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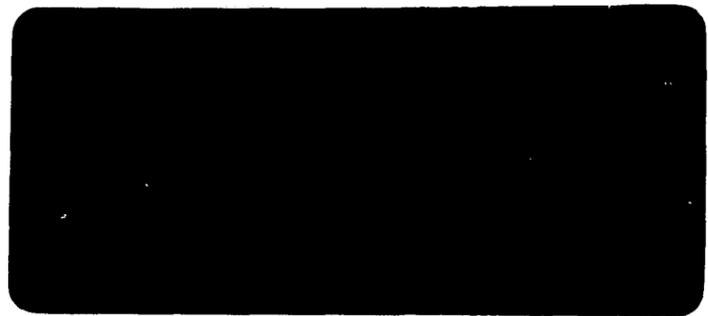
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THE YOUTH SERVICES PROJECT
of
SAN ANTONIO, TEXAS

EXEMPLARY PROJECT VALIDATION REPORT

Submitted to:

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National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
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Washington, DC 20530

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1.0 INTRODUCTION

1.1 Background

The Exemplary Projects Program of the National Institute of Law Enforcement and Criminal Justice is designed to identify and document outstanding criminal justice programs across the country which are suitable for replication. The Youth Services Project (YSP) of the City of San Antonio has been nominated for designation as an exemplary project.

The National Institute requested that Urban and Rural Systems Associates (URSA) undertake a validation study of the Youth Services Project as a candidate exemplary project. This report presents the results of the validation study. It is intended to assist the Exemplary Project Advisory Board by discussing the YSP in terms of both the Exemplary Project screening criteria and the specific questions arising from the board's initial consideration of the project. Findings are discussed in Section 2.0 of this report. Specific questions posed by the staff of the National Institute are addressed within the context of the Screening Criteria to which they apply. Figure 1.1-A consists of the questions regarding YSP developed by National Institute Staff. They are addressed in Section 2.1 on Goal Achievement and Effectiveness and in Section 2.2 on Measureability.

1.2 Sources of Information

Information collected and analyzed in this study has been obtained from documentation submitted by Youth Services Project staff to the Exemplary Project Advisory Board, on-site interviews and observations, and additional records and documents provided on-site by YSP staff to URSA. The documentation reviewed includes the following:

1. Exemplary Projects Program Application
2. Grant Application to Texas Criminal Justice Council for support of YSP, (May 23, 1972)

Memorandum

TO : Mary Ann Beck
Office of Technology Transfer

DATE: January 4, 1974

FROM : Bonnie Lewin
Office of Technology Transfer

SUBJECT: Validation of Youth Service Project, San Antonio

A major question concerning this project is whether it is necessary, since prior to its implementation, the majority of juveniles arrested for a non-adjudicable offense were lectured and released.

Measures needed to indicate the project's necessity and effectiveness include:

1. The non-adjudicable offense rates of juveniles prior to the Youth Service Project.

Although the project has expanded to provide services to all juveniles in San Antonio, the project statistics have been collected mainly on youth in the Model Neighborhood Area (MNA). Therefore, URSA will have to obtain comparable rates for juveniles living in the MNA prior to the program.

Frank Ramirez, the project evaluator, has informed me that the Bexar County Probation Department collects annual statistics on juvenile arrests, however, these figures are not broken down by categories of offenses.

2. Recidivism rates of juveniles charged with non-adjudicable offenses who are not participating in the program.

Recidivism rates are collected by the County but these rates are not broken down by census tract or offense type.

The population of juveniles which URSA may want to look at includes: 1) those juveniles who recidivated before the program was implemented in any section of San Antonio; 2) the recidivism rates of juveniles outside the MNA while the project was operating in the MNA; or 3) recidivism rates of juveniles arrested for a non-adjudicable offense who were placed on probation supervision. Although the majority of youth were offered no treatment alternative prior to the Youth Services Program, probation supervision was utilized in some cases.

Figure 1.1-A

3. The recidivism rate of juveniles who had participated in the project, but were re-arrested, after their case was closed, for a more serious offense.

This measure is not presently collected by the project. It is necessary to indicate whether the project has any effect on preventing the occurrence of serious delinquent behavior.

The Youth Services Program currently collects the following recidivism measures:

1) Recidivism rate to Youth Services Program - This rate is compared of those juveniles who participated in the program and, sometime after their case was closed, committed another non-adjudicable offense and were again diverted to the program.

2) Recidivism Rate to Bexar County Juvenile Probation Department - This rate is composed of those juveniles who, while participating in the program, were arrested for a serious offense which the project could not accept. These cases are then referred to the County Probation department.

Figure 1.1-A

3. "Better Ways to Help Youth: Three Youth Service Systems," U.S. Department of Health, Education and Welfare, Publication No. (SRS) 73-26017
4. National Evaluation of Youth Service Systems, (Section on San Antonio YSP), Phase III Report, SRS-72-72, to Youth Development and Delinquency Prevention Administration, from Behavioral Research and Evaluation Corporation (April 30, 1973)
5. Fourth Action Year End Evaluation Report for the San Antonio Model Cities Program
6. Grantee's Progress Report to Texas Criminal Justice Council, (October 16, 1973)
7. YSP Monthly and Quarterly Reports
8. Case and statistical records of the Youth Services Project, the San Antonio Police Department, and the Bexar County Juvenile Probation Department
9. Endorsements of San Antonio YSP from government officials and community organizations
10. Newspaper articles about the San Antonio YSP

A site visit to YSP administrative offices and neighborhood centers was made on February 18-20, 1974, by an URSA study team consisting of Mr. Howard Rosenberg, URSA Research Associate; Dr. James Robison, Consultant; and Mr. James Isenberg, Consultant. Those interviewed included YSP administrators and staff, officials of cooperating governmental bodies, and community group representatives. They are listed below:

- Fernando Arellano, Jr., YSP Director
- Jose Garza, YSP Assistant Director
- Frank Ramirez, YSP Research and Development Analyst
- William T. Donahue, Director of Human Resources and Services, City of San Antonio
- Richard Moreno, Chief Probation Officer, Bexar County Juvenile Probation Department
- Richard Lawrence, Training and Research Coordinator, Bexar County Juvenile Probation Department

James Thom, Director, Criminal Justice Division, Alamo Area Council of Governments

William Holchak, Chief Planner, Bexar Metro Criminal Justice Council

Frank Perry, Evaluation Manager, Evaluation and Monitoring Division, Department of Comprehensive Planning and Community Development

Alexander C. Sutton, Evaluator, Department of Comprehensive Planning and Community Development

George Castillo, YSP Night Intake Worker

Richard Rodriguez, Supervisor, YSP Alazan-Apache Center

Salvador Ortiz, Supervisor, YSP San Juan Center

Jose Ybarra, Youth Worker, YSP North Side Center

Gene Toifl, Sergeant, Juvenile Aid Bureau, San Antonio Police Department

Larry Munoz, Lieutenant, Juvenile Aid Bureau, San Antonio Police Department

Dr. William Robinson, Assistant Superintendent for Instructional Services, San Antonio Independent School District

Pete White, Vice Principal, Tafolla Jr. High School

Nachos Perez, President, Board of Directors, Mexican-American Unity Council

Oscar Obeledo, Caseworker, Mexican-American Unity Council

In addition, informal interviews were conducted with several current and former participants in YSP's program.

1.3 Project Description

1.3.1 YSP Concept and Theoretical Basis

The YSP is basically a diversion type program that is aimed both at the prevention of delinquency and at the prevention of recidivism among juveniles who have already committed a delinquent act. To accomplish these overall goals, YSP attempts to identify and serve predelinquent youth and to divert delinquent youth from the criminal justice system immediately following apprehension. YSP provides short-term counseling for youths in the program and their families, and provides referral and service "brokerage" assistance in those cases where continuing service or counseling seems desirable.

James Thom, Director, Criminal Justice Division, Alamo Area Council of Governments

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The design of YSP's program is based on the following specific assumptions:

- 1--That "escalation of juvenile offenses to adult felony offenses is an established pattern in the development of anti-social life styles";
- 2--That contact with the juvenile justice system leads to "negative labelling" and stigmatization of youth--and, that futhermore, the more extensive the contact or the more deeply involved youth are with the criminal justice system, the more stigmatization and "habituation" is likely to occur;
- 3--That "alienation" of youth from adults and from community institutions increases the potential for delinquent behavior; and,
- 4--That lack of access to "desireable social roles" or to success via legitimate channels contributes to delinquency.

These assumptions are clearly related to those underlying the National Strategy for Youth developed by HEW in 1970-71. YSP was originally funded in 1971 by HEW's Youth Development and Delinquency Administration (YDDPA) as one of the pilot Youth Service Systems established to implement the National Strategy for Youth.

In his report, "Assumptions Behind and Structural Requisites for a Youth Services System," Robert M. Hunter (of the University of Colorado) identified three contributing or causative factors associated with delinquency:

First, ". . . youth who become delinquent tend to experience or perceive blocking of access to desireable roles and, sensing lack of access, do not develop a sense of their own value to society."

Second, ". . . considerable research and practical experience show that the label 'delinquent' of and by itself can, and usually does, deny a youth access to important roles in his future life."

Third, ". . . alienation results in criminal behavior," and the meaning of alienation includes "the opportunity to perform a delinquent act or the availability of a peer group that will provide support," as well as instances where "the youth simply withdraws."

The relationship between YSP's assumptions and those stated by Hunter is clear. In addition, YSP's design and operational approach seems also to be based on an implicit assumption that people from the local community who are sensitive to local mores, values and ethnic traditions who are not identified with the criminal justice system or other nonindigenous institutions can be more effective in communicating with and exerting a positive influence on predelinquent and delinquent youth.

1.3.2 YSP Structure

The Youth Services Project (YSP) is a program of the City of San Antonio's Department of Human Resources and Services. The City of San Antonio is the project grantee. The Department of Human Resources and Services--the administratively responsible agency--is one of the four "super" departments in the city's governmental structure. The director of each "super" department reports directly to the city manager along with the heads of the city's various single-purpose departments such as the police department, the fire department, and the finance and legal departments of the municipal government. The location of the YSP program in the structure of San Antonio's municipal government is schematically depicted in Figure 1.3-A.

Internally, YSP is headed by a small administrative staff (Project Director, Research and Development Analyst, Secretary and Office Manager) located in a central office, and six neighborhood centers each staffed by a supervisor, youth workers, a secretary, and one or more social work students. In addition, there are several YSP intake workers assigned to the Juvenile Aid Bureau's central offices. Figure 1.3-B depicts the internal organizational structure of YSP.

Figure 1.3-A
Location of YSP in San Antonio's Governmental Structure

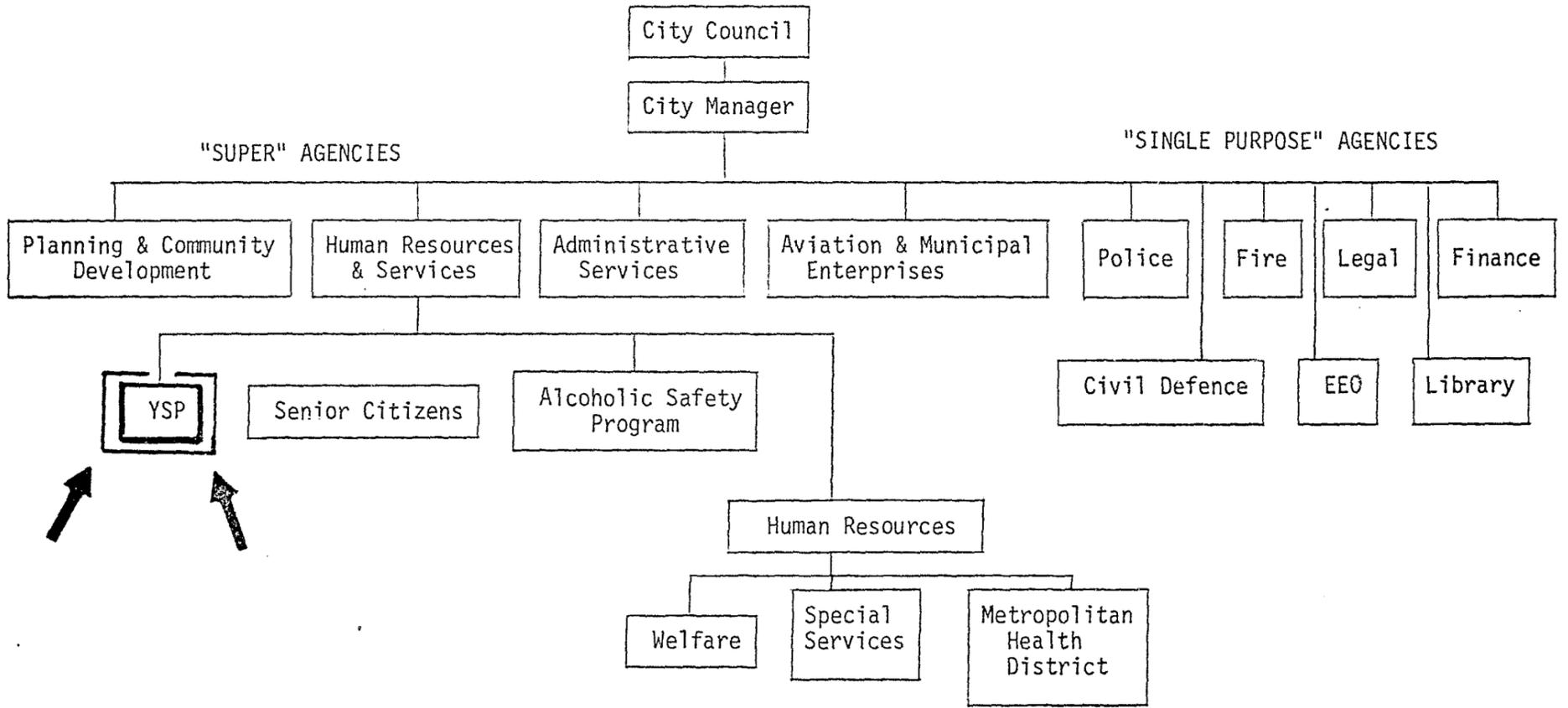
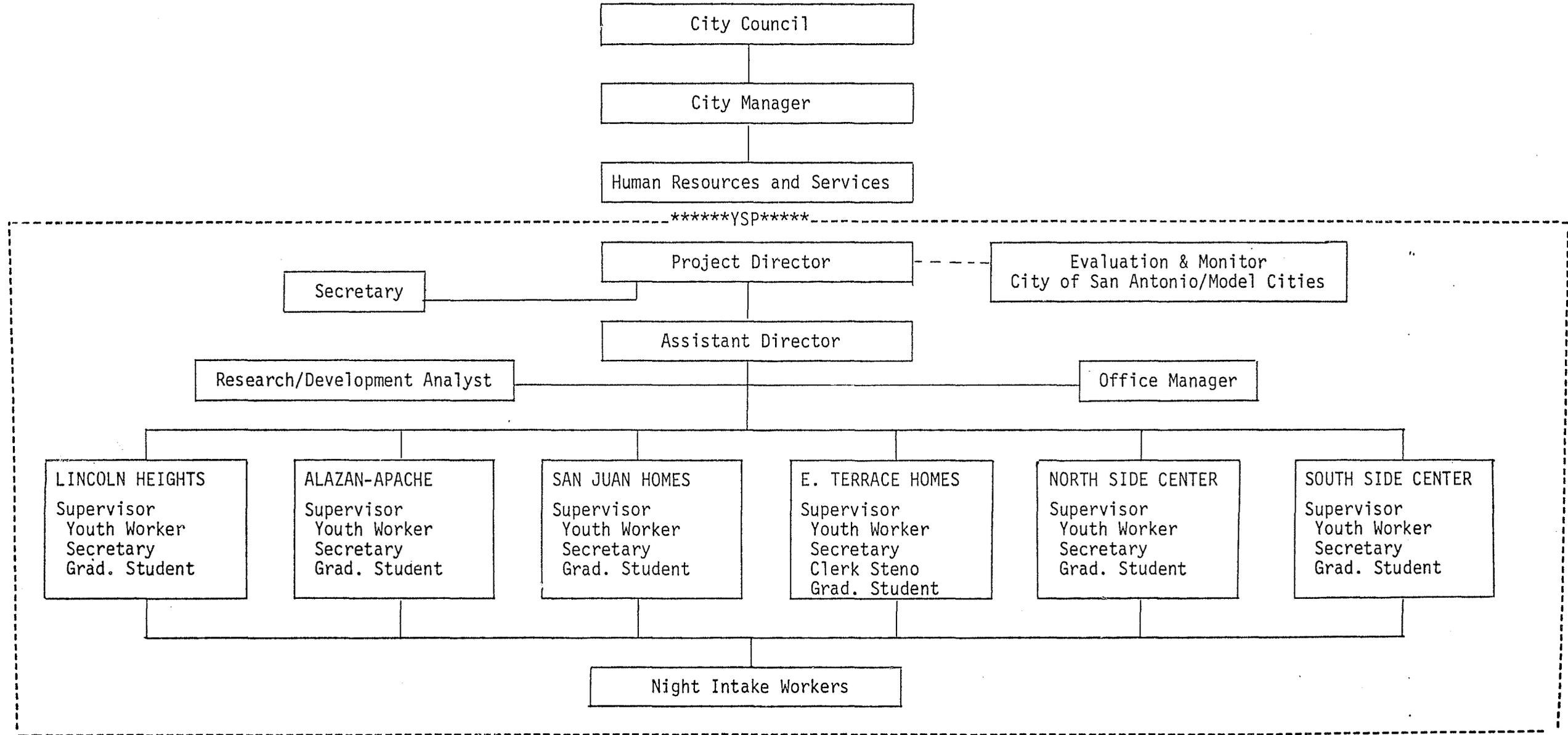


Figure 1.3-B

SAN ANTONIO YOUTH SERVICES PROJECT ORGANIZATION

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1.3.3 YSP Funding

YSP has received funds from four sources:

- HEW funds through the Office of Youth Development;
- Law Enforcement Assistance Administration funds through the Texas Criminal Justice Council--the State Planning Agency for Texas;
- HUD funds through the San Antonio Model Cities Program; and,
- Local municipal funds, in-kind contributions, and revenue sharing monies from the City of San Antonio.

Figure 1.3-C depicts the amounts received by YSP from each funding source and the duration of the grant periods in each instance.

Figure 1.3-C

YSP Funding

SOURCE	TOTAL AMOUNT	CONSOLIDATED GRANT PERIODS
HEW/OYD	\$460,000 _±	6/1/71 to 8/31/72 and 9/1/73 to 2/28/75
LEAA/SPA	\$174,000 _±	3/1/73 to 4/30/74
HUD/MCA	\$ 40,000 _±	9/1/72 to 4/30/74
Local (Cash)	\$178,000 _±	6/1/71 to 7/31/74
Local (In-Kind)	\$104,000 _±	6/1/74 to 4/30/74
Subtotal (Cash)	\$852,000	
Subtotal (In-kind)	\$104,000	
GRAND TOTAL	\$956,000	

However, due to irregularities in the pattern and timing of grants and accounting practices, YSP was unable to break out budgets or expenditures for program years or other comparable time periods. Between September, 1971 and July, 1972, for example, YSP served 611 different youth for a total of 843 separate referrals at an apparent cost of \$12,123; while between August, 1972 and July, 1973, they served 835 different youth (1106 separate referrals) at an apparent cost of \$479,958. Bookkeeping and accounting practices in use at the time caused this overstatement of costs during the second period and an understatement of costs during the first period of time. Thus, it is only possible to develop rough costs per case or cost per referral figures for the entire operational duration of the program from September, 1971 to January, 1974. During this period (29 months), YSP claimed to have served 2532 separate youth for a total of 3226 referrals at an overall cost of \$813,631. Given these figures, YSP services cost approximately \$321 for every youth served or about \$252 per referral.

1.3.4 Program Location

The central administrative office of YSP is located downtown in San Antonio Hemisfair Plaza.

The Neighborhood Centers are located in six widely dispersed areas of the city, and are located in buildings consistent with the characteristics of the communities surrounding them. The four Neighborhood Centers that serve the east and west side areas are located in converted dwelling units in public housing developments. The southside Center is located in a privately owned low- and middle-income housing project, and the Center serving the northside is located in a converted house.

In addition, YSP also utilizes offices at the Juvenile Aid Bureau (AID) and the Bexar County Juvenile Probation Department (BCJPD) for intake during those periods (nights and weekends) when the Neighborhood Centers are not open.

1.3.5 YSP Target Communities

San Antonio has a population of about 985,000. About 65% of the people who live in San Antonio are Mexican-American, approximately 10% are Black, 1% more or less are oriental or members of other non-white minorities, and the remaining 24% of the population is Anglo (white). YSP currently provides services to the juvenile population of the entire city through the six centers located in various neighborhoods throughout San Antonio. According to YSP, each of the neighborhoods is distinct in terms of ethnic composition, income levels, and overall lifestyle.

The Westside community is almost exclusively low-income Mexican-American and has traditionally been one of the major high crime areas of the city. The other high crime area in the city has traditionally been the East side--also a low-income neighborhood--but predominantly Black (about 70%) with some Mexican-American residents (approximately 15%) and Anglos.

The Northside, (about 70% Anglo, 15% Mexican-American and 15% Black), is a middle- to upper-middle-income community. The Southside is also middle-income, but the population is more or less evenly split between Mexican American and Anglo.

In recent years, however, differences in crime rates between the various communities have narrowed somewhat as the Northside and Southside areas have registered increases and crime rates in the East and Westside areas have decreased.

1.3.6 Operational Approach

Target Population--YSP's target population includes two groups of youth "misdemeanant juvenile offenders," and "troubled youth."

"Misdemeanant juvenile offenders" are defined by YSP to include males (aged 10 to 17) and females (10 to 18 years of age), who have committed offenses serious enough to warrant attention by law enforcement officers,

yet unlikely to result in the filing of formal delinquency petitions.

"Nonadjudicable offenses" of this type include:

- simple assault
- minor theft (under \$5.00)
- inhalation of intoxicants (glue and paint sniffing)
- liquor violations
- running away from home
- ungovernability (incorrigibility)
- disorderly conduct
- truancy
- loitering, and
- other offenses (soliciting, city ordinance violations, etc.)

"Troubled youth," on the other hand, may well be youth who have not come in contact with law enforcement officers but who have demonstrated need for services.

Referrals to YSP--Youth are referred to YSP by the San Antonio Police or other law enforcement agencies--including the Juvenile Aid Bureau of the San Antonio Police Department (JAB); the Bexar County Juvenile Probation Department (BCJPD); and the community (including family, friends, self-referrals, community institutions or youth identified by YSP staff doing "outreach").

Between October 1, 1971 and August 31, 1973, YSP received 2011 referrals and served 1413 separate individuals. Law Enforcement agencies (including Night Intake activities at the Police Juvenile Aid Bureau) accounted for 63.9% of the referrals. The Bexar County Juvenile Probation Department (BCJPD) referred 27.9%, and referrals originating in the community (primarily "troubled youth") accounted for 8.2%. Figure 1.3-D summarizes the data on referrals.

Figure 1.3-D

YSP Referrals
October 1, 1971 to August 31, 1973

Source of Referrals	Number of Referrals	Percent
Law Enforcement Agencies	427	21.2%
Juvenile Aid Bureau (YSP Night Intake)	858	42.7
BCJPD	561	27.9
Community	165	8.2
Total	2011	100%

Prior to implementation of the YSP, police apprehending youth in the commission of a delinquent act had two options available to them. They could "lecture and release" the juvenile at the point of apprehension, or they could take the youth downtown to the Juvenile Aid Bureau (JAB) at Police Headquarters where a preliminary assessment of the seriousness of the offense and the potential for adjudication was made. In those cases where adjudication seemed unlikely or undesirable, youth were "lectured and released" and, according to police officials in San Antonio, "raced the apprehending officer right back to the neighborhood." Police did not feel that either of these alternatives were effective in curtailing future delinquent behavior.

YSP offers the apprehending officer another alternative. If the offense occurs between 9 a.m. and 6 p.m. on a weekday, the police officer can take the offender to the YSP Neighborhood Center nearest to the point of "arrest" and release the youth to the YSP. If the offense occurs at night or on a weekend, the apprehending officer can take the offender to JAB at Police Headquarters where YSP staff is stationed to provide intake services.

Other youth may be referred to the YSP after arrest and booking by the Bexar County Juvenile Probation Department (BCJPD) if it is determined that adjudication is unlikely to be successful, or by the District Attorney or Juvenile Court after court referral or a decision to place the youth on administrative supervision. Figure 1.3-E depicts the operation of the juvenile justice system and the flow of referrals into YSP.

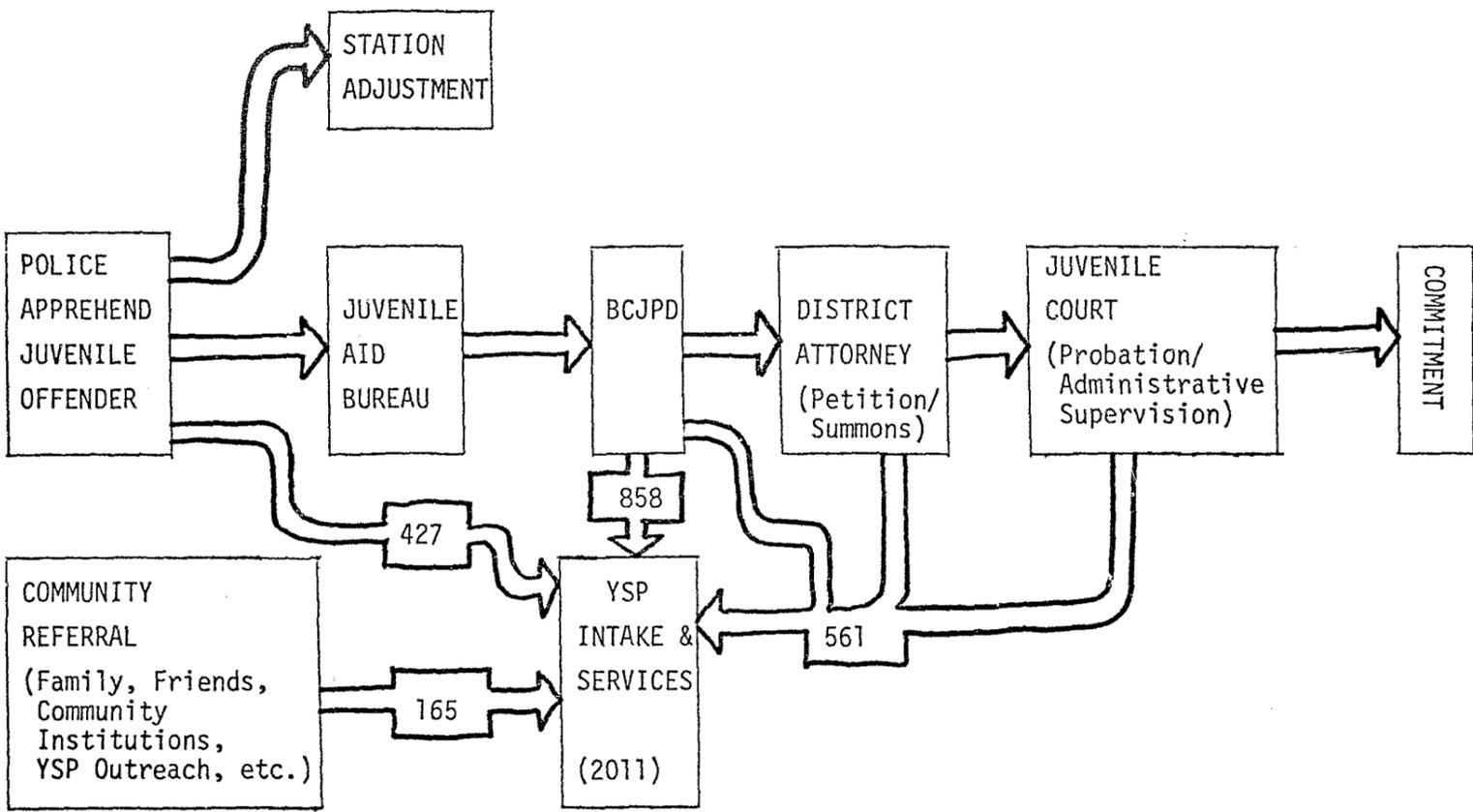
YSP Intake--In those instances where a referral originates with a law enforcement agency, YSP accepts custody of the youth and fills out a charge and disposition card and gives it to the apprehending officer as a "receipt." In return, the officer turns over a copy of the "information card" on the offense.

YSP staff then pulls the old file if the youth has had previous contacts with YSP, and contacts BCJPD to ascertain whether the child is a ward of the court or is previously known or currently active with the probation office. Juveniles who are wards of the court are not eligible for YSP.

Following contact with BCJPD, the YSP staff contacts the parents or guardian to inform them that the youth is in the custody of YSP and to arrange an interview with the family. Interviews with families are usually scheduled for the same day as the apprehension--often within an hour--or the morning after an apprehension at night. In most cases, interviews are conducted in the offenders homes when the YSP staff person takes the offender home.

During the intake interview with parents--with the youth present--the nature of the charges are explained, initial impressions and case history materials are noted, short-term counseling is offered, and parental consent is solicited. If the parents refuse to sign a consent slip, the youth is released from custody and contact by YSP is terminated. Parents who refuse consent are, however, told that if the youth has any subsequent contact with law enforcement agencies, the option of YSP will not be available. In practice, though, youth are usually given two chances to accept service from YSP.

Figure 1.3 - E
FLOW OF REFERRALS TO YSP



If consent is given, the YSP youth worker completes the intake interview and finishes filling out the YSP Intake Sheet. The information gathered during the intake interview is subsequently reviewed with the Supervisor at the YSP at the YSP Neighborhood Center--and, frequently, with other staff as well--in order to work out a plan of treatment for the youth, if a treatment plan is considered to be necessary.

Treatment--The treatment plan developed for each youth deals with three areas: school, family, and community. Treatment can involve short-term counseling by YSP, referral to other agencies for additional or ancillary services, and/or involvement in cultural and recreational activities.

A substantial proportion of the youth enrolled in YSP are released after the first interview--either because parental consent is not given (127 or 2011 cases, or 6.5%), or because YSP staff does not feel that additional counseling is necessary. In those instances, where YSP staff feels that additional short-term counseling is desirable, the YSP Youth Worker generally schedules weekly counseling sessions over a period of 10-12 weeks. Counseling sessions are usually conducted in the youth's home on a once-a-week basis in most cases. During counseling sessions and during their work in the community, YSP Youth Workers try to set themselves forth as role models in their attempt to "reduce alienation" and develop "access to more desirable social roles."

In the event that the treatment plan for a particular youth cannot be met through counseling provided by YSP, the youth is referred to another agency for needed services. Out of 2011 referrals to YSP, 265 cases (14%) were "closed" by referral to other agencies for long-term services. As a general rule, if a youth's needs cannot be met by YSP within a period of three months, a referral is initiated. Those services most frequently recommended include psychiatric and mental health services, vocational training, tutoring and drug treatment.

Direct sponsorship of cultural and recreational activities by YSP is minimal. However, through its relationships with other community agencies, institutions and organizations, YSP has developed a variety of opportunities for youth enrolled in the program to participate in

trips, and to attend athletic events, movies, "cultural awareness classes," and other community events.

Cases are closed by agreement of the Youth Worker, the youth involved, and the Center Supervisor. The Youth Worker completes a summary of the services provided and an assessment of the progress made. Cases can be reopened as a result of another contact with law enforcement officials and rereferral to YSP or as a result of a request for further service by the youth or a recommendation by the Youth Workers if both parties concur.

1.3.7 Developmental History

The original proposal for development of a youth service bureau in San Antonio came from the local YMCA. The city manager, at the time, supported the idea enthusiastically, but thought that such an undertaking would have far greater likelihood of success if cloaked in the legitimacy of municipal government authority. A city-sponsored proposal submitted to the U.S. Department of Health, Education and Welfare brought support for the YSP in June 1971. The initial proposal called for the establishment of three neighborhood centers, to serve the Model Neighborhood Area (MNA) on San Antonio's west side.

The proposal was funded and the Director was hired and began work on August 1, 1971. By August 23, 16 staff members were hired -- most of them had prior experience with both juvenile justice system and the community to be served. An intensive training program for the YSP Youth Workers ensued.

At the same time, the Project Director, Assistant Director, and Center Supervisor focused on the development of cooperative organizational relationships between the YSP and other agencies concerned with youth. The most critical of these relationships were with the San Antonio Police Department and the Bexar County Juvenile Probation Department, the two existing organizations most affected by planned YSP operations. Officials of both played major roles in YSP development from the start.

On October 1, 1971, the YSP began actual operations. Initially, referrals were accepted only from the Bexar County Juvenile Probation Department. Youth residing in the MNA were referred to YSP Youth Workers, operating out of temporary facilities, as neighborhood centers were not yet open. At this stage, juvenile misdemeanants apprehended by SAPD Patrol Officers were still routinely taken to the JAB at Police Headquarters and generally transferred from there to the BCJPD. It was at BCJPD that diversion was effected. However, this pattern of diversion, occurring relatively late in the standard process, had only a minimal effect on juvenile's contact with the criminal justice system.

On December 1, 1971, the first three Neighborhood Centers were opened in the Model Neighborhood Area and YSP began accepting referrals from the JAB as well as from BCJPD. Youth referred directly to YSP by the JAB did not have to come in contact with or be processed by BCJPD. That is, the degree to which youth penetrated the juvenile justice system before being diverted was decreased.

It was also during this period that YSP established an intake at the Juvenile Aid Bureau in Police Headquarters to divert youth apprehended at night or on weekends.

On February 1, 1972, the three YSP centers began accepting referrals directly from apprehending Patrol Officers. The Chief of Police issued a memorandum to the Patrol Division directing all officers to release all juveniles committing specified nonadjudicable offenses in the MNA to YSP staff at the neighborhood centers. The new procedure provided for diversion at the earliest possible step in the justice system. In addition, it relieved some pressure on JAB intake and allowed Patrol Officers to return to their beats with less delay.

On October 1, 1972, YSP opened another Neighborhood Center -- the fourth -- to serve the east side of San Antonio. On March 1, 1973, YSP received an LEAA draft through the Texas Criminal Justice Council.

On November 1, 1973, the YSP became a city-wide organization when the fifth and sixth Neighborhood Centers were opened to serve San Antonio's

north side and south side. Since that time, YSP has focused on the consolidation and institutionalization of the program. The service areas assigned to each Neighborhood Center may be modified: relationships with cooperating agencies and community groups will be strengthened; and funding mechanisms designed to insure project stability will be explored.

Although the Youth Services Project is still developing, there are several trends that have been established. First, consistent with the principles of diversion, the YSP has attempted to intervene at successively earlier points in the Justice System. Tracing back over the YSP's development, it is seen that emphasis was placed originally on referrals from the BCJPD (10/71), then from the JAB (12/71), and finally from the apprehending Officers.

Second, although referrals from the community are still somewhat limited, they have increased - both proportionately and in terms of absolute numbers - as YSP has become more visible and active at the neighborhood level.

Third, YSP has expanded into unserved areas of the city as patterns of juvenile crime have shifted, and as citizens in unserved neighborhoods have expressed their desire for the kinds of services provided by YSP.

Fourth, police and other officials in the juvenile justice system have expressed increasing confidence in YSP, and an increasing willingness to utilize its services.

2.0 FINDINGS OF THE VALIDATION STUDY

Findings regarding YSP's suitability for exemplary project status are organized in this section according to the criteria established by the Exemplary Project Advisory Board. In addition, specific questions raised by National Institute staff are also addressed in this section.

2.1 Goal Achievement and Effectiveness

The logic behind YSP can be stated in the following way:

If predelinquent youth and youth charged with nonindictable misdemeanors can be identified and diverted from the criminal justice system; and if they can be provided with services that avoid negative labeling and stigmatization, that increases their access to desirable social roles, that decreases their sense of alienation and improves their relationship with their family, school and community. Then, they can be prevented from becoming delinquent in the first place, recidivism can be reduced, and the pattern of escalating from "juvenile offenses to adult felony offenses" can be broken.

Given this syllogism, the extent to which the YSP achieves its goals and demonstrates effectiveness needs to be assessed on three levels:

1. The extent to which it effectively identifies and diverts youth from the juvenile justice system;
2. The extent to which the services provided by YSP avoid stigmatizing youth, decrease alienation, increase access to "desirable social roles," and improve their self image; and
3. The extent to which delinquency is decreased or prevented.

2.1.1 YSP's Effectiveness in Diverting Youth from the Juvenile Justice System

YSP's original proposal to HEW stated that the program expected to divert "2% the first year, 6% the second year, 12% the third year, 18% the fourth year, and 25% the fifth year." This projection rapidly proved to be extremely modest, however.

During YSP's first program year (the 11-month period from October 1, 1971, to August 31, 1972) 922 referrals were made to YSP and 751

referrals were made to BCJPD from the Model Neighborhood target area. Thus, YSP diverted 922 or 55.1% of the total number (1,673) of relevant juvenile referrals made during that period.

During YSP's second program year (the 12 month period between September 1, 1972 and August 31, 1973) the target area was expanded and three more Neighborhood Centers were opened. There were 2,244 juvenile apprehensions in YSP target areas during this period, and 1,089 were referred to YSP-- a diversion rate of 48.9%.

The combined diversion rate for the entire 23 month period (October 1, 1971 to August 31, 1973) for which statistics were available was 51.3%.

As noted earlier, referral to YSP, in most instances, is an alternative to "station adjustment," or "lecture and release" at the point of apprehension. That is, YSP minimizes contact with the criminal justice system for those youth who are referred for services. However, there are some indications that systems effects or side effects of YSP may result in increasing the extent to which youth who are not referred to YSP "penetrate" the juvenile justice system.

The evaluation of Youth Service Systems conducted by the Behavior Research & Evaluation Corporation, (BREC), stated "...status offenders are almost totally diverted out of the system. The system then focuses its attention on more serious offenders, and is more likely to take formal action; ...representatives of BCJPD confirmed this view. It was BCJPD's deliberate intention to use its resources (which were freed from handling status offenses) in a more concentrated way on serious offenders."

In fact, the workload decrease attributed to YSP allowed BCJPD to transfer one probation officer from intake duties to field supervision duties at the beginning of 1973, and to transfer another in early 1974. These shifts in resource utilization account-- at least, in part-- for a shift in juvenile court dispositions in the following directions:

- an increased number of youth assigned to administrative supervision (297 in 1972 and 354 in 1973);
- an increased number of youth placed on probation or continued on probation (331 in 1972, and 352 in 1973); and
- a decrease in the number of youth committed to the Texas Youth Council.

2.1.2 The Effectiveness of YSP Services

As part of the National Evaluation of Youth Service Systems, BREC attempted to assess the effectiveness of YSP's services in developing increased access to desirable social roles, decreasing alienation, improving self-image and avoiding stigmatization and negative labeling. BREC utilized standardized data collected by YSP and the other pilot Youth Service System programs in conformance with the requirements of the BREC.

In addition, BREC conducted interviews with youth involved in Youth Services System programs and matched samples of youth in the traditional juvenile justice system in each of the cities that hosted one of the pilot YSS programs. Preliminary comparisons were then made between each city and overall mean scores, between YSS and non-YSS samples, and between each sample over time. In a report dated April 1973, BREC stressed that the conclusions reached were preliminary and subject to further testing during an additional round of interviewing. YSP staff also indicated that they had strong reservations about the methodology employed by BREC and the validity of BREC's conclusions.

Nevertheless, BREC's findings and conclusions represents almost the only pertinent data that is available for use in assessing the effectiveness of YSP's services.

In terms of the effectiveness of YSP's services in influencing access to desirable social roles, BREC found that, "The probation sample (the

sample drawn from the traditional juvenile justice system) in San Antonio has low scores on all of the scales dealing with access to social roles." In all instances these scores decline further when examining the second phase scores (retesting). The YSS sample, in contrast, has fairly positive scores for access to social roles among peers (significant at beyond the .05 level) and access to roles among their teachers at the point of initial interview. At Phase II, however, these perceptions also declined and with respect to the peer measure became slightly negative (compared to the total projects' mean).

With regard to YSP's effect on "alienation," BREC concluded that, "there is no tendency for these youth to believe that other people are indifferent to them or have a 'lack of trust' in other people." Most of the alienation scores given by the YSS and the probation sample groups in San Antonio are near the overall sample mean. This lack of any clearly outstanding scores on the alienation scales applies also to the second phase testing where few scores appear to be well separated from the overall sample mean. There were some changes, e.g., both YSS and non-YSS scores on all alienation scales became more positive (that is, higher alienation) through time, but there is no clear difference in either initial scores or patterns of change.

BREC's findings regarding the effects of YSP on self-concept and negative labeling were:

"The self-concept scale score for the YSS and non-YSS samples in the first phase of testing are almost identical. Both are almost right on the overall sample mean. In moving to the second phase testing, however, both samples of YSS and non-YSS youth record a fall in the mean score. This may be discounted due to attrition in the case of the probation sample. However, in the case of the YSS sample where the fall in self-concept is most marked, some other explanation is required.

"Labeling also presents a set of scores in which there are no distinguishing features. There seems to be a relative absence of negative labeling by parents, friends, or teachers among the YSS sample. None of these means, however, reaches even the .05 level of significance.

"In moving to the second phase of testing, the data suggests that negative labeling, in fact, may be increasing among the YSS youth as there is a consistent move from low to higher scores on all the measures. An even greater increase is observed with respect to 'friends' labeling for non-YSS youth. This score is statistically significant."

In summary, BREC concluded:

"YSS youth tended to have more positive initial scores (in terms of access to desirable social roles, alienation, self-concept and negative labeling), but both samples (YSS and non-YSS youth) tended to experience negative changes through time. There are thus no differences in these measures which could be attributed to the YSP experience. Further, involvement in YSP was associated with some increased negative labeling and lower self-concepts."

2.1.3 YSP's Effectiveness in Preventing Delinquency

The URSA team considered two kinds of indicators in assessing YSP's effectiveness in preventing delinquency;

1. Measures of recidivism; and
2. Measures related to the incidence of juvenile offences.

In the 23-month period between the inception of the program and August 31, 1973, YSP received 2011 referrals of 1495 juveniles. Of the total number of referrals, 516 were re-referrals (that is, youth referred to the YSP two or more times), including 313 re-referrals during the period in which the juveniles were active project clients. In addition, another 82 youths were "lost to the juvenile justice system" when they were arrested for more serious offenses while they were active project clients.

In computing recidivism rates, YSP uses the relatively low severity measure of re-referrals to YSP and computes recidivism on the basis of "referrals" rather than "cases." Thus, on the basis of 2011 referrals including 516 "repeaters," YSP claimed a recidivism rate of 25.7%.

The URSA team had several methodological reservations about this approach to calculating recidivism. First, the URSA staff and consultants who conducted the validation visit to San Antonio felt that recidivism--at the very least-- should be based on youth ("cases") rather than "referrals." Thus, if 1,495 youth accounted for 2,011 referrals (and 2,011 referrals minus 516 re-referrals does equal 1,495), then the average number of referrals per juvenile is 1.35, and 516 "repeaters" out of 1,495 "cases" yields a recidivism rate of 34.5%.

However, even this "case" based rate fails to account for any youth who are referred to BCJPD for subsequent minor offenses or youth who are arrested for more serious offenses, that is, those who are "lost to the juvenile justice system." If those 82 cases are considered in calculating recidivism, then the rate is 40.0%.

Secondly, the majority of re-referrals (313 out of 516 re-referrals) and the loss of the 82 youth to the juvenile justice system occurred while the youth were still an active part of YSP's caseload. That is, the major portion of YSP's recidivism occurred while youth were still clients. And, since cases are normally open for an average of only seven weeks -- the rate of recidivism over any protracted period may be even higher since it might then include youth arrested after their case has been closed by YSP, but not re-referred to YSP.

In attempting to develop comparative data on recidivism rates for BCJPD, the URSA team had to work with data for the 1972 calendar year only. During that year, BCJPD received and acted on 3,800 referrals (not including 1,047 referrals to YSP). These referrals were generated by 2,913 different juveniles for an average of 1.21 referrals per juvenile. A total of 526 of the juveniles involved with "repeaters" who were referred to BCJPD two or more times during the year. The youth based recidivism rate among youth referred to BCJPD was therefore 18.1%.

Although the periods used in computing recidivism rates for YSP (October 1, 1971 - August 31, 1973) and for BCJPD (January 1, 1972 -

December 31, 1972) are not comparable, there is no reason to believe that the data for either period was seriously skewed or unreliable. And the variances between recidivism rates seem all the more dramatic when the fact that the BCJPD serves the more serious juvenile offender is taken into account.

BCJPD, however, is outspoken in expressing strong support for YSP as an effective deterrent to the reoccurrence of minor delinquent acts and as an effective partner in the effort to intervene in the cycle of delinquency which leads from minor delinquent offenses to more serious offenses and adult felonies. The data that is advanced in support of this contention is drawn from three sources:

- a Model Cities Evaluation Report;
- reports on The Impact of YSP on Juvenile Delinquency prepared by BCJPD; and
- the BREC Evaluation Report.

The "Fourth Action Year End Evaluation Report: Youth Services Project," prepared to fulfill the evaluation requirements associated with the Model Cities Program, provides a comparison between the number of referrals to YSP Neighborhood Centers and the number of referrals to BCJPD of juveniles who live in the Model Neighborhood area for two reporting periods (October 1, 1971 to August 31, 1972 and September 1, 1972 to August 31, 1973). The first of these periods is 11 months long, while the second period is 12 months long. To develop comparability, URSA projected the data for the 11 month reporting period on a 12 month base. Figure 2.1-A summarizes the data.

The decrease in total referrals of 17% (from 1,824 to 1,518) was attributed by the Model Cities Program to the effects of YSP. And, in fact, about three quarters of the total decrement did occur in the number of referrals to YSP -- a decline of 236 (23.5%) from the 1,005 referrals projected to 769, while BCJPD accounted for the remaining one quarter of the decrease and registered a decline of 70 referrals (8.5%). Thus,

Figure 2.1-A

MNA Residents Period	Number Referred to YSP	Number Referred to BCJPD	Total
10/1/71 - 8/31/72 (11 months)	922	751	1,673
9/1/71 - 8/31/72 (straight-line projection)	1,005	819	1,824
9/1/72 - 8/31/73	769	749	1,518
Decrement	-236	-70	-306

for the two periods in question, it seems that the incidence of minor offenses declined more sharply than the incidence of major offenses or minor offenses committed by youth already under formal probation supervision.

In a report published in December 1973, BCJPD stated:

"A comparison of some juvenile referral statistics for 1972 and 1972 should service to substantiate the impact of the combined efforts of the YSP and BCJPD on delinquent activity in the Model Neighborhood Area in San Antonio, that area with the highest rate of juvenile referrals.

REFERRALS TO YSP--A Decrease in Referrals from 1972:

Jan.-Dec. 1972: 986 juvenile referrals to YSP in MNA

Jan.-Oct. 1972: 861 juvenile referrals to YSP in MNA

Jan.-Oct. 1973: 538 juvenile referrals to YSP in MNA

"At this rate of juvenile referrals, there should be less than 700 referrals to YSP from MNA Jan.-Dec. 1973. If this projected figure holds true, it would mean a decrease of 286, or 29%, from 1972.

REFERRALS TO BEXAR COUNTY JUVENILE PROBATION DEPARTMENT:

Jan.-Oct., 1973: 394 juvenile referrals from MNA to BCJPD for adjudicable offenses. These referrals thus show a slight decrease from 1972, when 516 referrals were made

in 12 months. At the current rate, there would be about 470-500 referrals for the year of 1973.

"Jan.-Oct., 1973: 143 juvenile referrals from MNA to BCJPD for non-adjudicable offenses. Such referrals are those of juveniles on active status with a probation officer from the Model Neighborhood Office. At the current rate, a projected number of total referrals for 1973 would be about 180, a decrease of 54 or 23% from last year.

"It is significant to note that YSP is handling a volume of referrals from this area comparable to or slightly above that of the BCJPD. The decrease in referrals is equally significant, for this appears to be the direct result of the combined rehabilitative and preventive efforts on the part of these two agencies. It is clearly evident that the Youth Service Project shares a load of the juvenile referrals for delinquent misconduct which alone could not be adequately handled by the Bexar County Juvenile Probation Department."

Unfortunately, the report did not include data on the number of referrals to BCJPD for the comparable 10-month period in 1972 (January to October 1972). To develop comparability, therefore, URSA had to project all of the 10-month data on a 12-month base. Figure 2.1-B summarizes the projected data.

These projections are consistent with the findings reported in the evaluation conducted for Model Cities. They show an overall decline of delinquent activity in the Model Neighborhood Area between 1972 and 1973, with the decrease in referrals to YSP accounting for between approximately two thirds to three fourths of the decline. In addition, this data indicates that the greater portion of the decline attributable to BCJPD in the Model Neighborhood occurred in the category of non-adjudicable offenses.

Figure 2.1-B

Period	Projected Number Referrals to YSP	Projected Number Total Referrals to BCJPD	Projected Number to BCJPD Adjud.	Number Referrals Nonadjud.
1/1/72 - 12/31/72	986	750	516	234
1/1/72-12/31/72	700 [±]	650-680	470-500	180
Increment or Decrement	(-286)	(-70 to -100)	(-16 to -46)	(-54)

The fact is that while the total number of delinquency referrals in Bexar County did decline between 1971 and 1972 and then again between 1972 and 1973, the countywide decline was minimal (4% to 8%) compared to the decline observed in the Model Neighborhood area (23% to an estimated 29%).

Finally, the Behavioral Research & Evaluation Corporation (BREC) evaluation conducted for HEW may offer the strongest evidence in support of YSP's claims of effectiveness in preventing delinquency. BREC concluded that "participation in YSP appears to be associated with a substantial decline in self-reported delinquency." Drawing data from the first and second round of interviews, BREC conducted a sample of youth enrolled in YSP in San Antonio and other youth in Youth Services Systems in other cities and matched control groups, BREC found that

"...for the non-YSS (group) there has been some reduction in both status offenses and misdemeanors in moving from the first to the second (round) of testing. The same pattern exists for YSS youth, but it is accentuated. The decline for YSS youth is both more dramatic and found in all three offense categories. While the YSS initial score is very close to the overall mean, the second score is over one half of a standard deviation below the mean ($p \leq .01$). Relative to all other youth interviewed, this reflects a substantial reduction in delinquent behavior--which is associated with involvement in the YSP."

2.2 Measurability

The issue of YSP's measurability needs to be considered from two distinct perspectives:

1. The extent to which the data now collected by or available about YSP is reliable, valid, appropriate, accessible, and useful; and
2. The extent to which other types of data would be needed to facilitate measurement of effectiveness if NILECJ decides to encourage replication of YSP as an Exemplary Project.

A lot of data is collected in San Antonio on juvenile offenders--by YSP, by BCJPD, by the Police Department (JAB), and other youth serving agencies. However, there are a number of problems that severely limit utility of much of the data that is collected.

First, much of the data is not compatible. That is, different agencies in San Antonio collect and aggregate data by different geographic areas--YSP collects data by census tract, the Police Department collects data on a citywide basis, and BCJPD aggregates a substantial amount of the data it collects on a countywide basis. In other instances, the reporting periods used by the different agencies are incompatible--YSP reports on the basis of its program year or grant periods, and BCJPD and the JAB reports on a calendar year basis.

Second, some reports are made on the basis of "events" (apprehensions, referrals, etc.) and others on the basis of "people" (repeat offenders)--in other instances, the data collected is limited in utility, and there is no way to combine the several different kinds of data and analyze the relationships between them.

Third, on an intra-agency basis, data is often not readily retrievable (due to its location), or it is not retrievable in usable form due to its condition or the way in which it is stored. For example, the intake forms used by BCJPD to collect data for some of the standard

tables BCJPD develops are stored in unorganized piles. Any attempt to retrieve additional data from these forms or to conduct "sorts"-- separating adjudicable cases from nonadjudicable cases, for instance-- would require a massive and tedious effort.

Fourth, the consistency of report formats is not always maintained, and agencies do not always provide the same data from one report to the next. For instance, BCJPD's Research and Training Bulletin summarizing annual statistics for 1972 included data useful in computing recidivism (total referrals to BCJPD, number of individuals involved, and the number of youth referred only once) and data on the number of referrals to YSP for the calendar year. The same publication summarizing annual data for 1973 failed to include comparable data.

Fifth, some offense categories are too gross to permit fine distinctions required to assess the effectiveness of programs like YSP. Thus, offenses involving thefts of under \$5 are eligible for YSP, but they are not reported separately-- they are subsumed in the category of theft under \$5.

The existence of these problems made it impossible--within the time constraints of the on-site validation visit--for URSA to collect the three kinds of data requested by NILECJ staff (see Figure 1.1-A in Section 1.1 of this report). Specifically, that data was:

- data on the nonadjudicable offense rates of juveniles prior to the Youth Service Project;
- data on the incidence of recidivism among juveniles charged with nonadjudicable offenses who did not or are not participating in YSP; and
- data on recidivism involving serious offenses subsequent to closure by YSP.

Clearly, if YSP is selected for replication as an Exemplary Project, an information system will have to be developed for each replication

site that will be capable of overcoming the deficiencies described above. Such an information system would need to define not only data requirements, but data collection conventions and protocols, storage and retrieval procedures, and procedures for data analysis. In addition, agreement by participating agencies (e.g., Probation Departments, and Police Departments) to modify their current procedures to the extent necessary will be required.

2.3 Efficiency

URSA considered efficiency from several different perspectives: cost, impact on the utilization of other resources, staff utilization, and administrative efficiency.

YSP has not defined its goals in terms of quantifiable and measurable benefits to its clients. Therefore, cost versus benefit judgments cannot be made. Nor was cost per juvenile or cost per referral data available for alternative treatment options such as BCJPD. Therefore, it is difficult to make any precise cost comparisons between YSP and BCJPD.

However, given the data available, URSA has been able to generate some useful findings related to cost and some yardsticks for assessing "value." First, as noted earlier (Section 1.3) overall cost of the YSP for the 29 month period from September 1, 1971 to January 31, 1974 seems to be about \$813,000. Juveniles served during that period total 2,532, for a total of 3,226 juvenile referrals made to YSP. The average cost per referral is about \$252. Data on the distribution of time spent in the program is not available. We do know, however, that a substantial number of the referrals are discussed after the first meeting and that the mean duration of counseling is seven weeks with an average frequency of one session per week. However, if it is assumed that all youth referred to the program (2,532) were counseled for seven weeks (obviously an overstatement), then the average cost of each counseling session (including all administrative overhead and other costs) would be about \$45. Since, in fact, fewer youth are actually

counseled for a shorter period of time, the real cost per session is undoubtedly higher-- possibly as high as \$65 per session by URSA estimates.

In terms of impacts on other agencies, YSP is credited with improving resource utilization at both BCJPD and the San Antonio Police Department. BCJPD claims that the diversion of youth to YSP allowed BCJPD to shift to intake workers to case supervision. The effect of this shift, it is claimed, has been to allow for more intensive supervision of and more extensive assistance to youth on probation. And, in fact, as the total number of apprehensions and referrals has decreased the number of youth placed on probation has increased and the length of time spent on probation seems to have increased as well.

The primary benefit to the San Antonio Police Department, on the other hand, is in the words of the Chief of Police, "to expedite the Patrolman's return to service." Prior to YSP, as noted earlier, police had to take all offenders downtown to the central police headquarters and process them through the Juvenile Aid Bureau. This entire process sometimes required as much as two to three hours of police officers time. Since YSP opened up its Neighborhood Centers, police can take offenders to the nearest YSP center and complete only a short "information" form. Even at night or on weekends when police still have to take offenders downtown, the YSP intake worker at JAB hastens the process. URSA estimates that time savings to police may be as much as two to two and one-half hours per apprehension-- particularly during those daytime periods when the Neighborhood Centers are open.

The URSA team felt that YSP also had an extensive and important impact on the entire system of youth related agencies in San Antonio. Although it was much harder to both identify and assess the extent of this impact, the URSA team concluded that the establishment of Youth Services Project has changed the "system"-- it has introduced a new and constructive alternative to treatment by the juvenile justice system or no treatment at all. YSP's most important role in the opinion of the URSA team was its ability to serve as a "broker" between troubled youth and those resources capable of providing productive assistance.

YSP Youth Workers have a caseload of about 15 juveniles. The URSA team estimated that with caseloads of this size, the agency is operating at or near capacity since each youth is counseled once a week, usually at home, for an hour or more. Other duties include case recording, "outreach" efforts in the community, developing referrals and accompanying youth on referral interviews, and normal administrative and staff development tasks.

The URSA team also felt that morale was high, and that generally the administration of YSP was directed and productive in the use of resources and ability to maintain cooperative working relationships with the wide range of public and private, law enforcement and youth serving agencies that YSP must relate to in order to be operationally effective.

2.4 Replicability

In assessing YSP's potential for replication in other communities, the URSA team considered six factors:

1. The extent to which need for YSP-type programs exists in other communities;
2. YSP's organizational structure;
3. YSP's location and facilities;
4. YSP's staff;
5. YSP's methods; and
6. Community support and cooperation.

In each case, the URSA team was interested in determining whether other communities might reasonably expect to duplicate the context in which YS) operates and be able to draw upon similar resources or identify effective alternatives. In general, URSA concluded that YSP could

readily be replicated in any urban area where the police and probation departments are willing to cooperate. The specifics leading to this conclusion are discussed below.

2.4.1 Extent of Need

Need can be considered from two perspectives: first, in terms of the prevalence in other communities of populations similar to the population served by YSP; and second, in terms of the need for programs similar to YSP to serve those populations.

Clearly, there are youth similar to those served by YSP in every city in the nation-- that is, youth (both male and female) between 10 and 17 years of age who are apprehended for the commission of status offenses or other minor offenses who are identified as "troubled" by parents, friends, or community institutions. All, or almost all, are charged with nonadjudicable offenses.

Whether there is a similarly widespread need for programs like YSP is, however, more open to question. The most common alternatives to YSP-type programs for youth similar to those served by YSP are:

--"lecture and release" at the point of apprehension;

--"station adjustment" at the police station or by probation officials;

--voluntary probation" where the youth receives services without official status; or

--"administrative supervision" where the youth has the status without receiving services.

In some circumstances, some of these alternatives might well be effective in deterring recidivism or in preventing unnecessary or stigmatizing contact with the juvenile justice system. However, it seems particularly likely that YSP-type programs might be needed to serve

these functions in urban areas where relationships between communities and law enforcement agencies are more formalistic and not based on intimate personal acquaintance and knowledge. In addition, YSP might also be of value in communities.

Where delinquent behavior seems to be associated with conditions amenable to social service oriented approaches:

--where existing service agencies do not have strong outreach capabilities or need the assistance of a "broker" in reaching out to unserved communities; and

--where the various components of the justice system are overburdened with nonadjudicable cases or cases involving other minor offenses.

Finally, the URSA team felt that while the existence of other agencies that serve troubled youth either before or after commission of an offense might partially offset the need for a YSP-type of program, an effective YSP would still be valuable because it provides for a single point of access to a wide variety of agencies and an opportunity to orchestrate the different resources needed by multiproblem youth, and their families. In other words, as with many programs that have been developed to serve low income communities during the past 10 years, YSP helps unsophisticated youth negotiate their way through what is often a bewildering maze of agencies and bureaucratic procedures.

2.4.2 YSP's Organizational Structure and Developmental Strategy

A YSP-type program cannot operate without the active commitment and support of three groups: law enforcement agencies and other component agencies of the criminal justice system that divert and refer youth to YSP:

--the public and private agencies that provide many of the services needed by youth involved in YSP; and

-- the youth who are referred to the program and their families.

Clearly, YSP could not work if police officers and probation officers refuse to refer youth to YSP, if youth serving agencies refused to accept referrals from YSP, or if youth--or their families--refused to participate in YSP. Yet, while they overlap somewhat, the interests of these groups are distinct and different.

The establishment of YSP as an agency within the governmental structure of the city of San Antonio was instrumental in achieving for YSP at least formal legitimacy in the eyes of the law enforcement agencies and juvenile corrections agencies at the city and county level. In addition, however, conscious involvement of police and probation officials in the conceptualization, planning, development, and ongoing review of YSP's performance helped YSP gain recognition and active support from both line staff and policy level administrative and planning staff of those agencies.

YSP utilized a similar strategy in developing cooperative relationships with key public and private agencies. YSP's central administrative leadership developed high level contacts with the major public and private youth serving agencies in San Antonio during YSP's planning phase. Maintenance of these contacts continues to be one of the central functions of YSP's central administrative staff. In addition, staff at the neighborhood level are responsible for maintaining liaison and solid working relationships with agencies at that level.

YSP also uses this operational division between the central administrative staff and staff of the Neighborhood Centers to good advantage in establishing credibility with the youth enrolled in the program, their families, and other residents of the community. The central administrative staff working out of offices located in the downtown area of the city relates to local officialdom, deals with the realities of funding and overall policy setting and negotiates for the program within the network of local politics and governmental operations. The YSP staff at the neighborhood level is thereby "protected" and allowed

to maintain an identity separate from the juvenile justice system in the eyes of the community--and freed to work with youth in a style that they can relate to and feel comfortable with.

In the opinion of the URSA team, YSP's ability to relate to each of its three constituencies effectively, and to provide each group with direct and meaningful benefits without compromising its own values is the basis for the program's survival and success in San Antonio.

In conclusion, the URSA team felt that while agencies other than governmental agencies could serve as the sponsor of a YSP-type program in other cities, it would be essential to develop the same kind of credibility and legitimacy at both the policy setting and the line officer level of law enforcement and juvenile correctional agencies in order to obtain political support and operational commitments.

YSP's strategy of involving key decision makers from the juvenile justice system in the early planning and operational design phases of the programs would seem to be critical in accomplishing this end.

At the same time, a nongovernmental agency--particularly one with an established identity--would need to place less emphasis on separating itself from the juvenile justice system in the eyes of the community.

2.4.3 YSP's Location and Facilities

YSP's administrative offices--which require a limited amount of space are located downtown in the government office building, Hemisfair Plaza. The six Neighborhood Service Centers are located converted dwelling units in public or middle income housing developments--or in two instances--in converted houses. The Neighborhood Service Centers are small. Since most case contacts are made at the homes of the youths in the program, the Neighborhood Centers serve primarily as bases of operation and intake points where police can drop off youth after they are apprehended. The intake worker at the Juvenile Aid Bureau and at BCJPD is provided with desk space only.

Facilities should not, therefore, represent an obstacle to replication in other cities. Administrative offices could be located anywhere although some status and convenience of communication is attached to proximity to other departments of local government, and Neighborhood Service Centers can be housed in any type of building that is "indigenous" to the surrounding area and that are located "where the action is"-- thus converted apartments, houses, or storefronts would all be acceptable possibilities. In the opinion of the URSA team though, Neighborhood Service Centers should be open 24 hours a day for intake since a substantial number of apprehensions are likely to occur during the evening hours in most cities - just as they do in San Antonio. In that case, some space in each Neighborhood Service Center would need to be allocated to provide bed space for a limited number of juveniles who would have to be housed overnight before parental contact could be made.

2.4.4 YSP's Staff

YSP has a small administrative staff located at the JAB/BCJPD to do intake, and at each Neighborhood Service Center, a team consisting of a supervisor, youth workers of both sexes (including a graduate student of social work on field work assignment), and a secretary. The URSA team was extremely impressed with the background, experience, competence, and commitment of YSP's staff at all levels of the program. Most of the staff is bi-lingual in Spanish and English--and conversant in the jargon used by law enforcement officers and social service agencies as well.

The Project Director, a native of San Antonio, previously worked in Youth Recreation under the Department of Human Resources and Services-- the same Department in which YSP is now located. It is a widely held opinion that the Director's extensive contacts, both in the community and in local government, were extremely useful in facilitating cooperative working relationships with the juvenile justice system and youth-serving agencies during YSP's infancy.

The supervisors of each of the three original Neighborhood Centers in the MNA also had immediately relevant experience-- one had been an intake worker at BCJPD, one a BCJPD field probation officer, and the other had been a community worker in the Department of Human Resources and Services. One of them has since become YSP's Assistant Director.

Youth workers are required to have two years of college, and a degree is preferred. Most of YSP's current staff of Youth Workers are relatively young and grew up in the neighborhoods they now serve so that they are familiar with the life styles of the community and are knowledgeable about the kinds of problems youth have in the area. YSP staff are seen by other agencies as "community types who know what the real needs of the neighborhood are." The URSA team felt that they were highly motivated and committed to working with youth in nonauthoritarian relationships and to serving as role models representing an alternative non-criminal lifestyle.

The URSA team concluded that the quality of service provided by YSP is almost entirely a function of the staff's competence and skills and their commitment to the program's youth-related goals. However, the URSA team also concluded that a diligent effort would identify people with similar abilities and motivation in most cities.

2.4.5 YSP's Methods

There are two basic methods YSP Youth Workers employ in working with youth referred to the program. One is short-term counseling directed to the juvenile and, to some extent, lies on her family. As noted above, counseling is conducted within the framework of an individual treatment plan developed after the first interview and is problem-oriented. In addition, YSP Youth Workers are responsible for liaison with other community agencies and organizations in contact with the youths on his or her caseload, and for identifying suitable referral resources and initiating referrals where appropriate.

All of YSP Youth Workers are required to participate in an intensive four to six week training program in which they receive both an

orientation to the operations of the juvenile justice system and an introduction to casework and counseling techniques. On the job training is emphasized during each Youth Workers first three months of service and an ongoing in-service training is provided for all staff.

Similar training could be provided without difficulty in other cities, and YSP's methods could be easily replicated or, even expanded and improved upon in other settings.

2.4.6 Community Support

Support for YSP in the greater San Antonio community is widespread-- the Police Department and BCJPD are outspoken in their support, and youth serving agencies and numerous community-based organizations and ethnic organizations expressed positive opinions about YSP. In addition, media exposure has been extensive and favorable.

At the local neighborhood level, YSP is particularly sensitive to the norms of its clients. The San Antonio YSP is particularly sensitive to the norms of its clients. Each Center reflects the style and culture of the neighborhood it serves. The YSP has stayed clear of moral and value-laden policies that often prevent service agencies from relating effectively with their clientele. Those who have worked with or been served by the YSP have expressed a good measure of satisfaction with the program, but it seems that those who have not had direct contact with the YSP do not know much about it. In the minds of some community residents, the YSP is not clearly enough differentiated from the Police and Probation Departments. Community residents interviewed feel that the YSP could work more closely with neighborhood groups to explain its mission and clearly establish its identity apart from the police. The substantial devotion of time and energy to the creation of justice system and service agency relationships was apparently made at some cost to the YSP-community relationships. The gradual increase in community referrals, the decrease in refusals to work with the YSP, and the relatively low attrition rate (4%), do show increased community support, and the YSP's positive service record to date can be well used in building a more extensive and committed community constituency.

Any problems YSP has encountered in this area were, in the opinion of the URSA team, easily resolvable and should not represent any barrier to replication.

2.5 Accessibility

Institutionalization of YSP as an ongoing agency within the government of the City of San Antonio was an objective that was clearly stated in YSP's first proposal for an HEW/OYD grant. It seems to have achieved this goal. Recently YSP was granted \$150,000 of general revenue sharing funds, and it is located within the Department of City Government charged with providing continuing services aimed at meeting the human resource needs of San Antonio's citizens. Moreover, police and juvenile correctional agencies, the courts, and the other public and private youth-serving agencies all receive direct and attributable benefits from YSP and can be expected to support its continuance.

YSP, in the past, received financial support from a variety of sources. Staff has, therefore, become accustomed to showing YSP to all manner of review groups. Officials from other municipalities planning to develop diversion programs have also toured the project.

The YSP has many facets for a potential replicator to explore. Easily observable activities would include night intake at JAB, release of youngsters by police at neighborhood centers, staff meetings and training sessions. Activities of youth workers (initial interviews with parents, regular case contacts, advocacy of youth at service agencies) would be observable but may themselves be adversely affected by the presence of an additional party.

As important as project operation for a replicator to review would be project development and history. In this regard, YSP staff is pleased to arrange for interviews with project administrators, police and probation officials, and others involved in establishing the YSP and its organizational relationships.

3.0 STRENGTHS AND WEAKNESSES

3.1 Strengths

Most of the features in YSP's program that URSA considers to be strengths have been mentioned in earlier sections of this report. They are:

- 1) YSP has developed strong "political" and functional ties with law enforcement agencies and other components of the juvenile justice system--and, these relationships seem to exist on the line and operational staff level as well as on the administrative level.
- 2) YSP's staff is excited about the program, committed to their work and competent. Moreover, they are indigenous to the communities they serve and are bi-lingual in most cases.
- 3) YSP "protects" minor offenders by diverting them from the juvenile justice system, and yet at the same time provides them with access to services that might enable them to resist entering a cycle of delinquency and criminality.
- 4) YSP locates "treatment" at the community level.
- 5) YSP uses existing community resources and youth-serving agencies and resists the impulse to duplicate services.
- 6) YSP has a substantial effect on freeing up those resources of the BCJPD that were formerly devoted to dealing with non-adjudicable cases.

3.2 Weaknesses

Again, URSA has indicated what some of YSP's current weaknesses seem to be in earlier sections of this report. They are:

- 1) YSP is still not widely enough known in the local communities it serves--particularly in those areas that are low income. The major negative effect of this lack of widespread knowledge about YSP is the relatively low number of referrals originating in the community and the low proportion of

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"troubled youth" in the program who have entered YSP without being in contact first with law enforcement of juvenile justice agencies.

- 2) YSP does not have a formal system for obtaining community inputs to the program or for providing feedback on effectiveness. Local neighborhood advisory groups with representation from the grassroots as well as from significant community, ethnic, or special interest organizations might be useful in increasing YSP's support at the neighborhood level, disseminating knowledge of the program more broadly, and in providing recommendations aimed at increasing operational effectiveness. Some of the staff at YSP's Neighborhood Centers and the BREC evaluators concurred strongly with this view.
- 3) In comparison with other agencies, YSP had good data on the youth served and good storage and retrieval practices. However, incompatibility with other agencies' practices made it impossible to develop valid comparisons related to measures of effectiveness.
- 4) The utilization of intake workers at JAB and at BCJPD to accept youth apprehended outside of their neighborhoods, at night, or on weekends, seemed to be a definite weakness since it exposed these youth--who comprised more than half of YSP's total intake --to at least some of those influences thought to be stigmatizing and nonsympathetic.

3.3 General Comments

Since data was not available and since YSP's effects are not clear and dramatic, it is difficult to determine--in objective terms--whether YSP is "necessary" or better than the old system of lecture and release. The Police and BCJPD feel that it is--both agencies feel that "something is being done" for the youths referred to YSP and that virtually nothing was done for the nonadjudicable youth who was apprehended in the past. Youth enrolled in the program had positive views of YSP, and the BREC evaluation concluded that YSP seemed to work in reducing delinquency despite its failure to have any great effect on self-image or to prevent stigmatization on the scales BREC used.

The URSA team was also generally favorable about YSP--particularly the staff--and felt that YSP was a good diversion model for San Antonio. The URSA team did not feel that the YSP model would necessarily be the best diversion model for other cities. Finally, the URSA team felt that, if YSP is replicated elsewhere, one objective of the program should be to serve youth apprehended for more serious offenses--minor adjudicable offenses and some felonies--as well as status offenses and other nonadjudicable offenses.

4.0 RECOMMENDED DOCUMENTATION

In the event that the Exemplary Projects Advisory Board decides to proceed with the documentation of YSP, the following materials might be appropriate:

- 1) The manual contemplated in URSA's proposal to NILECJ. In this instance, the manual might productively include:
 - criteria for assessing the appropriateness of the YSP model for other communities;
 - a descriptive overview of YSP's organization and operations;
 - a discussion of YSP's accomplishments;
 - a discussion of organizational options including alternative locations with local city or county government and options regarding nongovernmental sponsorship;
 - a discussion of programmatic options that address current weaknesses in YSP's design or operations or that supplement and extend the program's capabilities;
 - an evaluation schema;
 - "how to do it" section covering interagency agreements, operating procedures, use of forms, program content, staff selection, training and utilization, etc.
- 2) Illustrated promotional brochure based on the manual;
- 3) A set of color slides describing YSP's organization and operations, and a script or narrated script on a taped cassette.

END