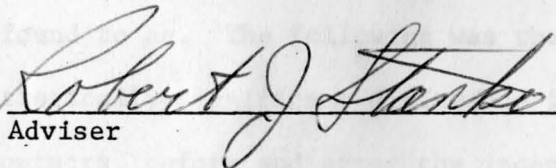


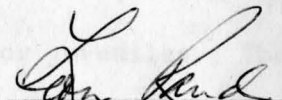
YOUTH SERVICE BUREAUS: A PARTIALLY REPLICATED STUDY
OF AN ALTERNATIVE WITH PARTICULAR EMPHASIS
UPON ORGANIZATION AND IMPACT

by

Robert W. Hum, II

Submitted in Partial Fulfillment of the Requirements
for the Degree of
Master of Science
in the
Criminal Justice
Program


Adviser 8/10/76
Date


Dean of the Graduate School Aug. 16, 1976
Date

YOUNGSTOWN STATE UNIVERSITY

August, 1976

ABSTRACT

YOUTH SERVICE BUREAUS: A PARTIALLY REPLICATED STUDY
OF AN ALTERNATIVE WITH A PARTICULAR EMPHASIS
UPON ORGANIZATION AND IMPACT

Robert W. Hum, II

Master of Science

Youngstown State University, 1976

This study encompassed the collection of data on sixteen Youth Service Bureaus (YSB) located throughout the state of Ohio. The purpose of this study was dual folded and because of this sufficient data had to be collected in order that a descriptive analysis as well as an inferential analysis could be performed.

The descriptive analysis provides the reader with information as to a comparison between what literature is available and what was actually found to be. The following was the null hypothesis: There is no statistically significant difference in the number of juvenile justice contacts, before and after the inception of the Youth Service Bureau, for juveniles. The inferential analysis was performed by using a posttest control-group experimental research design. The t-test was utilized to analyze the data, however, a sign test and a kurtosis were also performed upon the data and the sample with the intention of further supporting the findings of this study.

The null hypothesis was rejected by both statistical tests, however, an unexpected result did arise from the sample testing. The kurtosis did not produce a significance and was, therefore, not

rejected. The only explanation for this development was that the entire sample of 510 was biased. However, this indicates that probably the entire population was also contaminated. Only further study will be able to shed additional light upon this development.

It is hoped that this study has indeed aided the Criminal Justice System in obtaining additional information relative to the Youth Service Bureau concept.

ACKNOWLEDGEMENTS

In memory of Dr. John F. Davies, Associate Professor of Criminal Justice, may a special moment be recognized by the many who knew him. A special thanks is given to my major professor, Mr. Robert Stanko, Assistant Professor of Criminal Justice, whom I not only have high respect for but whom I may also call my friend. Also, I wish to thank Dr. A. R. Curran, Associate Professor of Management, for serving on my thesis committee. It was a pleasure to be under the guidance of three such individually talented men.

Further, I wish to thank Marlene Hunt, who was the project director of grant #3918-00-D4-73 from the Department of Economic and Community Development, the Administration of Justice, Columbus, Ohio. I also wish to thank the field staff for their assistance in data gathering with a special thanks to Marie Schiffhauer for her diligence. Lastly, but not least those many unmentionables whose cooperation permitted the completion of this study, I extend my thanks.

TABLE OF CONTENTS

	PAGE
ABSTRACT	ii
ACKNOWLEDGEMENTS	iv
TABLE OF CONTENTS	v
LIST OF TABLES	vii
LIST OF DIAGRAMS	viii
CHAPTER	
I. INTRODUCTION	1
Importance of Study	1
Statement of Problem	2
II. REVIEW OF LITERATURE	3
Introduction	3
Structure	3
Operation	10
Community	16
Impact	17
III. METHODOLOGY	19
Hypothesis	19
Comment	19
Reliability/Validity	20
Instrumentation	21
IV. METHODOLOGY CONTINUED	22
Descriptive	22
Inferential	22

	PAGE
V. RESULTS	26
Narrative/Comparison	26
Structure	26
Narrative	26
Comparison	27
Staff	28
Narrative	28
Comparative	31
Goals and Objectives	32
Narrative	32
Comparative	34
Operation	35
Narrative	35
Comparative	37
Statistical Analysis	38
VI. DISCUSSIONS AND RECOMMENDATIONS	43
Organizational Structure	43
Client Records	45
Contribution Made to Criminal Justice	45
APPENDIX A. Questionnaire	47
APPENDIX B. Impact	53
BIBLIOGRAPHY	55
REFERENCE BIBLIOGRAPHY	56

LIST OF TABLES

TABLE	PAGE
1. Frequency of Stated Goals or Objectives	33
2. Number of YSB Referrals and Contacts	41

LIST OF DIAGRAMS

DIAGRAM	PAGE
1. Ages Youth Service Bureaus are Actually Open To	36
2. Ages Actually Occurring at Youth Service Bureaus	37

Since Youth Service Bureaus were chosen for this study which were located throughout the State of Ohio. The Administrator of the Ohio Department of Economic and Community Development, Columbus, Ohio, forwards funds to all states to assist Youth Service Bureaus in order that they may continue to operate.

Purpose of Study

It is the belief of many within the criminal justice system that the needs of youth are better served in those areas which have established Youth Service Bureaus. Because of this belief there has been a growth of Youth Service Bureaus in recent years.

It is also the intention of this study to answer questions, such as the following, as to the Youth Service Bureau structure:

- a. Under what authority and organizational structure does the Y.S.B. operate?
- b. Staffing patterns and staff qualifications and identification of which personnel are responsible for the operation of the Y.S.B.
- c. Multi-agency participation or a multi-agency coordinating service and usage of other agencies.
- d. Managerial boards; advisory groups; volunteers.

A comparison will also be utilized so that the reader will be able to compare the characteristics of Youth Service Bureaus in Ohio to those of Youth Service Bureaus in other states. Youth Service Bureaus should be and what was accomplished.

CHAPTER I

INTRODUCTION

Sixteen Youth Service Bureaus were chosen for this study which were located throughout the state of Ohio. The Administration of Justice, Department of Economic and Community Development, Columbus, Ohio, forwards funds to all sixteen of these Youth Service Bureaus in order that they may continue to operate.

Importance of Study

It is the belief of many within the criminal justice system that the needs of youth are better served in those areas which have established Youth Service Bureaus. Because of this belief there has been a growth of Youth Service Bureaus in recent years.

It is also the intention of this study to answer questions, such as the following, as to the Youth Service Bureaus' structure:

- a. Under what authority and organizational structure does the Y.S.B. operate?
- b. Staffing patterns and staff qualifications and identification of which personnel are responsible for the operation of the Y.S.B..
- c. Multi-agency participation of single agency coordinating service and usage of other agencies.
- d. Managing boards; advisory groups; volunteers.

A comparison will also be utilized so that the reader may be able to notice the contradictions, if any, between what the literature states a Youth Service Bureau should be and what was actually the case.

Lastly, are the Youth Service Bureaus successfully diverting a significant number of youth from the juvenile justice system?

With all of the above in mind, it is felt that this study will have been able to make a contribution to the criminal justice system.

Statement of the Problem

What is a Youth Service Bureau? Youth Service Bureaus have created a great deal of confusion. So, it is the intention of this study to dwell upon their organizational structure and impact in the anticipation of minimizing this confusion.

Structure

The Youth Service Bureau was recommended by the 1961 President's Commission on Law Enforcement and Administration of Justice. Youth Service Bureaus were recommended as a major delinquency program and recommended, not as an idea rather than a plan for action.

Russell Peterson and Joe Hoar, Community Crime Prevention
National Advisory Commission on Criminal Justice Standards and Goals
Washington, D.C., Department of Justice Office, 1973, p. 11

CHAPTER II

REVIEW OF LITERATURE

Introduction

The relative newness of Youth Service Bureaus has greatly limited the amount of literature available. With this in mind, this section has been utilized as a means of exposing the reader to the overall operation and concept of Youth Service Bureaus. The intention of this exposure is to develop the reader's understanding of Youth Service Bureaus. However, it should be emphasized that this study is only dealing with the structure of these Youth Bureaus in its methodology. For the sake of convenience, this section has been divided into four areas titled as follows: structure, operation, community, and impact.

Structure

The Youth Service Bureau was recommended by the 1967 Presidential Commission of Law Enforcement and Administration of Justice.¹ Youth Service Bureaus were recommended as a major delinquency program; the recommendation was an idea rather than a plan for action. Because

¹Russell Peterson and Joe Brown, Community Crime Prevention, National Advisory Commission on Criminal Justice Standards and Goals (Washington, D.C.: Government Printing Office, 1973), p. 51.

of this, the Youth Service Bureaus had no outlined structure which resulted in a wide range of strategies and ideologies.²

Query: Should the Youth Service Bureaus be privately or publicly operated and owned? The majority of support has been for the publicly operated and owned Youth Service Bureaus.³

Youth Service Bureaus need sponsorship by state and local government or by a prominent local organization if governmental sponsorship is not practical.⁴ These programs could be operated under the auspices of youth-service and social agencies; benevolent or voluntary associations; church and businessmen's organizations; independent grass-roots and social or economic-development organizations; schools; police departments, courts, or probation agencies; park departments; or housing projects. They may be relatively small, isolated units or in large complex structures. Professional and paraprofessional workers, citizen volunteers, youth, and adults may be involved at different levels and in varying policy-making and staff arrangements.⁵ The agencies would be located if possible in a comprehensive neighborhood community center receiving juveniles.⁶ The Crime Commission preferred to creat Youth Service

²Peterson, Community Crime Prevention, p. 56.

³Sherwood Norman, Youth Service Bureau A Key to Delinquency Prevention (New Jersey: National Council on Crime and Delinquency, 1972), p. 20.

⁴David G. Schiering, "A Propōsal for the More Effective Treatment of the 'Unruly' Child in the Ohio Youth Service Bureau," University of Cincinnati Law Review, Vol. 39, No. 2 (Spring, 1970), p. 283.

⁵Irving Spergel, Community-based Delinquency Prevention Programs: An Overview (Newton, Massachusetts: Boston College, June, 1972), p. 26.

⁶Margaret K. Rosenheim, "Youth Service Bureaus: A Concept in Search of Definition," Juvenile Court Judges Journal, Vol. 20, No. 2 (1969), p. 70.

Bureaus as an integral part of a comprehensive center providing social utilities and services to a local community.⁷

If public, should it be under the administration of the state or of the local level of government and should it be a newly created agency with cabinet level authority or should it be developed under an already existing government division? The public Youth Service Bureau would obtain considerable service on a contractual basis from private agencies.⁸ The Commission recommended that the metropolitan areas develop locally administered Youth Service Bureaus under county auspices and that a state administered plan be developed for regional Youth Service Bureaus serving the rural areas.⁹ The state can provide invaluable help by providing guidelines and technical assistance for the Youth Service Bureaus.¹⁰ The regional Youth Service Bureaus for rural areas could be developed under the Community Services Division of the Ohio Youth Commission or a new Youth Service Bureau Division could be added to the present structure of the Youth Commission. While the Ohio Youth Commission would be the agency for state administration of the regional Youth Service Bureaus, each regional Youth Service Bureau should be given considerable responsibility for its own program so that it could maintain the autonomy necessary for the development of status in the region. The metropolitan Youth Service Bureau could be developed

⁷Rosenheim, p. 73.

⁸Schiering, p. 286.

⁹Schiering, p. 287.

¹⁰Norman, p. 20.

under an existing community agency or by the creation of a new agency. While the need for autonomy and identification militates against using an existing agency, a community might have a unique agency presently providing services for youth which could develop and administer the Youth Service Bureaus without compromising creativity.¹¹

All in all, it must be kept in mind that the Youth Service Bureaus, although an autonomous agency, must maintain a good and active rapport, community wise.¹² Also, the delineation in the chain of command where the staff is responsible to the director, in turn the director is responsible to the board, and the chairman of the board reports to the sponsoring agency or agencies. Maintaining good relations with neighboring agencies of various natures is desired so as to keep alive the objective of involving public and professionals in a joint effort with governmental-promoted assistance to youth.¹³ It is that interagency relationships are best when agency contacts are kept on a good personal and professional basis.¹⁴

Qualifications for the selection of the director are of the utmost importance for good leadership. He should have ample personal qualifications; his educational background should include a graduate degree in a related field dealing with people; and most of all, his

¹¹Schiering, p. 287.

¹²Peterson, Community Crime Prevention, p. 60.

¹³Norman, p. 24.

¹⁴Norman, p. 57.

administrative and practical experience should entail two and five years, respectively.¹⁵

Qualifications of staff are dictated by the level of authority required of them and their relationships to the community in terms of residency or familiarity with the target area. The staff is the main heart of the Bureau's pragmatic aspect. The size of staffing patterns depends solely on the size of the area served, nature of its delinquency, related youth problems and community participation.¹⁶

The staff if possible should be indigenous because its success will depend entirely on their community organization skills and the rapport they develop with adults and youth in the area. Primarily, a cooperative effort, sharing of information, and a clear delineation of functions is of the utmost importance.¹⁷ Volunteers can and should be utilized as volunteer case aides under the supervision of the staff.¹⁸ The staffing should focus on laymen engaged as volunteers or paid staff to augment the professional staff.¹⁹

Query: What is a professional staff? Is it a staff of degree-holding personnel, experienced personnel, or a combination of both?²⁰

¹⁵Norman, p. 47.

¹⁶Norman, p. 44.

¹⁷Norman, p. 45.

¹⁸Norman, p. 27.

¹⁹Schiering, p. 285.

²⁰Deborah Weser, "Better Ways to Help Youth," Youth Service Bureaus San Antonio, Vol 2 (California, October, 1972), p. 3/

The bureau must be able to offer short-term, crisis oriented casework through its full-time professional staff who should have ready access to the services of psychologists and psychiatrists for assistance in diagnosis and for consolidation.²¹ There should be a sufficient amount of experienced, full-time staff, capable of handling specific youth problems.²² The staff must have the ability to relate and to be sensitive to the youth's needs. The staff should be well rounded with the workings of the community. Volunteer programs should be established with these volunteers going through a training/screening process before permitting a one-to-one relationship with the client.²³

The Youth Service Bureaus should be organized as an individual agency that will act and be directly responsible to the primary authority of those involved in its funding.²⁴ For the Worden School in San Antonio, Texas; the staff came out there to work with other existing agencies in the Model Cities area and not to take their clients away from them. Apparently there is no rivalry for the allegiance of the client population.²⁵

Programs emphasize change or more appropriate development of organizational policies and practices; mobilization of youth and/or adults for collective action; use of the local advisory councils and

²¹Schiering, p. 285.

²²Norman, p. 44.

²³Peterson, Community Crime Prevention, p. 78.

²⁴Peterson, Community Crime Prevention, p. 72.

²⁵Weser, p. 7.

policy-making groups; and various forms of political and para-political activity. These activities involve leadership development and training, planning, legal proceedings, mass education, protest, and street action.²⁶

The Youth Service Bureau Board will act as a direct liaison to the principle-funding organizations. The board is the core of its citizen-action programs appointed by sponsoring bodies. The board will determine the bureau's policies, target areas, and priorities in conjunction with professional staff and other bureau members. The board members of approximately twenty should represent a broad cross-section of the community, including the political parties, the businesses, the professions, labor, religion, victims of crime, ex-offenders, interested private organizations, and interested private individuals.²⁷

The central Youth Service Bureau Board has several necessary functions: creating by-laws; establishing Youth Service Bureau policies within the Bureau charters; appointing a director-coordinator; forming working committees; appointing board members of branch Youth Service Bureau offices; seeking necessary funds from public and private sources; working in close relation with the Youth Service Bureau staff and with working committees of branch boards; and ensuring that an approved design for objective evaluation is built into the Youth Service Bureau programs.²⁸

²⁶Spergel, p. 27.

²⁷Norman, p. 23.

²⁸Norman, p. 23.

The use of citizen committees is strongly encouraged so as to ensure the maximum use of citizen participation. Citizen committees can be either standing ones with continuing responsibilities or project committees formed to accomplish particular tasks.²⁹ These committees are important in the decision-making process and their conclusion should have partial agreement from all members.³⁰

Operation

When developing a mandate for the operation of Youth Service Bureaus, two separate approaches must be considered: first, the formal order to how the bureau should operate will be provided by the main board who are in direct communication with the funding or sponsoring agency.³¹

Youth Service Bureaus are being primarily utilized as counseling establishments.³² On the contrary, the bureaus efforts should be concentrated on finding the best agency to which they can refer the client.³³ Thus, the bureau is not a treatment agency but they should make available any resources that a child might need.³⁴ Ideally, Youth Service Bureaus should strive to reduce the pressures which contribute to anti-social behavior.³⁵

²⁹Norman, p. 27.

³⁰Norman, p. 29.

³¹Norman, p. 23.

³²Rosenheim, p. 73.

³³Norman, p. 16.

³⁴Norman, p. 75.

³⁵Norman, p. 9.

One of the many interesting facets of the Youth Service Bureau is its attempt to involve area citizens within its total operation. In fact, community involvement plays an integral part in whether the bureau succeeds or not.³⁶ For example, there is a constant use of volunteer case aides which in essence manifests the philosophy that each individual will be assisted in as many ways as possible. The accent upon citizen involvement not only increases public awareness of the problems many youth confront, but it also creates a dynamic process within the bureau's operation in terms of an ever-changing input and output flow of information and services.³⁷

Along with citizen involvement, another key to the success of the Youth Service Bureau is the voluntary participation of the juvenile.³⁸ In fact, the Youth Service Bureau should maintain a high amount of flexibility, in that, it should be an advocate of the child even if the child's desires or wishes differ from those of his parents.³⁹ To do otherwise or to refer a child to the court because of the failure to cooperate would be a clear indication to him that the Youth Service Bureau was not a voluntary organization.⁴⁰ Indeed, the element of coercion must be completely absent from the entire operation.⁴¹

³⁶Norman, p. 29.

³⁷Norman, p. 76.

³⁸Norman, p. 77.

³⁹Norman, p. 17.

⁴⁰Schiering, p. 284.

⁴¹Rosenheim, p. 72.

Second, the target area, or rather the needs of those to be served by the Youth Service Bureau, will necessarily specify the mode of operation for any one agency in particular.⁴²

The remainder of the material covering operation of the bureaus will be divided into what has commonly been referred to as the three basic interrelated functions which an effective Youth Service Bureau should strive to obtain.

First, service brokerage, "which is the link for troubled and troublesome children to the services they need in order to prevent their immediate or future involvement with the juvenile justice system" will be considered.⁴³ There are a number of short and long-range goals which Youth Service Bureaus would hopefully accomplish. Obviously, the Youth Service Bureau's most prominent goal is to keep children from becoming involved with the justice system.⁴⁴ Ultimately, the bureau should provide a variety of social, economic, and cultural alternatives for the youth of any target area.

Vehicles for accomplishing these goals could include: improving the effectiveness and efficiency of direct service programs; extending aid in terms of mental and physical health services; offering individual counseling; providing recreational services; offering legal aid services; or providing educational services.⁴⁵ With these in mind, the Youth

⁴²Peterson, Community Crime Prevention, p. 74.

⁴³Norman, p. 73.

⁴⁴Norman, p. 8.

⁴⁵Rosenheim, p. 71.

Service Bureau is attempting to bypass the labeling process or stigma which so often becomes an unavoidable part of the adjudication process.⁴⁶

The clientele or rather those served by the Youth Service Bureau should consist of primarily those children whose conduct manifests the need for assistance.⁴⁷ In addition, the Youth Service Bureau should accept all referrals, regardless of the source, except those children under court order.⁴⁸ However, those served by the bureau should be dictated by the target area in which the bureau is located. As for age, ideally the Youth Service Bureau should limit themselves within the age groups beginning at seven years and ending at eighteen years.⁴⁹ However, no bureau should turn away any person demonstrating the need for services.⁵⁰

Lastly, Youth Service Bureaus should be easily accessible in terms of location and time. Also, the use of hot lines, drop-in centers and the activities of outreach workers have proved to be quite helpful in many instances.⁵¹

The second and third interrelated functions of the Youth Service Bureau are resource development and systems modification. Resource Development is very important. YSBs must have as many alternatives

⁴⁶Rosenheim, p. 70.

⁴⁷Schiering, p. 277.

⁴⁸Norman, p. 82.

⁴⁹Norman, p. 8.

⁵⁰Norman, p. 82.

⁵¹Peterson, Community Crime Prevention, p. 63.

for the youth as possible, both during and after service has been provided to a youth.⁵² Systems Modification will hopefully modify "those attitudes and practices that discriminate against troublesome children and thereby contribute to their antisocial behavior."⁵³

As stated previously, resource development involves compiling a list of alternative referral agencies. Indeed, referrals to other agencies must be handled with extreme care. The strengths and limitations of the agency must be considered so as to avoid any stigma being placed on the referred child. When referring a child to another agency, a clear summary of the problems to be worked out, should be sent to the agency in terms of why the referral is being made and, specifically, how the service agency can assist the child.⁵⁴ Moreover, efforts in obtaining jobs has proven to be a great help in the service program. For example, the Youth Entrepreneurship Program in San Antonio, Texas has about a half-dozen youth corporations that produce goods or services ranging from hair styling to house painting.⁵⁵ Ultimately with the development of an extensive list of resource agencies, the Youth Service Bureau can accomplish the task of becoming strictly a referral agency, or central intake unit.⁵⁶

When considering systems modification, the Youth Service Bureau's proposal is intertwined with the objective to narrow juvenile court

⁵²Norman, p. 93.

⁵³Norman, p. 13.

⁵⁴Norman, p. 87.

⁵⁵Weser, p. 2.

⁵⁶Peterson, Community Crime Prevention, p. 52.

involvement and divert the bulk of youth away from the law enforcement and juvenile justice system.⁵⁷ Figures such as ninety percent of those admitted to bureau assistance had prior records demonstrates the need for diversion.⁵⁸ Obviously, the time and money expended could have been directed at something else if a diverionsary tactic was used. Furthermore, when dealing with larger social agencies that are so multipurposed, there is an overlapping of involvement without any realization of this.⁵⁹

Accordingly, the YSB is offering an alternative to this constant overlapping. In essence, they are attempting to marshal all resources in a coordinating manner and then channel these resources to the client in an organized manner. The principle means of accomplishing such a task is to form a central intake unit.⁶⁰ Also, YSBs are offering help and direction to those social services now in existence in terms of altering, adding to, and creating new programs that are aimed at assisting the antisocial child.⁶¹ The Youth Service Bureau offers an alternative to the juvenile justice system rather than a substitute for it.⁶²

⁵⁷Rosenheim, p. 69.

⁵⁸Weser, p. 6.

⁵⁹Peterson, Community Crime Prevention, p. 52.

⁶⁰Peterson, Community Crime Prevention, p. 52.

⁶¹Norman, p. 13.

⁶²Norman, p. 9.

Community

Many problems considered judicially delinquent should be and can be diverted away from the system, redefined as localized problems and handled "informally" within the community. YSBs, while offering efficient and effective referrals in close conjunction with existing agencies, may expand their present programs and further develop specialized services for disadvantaged youth. The bureau must work to strengthen available agencies, rather than attempting to fill existing gaps in their programs.⁶³

Efforts, both public and private, should be intensified to establish Youth Service Bureaus to provide for designated goals. Establishment of a system of data collection should be initiated, "on a case-by-case basis for use by the resource development staff and citizen committees in planning programs and eventually for use by a youth resources, research, and planning agency."⁶⁴

Youth Service Bureaus can help in three general ways so as to develop programs and services not readily available from existing agencies. They are:

1. arrange for existing agencies to extend their services
2. institute a new service within an existing agency
3. start a new program unaffiliated with any existing agency and initially supported by local contributions in the form of facilities or volunteers, nonprofessional and professional services.⁶⁵

⁶³Peterson, Community Crime Prevention, p. 63.

⁶⁴Norman, p. 95.

⁶⁵Norman, p. 95.

Merely by involving local citizenry as much as possible, the YSB can engender a prevailing positive mood or empathy which will lead to further coordination of existing community resources.⁶⁶ Feedback, evaluation and detailed record keeping are essential to the Youth Service Bureau. The reason being that individual, operational, program and overall YSB assessment must be continually practiced so as to avoid the possibility of any part of the program stagnating.⁶⁷

An important advantage of having an adequate amount of citizen involvement is that they will provide continual feedback in terms of community and neighboring agency reactions to the YSB program. The Youth Service Bureau provides the community "an opportunity to accept responsibility for assisting its troubled and troubling youth by coordinating services on their behalf rather than relying on court authority."⁶⁸

Impact

In Florida, Oklahoma, and California; Youth Service Bureaus have as their objective a two to three percent diversion rate per year from the juvenile justice system as measured by the reduced arrests and filings before the juvenile court.⁶⁹ Strong efforts should be

⁶⁶Peterson, Community Crime Prevention, p. 72.

⁶⁷Norman, p. 140.

⁶⁸Norman, p. 12.

⁶⁹Russell Peterson and Joe Brown, Corrections, National Advisory Commission on Criminal Justice Standards and Goals (Washington, D.C.: Government Printing Office, 1973), p. 8.

made to minimize the penetration of juveniles into the justice system. However, if the YSB has a youth that it can not effectively deal with, the YSB has the discretion to refer the youth to court within thirty to sixty days.⁷⁰

To achieve this result of diversion from the juvenile correctional system, every available alternative must be explored at each decision point; such as police contact, arrest intake, detention, jail, court wardship, probation and parole. The juvenile court should be viewed as a place of last resort for children whose behavior is unacceptable. The police, school authorities, parents and private complainants should refer these children directly to the Youth Service Bureau where qualified professionals begin the task of evaluation and treatment. Some communities have reported up to a fifty percent decrease in the number of cases originally referred to the juvenile court.⁷¹ The YSB handles a vast range of noncriminal behavior for which a child could be adjudicated as a delinquent.⁷² Incurrigibility, truancy, running away, and even stubbornness are a few of the reasons why a youth is referred to a YSB. Also, a number of juveniles are processed by the justice system for minor offenses that are neither recurring nor a serious threat to the community.⁷³

⁷⁰Peterson, Community Crime Prevention, p. 61.

⁷¹Norman, p. vi.

⁷²Norman, p. 9.

⁷³Peterson, Community Crime Prevention, p. 57.

CHAPTER III

METHODOLOGY

Hypothesis

With the belief that the needs of youth are better served by such agencies as the Youth Service Bureaus there has been a vast growth of them. The design of this study is to determine whether there has been a significant reduction in the number of contacts with the juvenile justice system for those youth who have been referred to a Youth Service Bureau. If the number of contacts have been significantly reduced, the Youth Service Bureau would have had a considerable impact in diverting youth from the juvenile justice system. A means of measuring this impact would be its ability to significantly reduce the number of juvenile court cases.

This impact will be tested by the following null hypothesis: There is no statistically significant difference in the number of juvenile justice contacts, before and after the inception of the Youth Service Bureau, for juveniles.

Comment

Much discussion has mounted throughout the years as to the validity of the utilization of recidivism as a means of measuring impact. However, this study is a field experiment which is testing a hypothesis in a practical situation. The main goal of any study is to shed additional light upon the subject matter and to record any reduction in

criminal behavior or antisocial behavior if it so occurs. And, one must ask oneself this question, "Can one ignore the goal of the program?" If the answer is "yes," then you are ignoring the program itself. It is fully acknowledged that no control, over the subjects or their respective environments, exists once these subjects have left the program.

It is also the intention of this study to provide a descriptive analysis of the Youth Service Bureaus' structure. After gathering information on the Youth Service Bureau's structure throughout the state, a comparison will be made to the literature definition of Youth Service Bureaus. In order to gather this information the following will be examined:

- a. Organizational Structure
- b. Staff
- c. Goals and Objectives
- d. Operation

In addition to the basic research design that will be discussed in Chapter IV, other means have been incorporated into the study. First, a kurtosis will be performed to illustrate how well the sample silhouettes the population which has already been assumed to be normal. Lastly, a second statistical analysis of the data will be performed with the use of a weaker test which is permissible because the data will not be upgraded.

Reliability/Validity

Reliability and validity were established by several methods. First, prior to the collection of data, the research team discussed the individual questions within the interview schedule in an effort to avoid

ambiguity and to enhance reliability. Validity was enhanced by insuring that the questions correspond to the particular topic area under consideration. Second, the interview schedule was designed to be administered in a controlled situation whereby the director of each YSB was able to request the research-interviewer to clarify any questions. Third, after completion of an initial statement, the YSB directors were contacted and presented with a summary of the scope of the project and a draft of the questions to be asked. Although these questions were not in their final form, the summary was complete enough to give the YSB directors information concerning the focus of the project and the type of information sought. The YSB directors were instructed to review this summary and to provide feedback concerning the appropriateness of the objectives of the study.

It was assumed that information given by the YSB directors was an accurate portrayal of fact and also that those records made available to the research team contained all available information concerning the clients.

Instrumentation

In order to gather sufficient information to answer the previously stated questions, two research instruments were necessary (APPENDICES A and B). The interview schedule administered to the Youth Service Bureau directors was designed to answer these questions concerning structure. In order to address the impact of Youth Service Bureaus, an interview schedule was developed to gather information on the Youth Service Bureaus' clients who had contacts with the juvenile justice system.

CHAPTER IV

METHODOLOGY CONTINUED

This study was designed so that the reader may have an even better understanding as to the actions of the Youth Service Bureaus relative to their structure. In order to achieve this understanding the methodology of this study is two-folded. The first section of the study is descriptive, while the last section is inferential.

Descriptive

No assumption of normality has been assumed in this section of the methodology because the data is non-parametric. With the utilization of nominal data, it is the intention of this study to summarize all responses to the instrument in APPENDIX A. These responses, when feasible, will be presented in charts and diagrams while the remaining will be in percentages.

Also in this section a comparison between what was found to be the case in the field and what was reviewed in the literature in reference to what a Youth Service Bureau should be.

Inferential

The data in this section of the methodology is interval. The assumption of normality exists because the data is also parametric.

The study utilizes the experimental design of posttest only control-group.

R X O

R O

This design was selected because of the inability to locate a suitable pretest. It is believed that a solid research design still exists even without a pretest because of randomization and a very large N size. However, this study does recognize that this design relies primarily on randomization to equate the control and the experimental groups because of the lack of a pretest. It is therefore assumed that random assignment will usually eliminate any initial differences.⁷⁴ A high attrition of subjects at this time is seen to be very unlikely.⁷⁵

The two samples are assumed to be related samples and will be analyzed by performing a t-test comparison on the mean post-test scores of the experimental and the control group.⁷⁶ A nonparametric test, as was mentioned in Chapter III, will also be performed on this parametric data to further substantiate the findings. The reason being that the t-test is a less powerful test with only a post-test than it is with both a pretest and a post-test. The sign test will be the nonparametric test performed. This test does not upgrade the data and is therefore permissible. The following assumptions have been met for the utilization of the t-test and sign test:

- t-test
- a) interval level data, parametric
 - b) samples related and randomly drawn
 - c) N 30 or Above

⁷⁴Walter R. Borg and Meredith D. Gall, Educational Research, Second Edition (New York: David McKay Company, Inc., 1971), p. 387.

⁷⁵Borg, p. 388.

⁷⁶Borg, p. 388.

- d) homogeneity of variance⁷⁷
- sign test a) ordinal level data, nonparametric
- b) samples related and randomly drawn
- c) subjects act as their own controls in a before and after design⁷⁸

The population was defined as being all clients who had had formal contact with the juvenile justice court system in those areas which were serviced by a Youth Service Bureau in the State of Ohio. The reader may notice that a considerably large N size was obtained. In order to maintain workable sample sizes from a range of caseload size from 30 - 2,500 and also insure a representative sample from each Youth Service Bureau, the following scale was utilized:

<u>Caseload Size</u>	<u>Percentage of Caseload Used in Sample</u>
under 50	100%
50 - 100	33%
150 - 300	20%
300 - 500	10%
over 500	5%

A starting point had to be defined so that all selections would be gathered uniformly. Ten slips of paper which were marked with numbers from 1 to 10 were placed in a hat. The number eight was drawn out. So all selections started with the eighth name that was on alphabetical file with the court or the Youth Service Bureau.

⁷⁷Dean J. Champion, Basic Statistics for Social Research (Scranton, Pennsylvania: Chandler Publishing Company, 1970), p. 102.

⁷⁸Champion, p. 164.

The duration of the study was one year. All agencies agreed to allow the research team access to their 1974 records. Whatever conclusions that are arrived at, these conclusions will only reflect the year of 1974. A separate instrument was designed (APPENDIX B) to gather this information. It is the intention of this instrument to reveal what impact the Youth Service Bureau has had upon the juvenile justice court system.

Further a kurtosis (Ku) will be performed as an addition to the design. With such a large sample it could be assumed that the sampling distribution is similar to the assumed normally distributed population. However, this test will illustrate if the samples are indeed representative of the population and if they are mesokurtic.⁷⁹

⁷⁹Champion, p. 79.

CHAPTER V

RESULTS

Narrative/Comparison

Structure

Narrative

Out of the twelve Youth Service Bureaus under study in the state of Ohio, sixty-seven percent were characterized as being independent. Two of the remaining three were either under the auspices of the juvenile court or of a law enforcement agency, and one Youth Service Bureau was characterized as being municipally sponsored.

Eleven out of the twelve Youth Service Bureaus had some type of board which served as a governing body. The boards varied in relation to their composition and size. The range in size ran from as few as four, which three out of the eleven YSBs had, to as high as thirty which was the size for two YSBs' boards. Most frequently represented on the boards were individuals from the clergy, community service organizations, the boards of education or from the schools themselves, the juvenile courts, and lastly the law enforcement agencies. There was a definite lack of lay representation on five of the eleven boards.

Youth Service Bureau directors were also asked to indicate the number of board members with a behavioral work background. The percentage of those board members with a behavioral work background ranged from zero to eighty percent (one YSB did not answer the question) for the twelve

YSBs. The breakdown is as follows: one YSB director indicated that eighty percent of their board members had a behavioral work background; one listed sixty percent; two indicated fifty percent; three indicated forty percent with a behavioral work background; one listed thirty percent; one twenty percent and one designated zero percent for those board members with a behavioral work background.

Half of the Youth Service Bureau directors questioned stated that they had an interdisciplinary advisory council, while seventy-five percent reported that they either had or were in the process of developing a citizen committee. The concerns of the citizen committees varied as to their extent in aiding the YSBs in reaching their goals. Some of the citizen committees were designed to raise funds while others focused on policy and program change and further upon the development of recreational and vocational opportunities. The goals of the committees were usually stated as "community betterment."

Four of the eleven YSBs which had boards did not utilize advisory boards or citizen committees because their board performed these functions. The data also indicated that fifty percent of the YSBs were incorporated as a nonprofit organization.

Comparison

Since the Youth Service Bureau is non coercive by definition, it is obvious that no agency connected with the justice system would be an appropriate administrator. Neither would public welfare, since its association with relief rolls would impose a stigma on many YSB clients. Public schools have also been suggested as administrators of Youth Service Bureaus, but, besides being authoritative agents of government, the schools themselves refer to court many youngsters whom they have been unable to handle. None of these agencies, because of their specialized direct-service roles, has the neutrality necessary to undertake the service brokerage function and other

functions of the Youth Service Bureau. 'An entirely new public agency, independent of established agencies, should be formulated to undertake YSB tasks.'⁸⁰

Eight out of the twelve YSBs were characterized as being independent and did meet the standard. The remaining YSBs did not characterize themselves as being independent.

The charter members of the eleven YSBs which had boards ranged from four to thirty members. "Charter members of the YSB board (approximately twenty) are appointed by the sponsoring body or bodies."⁸¹ Six out of eleven had from six to fourteen charter members on the board, while three out of eleven had zero to four charter members and the two remaining had thirty members.

Professionals in social work and the behavioral sciences should not generally be included on the board. Rather, they should be appointed to an interdisciplinary advisory council.⁸²

Six out of twelve YSBs had established interdisciplinary advisory councils as stated by the above standard. Of the remaining six, four stated their respective boards performed these functions.

Staff

Narrative

Youth Service Bureau directors were questioned regarding the selection of personnel and the responsibilities assigned to the various staff members. Staffing varied between YSBs with one individual

⁸⁰Norman, p. 20.

⁸¹Norman, p. 23.

⁸²Norman, p. 24.

functioning as director and counselor to those YSBs with satellite offices, each of which are staffed with unit directors and caseworkers.

The methods for selection of the YSB directors varied from bureau to bureau. In some cases, the court administration and/or judge(s) selected the director, while in other instances the governing board made the final decision. Other methods were by Civil Service exam, or appointment from city officials such as the mayor, police chief, or director of public safety.

Job qualifications for directors at all twelve YSBs were stated as that of formal education and related work experience of from two to five years. Eight of the twelve YSBs required at least a Bachelors Degree, while the remaining four desired a Masters Degree.

Responsibilities of the directors ranged from counseling to administrative duties. Three of the YSB directors are required to do casework counseling as well as administrative functions. In one of these three YSBs the director is the only staff member, while another YSB employs two staff members (director and associate director) to share equally in these responsibilities. The third YSB utilizing its director in a counseling capacity has caseworkers and counselors on its staff, but operates in such a way that all staff members have contact with the youth and, therefore, counseling is also done by the director. The remaining nine YSB directors are primarily administrative with responsibilities listed most frequently as resource development and coordination, staff supervision, and community relations.

Three of the twelve YSBs employed associate directors. Qualifications and requirements for this position were the same as those listed for the director. Responsibilities for this staff member

ranged again from counseling to administrative functions. One associate director was described in the previous paragraph as sharing equally with the director in both counseling and administrative aspects. The associate director's responsibilities at the other two YSBs entailed supervision of direct services for both, and one was responsible for intake while the other associate director was involved in assisting with the operation of the YSB. One YSB utilized a Field Unit Coordinator whose qualifications and responsibilities were similar to that described as associate director above.

Of the three YSBs indicating their bureau to be structured with satellite units, personnel were hired to direct the operations at each satellite unit. One of these two bureaus indicated that this satellite coordinator, or director, was also involved in client counseling.

All but two of the YSBs employed casework-counselors on their staff. Counseling was done by the director and the associate director for these two bureaus. For the remaining ten YSBs, caseworker/counselor staff size ranged from two to six with both the central tendency and the mean being four.

The emphasis for staff qualifications was not placed on education as it was for the directors and associate directors. The emphasis, for the counseling staff was on experience in a related field and the ability of the counselor to relate to the client in such a manner that an understanding empathy developed.

Aside from the clerical staff, other job titles were described as directors of social, recreational, or shelter care programs within the YSB, and directors of community services. There was no indication that these staff members provided any counseling services to the clients.

Nine out of twelve YSBs had psychologists and medical personnel available as their skilled professionals. The remaining three made referrals to cover this area. The number utilized depended upon the size of the bureau, to the number of referrals requiring professional services, and, also, to its financial resources.

The utilization of volunteers was common to all twelve YSBs, but the specific services did vary from that of chaperone to big brother/sister to the development of new areas of service.

In-service training was provided for by nine out of twelve YSBs. From this number, four had planned on-going educational programs that were sponsored by the agency itself. The remaining five tapped into related seminars or programs sponsored and conducted by outside agencies. Training sessions ranged in scope from monthly staff meetings designed to allow staff members to pool resources and discuss problems they face, training sessions in counseling techniques, to making available to staff members the opportunity to work toward a Masters Degree with no cost to the staff member. Most frequently mentioned type of in-service training was that of training in counseling techniques.

Comparative

The director should be selected by both target area citizens and professionals after written examination, oral examination, and assessment of previous background and experience. Merely drawing someone from the top of a civil service list is not satisfactory; the right answers on a civil service examination are by no means the only prerequisites to the job.⁸³

⁸³Norman, p. 46.

Two of the twelve were by appointment while another two were by the court. Of the twelve, four had some type of screening committee before the Board of Trustees acted. The remaining four YSBs selected their directors by citizen or neighborhood consensus except for one of the four which listed civil service as the prerequisite.

"Whenever possible, the youth service bureau should have available (perhaps on a volunteer basis) the specialized professional skills of doctors, psychiatrists, attorneys, and others to meet the needs of its clients."⁸⁴ Skilled professionals were available for all twelve of the Youth Service Bureaus.

"Inservice training and staff development ought to be built into every YSB program to enable staff to make all the bureau's activities a learning experience for professionals and nonprofessionals alike."⁸⁵ Nine out of twelve YSBs had some type of inservice training and staff development. Out of this total of nine, five were sponsored by the agencies themselves, while the remaining four tapped into outside sources.

Goals and Objectives

Narrative

The following have been indicated to be goals and/or objectives of Youth Service Bureaus:

⁸⁴Peterson, Community Crime Prevention, p. 78.

⁸⁵Norman, p. 51.

Service Brokerage

Diversion of Juveniles from the Justice System

Provision of Services to Youth

Coordination of Programs for Individual Cases

Systems Modification

Involvement of Youth in Decision Making and the Development
of Individual Responsibility

Resource Development

Others

Youth Service Bureau directors were requested to state which of the above were goals of their respective YSB and also to list these goals by priority. All goals were stated as being a goal for the YSB, however, not all of the twelve YSBs listed all eight of the indicated goals as one of their own. The most frequently mentioned as a priority of goals are those listed in TABLE 1.

TABLE 1

FREQUENCY OF STATED GOALS OR OBJECTIVES

Goals or Objectives	Frequency
Diversion	11
Provision of services to youth	8
Service Brokerage	5
Coordination of programs for individual cases	3
Other	3
Resource Development	2
Systems Modification	1

As part of the "Other" category, the following five goals were also mentioned:

- 1) Advocacy
- 2) Career Orientation and Development
- 3) Community Organization
- 4) Drug Identification and Education
- 5) Emergency Shelter and Crisis Family Therapy

The needs of the community were the running thought throughout the data as to how the priorities were set among the goals. However, as to who or as to what agency determined the needs of the community varied. In some instances, the board determined the priorities while in other instances the staff, the citizen committee, or even the juvenile court determined priorities for goals.

Comparative

Youth service bureaus should be established to focus on the special problems of youth in the community. The goals may include diversion of juveniles from the justice system; provision of a wide range of services to youth through advocacy and brokerage, offering crisis intervention as needed, modification of the system through program coordination and advocacy; and youth development.

1. Priorities among goals should be locally set.
2. Priorities among goals (as well as selection of functions) should be based on a careful analysis of the community, including an inventory of existing services and a systematic study of youth problems in the individual community.
3. Objectives should be measurable, and progress toward them should be scrutinized by evaluative research.⁸⁶

Of the following stated goals or objectives:

Service Brokerage

Diversion of juveniles from the justice system

⁸⁶Peterson, Community Crime Prevention, p. 57.

Provision of services to youth

Coordination of programs for individual cases

Systems modification

Involvement of youth in decision making and the development of individual responsibility

Resource Development

Other

the most frequent responses for the top three goals of priority out of a possible thirty six (3 x 12) were eleven for diversion of juveniles from the justice system, eight for the provision of services to youth and lastly five for service brokerage. These totaled to an amount of twenty-four out of thirty-six responses. All of the twelve YSBs followed quite stringently the concept of diverting children from the justice system and providing services to their clientele. The twelve YSBs also followed the standard quite stringently in the respect that all maintained the running thought throughout, that the goals should be locally set and that the priority among these goals were established for the purpose of community betterment.

Operation

Narrative

Of the twelve Youth Service Bureaus, seven were located in and serviced an urban type of setting while two did the same in a suburban setting. However, two were categorized as servicing an area that was both urban and suburban while one serviced both a rural and urban area. Of the total number of Youth Service Bureaus, all twelve bureaus were

nearly centrally located with twenty-five percent of the total having satellite units.

Hours of service availability were similar for all twelve. Monday through Friday hours ranged from 8:00 a.m. to 6:00 p.m. for the twelve. Three of the twelve had extended hours on Monday through Friday which were between the hours of 6:00 p.m. to 11:00 p.m. As far as other hours of service availability only one out of the twelve was actually open twenty-four hours a day for seven days a week. Nine of the twelve had some type of phone service on Saturdays, Sundays, and holidays. However, three out of the twelve had Saturday hours ranging from 9:00 a.m. to 10:00 p.m. for service availability.

The ages of the youth served by the twelve agencies were divided into the age span the agencies would service, and the age span that the agencies actually had. The following two bar graphs best exemplify the recorded data.

DIAGRAM 1

AGES YOUTH SERVICE BUREAUS ARE ACTUALLY OPEN TO

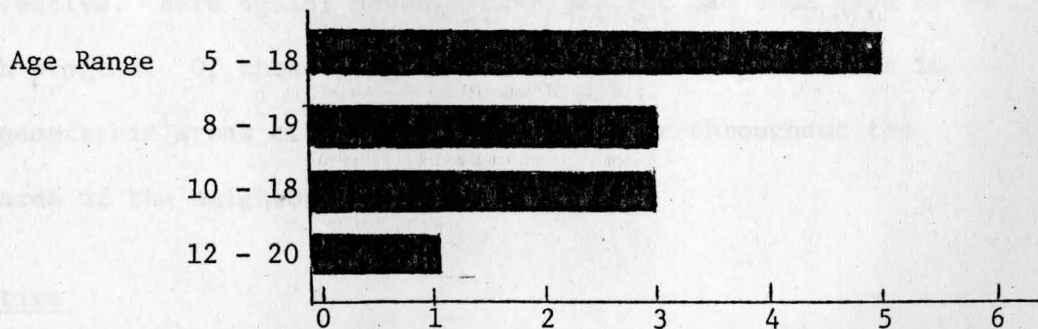
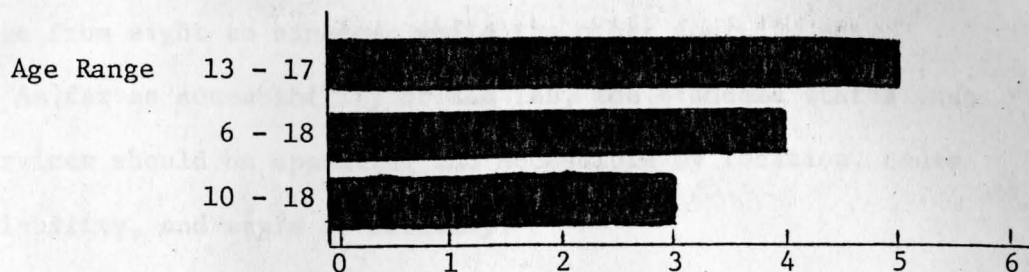


DIAGRAM 2

AGES ACTUALLY OCCURRING AT YOUTH SERVICE BUREAUS



YSB directors were asked to indicate which legal classifications they do accept and, of these, if there were priorities. Fifty percent of the total would accept all youths with no priority. The remaining would either accept all with a priority or would only accept a select few. Of those with priorities, it was interesting to note that the client who was labeled as a dependent/neglect or delinquent was seldom selected. Although a contradiction does exist, seven of the twelve indicated that they would not refuse a youth after he had entered the juvenile justice system.

Seventy-five percent described their program as both remedial and preventive. Here again, seventy-five percent had some type of an outreach program. Of these programs, their recruiting was done in select geographic areas of high criminal rates or throughout the entire area of the neighborhood or community.

Comparative

The YSB should make its services available to children 7 to 18 years old (a) who have been referred to the justice system but for whom the authoritative intervention of the court is not needed or (b) who have problems that might eventually bring them within the jurisdiction of the court.⁸⁷

⁸⁷Norman, p. 8.

Of the twelve YSBs only five had services available to the above age span. However, three of the remaining seven did service an age range from eight to nineteen while the other four did not.

As far as accessibility of the YSB, the standard states that the "services should be appealing and accessible by location, hours of availability, and style of delivery."⁸⁸

As was stated before, all twelve were centrally located, however, as to hours of availability. Monday through Friday hours ranged from 8:00 a.m. to 6:00 p.m. for all twelve while three of the twelve had extended hours till 11:00 p.m. Only one stated as actually having twenty-four hours on Saturday that ranged from 9:00 a.m. to 10:00 p.m. Eleven out of the twelve had phone service on Sundays and holidays while only nine needed it on Saturdays.

The standard has stated that 'because of the voluntary nature of bureau services and the reluctance of young people who might benefit from them, the youth service bureau should provide its services to youth aggressively. This should include the use of hotlines and outreach or street workers wherever appropriate.'⁸⁹

Nine out of twelve did have some type of an outreach program while again all twelve had some type of phone availability.

Statistical Analysis

In order to measure the impact of Youth Service Bureaus, it is necessary to determine whether or not significant numbers of juveniles

⁸⁸Peterson, Community Crime Prevention, p. 76.

⁸⁹Peterson, Community Crime Prevention, p. 74.

are being diverted. To answer the question of whether or not YSBs are diverting a significant number of youth from the juvenile justice system, it was necessary to investigate client records at the YSB.

As was stated before, Youth Service Bureau directors were asked initially whether or not the team would have access to their records and, if not, if the needed information would be collected by the YSB staff. One of the twelve bureaus kept no records and was unable to supply us with information. Three bureaus felt that because of the nature of the records and the confidentiality involved they would prefer data be gathered by their staffs - one of these three did not supply us with information. Four bureaus indicated that, although they would not object to the research team examining their client records, they felt their staff would be able to supply more detail on the clients than was actually kept on the records - one of these bureaus did not respond with data. The four remaining YSBs allowed us access to their client records.

Because of the nature of the clients - not only juveniles, but also, predominately status offenders with no official hearing records - it was felt that follow-up through the schools, courts and law enforcement agencies would only identify them as potential problems and as a result could be doing them more harm than would be justified by the benefits to the study. For this reason, no attempt was made to follow-up on YSB clients, and all data was gathered from what was available on the YSB records.

TABLE 2 indicated by referrals to each YSB, the number of contacts and the number of clients in each sample having this number of

contacts. Contacts, for the purposes of this study, are defined as behavior drawing attention to law enforcement, court, or school officials or behavior within the home that would cause the parents to contact either an agency of the juvenile justice system or the YSB. These figures were reported both by number and by percentage.

Of the nine YSBs, all were successful in keeping clients out of further trouble (82 percent of those referred had no further contacts after referral to the YSB). It must be pointed out, however, that because no follow-up was made by the research team, success may well be a function of the YSBs' records-keeping system.

The question to be answered by this study, however, was not the number of contacts after referral to the YSB but rather whether or not those referred, significantly decreased their contacts. That is, clients may well have a low rate of contacts after referral - for example, only one or two - but may not have actually decreased contacts, if that behavior causing them to be referred to the YSB was their only contact.

Information was gathered from client records so that we could tally the number of contacts prior to referral to the YSB and compare this number to the contacts after referral (See APPENDIX B). In this way, the clients acted as their own controls. Using an .05 level of significance, this data was analyzed statistically with a t test. The results of this test (N=510, df=509, t=21.86) indicate that YSBs do significantly reduce the number of contacts and, in turn, are diverting significant numbers from the juvenile justice system.

$$t = \frac{\bar{X} - \mu}{S / \sqrt{N-1}}$$

TABLE 2
NUMBER OF YSB REFERRALS AND CONTACTS

YSB	Number of Referrals	Number of "Contacts" After YSB Referral					
		0	1	2	3	4	5
A	168	146 (87%)	12 (7%)	6 (4%)	1 (.5%)	3 (1.5%)	-
B	82	65 (79%)	14 (17%)	2 (2.5%)	1 (1%)	-	-
C	79	52 (65%)	23 (29%)	3 (4%)	-	1 (1%)	1 (1%)
D	59	59 (100%)	-	-	-	-	-
E	35	30 (86%)	4 (13%)	1 (2%)	-	-	-
F	31	27 (87%)	2 (6%)	-	1 (3%)	-	1 (3%)
G	24	22 (92%)	2 (8%)	-	-	-	-
H	19	14 (74%)	3 (16%)	1 (5%)	1 (5%)	-	-
I	13	3 (23%)	9 (69%)	1 (8%)	-	-	-
Total	510	417 (82%)	69 (13%)	14 (2.5%)	4 (1%)	4 (1%)	2 (.5%)

The Z test of significance, is a variation of the sign test and is justified when N is greater than 25. Retaining the .05 level of significance, the results of this one tailed test ($m=236$, $N=501$, $Z=1.30$) further indicate that Youth Service Bureaus do significantly reduce the number of contacts.

$$Z = \frac{2m - N}{\sqrt{N}}$$

In order to obtain a test of significance for Kurtosis, the Centile Measure of Kurtosis was chosen. In terms of the centile measure of kurtosis, a distribution is mesokurtic when $Ku = .2632$; it is platykurtic if Ku is greater than $.2632$; and it is leptokurtic if Ku is less than $.2632$.

$$OKu = \frac{.27779}{\sqrt{N_3}}$$

$$T = \frac{Ku_3 - Ku_h}{\sqrt{N_3}}$$

The standard error of Ku ($6Ku$) was found to be $.0124$ which was followed by the calculation of T which yielded a value of 0.371 . It may be concluded that since the value of T (0.371) is less than $.2632$ that the distribution does not meet the characteristic of a normal distribution. Hence, it was, therefore, found to be leptokurtic.

CHAPTER VI

DISCUSSIONS AND RECOMMENDATIONS

The intention of this last section is to acknowledge that upon the statistical analysis of the Youth Service Bureaus that they are indeed diverting a significant number of juveniles from the juvenile justice system. However, the calculated conclusion that the sample was not mesokurtic but leptokurtic was somewhat unexpected. Much homogeneity existed among the members of the sample, however, the question remains that possibly the entire population may have peaked tendencies. It may be attributed to chance errors of sampling and measurement. It is further offered that possibly there is a difference between the members of the population which came in contact with the Youth Service Bureau and the members of the population that didn't. However, only further research will be able to shed additional light upon this subject matter. It was supported that the Youth Service Bureaus of the State of Ohio are indeed having an impact.

The remainder of this section will be a short assessment of where Youth Service Bureaus could improve their impact.

Organizational Structure

Although much has been written concerning the establishment of YSBs, staff selection and independence from other juvenile justice agencies, one point was brought to the attention of the research staff - physical location and accessibility to the population. Although most

YSBs were characterized as being independent, many stated that they were, in fact, under the auspices of some juvenile justice agency. Further examination indicated that the operational policy of those characterized as independent did not differ significantly from those characterized as being dependent on some juvenile justice agency. It was not the YSBs relationship but rather its physical location that was of concern.

Because of the location of many YSBs it was questionable whether or not they were independent of the juvenile justice system. Economics must be considered, however, independent YSBs lose that appearance when located in or near a police department or court house.

Many YSBs were criticized within their communities for limiting their caseloads to certain areas. Those YSBs that provided services to the entire county were, in turn, considered to be attempting to handle too large a population. What must be considered is accessibility to the bureau both in location and in hours of services. Those bureaus limiting their caseloads may well be located in the center of a high crime area. These bureaus may also realize that extending services to the entire county may exhaust resources that are more appropriately needed in such areas as model cities. Those bureaus extending services to the entire county may well be situated in areas where the population of juvenile offenders is low and incorporation of local YSBs is unfeasible. This is not to recommend that YSBs only provide services to a select population of youth - no youth should be refused the services of a YSB. What is important is that the YSB so structure itself so as to serve the largest population without exhausting its resources.

Another issue dealing with accessibility is that of hours of service. YSB directors must take into consideration the population they

are serving - juvenile offenders - and structure the YSB to be open at hours when this group will be able to make contacts. This is especially important for those bureaus offering predominately direct services.

Further consideration of the relationship between the YSB and the juvenile justice system, the issue of coercion must be addressed. All YSBs described their operation as being non-coercive. Some, however, indicated that court orders were sought if the youth received services and the staff felt these services were not needed. Others stated that those not interested in the YSB were dropped from the caseloads. Neither extreme appears to be an adequate solution to providing needed services to non-adjudicated youth.

Client Records

It is not the objective of the YSB to compile lengthy, and often redundant, dossiers on its clients. Although such records have their value for the administrator, they can do little for the immediacy of the client's problem. Staff procedures, however, should allow for a minimal percent of time to be allotted for records keeping. To insure and facilitate a good method of records keeping, a thorough yet concise form should be developed.

The data to be recorded is of a discretionary nature relating to the YSB and its objectives. The information system should contain sufficient background data on the client to allow the YSB to develop an appropriate treatment plan. It should also include referral source, reason for referral, and contacts prior to referral. This data should be collected at intake. For the period the client remains on the caseload and for a specified period (no less than six months) after the case

is closed or referred out, the YSB should maintain records on services provided (direct or referral), contacts after referral and reason for termination of case.

It is understood that a records keeping system as described above will take away from time that could be allotted to direct services. It must be stressed, however, that competent filing procedures will aid in operating an efficient YSB in the sense of facilitating the youth in a directional sense. Not only is it difficult to make appropriate referrals or develop treatment plans without sufficient client information, it is also difficult to assess effectiveness without proper client records. Another point in regards to client records and efficiency is that of staff turnover. Again, without sufficient information on the clients it would be impossible to give one staff member's caseload to a new staff member without lengthy, and often incomplete, conferences.

Something of importance, although many have taken this for granted and two YSBs stated having no formal policy, is the matter of confidentiality of client records.

Contribution Made to Criminal Justice

This study has shed additional information about the Youth Service Bureaus in the State of Ohio. The Youth Service Bureau concept is so relatively new in reference to its implementation, that studies of this nature are only the base for much more additional research.

APPENDIX A

Questionnaire

1. Name of the organization: _____

2. Address: _____

3. Telephone: _____

4. Name of the person to whom the questionnaire should be sent: _____

5. Position of the person: _____

6. Date: _____

7. Signature: _____

8. Title: _____

9. Name of the organization: _____

10. Address: _____

11. Telephone: _____

12. Name of the person to whom the questionnaire should be sent: _____

13. Position of the person: _____

14. Date: _____

15. Signature: _____

16. Title: _____

17. Name of the organization: _____

18. Address: _____

19. Telephone: _____

20. Name of the person to whom the questionnaire should be sent: _____

21. Position of the person: _____

22. Date: _____

23. Signature: _____

24. Title: _____

25. Name of the organization: _____

26. Address: _____

27. Telephone: _____

28. Name of the person to whom the questionnaire should be sent: _____

29. Position of the person: _____

30. Date: _____

31. Signature: _____

32. Title: _____

QUESTIONNAIRE

Structure

1. Which category best describes the nature of your operation?
 - A. independent
 - B. under the auspices of the juvenile court
 - C. under the auspices of a law enforcement agency
 - D. other (specify: _____)

2. Delineate the current composition of your board of directors in terms of position on the board and occupational title.

Position on BoardOccupational Title

3. What percentage of these members have a behavioral work background?
4. Do you have an interdisciplinary advisory council?
5. Do you use citizen committees? If so, what are their concerns and to what extent do they aid in reaching the Youth Service Bureau's goals?

6. Is your agency incorporated as a nonprofit organization?

Staff

1. How is the Youth Service Bureau Director selected?
2. What qualifications are required of your director?
3. List your staff members, responsibilities, and qualifications?

4. Do you have skilled professionals available? If so, how many?
5. What employment and/or personal criteria do you seek when hiring staff to work directly with youth?
6. What services do volunteers provide?
7. How many of your paid staff are under 18 years of age? How many are non-paid?
8. Do you provide in-service training or other incentives toward improvement? What is this?

Goals and Objectives

The following have been indicated to be goals and/or objectives of Youth Service Bureaus:

Service Brokerage
 Diversion of juveniles from the justice system
 Provision of services to youth
 Coordination of programs for individual cases
 Systems modification
 Involvement of youth in decision making and the
 development of individual responsibility
 Resource development
 Others: Please list

1. Of the above please indicate which are goals/objectives of your agency. List by priority.

2. How have you set your priorities among goals?

3. Do you have resources developed to deal with the home, school, and community problem situations which may contribute to delinquent behavior. If so, list them.

Operation

1. Which category best describes the type of community your Youth Service Bureau services?

- a) urban
- b) suburban
- c) rural

2. What are your hours of service availability?

Monday through Friday	_____	A.M. to	_____	P.M.
Saturday	_____	A.M. to	_____	P.M.
Sunday	_____	A.M. to	_____	P.M.
Holidays	_____	A.M. to	_____	P.M.

3. Briefly describe the accessibility of your Youth Service Bureau (in terms of relative physical location, transportation, etc.).

4. What are the ages of youth served by your agency? _____

5. How large are your caseloads? How is this determined?

6. What type of youth do you accept? Is there a priority?

- | | |
|-----------------------|----------------------|
| a) delinquent | d) dependent/neglect |
| b) unruly | e) walk in |
| c) "children at risk" | f) other _____ |

7. Do you refuse youth after they have entered the juvenile justice system, i.e., do you feel those individuals on probation or parole would not qualify for a diversionary program?

8. Would you describe your program as remedial, preventive, or both?

9. Do you have an outreach program? Explain.

APPENDIX B

Impact

Offense	Behavior	Agency

Please indicate with a check after which offense was the youth referred to the Youth Service Bureau.

3. Referral to Youth Service Bureau was by:
- a) himself
 - b) parents
 - c) juvenile court
 - d) community social agency
 - e) other _____

IMPACT

1. Birthdate _____
2. Contacts with Juvenile Justice System (6 months - 1 year prior to Youth Service Bureau contact and 6 months - 1 year after contact)

Date	Behavior	Agency
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

Please indicate with a check after which offense when the youth was referred to the Youth Service Bureau.

3. Referral to Youth Service Bureau made by:

- a) school
- b) courts
- c) parents
- d) community social agency _____
- e) other _____

BIBLIOGRAPHY

Books

- Borg, Walter R. and Gall, Meredith D. Educational Research. Second Edition. New York: David McKay Company, Inc., 1971.
- Champion, Dean J. Basic Statistics for Social Research. Scranton, Pennsylvania: Chandler Publishing Company, 1970.
- Norman, Sherwood. Youth Service Bureau A Key to Delinquency Prevention. New Jersey: National Council on Crime and Delinquency, 1972.
- Peterson, Russell and Brown, Joe. Community Crime Prevention. Washington, D.C.: Government Printing Office, January 23, 1973.
- Peterson, Russell and Brown, Joe. Corrections. Washington, D.C.: Government Printing Office, 1973.

Articles

- Rosenheim, Margaret K. "Youth Services Bureaus: a concept in search of definition." Juvenile Court Judges Journal, 20(2):69-74, 1969.
- Schiering, David G. "A Proposal for the More Effective Treatment of the 'Unruly' Child in the Ohio Youth Service Bureau." University of Cincinnati Law Review. Vol. 39, no. 2. Spring, 1970, pp. 274-290.
- Spergel, Irving. Community-based Delinquency Prevention Programs: An Overview. Newton, Massachusetts: Boston College, June, 1972.
- Weser, Deborah. "Better Ways to Help Youth." Youth Service Bureaus San Antonio. California, Vol. II, October, 1972, pp. 2-7.

REFERENCE BIBLIOGRAPHY

- An Empirical Assessment. Youth Service for Oklahoma County, Inc.
Tucson, Arizona: December, 1973.
- An Evaluation of Three Youth Service Bureaus: A Study of Interorganizational Influence. Krannert Graduate School of Industrial Administration. Purdue University. West Lafayette, Indiana.
- Arizona Youth Atlas 1970. Bureau of Preventive Services, Department of Corrections. State of Arizona, 1970.
- Bakal, Yatzhak. Strategies for Restructuring the State Department of Youth Services. Washington, D.C.: Government Printing Office.
- Brakel, S. J. "Diversion from the Criminal Process in the Rural Community." American Criminal Law Quarterly. Vol. 7, No. 3, Spring, 1969.
- Cochran, William G. Sampling Techniques. New York: Wiley Publications, 1953.
- Edwards, Allen L. Statistical Methods for the Behavioral Sciences. New York: Holt, Rinehart and Winston, 1956.
- Evaluation of Youth Service Bureaus. California: Department of the California Youth Authority, November, 1973.
- Gorlitt, Elizabeth. Guides for Demonstration Projects for Youth Service Bureaus. Washington, D.C.: Government Printing Office, 1969.
- Gang, William. An Advisement to Get a Clean Image. Washington, D.C.: Government Printing Office, 1970.
- Harlow, Eleanor. Diversion from the Criminal Justice System. Washington, D.C.: Public Health Service Publication no. 2129.
- Jordan, Daniel C. Delinquency. Washington, D.C.: Government Printing Office, December, 1970.
- Juvenile Court Judges Journal. "Adult Community-Based Corrections." Vol. XXI, No. 4, Winter, 1971.
- Leavey, Joe. Intensive Care Programming. Washington, D.C.: Government Printing Office, January, 1975.
- Levin, M. Juvenile Delinquency: A Comparative Analysis of Legal Codes in United States. University of Michigan: National Assessment of Juvenile Correction, 1974.

- Martin, John. Toward a Political Definition of Juvenile Delinquency. Washington, D.C.: Government Printing Office, 1970.
- Mulcrone, R. T. Providing Service for Young People Through Youth Service Bureaus, An Assessment and a Proposal. Washington, D.C.: Government Printing Office, 1970.
- Prower, Jan. Report Colorado Youth Service Bureau. Colorado: Colorado Council of Youth Service Bureaus, September, 1974.
- Research into the Causes of Reduced Commitments to Division of Youth Service Institution. Colorado: Colorado Department of Institution, Division of Youth Services, 1972.
- Survey of the Administration of Justice for Juveniles in Maricopa County. Phoenix, Arizona: Arizona Community Council, 1969.
- Task Force Report: Juvenile Delinquency and Youth Crime. Washington, D.C.: Government Printing Office, 1967.
- The Pattern for Boulder Colorado Youth Service Bureau. Colorado: Colorado Division of Youth Service. Youth Development and Delinquency Prevention Planning Administration, May, 1972.
- Yamane, Taro. Statistics, An Introductory Analysis. Second Edition. New York: Harper and Row Publishers, 1967.
- Youth Service Bureaus - A National Study. Washington, D.C.: Government Printing Office, 1972.