasons for referral, and in the median age of new clients were also reflected in program changes in Fiscal 1972. The San Fernando bureau moved from providing mainly individual case services in its first years of operation to organizing and operating recreation programs.

Records of direct service provided show that two-thirds of the new clients participated in the bureau's recreation program, by far the most frequently provided direct service in this bureau. (Table F-2)

As the bureau expanded its recreation activities, youth assumed more responsibility for them. Activities included a summer camp (with many donated goods and services) for younger youth, a monthly field trip, and a monthly activity to which community residents were invited. A work crew of youth who were not yet self-confident enough to assume more long-range responsibilities repaired homes and cleaned up yards of people in need.

A photography group, a cultural awareness group, tutoring and rap sessions were among the bureau's other activities.

Nearly one-third of the new clients participated in family counseling. Individual counseling was seldom provided.

Youth averaged four contacts with the program in the six months after intake. (Table F-3) Youths' status in this bureau -- active, inactive or closed -- was not regularly reported by this bureau. (Table F-4)

Table F-2  
San Fernando Youth Service Bureau  
Direct Service Provided  
Fiscal Year 1972

	Service in First Three Months	
New clients served by YSB in first nine months of Fiscal 1972	336	100.0%
<b>DIRECT SERVICE PROVIDED</b>		
<u>Counseling</u>	106	31.5
Individual and family	103	30.7
Individual only	2	.6
Group	1	*
<u>Other Direct Services</u>	257	76.5
Medical aid	3	.9
Job referral/placement	4	1.2
Recreation program	225	67.0
Remedial education, tutoring	8	2.4
Drug program	1	*
Pra-vocational training	7	2.1
Legal aid	9	2.7
Miscellaneous	--	--
<u>Intervention/Advocacy</u>	9	2.7
With school	3	.9
With probation or court	2	.6
With police	4	1.2

\* Less than .5%.

Table F-3  
San Fernando Youth Service Bureau  
Median Number of Contacts  
Fiscal Year 1972

	Median Number of Contacts with Bureau
New Clients' First Three Months after Intake	3.4
New Clients' Second Three Months after Intake	.6
Six Months Total	4.0

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Table F-4  
San Fernando Youth Service Bureau  
Status of New Clients  
During Fiscal 1972

	Three Months After Intake	
New clients served by YSB in first nine months of Fiscal 1972	336	100.0%
<b>STATUS OF YOUTH IN BUREAU:</b>		
Active	8	2.4
Inactive	91	27.1
Case Closed	30	8.9
No Response	207	61.6
<u>If "Case Closed", Reason for Closure</u>		
<u>Closed by Bureau</u>	27	8.0
Further services unnecessary	24	7.1
Referred to other agency	3	.9
Placed on probation	--	--
Needed services unavailable	--	--
<u>Closed by Youth</u>	2	.6
Dropped out	--	--
Refused further services	2	.6
<u>Miscellaneous</u>	2	.6
Moved from area	1	*
Nonresident of target area	1	*
Other	--	--

\* Less than .5%.

### Impact

The San Fernando Youth Service Bureau was used as a referral source by both the San Fernando police and Los Angeles - Foothill Division police, particularly when the bureau could offer bilingual services most readily. Referrals from probation, however, were virtually nonexistent.

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A review of juvenile arrests by the San Fernando police shows a reduction of nearly twenty percent over a three year period. (Table F-5) This table also reveals a temporary increase in arrests referred to "other agencies" such as the Youth Service Bureau. However, police referrals to "other agencies" decreased in Fiscal 1972, with bureau intake records also reflecting this reduction. Even so, informal handling of arrested juveniles continued.

These data indicate that not only was delinquency reduced but some diversion took place, in that arrests disposed of by referral to probation decreased even faster than total arrests.

Table F-5  
Juvenile Delinquency Arrests and Dispositions  
San Fernando Police Department  
Fiscal Years 1969-1972

	Percent Change					
	July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	F. Y. 1972 from F. Y. 1971	F. Y. 1972 from F. Y. 1969
<b>SAN FERNANDO POLICE DEPARTMENT</b>						
<b>Total Juvenile Delinquency Arrests</b>	<u>342</u>	<u>417</u>	<u>371</u>	<u>274</u>	<u>-26.1%</u>	<u>-19.9%</u>
Disposition of arrests:						
Handled within department	96	120	63	124	+96.8	+29.2
Referred to other agencies*	29	44	97	14	-85.6	-51.7
Referred to probation department	217	253	211	136	-35.5	-37.3

\* May include Youth Service Bureau.

Source: Bureau of Criminal Statistics data.

Initial probation referrals of youth from the bureau service area decreased nearly forty percent in the life span of this bureau. (Table F-6)

These were youth who lived either in San Fernando or in the Los Angeles portion of the target area. The reduction in initial probation referrals was paralleled by a decrease in initial court reports of 38%.

While a substantial decrease, it was only somewhat greater than the reduction in initial probation referrals of youth living in a nearby comparison area. However, in the comparison area, initial investigations did not decrease as markedly as in the bureau service area. This may well reflect increased informal handling of juveniles by law enforcement in the service area.

Table F-6  
Initial Referrals, Investigations and Court Reports  
Los Angeles County Probation Department  
San Fernando Area and Comparison Area  
Fiscal Years 1969-1972

	Percent Change					
	July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	F.Y. 1972 From F.Y. 1971	F.Y. 1972 From F.Y. 1969
<b>LOS ANGELES COUNTY PROBATION DEPARTMENT</b>						
<b>Initial Referrals of Youth Living in San Fernando area<sup>a</sup></b>	<u>816</u>	<u>740</u>	<u>566</u>	<u>492</u>	<u>-13.1%</u>	<u>-39.7%</u>
Initial Investigations	359	332	308	209	-32.1	-41.8
Initial Court Reports	457	408	258	283	+ 9.7	-38.1
<b>Initial Referrals of Youth Living in Comparison Area<sup>b</sup></b>	<u>279</u>	<u>273</u>	<u>238</u>	<u>185</u>	<u>-22.3%</u>	<u>-33.7%</u>
Initial Investigations	145	149	148	101	-31.8	-30.3
Initial Court Reports	134	124	90	84	- 6.7	-37.3

<sup>a</sup>Census Tracts 1041-46, 1061-67, 1091, 1094-96, 3201-03.

<sup>b</sup>Census Tracts 1047-48, 1093, 1097-98, 1171, 1191-93, 1199.

Source: Los Angeles County Probation Department data.

To summarize, delinquency reduction and diversion took place in the San Fernando bureau's service area. Evidence of diversion includes law enforcement referrals to the bureau and increased informal handling of arrested juveniles, thus reducing penetration of the justice system. These trends were maintained even when the bureau changed its program and the main group of youth it was serving.

## APPENDIX G

### YOLO COUNTY YOUTH SERVICE BUREAU

#### Service Area

This bureau's direct service area was primarily four unincorporated communities in the east area of Yolo County, with a population of roughly 25,000. The service area's boundaries were the same as those of the local school district. The area is some distance from the other population concentrations in the county and is a low income area. Many residents are Mexican-American.

#### Decision Structure

Initial planning for the Yolo bureau included county delinquency prevention commissioners and university personnel. A managing board, composed of professional and lay members of the community, provided guidance to the bureau coordinator. The county delinquency prevention commission also reviewed the bureau's activities.

#### Staff

The initial staff from the \$25,000 per year included a coordinator and part time clerical support. College students were hired as part-time case aides. With additional outside funding available, the bureau's grant increased to \$32,383. Five case aides were employed, along with a coordinator of volunteers and an administrative assistant on a part-time basis.

Loaned to the bureau for a few hours each week were a probation officer and a mental health worker. They provided consultation, staff training and some counseling.

### Facility

The Yolo bureau was housed in one room of a local social service agency. Most of the bureau's case services were provided in the field, particularly at schools.

Intermittently this bureau also used a former residence as a drop-in center and facility for group activities. Supervision problems necessitated the bureau's closing this facility.

### Youth Served

In Fiscal 1972 the Yolo Youth Service Bureau served 229 clients, most of whom were agency referrals. (Table G-1) Probation and school referrals were most frequent. From the justice system, law enforcement referred over forty youth; and probation, sixty-five.

While delinquent tendencies predominated among the reasons for referral, there was also a sizeable number of referrals for specific offenses.

New clients were most often ninth graders, 14.5 years of age. A majority were boys. Most were white/Anglo, while some Mexican-Americans were also served.

### Service Provided

Counseling, particularly with individual youth, predominated this bureau's services. (Table G-2) Intervention or advocacy with other agencies such as

Table G-1  
Yolo Youth Service Bureau  
Referral Sources and Characteristics of New Clients Served  
Fiscal Years 1971 and 1972

	July 1970- June 1971		July 1971- June 1972			July 1970- June 1971		July 1971- June 1972	
Total New Client Served	181	100.0%	229	100.0%	Total New Clients Served	181	100.0%	229	100.0%
<b>REFERRED BY:</b>					<b>CHARACTERISTICS OF NEW CLIENTS:</b>				
<u>Agencies</u>	147	81.2	170	74.2	<u>Sex</u>				
Law enforcement	50	27.6	42	18.3	Male	94	51.9	138	60.3
Probation	45	24.9	65	28.4	Female	87	48.1	91	39.7
School	49	27.1	58	25.3	<u>Age</u>				
Other agencies	3	1.7	5	2.2	Under 10	3	1.6	24	10.5
<u>Individuals</u>	34	18.8	59	25.8	10-11	18	9.9	22	9.6
Parent	10	5.5	14	6.1	12-13	43	23.8	48	21.0
Self	24	13.3	39	17.0	14-15	54	29.8	75	32.8
Other individuals	--	--	6	2.6	16-17	57	31.5	51	22.3
<b>REASONS FOR REFERRAL:</b>					18 and over	6	3.3	9	3.9
<u>Specific Offenses</u>	86	47.5	85	37.1	(Median)	(15.1)	(14.5)		
Person offenses	4	2.2	6	2.6	<u>Ethnic Group</u>				
Property offenses	55	30.4	39	17.0	White	140	77.4	187	81.7
Drug offenses	2	1.1	9	3.9	Mexican-American	35	19.3	38	16.6
Other specific offenses	25	13.8	31	13.5	Black	3	1.7	1	.4
<u>Delinquent Tendencies</u>	81	44.8	110	48.0	Other	3	1.7	3	1.3
Incorrigible	33	18.2	66	28.8	No Response	--	--	--	--
Truancy	34	18.8	20	8.7	<u>School Status</u>				
Runaway	5	2.8	15	6.6	Attending			222	96.9
Loitering, curfew	9	5.0	9	3.9	Quit/Dropped Out		Not	6	2.6
<u>Dependent</u>	--	--	--	--	High School Graduate		Recorded	--	--
<u>Other Reasons</u>	24	13.2	49	21.4	No Response			1	.4
Employment problems	--	--	--	--	<u>Present (or Most Recent) Grade in School</u>				
Health problems	--	--	1	.4	Fourth or Under	4	2.2	20	8.7
Emotional problems	1	.5	13	5.7	Fifth or Sixth	18	9.9	31	13.5
School learning problems	--	--	9	3.9	Seventh or Eighth	42	23.2	54	23.6
Welfare problems	--	--	1	.4	Ninth or Tenth	52	28.7	73	31.9
Miscellaneous	23	12.7	25	10.9	Eleventh or Twelfth	27	14.9	46	20.1
<u>No Response</u>	--	--	4	1.8	High School Graduate			--	--
					No Response	38	21.0	5	2.2
					(Median)	(9.3)	(9.2)		

Table G-2  
Yolo Youth Service Bureau  
Direct Service Provided

	Service in First Three Months	
New clients served by YSB in first nine months of Fiscal 1972	<u>148</u>	<u>100.0</u>
DIRECT SERVICE PROVIDED		
<u>Counseling</u>	<u>133</u>	<u>89.0</u>
Individual and family	53	35.8
Individual only	77	52.0
Group	3	2.0
<u>Other Direct Services</u>	<u>43</u>	<u>29.0</u>
Medical aid	6	4.0
Job referral/placement	9	6.1
Recreation program	7	4.7
Remedial education, tutoring	10	6.8
Drug program	1	.7
Pre-vocational training	1	.7
Legal aid	3	2.0
Miscellaneous		
Big brother/big sister	3	2.0
Others	3	2.0
<u>Intervention/Advocacy</u>	<u>68</u>	<u>45.9</u>
With school	35	23.6
With probation or court	15	10.1
With police	18	12.2

schools was also offered on behalf of a number of the bureau's clients. Case aides, university students working in the schools, delivered most of the direct service to youth and intervened with other agencies on the youth's behalf.

Additional services were provided to youth by volunteers. An "Aunts and Uncles" program linked volunteers to clients for tutoring and as role models. Volunteers also participated in a recreation program and in leading special interest classes.

During Fiscal 1972 this bureau began expanding its services to another city in the county. This began with a one-day-a-week case aide working with the police juvenile officer and school counselors to provide solutions to runaway problems.

Bureau staff had continuing contacts with its clients so that services were not only provided on a crisis basis, as the median number of contacts shows. (Table G-3) In the first three months after intake each new client averaged four contacts with the bureau. In the second three months, 3.7 contacts.

About one-third of the youth were still active in the bureau three months after intake. (Table G-4) Cases were most frequently closed because the youth moved from the area.

#### Impact

The juvenile justice agencies in Yolo County utilized the Youth Service Bureau by making referrals there. These referrals were from both probation and the sheriff's office and accounted for about one hundred new clients each of the last two years.

A follow-up study was conducted of new clients served by this bureau between January 1970 and June 1971. This study showed a dramatic reduction in the clients arrested in the six months after bureau intake. Nearly half of the new clients had been arrested in the six months before bureau intake, while about three percent were arrested in the six months after. (Table G-5) Clients moving from the area during the post bureau-intake period may have had some effect on this strong decrease.

Table G-3  
Yolo Youth Service Bureau  
Median Number of Contacts  
Fiscal Year 1972

	Median Number of Contacts with Bureau
New Clients' First Three Months after Intake	4.0
New Clients' Second Three Months after Intake	3.7
Six Months Total	7.7

Table G-4  
Yolo Youth Service Bureau  
Status of New Clients  
During Fiscal 1972

	Three Months After Intake
New clients served by YSB in first nine months of Fiscal 1972	148 100.0%
STATUS OF YOUTH IN BUREAU:	
Active	34 36.5
Inactive	48 32.4
Case Closed	45 30.4
No Response	1 .7
If "Case Closed", Reason for Closure	
Closed by Bureau	13 8.8
Further services unnecessary	12 8.1
Referred to other agency	1 .7
Placed on probation	-- --
Needed services unavailable	-- --
Closed by Youth	5 3.4
Dropped out	-- --
Refused further services	5 3.4
Miscellaneous	28 18.9
Moved from area	24 16.2
Nonresident of target area	3 2.0
Other	1 .7

Table G-5  
Yolo Youth Service Bureau  
Clients' Arrest and Probation Status Before and After Intake

	Six Months Before Intake	Six Months After Intake	Percent Change
Total new clients, Jan. 1970 - June 1971	177 100.0%	177 100.0%	
ARREST RECORD:			
Youth arrested	81 45.8	5 2.9	-93.8%
Youth not arrested	96 54.2	172 97.2	
Number of arrests	82	8	-90.2%
PROBATION STATUS:			
Ward	-	-	-
All Other (Informal, six months, pending, etc.)	3 1.7%	2 1.2%	
None	90 50.8	64 36.2	
No Response	84 47.5	110 62.2	

The Yolo County Sheriff's Office serves the East Yolo service area. While its arrest statistics include other areas, a substantial proportion of its juvenile arrests is in the bureau service area. Juvenile arrests were fewer in Fiscal 1972 than in Fiscal 1970, before the bureau became fully operational. (Table G-6)

Initial juvenile referrals of East Yolo youth to probation decreased more than twenty percent in a three-year period. (Table G-7) The strongest decline was among initial referrals of East Yolo youth who were referred by the Sheriff's Office. These referrals dropped nearly forty-five percent in a three-year period, again leading to the conclusion that the most marked change in bureau areas was among local youth initially referred to probation by local law enforcement.

**CONTINUED**

**2 OF 3**

Table G-6  
 Juvenile Delinquency Arrests and Dispositions  
 Yolo County Sheriff's Office  
 Fiscal Years 1969-1972

		July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	Percent Change	
						F. Y. 1972 from F. Y. 1971	F. Y. 1972 from F. Y. 1970
<b>YOLO COUNTY SHERIFF'S OFFICE</b>							
Total Juvenile Delinquency Arrests		422	311	389		+ 25.1%	- 7.8%
<b>Disposition of arrests</b>							
Handled within department	Data	1	4	19		**	**
Referred to other agencies*	Not	10	17	50		**	**
Referred to probation department	Available	411	290	320		+ 10.3	-22.1

\* May include Youth Service Bureau.  
 \*\* Too small to percentage.

Source: Bureau of Criminal Statistics data.

Table G-7  
 Initial Juvenile Referrals for Delinquent Acts  
 East Yolo Area Youth to Yolo County Probation Department  
 Fiscal Years 1969-1972

	July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	Percent Change	
					F. Y. 1972 from F. Y. 1971	F. Y. 1972 from F. Y. 1969
<b>YOLO COUNTY PROBATION DEPARTMENT</b>						
Initial Referrals of Youth Living in East Yolo	256	360	255	200	-21.6%	-21.9%
<b>Source of Referral:</b>						
Yolo County Sheriff's Office	155	232	149	86	-42.3	-44.5
All Other Sources	101	128	106	114	+ 7.5	+12.9

Source: Bureau of Criminal Statistics data.

While initial juvenile referrals of East Yolo youth decreased more than twenty percent in a three-year period, all other initial juvenile referrals to the Yolo County Probation Department increased. (Table G-8) Petitions filed decreased even more -- twenty-six percent.

Table G-8  
 Initial Juvenile Referrals and Dispositions for Delinquent Acts  
 Yolo County Probation Department  
 Fiscal Years 1969-1972

	July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	Percent Change	
					F. Y. 1972 From F. Y. 1971	F. Y. 1972 From F. Y. 1969
<b>YOLO COUNTY PROBATION DEPARTMENT</b>						
Initial Referrals of Youth Living in East Yolo Target Area	256	360	255	200	-21.6%	-21.9%
<b>Initial Disposition:</b>						
Closed at Intake	141	267	155	128	-17.4	- 9.2
Informal Probation	54	31	42	27	-35.7	-50.0
Petition Filed	61	62	58	45	-22.4	-26.2
<b>All Other Initial Juvenile Referrals</b>						
Closed at Intake	369	623	514	494	- 2.7	+33.9
Informal Probation	86	83	108	80	-25.9	- 7.0
Petition Filed	149	160	124	130	+ 4.8	-12.8

Source: Bureau of Criminal Statistics data.

Overall, it cannot be stated with certainty that the presence of the Youth Service Bureau brought about these decreases in the East Yolo area. Nevertheless, the combination of justice system and other agency referrals to the bureau and the reduction in officially acted-upon delinquency for the service area lead to the conclusion that this bureau was a positive factor in diverting juveniles from the justice system.

APPENDIX H

YUBA-SUTTER YOUTH SERVICE BUREAU

Service Area

This bicounty Youth Service Bureau was established in early 1969 to serve Yuba and Sutter counties. These counties have a combined population of approximately 85,000 and, in 1972, a youth population (ages 10 to 17) of 14,100. Two probation departments and six primary law enforcement agencies serve this mainly agricultural area. The Yuba-Sutter Youth Service Bureau closed on June 30, 1972.

Decision Structure

Planning for the Yuba-Sutter bureau was instigated by laymen from the two counties, who continued to provide leadership throughout the bureau's existence.

The managing board grew from about twenty members to about sixty and included both laymen and professionals. Because of its size, an executive committee was appointed and made many of the major operational and policy decisions regarding the bureau.

Staff

During the period outside funds were limited to \$25,000, bureau staff consisted of a coordinator and clerical assistance. Additional part-time help was hired and some intermittent services were provided by other agencies in the community.

This bureau expanded its state/federal funding in 1970, about a year before the other pilot bureaus in California received a substantial increase

in nonlocal funding. With this additional infusion of funds, the bureau added to its staff a coordinator of volunteers, a resources developer, probation officer -- to serve both counties as an intake officer on weekends, and a law enforcement community services officer. Planning funds were also included.

Then, in its last year the bureau discontinued the probation officer and added a second law enforcement officer and a community worker. During this last year, the bureau received \$126,213 in state/federal funding.

Volunteers were used as counselors in this bureau, and their numbers and training increased when the volunteer coordinator was added.

Facility

The bureau's most recent facility was a side street building in the downtown area, with four offices, a reception area and a meeting room.

Youth Served

Just over two hundred new clients were served by the Yuba-Sutter bureau in Fiscal 1972. (Table H-1) This is a considerable decrease from 372 new clients served the previous year and was partially due to anticipation of the bureau's closing. Agency referrals predominated, distributed between several agencies. Of the roughly two hundred new clients, 24 were from law enforcement and 33 from probation.

Delinquent tendencies, especially incorrigibility, was by far the most frequent referral reason, followed by emotional problems.

About equal proportions of boys and girls were served. Most were white/Anglo. Their median age was 15.4 and their median grade, 9.8.

Table H-1  
 Yuba-Sutter Youth Service Bureau  
 Referral Sources and Characteristics of New Clients Served  
 Fiscal Years 1971 and 1972

	July-1970 June 1971		July 1971- June 1972			July 1970- June 1971		July 1971- June 1972		
Total New Clients Served	372	100.0%	210	100.0%	Total New Clients Served	372	100.0%	210	100.0%	
REFERRED BY:					CHARACTERISTICS OF NEW CLIENTS:					
<u>Agencies</u>	282	75.8	151	71.9	<u>Sex</u>					
Law enforcement	49	13.2	24	11.4	Male	199	53.5	99	47.1	
Probation	85	22.8	33	15.7	Female	173	46.5	111	52.9	
School	62	16.7	39	18.6	<u>Age</u>					
Other agencies	86	23.1	55	26.2	Under 10	13	3.5	22	10.5	
<u>Individuals</u>	90	24.2	59	28.1	10-11	19	5.1	12	5.7	
Parent	29	7.8	20	9.5	12-13	49	13.2	28	13.3	
Self	28	7.5	15	7.1	14-15	118	31.7	68	32.4	
Other individuals	32	8.6	24	11.4	16-17	120	32.2	60	28.6	
Not specific	1	.3	--	--	18 and over	53	14.2	20	9.5	
REASONS FOR REFERRAL:					(Median)	(15.8)	(15.4)			
<u>Specific Offenses</u>	56	15.0	17	8.1	<u>Ethnic Group</u>					
Person offenses	2	.5	--	--	White	323	86.8	190	90.5	
Property offenses	15	.3	11	5.2	Mexican-American	26	7.0	9	4.3	
Drug offenses	37	9.9	5	2.4	Black	12	3.2	6	2.9	
Other specific offenses	2	.5	1	.5	Other	10	2.7	5	2.4	
<u>Delinquent Tendencies</u>	275	73.9	187	89.0	No Response	1	.3	--	--	
Incorrigible	169	45.4	144	68.6	<u>School Status</u>					
Truancy	50	13.4	13	6.2	Attending			184	87.6	
Runaway	42	11.3	28	13.3	Quit/Dropped Out	Not Recorded		9	4.3	
Loitering, curfew	14	3.8	2	1.0	High School Graduate			14	6.7	
<u>Dependent</u>	2	.5	4	1.9	No Response			3	1.4	
<u>Other Reasons</u>	192	51.6	70	33.3	<u>Present (or Most Recent) Grade in School</u>					
Employment problems	35	9.4	7	3.3	Fourth or Under	18	4.8	21	10.0	
Health problems	--	--	--	--	Fifth or Sixth	21	5.6	17	8.1	
Emotional problems	100	26.9	46	21.9	Seventh or Eighth	55	14.8	32	15.2	
School learning problem problems	6	1.6	6	2.8	Ninth or Tenth	162	43.5	77	36.7	
Welfare problems	42	11.3	8	3.8	Eleventh or Twelfth	107		28.8	46	21.9
Miscellaneous	9	2.4	3	1.4	High School Graduate			14	6.7	
<u>No Response</u>	--	--	1	.5	No Response	9	2.4	3	1.4	
					(Median)	(10.1)	(9.8)			

Service Provided

In Fiscal 1972, counseling, chiefly with individual youth, was the bureau's most frequently provided direct service. (Table H-2) Counseling was provided both by bureau staff and by volunteers.

Table H-2  
 Yuba-Sutter Youth Service Bureau  
 Direct Service Provided  
 Fiscal Year 1972

	Service in First Three Months	
New clients served by YSB in first nine months of Fiscal 1972	192	100.0%
<u>DIRECT SERVICE PROVIDED</u>		
<u>Counseling</u>	141	73.4
Individual and family	43	22.4
Individual only	95	49.5
Group	3	1.6
<u>Other Direct Services</u>	58	30.2
Medical aid	--	--
Job referral/placement	3	1.6
Recreation program	8	4.2
Remedial education, tutoring	5	2.6
Drug program	--	--
Pre-vocational training	--	--
Legal aid	--	--
Miscellaneous:		
Crisis home	38	19.8
Big brother/big sister	2	1.0
Other	2	1.0
<u>Intervention/Advocacy</u>	4	2.0
With school	2	1.0
With probation or court	2	1.0
With police	--	--

The bureau's most notable feature was the development of fourteen crisis homes, which nearly twenty percent of the bureau's new clients used. These provided youth with emergency housing voluntarily and without the need for

justice system processing. The average stay in a crisis home was seven days, but it varied from one to fifteen days.

Even though each new client averaged 5.2 contacts with the bureau in the first three months after intake (Table H-3), only one new client in five remained active at the end of this time period. (Table H-4) Clients averaged less than one contact each with the bureau in the second three months.

This bureau worked to develop resources for all youth in the community. This included such diverse activities as raising funds for a basketball team and recruiting foster homes. The bureau also developed two group homes for the exclusive use of the probation departments.

In its last year the Yuba-Sutter bureau also started a drop-in center in a low income area and helped organize Boy Scout activities for minority group youth.

The bureau hoped to improve interagency relationships by deploying the law enforcement community services officers and the bicounty weekend probation officer to the area's criminal justice agencies.

The law enforcement officers were local police officers hired on a full-time basis to do police community relations and counseling. The first officer hired developed a central juvenile index. Index entries were often for curfew or loitering, and the index functioned to provide juveniles' names to the Youth Service Bureau or to probation, usually after three police contacts.

Table H-3  
Yuba-Sutter Youth Service Bureau  
Median Number of Contacts  
Fiscal Year 1972

	Median Number of Contacts with Bureau
New Clients' First Three Months after Intake	5.2
New Clients' Second Three Months after Intake	.7
Six Months Total	5.9

Table H-4  
Yuba-Sutter Youth Service Bureau  
Status of New Clients  
During Fiscal 1972

	Three Months After Intake	
New clients served by YSB in first nine months of Fiscal 1972	192	100.0%
STATUS OF YOUTH IN BUREAU:		
Active	38	19.8
Inactive	14	7.3
Case Closed	138	71.9
No Response	2	1.0
If "Case Closed", Reason for Closure		
<u>Closed by Bureau</u>	<u>95</u>	<u>49.5</u>
Further services unnecessary	69	35.9
Referred to other agency	20	10.4
Placed on probation	5	2.6
Needed services unavailable	1	.5
<u>Closed by Youth</u>	<u>23</u>	<u>17.2</u>
Dropped out	1	1.0
Refused further services	21	16.1
<u>Miscellaneous</u>	<u>10</u>	<u>5.2</u>
Moved from area	8	4.2
Nonresident of target area	--	--
Other	2	1.0

Thus, the Index functioned as much for increasing penetration of the justice system as for reducing it.

The bicounty probation officer was to screen juvenile hall intake on weekends when regular staff were not on duty and was to encourage a single intake policy. But the chief probation officers had minimal involvement in planning this position, and it was not utilized effectively by probation. This position was dropped at the end of Fiscal 1971.

The Yuba-Sutter bureau was funded to conduct a community needs assessment and develop a comprehensive plan for delinquency prevention and control programs. The needs assessment was to have inventoried the duplications and gaps in the community's services. But it was not produced.

Instead, this component published a juvenile hall study, prepared a sensitive unpublished study of merging the two probation departments, and assessed the Youth Service Bureau's operation. Studying these issues may have clouded the bureau's intended priorities.

Impact

The California Youth Service Bureaus concept proposed that coordination of resources could be enhanced by detaching local agency staff to the bureau. Instead this bureau deployed staff to existing agencies which was counter-productive to the pooling of existing resources. Moreover, these tactics increased delinquency control rather than prevention, and they confused the emerging identity of the bureau.

The juvenile justice agencies in this community made some use of the bureau's services, but this usage declined appreciably in the bureau's last year.

The duration of the Yuba-Sutter bureau's existence was characterized by increasing delinquency. Arrests for juvenile delinquency increased nearly six percent in Yuba and Sutter counties in the three years from Fiscal 1969, immediately before the bureau began providing direct service, to the bureau's last year of existence, Fiscal 1972. (Table H-5) During this three year period the youth population (ages 10 to 17) in the two counties decreased nearly six percent.

Table H-5  
Juvenile Delinquency Arrests and Dispositions  
Yuba and Sutter Counties  
Fiscal Years 1969-1972

					Percent Change	
	July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	F. Y. 1972 from F. Y. 1971	F. Y. 1972 from F. Y. 1969
<b>YUBA AND SUTTER COUNTIES SIX LAW ENFORCEMENT AGENCIES Total Juvenile Delinquency Arrests</b>	<u>1226</u>	<u>1014</u>	<u>1377</u>	<u>1298</u>	<u>- 5.7%</u>	<u>+ 5.9%</u>
Disposition of arrests:						
Handled within department	252	192	263	303	+15.2	+20.2
Referred to other agencies*	110	97	135	104	-23.0	- 5.4
Referred to probation department	864	725	979	891	- 9.0	+ 3.1

\*May include Youth Service Bureau.  
Source: Bureau of Criminal Statistics data.

The six law enforcement agencies in the bicounty area slightly decreased their dispositions of arrests to "other agencies" (such as the Youth Service Bureau) in this time period. Increased arrests and decreased dispositions to "other agencies", along with a decreased youth population, indicates that the objectives of diversion and delinquency reduction were unmet in this community.

Initial referrals to the two probation departments and the dispositions of these referrals reconfirm this conclusion. While probation data for Fiscal 1969 was not readily available, changes from Fiscal 1970 to Fiscal 1972 show increases in not only initial referrals to probation but also in initial petitions filed. (Table H-6) In Yuba County the three-year trend, as well as the two year trend, indicates increased penetration of the justice system.

Table H-6

Initial Juvenile Referrals and Dispositions for Delinquent Acts  
Yuba and Sutter County Probation Departments

Fiscal Years 1969-1972

	July 1968 to June 1969	July 1969 to June 1970	July 1970 to June 1971	July 1971 to June 1972	Percent Change	
					F.Y. 1972 from F.Y. 1971	F.Y. 1972 from F.Y. 1970
<b>YUBA-SUTTER PROBATION DEPARTMENTS</b>						
<u>Initial Juvenile Referrals</u>		<u>803</u>	<u>1028</u>	<u>955</u>	<u>- 7.1%</u>	<u>+ 8.2%</u>
Initial Disposition:						
Closed at Intake	(Data	497	566	516	- 8.8	+ 3.8
Informal Probation	Not	134	184	153	-16.8	+12.5
Petition Filed	available)	250	278	286	+ 2.9	+14.4
<b>YUBA COUNTY PROBATION DEPARTMENT</b>						
<u>Initial Juvenile Referrals</u>	<u>377</u>	<u>486</u>	<u>487</u>	<u>550</u>	<u>+12.9%</u>	<u>+13.2%</u>
Initial Disposition:						
Closed at Intake	152	301	246	328	+33.3	+ 9.0
Informal Probation	100	56	87	71	-18.4	+26.8
Petition Filed	125	129	154	151	- 1.9	+17.1
<b>SUTTER COUNTY PROBATION DEPARTMENT</b>						
<u>Initial Juvenile Referrals</u>		<u>397</u>	<u>541</u>	<u>405</u>	<u>-25.1%</u>	<u>+ 2.0%</u>
Initial Disposition:						
Closed at Intake	(Data	196	320	188	-41.2	- 4.1
Informal Probation	Not	50	97	82	-15.5	+ 2.5
Petition Filed	available)	121	124	135	+ 8.9	+11.6

\* Percent changes for Yuba County, F.Y. 1972 from F.Y. 1969, are: Initial Juvenile Referrals: +45.9%; Closed at Intake: +115.8%; Informal Probation, - 29.0%; and Petition Filed, +20.8%.

Source: Bureau of Criminal Statistics data.

A review of arrest and probation records for 442 youth served by the bureau in 1971 and the first six months of 1972 shows that only a small proportion of them were arrested either before or after intake. Nevertheless, arrests after bureau intake increased. (Table H-7)

Table H-7

Yuba-Sutter Youth Service Bureau  
Clients' Arrest and Probation Status Before and After Intake

	Six Months Before Intake		Six Months After Intake		Percent Change
Total new clients, Jan. 1970 - June 1971	<u>442</u>	<u>100.0%</u>	<u>442</u>	<u>100.0%</u>	
<b>ARREST RECORD:</b>					
Youth arrested	49	11.1	64	14.4	+30.6%
Youth not arrested	393	88.9	378	85.5	
Number of arrests	59		95		+61.0%
<b>PROBATION STATUS:</b>					
		<u>Bureau Intake Date</u>		<u>Six Months After Intake</u>	
Ward	10	2.3%	30	6.8%	
All Other (Informal, six months, pending, etc.)	32	7.2	47	10.6	
None	400	90.5	365	82.6	

To summarize, the Yuba-Sutter Youth Service Bureau innovated needed services, such as crisis homes, in the bicounty area. But this bureau's goals and priorities were not clearly focused. In bureau staff's words, it attempted to be "all things to all people."

Juvenile arrest and probation intake trends reveal that even with a decreased youth population, delinquency increased. They also show that no appreciable diversion took place in the area, even though there were justice system referrals to the bureau. Moreover, penetration of the justice system was greater than before the Youth Service Bureau began operation.

Appendix I

CALIFORNIA YOUTH SERVICE BUREAUS ACT  
(Welfare and Institutions Code, Sections 1900-1906)

1900. Legislative Intent. The Legislature hereby finds that delinquency prevention efforts must be concentrated at the local level to be meaningful and effective, and that while sufficient services and resources already exist in most California communities to wage a highly effective battle against delinquency, such services and resources are badly in need of coordination.

It is the intent of this act to explore the use of a program which would allow local delinquency prevention services and resources to operate within a single facility and organizational structure as a means to (a) provide needed coordination of efforts, and (b) reduce the incidence of delinquency in selected project areas.

1901. County Delinquency Prevention Commissions. Pursuant to the provisions of this chapter, county delinquency prevention commissions may assist in the establishment of one or more youth service bureaus in a county in order to provide a wide range of services and continuity of treatment for individual youths and to eliminate duplication of delinquency-prevention efforts in a community.

1902. Project Selection. In order to promote the development of youth service bureaus under this chapter, the California Delinquency Prevention Commission shall select no more than four communities in the state for the establishment of pilot youth service bureau programs. The California Delinquency Prevention Commission may use the staff and services of the Division of Delinquency Prevention of the Department of the Youth Authority in selecting such communities. It shall also be the responsibility of the California Delinquency Prevention Commission, working in cooperation with local county delinquency prevention commissions, to set standards for this program and to establish guidelines for proposals to be submitted for funding under this chapter.

This program of pilot projects shall terminate on the 61st day after adjournment of the 1971 Regular Session of the Legislature.

The California Delinquency Prevention Commission shall submit annual reports to the Legislature on the progress of the Youth Service Bureau pilot projects. Such reports should be made within 30 days after the commencement of each year's regular session. The first such report shall be made to the 1970 session. A final report shall be submitted to the 1972 session.

1903. Coordinator. A youth services coordinator shall be in charge of each youth service bureau. A coordinator shall be hired by the county delinquency prevention commission.

Y.S.B. INTAKE INFORMATION AND FOLLOW-UP FORMS  
INSTRUCTIONS

**1904. Development and Coordination.** To further the development of a youth service bureau, it shall be the duty of a coordinator under this chapter to reconcile, unify, clarify and make known the activities of all persons and public and private agencies and organizations in the field of delinquency prevention in the community. Accordingly, he shall call meetings of all such persons representative of such agencies and organizations in the community, including judges of the juvenile court, the chief probation officer, the local heads of public agencies for recreation, welfare, health, schools, employment, and law enforcement and representatives from private organizations, religious groups, and ethnic minority groups involved in delinquency prevention, in order to:

- (a) Determine the extent to which various departments, agencies, and organizations may wish to cooperate in a common effort and coordinate their existing programs, as well as develop new programs using the unique opportunities presented by a multiservice approach.
- (b) Develop necessary formal agreements, including joint exercise of powers agreements.
- (c) Consider and finalize a choice for the best possible location for a youth service bureau and the provision of necessary equipment.

A permanent managing board, to be appointed by the county delinquency prevention commission, shall be responsible for overall policy and direction of the youth service bureau project. Such board should include the chairman of the local county delinquency prevention commission, one person from each public agency or department and private organization participating in the project, and residents from the area served. Further, if there exists in the community a community coordinating council, such council should also have one representative on the managing board.

It shall be the duty of a youth services coordinator under this chapter to serve as executive officer for the managing board.

It shall also be the duty of the coordinator to seek additional funds and resources to carry out the purposes of this program, and to initiate, where feasible, other special projects in delinquency prevention, utilizing and coordinating existing resources within the community.

**1905. Funds.** There is hereby appropriated from the General Fund to the Department of the Youth Authority the sum of one hundred thousand dollars (\$100,000) to defray expenses, including the salaries of coordinators, incurred under the pilot program established in Section 1902.

(Added by Stats. 1968, Ch. 934.)

**1906. County Authorizations.** The board of supervisors of any county may participate in the establishment and maintenance of one or more youth service bureaus for the county by the appropriation of funds to defray expenses including salaries.

(Added by Stats. 1970, Ch. 867.)

PURPOSE

The purpose of these three forms is to obtain standardized information on the youth seen by California's Youth Service Bureaus. This includes a few personal characteristics, the problems for which youth are referred to the bureaus, and the amount and types of service provided to youth by the bureau.

Essentially, the Intake Information form replaces the Profile Information form used during the first years of the Youth Service Bureau's existence.

WHO SHOULD HAVE A SET OF FORMS

A set of forms should be filled out for each youth who is seen for the first time by the bureau, starting July 1, 1971.

Do not fill out forms for any adult age 25 or over. This includes adults who come to the bureau on their own behalf and parents who come to the bureau on their child's behalf. Thus, fill out forms only for each individual youth seen by the bureau.

When a youth is referred to the bureau but the bureau never sees the youth, no form should be filled out.

WHEN TO FILL OUT THE FORMS

You should fill out the Intake Information form during or after the first meeting with the youth, as most of you have been doing. At that time, also fill out the following information on the follow-up forms:

Three-Month Case Follow-Up

Bureau  
Youth Code Number  
Intake Date  
Three-Month Follow-Up Date

Six-Month Case Follow-Up

Bureau  
Youth Code Number  
Dates from beginning of  
fourth month to end of  
sixth month

Also, begin filling out Service  
Provided and Number of Contacts

WHEN TO SEND IN FORMS

When the time comes to send in each form, please separate the form from the others in the set and mail it to:

Mrs. Elaine Duxbury  
Youth Authority  
Division of Research and Development  
714 "P" Street  
Sacramento, California 95814

Here is the schedule for mailing the forms:

Intake Date During:	Mail Intake Forms by the Fifth Working Day of:	Three-Month Follow-Up Date During:	Mail Three-Month Follow-Up by Fifth Working Day of:	Six-Month Follow-Up Date During:	Mail Six-Month Follow-Up by Fifth Working Day of:
July	Aug.	Oct.	(Nov.)	Jan. '72	Feb. '72
Aug.	Sept.	Nov.	Dec.	Feb. '72	Mar. '72
Sept.	Oct.	Dec.	Jan. '72	Mar. '72	April '72
Oct.	(Nov.)	Jan. '72	Feb. '72	April '72	May '72
Nov.	Dec.	Feb. '72	Mar. '72	May '72	June '72
Dec.	Jan.	Mar. '72	April '72	June '72	July '72
etc.	etc.	etc.	etc.	?	?

Thus, in early August you will need to pull off the first group of Intake Information forms and mail them in. In early November we will be expecting you to mail in Intake Information forms and also Three-Month Follow-Up forms. (See circled dates)

RECORDING INFORMATION ON THE FORMS

INTAKE INFORMATION FORM:

Name: We have added a space for the youth's name. This is strictly for your convenience. You may use it and cross the name off, leave it blank, or if you want to, doodle in that space. We will not use the name here in any way.

Bureau: In this box, please record the appropriate number for your bureau(s):

- San Diego - Allied Gardens 0
- Richmond 1
- Bassett 2
- San Diego - Clairemont 3
- Yuba-Sutter 4
- San Fernando 5
- Pacifica 6
- Santa Clara 7
- Yolo 9

Youth Code Number: As in the past, by using a code number it will not be necessary for us to know the youth's name. Continue using the consecutive numbers that you have been using for the Profile Information forms.

Intake Date: Using two-digit numbers (for example, 07/C3/71), record the date that the youth is first interviewed by the bureau.

Age: Record present age in two-digit numbers. For example, 09.

School: This is a new question. Check one of the three choices. If the youth is a high school graduate and is still attending school, check "high school graduate" only. For other youth, check "attending" or "quit/dropped out". If it is during the summer, check "attending" if the youth is planning to return to school in the fall.

When "attending" or "quit/dropped out" is checked, record the present or most recent grade in school in two digit numbers.

Ethnic Group: Do not ask this question directly. Instead, use your best judgment in reporting it. The ethnic group should be determined by which group the youth considers he belongs to.

Referred By: Check the appropriate box for the agency or individual who referred the youth to the bureau. If the youth was referred by a law enforcement agency or an agency other than probation or school, record the specific agency on the line provided. For example: Marysville Police, Family Service, church, or Public Health nurse.

Notification: If the youth was referred by law enforcement, probation, school or another agency, indicate if the referral source has been notified whether the youth is cooperating with the bureau.

Reason for Referral: Briefly describe the problem for which the youth was referred to the bureau.

If there are several major reasons for referral, you may list more than one. When drugs are the reason for referral, please indicate whether it is marijuana, heroin and other narcotics, or dangerous drugs. (This makes it more consistent with Bureau of Criminal Statistics records for each city.)

THREE-MONTH FOLLOW-UP FORM

Bureau, Youth Code Number and Intake Date: Same as on Intake Information form. Should be recorded at intake.

Three-Month Follow-Up Date: At the time of intake, record the exact date three months later. Examples:

Intake Date	Three-Month Follow-Up Date
07/03/71	10/03/71
08/31/71	12/01/71

Service During This Three-Month Period:

At the time of intake, begin recording the types of service provided directly by the bureau and the types of service for which the bureau referred the youth to other agencies or organizations. You should check as many or as few as are applicable. "Individual counseling only" refers to cases where no family counseling is done.

If you provide the youth with a service not listed, record it under Other Services -- Provided Directly. If you refer a youth for a service not listed, record the service under Other Service -- Referred to Other Agency.

Whenever the bureau refers the youth to another agency or organization for service, indicate whether the bureau followed up to determine if the service was adequately provided. Following up would consist of either determining from the youth himself whether the service was adequately provided or determining from the agency if the desired service was available to the youth and was accepted by him. In some instances, one of these methods may be much more desirable than the other -- use your best judgment.

Continue to record answers to this question whenever it is appropriate during the three-month period.

Number of Contacts: Starting with intake, record the number of face-to-face contacts the bureau has with the youth himself. Then each time the bureau has such a contact during the three months, circle an additional number.

Service or Resource Needed: This question is one way of assessing the gaps in delinquency prevention services and resources in the community. Hopefully, keeping track of this systematically will be at least as useful to you as to us.

Bureau's Probation Recommendation: This question should be answered by the bureau -- not by probation's records. If the bureau recommended to an agency or an individual that the youth be referred to probation, the response should be "Yes" -- even though the youth may not have actually been referred to probation.

Status in Bureau: The status of cases in the informal atmosphere of the YSB's may be somewhat arbitrary. Nevertheless, these questions will provide a general idea of the length of time that the bureaus remain involved with the youth and also with information on why they are no longer involved.

An active case would be one where the bureau had contact with the youth during the last month of the three-month period -- unless the case was specifically closed. An inactive case would be one where the bureau had no contact with the youth during the last month of the three-month period -- again, unless the case was specifically closed. "Case closed" would be a judgment determined by the bureau.

Reason for Case Closure: Check the one main reason that the case was closed. Some of these reasons may have occurred but should not be checked unless they are the reason that the case was closed. For example, if the youth moved from the target area but service is still provided, do not check this response since the case is not closed. Another example: if the youth was placed on probation but the bureau is still providing service, do not check this response -- again, since the case is not closed.

Worker's Evaluation: This question is optional and is for the bureaus that wish to use it. However, it will be more meaningful if your bureau either uses it consistently or doesn't use it at all.

SIX-MONTH FOLLOW-UP FORM

Bureau and Youth Code Number: Same as on Intake Information form. Should be recorded at intake.

Dates from Beginning of Fourth Month to End of Sixth Month: At the time of intake, record the appropriate dates. Continuing the example from the instructions for the Three-Month Follow-Up Form:

<u>Intake Date</u>	<u>Three-Month Follow-Up Date</u>	<u>Beginning of Fourth Month</u>	<u>End of Sixth Month</u>
07/03/71	10/03/71	10/04/71	01/03/72
08/31/71	12/01/71	12/02/71	03/01/72

Case Closed During First Three Months: If the case was closed during the first three months and no further service was provided during the fourth, fifth or sixth months, do not complete rest of questionnaire. Nevertheless, please be sure to return the questionnaire to us.

Questions on Bureau Services: The instructions on the questions on service, number of contacts, service or resource needed, and status of case are the same as for the Three-Month Follow-Up -- except that they should be answered for the time period from the beginning of the fourth month to the end of the sixth month.

Appendix K

Y.S.B. INTAKE INFORMATION

Name (bureau use only) \_\_\_\_\_

Bureau <sup>1</sup>  Youth code number: <sup>2</sup>  <sup>3</sup>  <sup>4</sup>  <sup>5</sup>

Intake date: <sup>6</sup>  <sup>7</sup>  <sup>8</sup>  <sup>9</sup>  <sup>10</sup>  <sup>11</sup>   
Mo. Day Yr.

Age: <sup>12</sup>  <sup>13</sup>  Sex: Male <sup>14-1</sup>  Female <sup>2</sup>

School: Attending <sup>15</sup>  1 Present (or most recent) grade in school:   
Quit/Dropped out  2   
High school grad.  3 <sup>16</sup>  <sup>17</sup>

Ethnic Group: (Do not ask; interviewer's judgment)  
Anglo-American <sup>18</sup>  1  
Mexican-American  2  
Black  3  
Oriental-American  4  
Other \_\_\_\_\_  5

Referred by:  
Law enforcement \_\_\_\_\_ <sup>15</sup>  1  
Probation  2  
School  3  
Other agency \_\_\_\_\_  4  
Parent  5  
Self  6  
Other individual  7  
Agency code (leave blank) <sup>20</sup>  <sup>21</sup>

If referred by an agency (code 1, 2, 3 or 4), has the referral source been notified whether the youth is cooperating with the bureau?

Yes <sup>22</sup>  1  
No  2

Reason for referral:  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

23-24  
25-26  
27-28

Y.S.B. THREE-MONTH CASE FOLLOW-UP

Name (bureau use only) \_\_\_\_\_

Bureau <sup>1</sup>  Youth Code Number <sup>2</sup>  <sup>3</sup>  <sup>4</sup>  <sup>5</sup>

Intake date: <sup>6</sup>  <sup>7</sup>  <sup>8</sup>  <sup>9</sup>  <sup>10</sup>  <sup>11</sup>   
Mo. Day Yr. Three-Month Follow-Up Date <sup>12</sup>  <sup>13</sup>  <sup>14</sup>  <sup>15</sup>  <sup>16</sup>  <sup>17</sup>   
Mo. Day Yr.

Service During this Three-month Period:

	Service Provided Directly by Bureau	Referred by Bureau to Other Agency for Service	If Referred, Did YSB Follow-Up?	
			Yes 1	No 2
Individual counseling only	<input type="checkbox"/> 18-1	<input type="checkbox"/> 19-1	<input type="checkbox"/> 1	<input type="checkbox"/> 20
Individual & family counseling	<input type="checkbox"/> 21-1	<input type="checkbox"/> 22-1	<input type="checkbox"/> 1	<input type="checkbox"/> 23
Group counseling	<input type="checkbox"/> 24-1	<input type="checkbox"/> 25-1	<input type="checkbox"/> 1	<input type="checkbox"/> 26
Drug program	<input type="checkbox"/> 27-1	<input type="checkbox"/> 28-1	<input type="checkbox"/> 1	<input type="checkbox"/> 29
Job referral/placement	<input type="checkbox"/> 30-1	<input type="checkbox"/> 31-1	<input type="checkbox"/> 1	<input type="checkbox"/> 32
Pre-vocational training	<input type="checkbox"/> 33-1	<input type="checkbox"/> 34-1	<input type="checkbox"/> 1	<input type="checkbox"/> 35
Remedial education; tutoring	<input type="checkbox"/> 36-1	<input type="checkbox"/> 37-1	<input type="checkbox"/> 1	<input type="checkbox"/> 38
Recreation program	<input type="checkbox"/> 39-1	<input type="checkbox"/> 40-1	<input type="checkbox"/> 1	<input type="checkbox"/> 41
Medical aid	<input type="checkbox"/> 42-1	<input type="checkbox"/> 43-1	<input type="checkbox"/> 1	<input type="checkbox"/> 44
Legal aid	<input type="checkbox"/> 45-1	<input type="checkbox"/> 46-1	<input type="checkbox"/> 1	<input type="checkbox"/> 47
Intervention with school	<input type="checkbox"/> 48-1	<input type="checkbox"/> 49-1	<input type="checkbox"/> 1	<input type="checkbox"/> 50
Intervention with police	<input type="checkbox"/> 51-1	<input type="checkbox"/> 52-1	<input type="checkbox"/> 1	<input type="checkbox"/> 53
Intervention with prob./court	<input type="checkbox"/> 54-1	<input type="checkbox"/> 55-1	<input type="checkbox"/> 1	<input type="checkbox"/> 56

Other Services:

Provided directly	Referred to Other Agency
<input type="checkbox"/> 57-58	<input type="checkbox"/> 59-60
<input type="checkbox"/> 62-63	<input type="checkbox"/> 64-65
<input type="checkbox"/> 67-68	<input type="checkbox"/> 69-70
	<input type="checkbox"/> 61
	<input type="checkbox"/> 66
	<input type="checkbox"/> 71

Number of contacts bureau had with youth during this three-month period: (Circle number for each contact)

01 02 03 04 05 06 07 08 09 10 11 12 13 14 15  
16 17 18 19 20 21 22 23 24 25 26 27 28 29 30

6-7

Was there a service or resource needed by the youth but not available to him in the community?

Yes  <sup>8-1</sup> No  <sup>2</sup>

If "Yes", what service or resource?

9-10

11-12

Did the bureau recommend referring youth to probation during this period?

Yes  <sup>13-1</sup> No  <sup>2</sup>

Status of youth in bureau as of three-month follow-up date:

Active  <sup>14</sup> 1  
 Inactive  2  
 Case closed  3

If "case closed", reason for closure: (Please mark ONE box only)

Refused further service  <sup>15</sup> 1 Referred to other agency for service and no further services provided by bureau  6  
 Dropped out  2  
 Not a resident of target area  3 No longer meets bureau's criteria by being placed on probation  7  
 Moved from area  4 No treatment/services available in community  8  
 Closed by bureau with no further services necessary  5 Other \_\_\_\_\_  9

(Optional) YSB worker's evaluation of progress at three months:

Excellent  <sup>16</sup> 1  
 Good  2  
 Fair  3  
 Poor  4  
 Don't know  5

Y.S.B. SIX-MONTH CASE FOLLOW-UP  
 (Covering Fourth, Fifth and Sixth Months After Bureau Intake)

Name (bureau use only) \_\_\_\_\_

Bureau  <sup>1</sup> Youth Code Number  <sup>2</sup>  <sup>3</sup>  <sup>4</sup>  <sup>5</sup> From:  <sup>6</sup>  <sup>7</sup>  <sup>8</sup>  <sup>9</sup>  <sup>10</sup>  <sup>11</sup> (beginning of 4th mo.)  
 Mo. Day Yr.

To:  <sup>12</sup>  <sup>13</sup>  <sup>14</sup>  <sup>15</sup>  <sup>16</sup>  <sup>17</sup> (end of 6th month)  
 Mo. Day Yr.

(If case closed during first three months and no further service provided during second three months, do not complete rest of questionnaire. Even so, please return questionnaire to Sacto

Service During Second Three-month Period:

	Service Provided Directly by Bureau	Referred by Bureau to Other Agency for Service	If Referred, Did YSB Follow-Up?	
			Yes <sup>1</sup>	No <sup>2</sup>
Individual counseling only	<input type="checkbox"/> 18-1	<input type="checkbox"/> 19-1	<input type="checkbox"/> 1	<input type="checkbox"/> 20
Individual & family counseling	<input type="checkbox"/> 21-1	<input type="checkbox"/> 22-1	<input type="checkbox"/> 1	<input type="checkbox"/> 23
Group counseling	<input type="checkbox"/> 24-1	<input type="checkbox"/> 25-1	<input type="checkbox"/> 1	<input type="checkbox"/> 26
Drug program	<input type="checkbox"/> 27-1	<input type="checkbox"/> 28-1	<input type="checkbox"/> 1	<input type="checkbox"/> 29
Job referral/placement	<input type="checkbox"/> 30-1	<input type="checkbox"/> 31-1	<input type="checkbox"/> 1	<input type="checkbox"/> 32
Pre-vocational training	<input type="checkbox"/> 33-1	<input type="checkbox"/> 34-1	<input type="checkbox"/> 1	<input type="checkbox"/> 35
Remedial education; tutoring	<input type="checkbox"/> 36-1	<input type="checkbox"/> 37-1	<input type="checkbox"/> 1	<input type="checkbox"/> 38
Recreation program	<input type="checkbox"/> 39-1	<input type="checkbox"/> 40-1	<input type="checkbox"/> 1	<input type="checkbox"/> 41
Medical aid	<input type="checkbox"/> 42-1	<input type="checkbox"/> 43-1	<input type="checkbox"/> 1	<input type="checkbox"/> 44
Legal aid	<input type="checkbox"/> 45-1	<input type="checkbox"/> 46-1	<input type="checkbox"/> 1	<input type="checkbox"/> 47
Intervention with school	<input type="checkbox"/> 48-1	<input type="checkbox"/> 49-1	<input type="checkbox"/> 1	<input type="checkbox"/> 50
Intervention with police	<input type="checkbox"/> 51-1	<input type="checkbox"/> 52-1	<input type="checkbox"/> 1	<input type="checkbox"/> 53
Intervention with prob./court	<input type="checkbox"/> 54-1	<input type="checkbox"/> 55-1	<input type="checkbox"/> 1	<input type="checkbox"/> 56

Other Services:

Provided directly	Referred to Other Agency
_____ 57-58	_____ 59-60 <input type="checkbox"/> <input type="checkbox"/> 61
_____ 62-63	_____ 64-65 <input type="checkbox"/> <input type="checkbox"/> 66
_____ 67-68	_____ 69-70 <input type="checkbox"/> <input type="checkbox"/> 71

Number of contacts bureau had with youth during second three-month period:  
 (Circle number for each contact)

01 02 03 04 05 06 07 08 09 10 11 12 13 14 15  
 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30

During the second three months was there a service or resource needed by the youth but not available to him in the community?

Yes  8-1 No  2

If "Yes", what service or resource?

9-10

11-12

Did the bureau recommend referring youth to probation during the second three-month period?

Yes  13-1 No  2

Status of youth in bureau as of six-month follow-up date:

Active  14  
Inactive  2  
Case closed  3

If "case closed", reason for closure: (Please mark ONE box only)

Refused further service  15 1 Referred to other agency for service and no further services provided by bureau.  6  
Dropped out  2  
Not a resident of target area  3 No longer meets bureau's criteria by being placed on probation  7  
Moved from area  4  
Closed by bureau with no further services necessary  5 No treatment/services available in community  8  
Other \_\_\_\_\_  9

(Optional) YSB worker's evaluation of progress at six months:

Excellent  16 1  
Good  2  
Fair  3  
Poor  4  
Don't know  5

NOTES

1. The President's Commission on Law Enforcement and Administration of Justice, *Challenge of Crime in a Free Society*, Washington, D. C., 1967.
2. Ibid.
3. The President's Commission on Law Enforcement and Administration of Justice, *Task Force Report: Juvenile Delinquency and Youth Crime*, Washington, D. C., 1967.
4. Ibid.
5. Ibid.
6. *Challenge of Crime in a Free Society*, Op. Cit.
7. *Task Force Report: Juvenile Delinquency and Youth Crime*, Op. Cit.
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12. *Challenge of Crime in a Free Society*, Op. Cit.
13. California Welfare and Institutions Code, Sections 1900-1905.
14. Sherwood Norman, *The Youth Service Bureau: A Key to Delinquency Prevention*, Paramus, New Jersey: National Council on Crime and Delinquency, 1972.
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16. *Challenge of Crime in a Free Society*, Op. Cit.
17. Gemignani, Robert J., "Youth Service Systems", *Delinquency Prevention Reporter*, U. S. Department of Health, Education and Welfare, Youth Development and Delinquency Prevention Administration, July-August 1972.
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NOTES (Cont'd)

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20. LaMar T. Empey and Steven G. Lubeck, *Delinquency Prevention Strategies*, U. S. Department of Health, Education and Welfare, Youth Development and Delinquency Prevention Administration, 1970.
21. John M. Martin, *Toward a Political Definition of Delinquency Prevention*, U. S. Department of Health, Education and Welfare, Youth Development and Delinquency Prevention Administration, 1970.
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24. Robert D. Vinter, *Justice for the Juvenile: Myth or Reality?* Lecture presented at the University of Delaware under the auspices of the E. Paul de Pont Endowment for the Study of Crime, Delinquency and Corrections, Newark, Delaware, March 26, 1969.
25. Edwin M. Lemert, "The Juvenile Court--Quest and Realities", in *Task Force Report: Juvenile Delinquency and Youth Crime*, Op. Cit.
26. *Task Force Report: Juvenile Delinquency and Youth Crime*, Op. Cit.
27. Edwin M. Lemert, *Instead of Court: Diversion in Juvenile Justice*, National Institute of Mental Health, Center for Studies of Crime and Delinquency, Chevy Chase, Maryland, 1971.
28. Ibid.
29. Ibid.
30. Eleanor Harlow, *Diversion from the Criminal Justice System*, National Institute of Mental Health, Center for Studies of Crime and Delinquency, Chevy Chase, Maryland.
31. National Advisory Commission on Criminal Justice Standards and Goals, *Corrections Task Force Report*, U. S. Department of Justice, 1973.

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32. Martin, Op. Cit.
33. Alfred J. Kahn, *Planning Community Services for Children in Trouble*, New York: Columbia University Press, 1963.
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