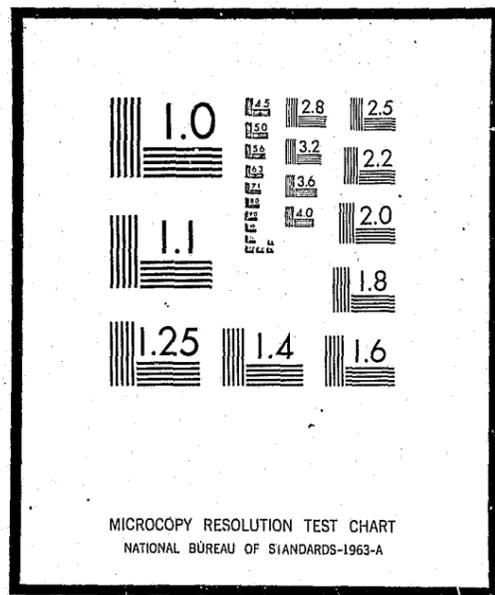


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EVALUATION OF SEVEN  
YOUTH SERVICE BUREAUS  
IN THE TWIN CITIES REGION

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May 1974

A Report Submitted  
to the  
Governor's Commission On  
Crime Prevention And Control

Conducted under the auspices of the:  
Minnesota Center for Sociological Research  
Prof. Brian C. Aldrich, Director

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The Youth Service Bureau Directors -- sometimes referred to as coordinators -- have been very helpful in providing information and assistance for the duration of the project. These individuals and the Youth Service Bureaus they were associated with, are listed on the next page. Our thanks to them and the counselors, both staff and volunteer.

The greatest debt is to the juveniles and adults that contributed to the project -- both at the Youth Service Bureaus and during the interviews. It is hoped that they, in some small way, may benefit from the results of this research.

Youth Service Bureaus  
Included in the Research Project

<p>Dayton's Bluff "Group"</p> <p>Dayton's Bluff Multi-Service Center 909 East 7th Street St. Paul, Mn. 55106 Ms. Judy Gordon, Director</p> <p>Face-to-Face Crisis Intervention Center 882 East Minnehaha St. Paul, Mn. 55106 Ms. Kathy Kegan, Director</p> <p>Urban Youth Referral 1215 Arcade St. Paul, Mn. 55106 Mr. Tom Oswald, Director</p>	<p>Northside Minneapolis Youth Services Bureau 1404 West Broadway Minneapolis, Mn. 55411 Mr. Lee Taylor, Director (Fall 1972 to June 1973) Mr. Robert E. Moore, Director (June 1973 to October 1973) Mr. John E. Martinson, Director (October 1973 to present)</p> <p>Relate, Inc. Grace Lutheran Church 18360 Minnetonka Blvd. Deephaven, Mn. 55391 Rev. Roger Paine, Director</p>
<p>Give and Take Help Center 17 Excelsior Avenue West Hopkins, Mn. 55434 (After September 1972)</p> <p>5708 West 36th Street St. Louis Park, Mn. 55416 (Before October 1972)</p> <p>Rev. William Shook, Director (up to Fall 1971) Mr. Jerry Winters, Director (Fall 1971 to Spring 1973) Mr. David Bailey, Director (Spring 1973 to present)</p>	<p>The Storefront 6459 Lyndale Avenue South Richfield, Mn. 55423 Mr. John Curran, Director</p> <p>White Bear Lake Youth Resources Bureau 617 4th Street White Bear Lake, Mn. 55110 Mr. Jon Penton, Director</p>
<p>Minneapolis Model Cities Youth Services Bureau 1009 East Franklin Avenue Minneapolis, Mn. 55404 Mr. Ron Bell, Director</p>	

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## Chapter A

### INTRODUCTION

This document describes a 2-1/2 year research project designed to answer two questions:

- 1) Do Youth Service Bureaus, as a new type of community agency, have an effect on the communities they serve?
- 2) If Youth Service Bureaus have an effect on the communities they serve, what features of their situation or activity account for this effect?

This introductory chapter will a) discuss some of the original ideas about Youth Service Bureaus and their relationship to the criminal justice system; b) offer the conceptualization of the Youth Service Bureaus that was created to facilitate the development of a systematic, empirical research design; c) summarize the data collection procedures utilized in the project; d) cover a discussion of the strategies to be used to answer the above questions; and e) provide an overview of the organization and contents of this report.

#### Original Idea of a Youth Service Bureau

The first mention of Youth Service Bureaus apparently occurred in the Report of the President's Commission of Law Enforcement and Administration of Justice: The Challenge of Crime in a Free Society. The Commission suggested that major changes be made in the way that youthful offenders were "handled" in the existing Juvenile Justice System and proposed a major reorganization -- with Youth Service Bureaus playing a major, if not the major, role in the "ideal" system (see Figure 1, reproduced from the report). They suggested that (p. 83):

Proposed Juvenile Justice System

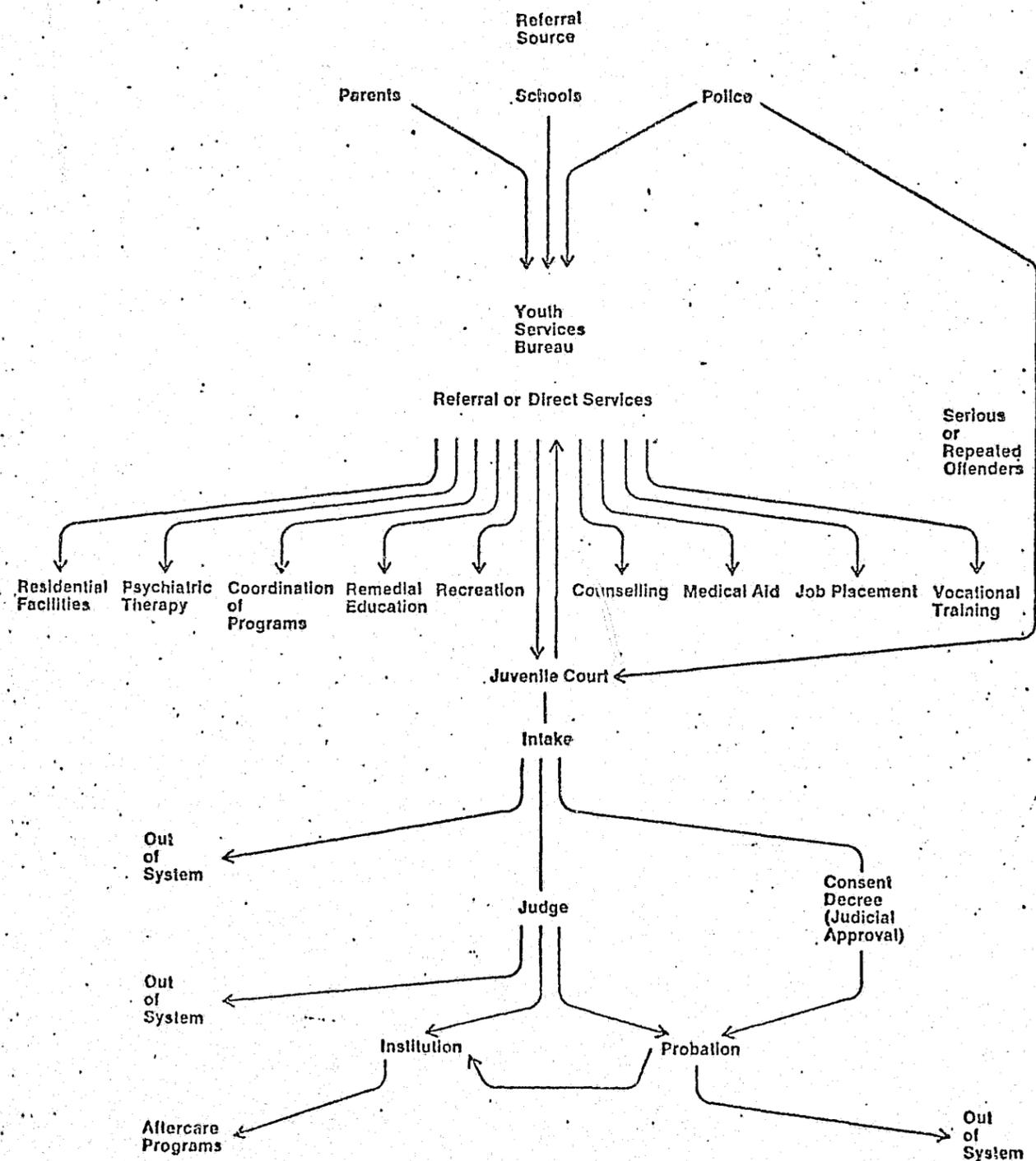


Figure A-1

Taken from: President's Commission on Law Enforcement and Administration of Justice: The Challenge of Crime in a Free Society, U. S. Government Printing Office, 1967, Pg. 89.

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

The Commission then briefly summarized how they envisioned the operation of Youth Service Bureaus (p. 83):

These agencies would act as central coordinators of all community services for young people and would also provide services lacking in the community or neighborhood, especially ones designed for less seriously delinquent juveniles.

Despite the many references to Youth Service Bureaus, discussions of how they will function within an "ideal" criminal justice system, the desire to provide an informal alternative to the present criminal justice system for handling juveniles, and the strong recommendation that Youth Service Bureaus be established, descriptions of the actual organization and day-to-day activities of Youth Service Bureaus are not included in the Challenge of Crime in a Free Society.

One solution has been to describe Youth Service Bureaus as essentially coordinating activities, such as presented in The Youth Service Bureau (Norman, 1972). Norman suggests that (pp. 12-13):

The three interrelated functions of a Youth Service Bureau are as follows:

1. Service Brokerage. The Youth Service Bureau bridges the gap between available services and youth in need of them by referral and follow-up.

2. Resource Development. The Youth Service Bureau works with citizens (to develop resources) where they are lacking.
3. Systems Modification. ... the Youth Service Bureau seeks to modify, in established institutions, those attitudes and practices that discriminate against troublesome children and youth and thereby contribute to their antisocial behavior.

A similar statement was adopted by the California Legislature in the "Youth Service Bureau Act" (Described in Appendix A of Duxbury, 1972):

It is the intent of this act to explore the use of a program which would allow local delinquency prevention services and resources to operate within a single facility and organizational structure as a means to a) provide needed co-ordination of efforts, and

- b) reduce the incidence of delinquency in selected project areas.

It should be mentioned that this statement combines two rather different types of ideas, the first refers to the activity of the Youth Service Bureau -- coordination of efforts, while the second -- reduction of delinquency -- refers to the desired effect of the Youth Service Bureau on the community.

While other articles (such as "Youth Service Bureaus: A Concept in Search of Definition", Rosenheim, 1969) reflect the ambiguity created by the discussion of Youth Service Bureaus in The Challenge of Crime, the problem has been resolved in the Twin Cities Region by defining three specific purposes for Youth Service Bureaus:

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

-- To develop locally innovative techniques of delinquency prevention. Of these, the first, emphasized in the Report of the President's Commission, has received the most attention in discussions of Youth Service Bureaus and their evaluation. However, the "goals" of Youth Service Bureaus may be defined in other ways.

#### Definition of the Goals of Youth Service Bureaus in the Research Project

With respect to the development of a research project designed to evaluate Youth Service Bureaus, there are only two problems with defining the goals of Youth Service Bureaus as diversion from the criminal justice system, coordinating existing services, and development of locally innovative techniques of delinquency prevention. First, it is almost impossible to develop useful and efficient empirical measures of these activities and, second, it is not clear that these goals capture the most significant impact that is desired of Youth Service Bureaus.

Since The Challenge of Crime in a Free Society gives primary emphasis to the following objective (President's Commission, 1967, p. vi): "First, society must seek to prevent crime before it happens ..." It would seem reasonable to define the desired effects of the Youth Service Bureau as:

- 1) Reduction in the amount of criminal or delinquent activity attributed to juveniles.
- 2) Reduction in the tendency for juveniles to become adult offenders.

One way to consider research designs is in terms of independent and dependent variables -- one factor or variable is considered to vary on its own (or to be independent) and affect other factors or variables (that are dependent upon the independent variable).. In terms of this research project,

the establishment of a Youth Service Bureau in a community is considered to be the major independent variable and the major dependent variables are those defined above; 1) reduction of juvenile delinquency, and 2) reduction of the tendency for juveniles to become adult offenders.

However, the way in which the establishment of a Youth Service Bureau affects these factors is not specified by the identification of independent and dependent variables. Furthermore, there are a number of other factors, which may be considered "independent" in the sense that they affect the dependent variables chosen for this project either directly or indirectly, by affecting the processes that relate the establishment of a Youth Service Bureau to the dependent variables. For the purpose of this discussion, these factors -- including the characteristics of the clients in the community, characteristics of the Youth Service Bureaus and their operation, and characteristics of the community itself -- are referred to as "independent" variables, the quotation marks used to signify the fact that they are not the major independent variables, but the term independent used to make it clear that they may have an effect on the dependent variables.

In a similar fashion, there are a number of features of the community that may change as a result of the establishment of a Youth Service Bureau and may, in turn, have an effect on the major dependent variables. In fact, changes in these factors may be a necessary precondition to the changes in the major dependent variables. These factors -- reaction of potential and actual clients to the agency and referral of juveniles to the Youth Service Bureau by the police -- are referred to as "dependent" variables in the design. The word dependent is used to describe these variables because they are affected by the Youth Service Bureau and the quotation marks are used to signify that they are not the major factors that the Bureaus are expected to affect.

The overall organization of this conceptualization is presented in Figure A-2. The various characteristics of each major type of variable or factor is listed below the general heading. It should be mentioned that the diversion of youth from the criminal justice system, considered by many to be of paramount importance, is incorporated in this scheme, but as a "dependent" variable rather than the dependent variable.

In adopting the dependent variables, two factors were considered: a) is the variable related to some positive influence of the action program, and b) is there some way to reliably measure this factor -- collect data. Given these criteria, two of the "official goals" for Youth Service Bureaus were not implicitly included in the research design. While the "coordination of community services" may be a desirable goal, data related to this characteristic of community services would be very expensive to collect. The lack of time to conduct "before" measures and the scarcity of resources to study "control" communities implied that the purpose of the project would be better served if other measures were emphasized.

The other "official goal" that is not incorporated in this design is the "development of locally innovative techniques of delinquency prevention." While all Youth Service Bureaus have enough flexibility to develop unique or special programs, to determine whether or not they were innovative is a hopeless task. Therefore, project resources were concentrated on measurement of other factors, such as the actual levels of delinquency in a community, which locally innovative techniques might influence.

The next section of this chapter will summarize the data collection procedures incorporated into the project and the way in which various measures of the "independent", "dependent", and dependent variables will be

CONCEPTUALIZATION OF VARIABLES FOR THE YSB EVALUATION PROJECT

INDEPENDENT VARIABLE	INTERVENING VARIABLES		DEPENDENT VARIABLES
	"Independent"	"Dependent"	
A Youth Service Bureau is established in a community.	<ol style="list-style-type: none"> <li>1) Characteristics of Clients                             <ol style="list-style-type: none"> <li>a) Age, Sex, etc.</li> <li>b) Types of problems</li> </ol> </li> <li>2) Characteristics of Youth Service Bureaus                             <ol style="list-style-type: none"> <li>a) Types of counseling or assistance</li> <li>b) Characteristics of staff (number, type, etc.)</li> <li>c) "Philosophy" of Operation</li> <li>d) Organizational Structure</li> <li>e) Relationships with other community agencies (i.e. police, welfare, court services, etc.)</li> </ol> </li> <li>3) Characteristics of Community                             <ol style="list-style-type: none"> <li>a) "Socio-Economic Status"</li> <li>b) Land use (i.e. residential, apartments, commercial)</li> <li>c) Employment Opportunities for Youth</li> <li>d) Levels of Crime and Delinquency</li> <li>e) Problems of youth in the community</li> </ol> </li> </ol>	<ol style="list-style-type: none"> <li>1) Related to Clients                             <ol style="list-style-type: none"> <li>a) Type of assistance given at Youth Service Bureaus</li> <li>b) Satisfaction with assistance</li> </ol> </li> <li>2) Relationship of YSB to Potential Clients                             <ol style="list-style-type: none"> <li>a) Perception of Bureau as a source of assistance</li> </ol> </li> <li>3) Diversion from existing criminal justice system                             <ol style="list-style-type: none"> <li>a) Referrals from the police</li> <li>b) Change in referrals to juvenile court</li> </ol> </li> </ol>	<ol style="list-style-type: none"> <li>1) Amount of criminal or delinquent activity attributed to juveniles is reduced.</li> <li>2) Tendency for juveniles to become adult offenders is reduced.</li> </ol>

Figure A-2 Organization of Variables Related to the Effectiveness of Youth Service Bureaus

A-6-a

collected. Following that discussion, the strategies envisioned for answering the questions -- "Are the Youth Service Bureaus effective?" and "How are they effective?" -- will be covered.

#### Data Collection Procedures

There are six major types of data collection procedures involved in this project. This section will provide a brief description of these procedures, followed by a discussion of their relationship to the variables involved in the conceptualization.

Client Description Forms have been utilized by the Youth Service Bureaus involved in the study since May, 1971. These forms consist of a single page (with one copy) and a "post card" attached to the page (see Appendix I). Both the form and the "post card" share the same identification number. The form is to be completed by the Youth Service Bureau counselor that deals with the client and the "post card" is to be completed by the client. The form contains information on the characteristics of the client, the nature of the problem, the source of referral (i.e. police, parents, schools, self, etc.), and the assistance provided for the client. The original is returned to the research project and the copy is retained by the Youth Service Bureau.

The "post card" is a two-part item; one part contains a description of the project and the other is a stamped post-card. Counselors are asked to hand this two-part card to the clients when they have completed their "treatment" of the young person's problem. The young person is asked to participate in the project and volunteer for a "follow-up interview" by putting their name and address on the stamped post card and putting it in the mail. In order to convince the client and the counselors that the anonymity of the client and their problems will be protected, the post card goes

to a post office box in Canada -- out of the reach of U.S. court systems -- while the anonymous form goes to the project office.

These descriptions of the clients are used to gather basic data about the nature of the clients that are served by Youth Service Bureaus, how they were guided to the Youth Service Bureau (i.e. self referral, police referral, etc.), what types of problems they bring to Youth Service Bureaus, what type of assistance the Youth Service Bureaus provide, what types of individuals work at the Youth Service Bureaus and in what capacity (i.e. paid versus volunteer counselors), etc. In addition, the post cards are critical for a useful measure of Youth Service effectiveness -- the follow-up interviews with the clients. Without the cooperation of the Youth Service Bureau counselors and the clients in returning the completed post-cards, the most direct measure of impact -- reports of ex-clients -- is lost.

Structured Interviews with Youth Service Bureau Coordinators are conducted to determine some of the broader background material on the Bureaus. While a general set of areas is covered in these interviews, variation among Youth Service Bureaus suggested that the interviews be as free and open as possible, rather than have a well defined predetermined schedule to follow.

These interviews are used to gather information, from the perspective of those operating the Youth Service Bureaus, on the Bureau's philosophy of operation, the organizational structure, type of counseling offered, and the type of relationships they are attempting to develop with other agencies in the community.

Juvenile Court Data for the communities around the Youth Service Bureaus has been obtained from Hennepin county. This information consists of summaries of the number of cases handled by the juvenile court, including the residence of the juvenile, source of referral, type of "crime", and the disposition of

the case. The Juvenile Court Data was preferred over records of police referrals to Juvenile Court because it was assumed that it would be easier to work with one juvenile court record keeping system than with a multitude of police departments.

This information is used to estimate the rate at which juveniles are referred to juvenile court from the community served by the Youth Service Bureaus.

Analysis of the 1970 U.S. Census Data is done to provide a variety of background information on the communities served by the Youth Service Bureaus -- such as the characteristics of the population (e.g. age, sex, ethnic composition, etc.) and the communities (e.g. types of structures, percentage of renters versus homeowners, etc.). Fortunately, the project was initiated in 1971, immediately after the data from the 1970 U.S. census became available.

Area Surveys involve interviews with both young people and adults in various communities around Youth Service Bureaus. Young people are questioned on their opinions toward various community agencies, how they would -- and have -- solved various personal problems (i.e. drug problems, problems with parents, etc.), and to what extent they have been the victim of different types of "crimes". Adults are asked about their opinions on the community and experiences of victimization. The interview schedule is presented in Appendix II.

While expensive, these surveys provide important measures of a variety of factors related to Youth Service Bureaus. Such as information related to the "setting" in which the bureaus operate, the type of problems experienced by young people in the community, and what kinds of agencies or sources of help young people seek for these problems. They also provide a measure of the most important dependent variable -- estimates of victimization attributed to young people -- that is independent of the official police-FBI statistics.

Follow-up Interviews (identical to the interviews conducted with young people selected at random from the communities around the Youth Service Bureaus) are conducted with a random sample of the clients that sent in the post-card attached to the client description form after visiting agencies in two communities. The procedure for contacting these clients is carefully designed so that no one's parents, spouse, roommate, etc. will be able to determine why the individual was selected for the interview. This prevents the client from being embarrassed if confronted with the knowledge that they might have visited a Youth Service Bureau for assistance.

The follow-up interviews are important in providing information from individuals that have had direct contact with the Youth Service Bureaus -- where they can report the type of treatment they received, whether or not it helped with their problem, if they would return for help with other problems, and -- if they have had experience with other agencies -- how the Youth Service Bureau compares to other sources of assistance.

The timing of the data collection activities can be summarized as follows:

- Client Description Forms - Data collected continuously at each Youth Service Bureau by counselors.
- Juvenile Court Data - Data collected for all relevant areas for 1971, 1972, 1973 for Hennepin County Juvenile Court.
- Structured Interviews with Youth Service Bureau Coordinators - September, 1972 through May, 1973.
- Analysis of Census Data - The 1970 census data analyzed once for all areas.

- Area Surveys - Conducted once around each Youth Service Bureau, Fall of 1971 or mid-year of 1972.
- Follow-up Interviews - Conducted in Summer and Fall of 1973 with clients that have visited Youth Service Bureaus in Richfield, White Bear Lake, or Dayton's Bluff (St. Paul).

The relationship of the surveys and the collection of client description forms to the establishment of the Youth Service Bureaus is presented in Figure A-3.

#### Data Analysis Related to the Major Question

This research project was originally designed to provide an estimate of the degree to which Youth Service Bureaus affected victimization in the communities served, especially that attributed to juveniles, and the degree to which the referral of youth to Juvenile Court was affected by the establishment of these agencies. For several reasons, the expense of the surveys and the disorganization of the Youth Service Bureaus, the project was terminated early and the "after" surveys were not conducted. As a result, the analysis of the data focuses on the potential effect of the Youth Service Bureaus, comparing estimates of the important variables, crime and diversion from the "official" criminal justice system, with measures of the activities of the Youth Service Bureaus.

Differences in these patterns are so dramatic, most are an order of magnitude apart, that it is clear that Youth Service Bureaus will have little or no effect on the problem. Fortunately, the analysis does provide for some clear recommendations regarding the conditions under which Youth Service

Year	Qtr	Project Activities	YOUTH SERVICE BUREAUS						
			Relate	Give & Take	White Bear Lake	Dayton's Bluff Group	Model Cty (Mpls.)	Northeast Mpls.	Richfield, Mn.
1969	Wtr								
	Spr								
	Sum								
	Fal								
1970	Wtr								
	Spr		Open						
	Sum								
	Fal		Open	Open					
1971	Wtr								
	Spr			*					
	Sum	Client Desc. Form Developed & Implemented							
	Fal	Model City Survey					1st Srvy		
1972	Wtr								
	Spr	Client Desc. Form Revised			Open		Open		
	Sum	"Before" Surveys	1st Srvy	1st Srvy	1st Srvy	1st Srvy.			
	Fal	"Before" Surveys		Moved				1st Srvy Open	1st Srvy Open
1973	Wtr								
	Spr						Closed		
	Sum	Follow-up Interviews Termination of All Data Collection		X	X				X
	Fal								
1974	Wtr	Final Report Completed							

\* Coordinator hired and started work.

Figure A-3 Relationship Between Data Collection Activities and Operation of Youth Service Bureaus

A-11-a

Bureaus may be expected to provide important contributions, although more modest than those set forth by the President's Commission in The Challenge of Crime in a Free Society.

#### Organization of the Report

The report is organized around the variables chosen for analysis. Chapter B describes the communities served by Youth Service Bureaus, not only in terms of general characteristics measured in the 1970 Census, but in terms of rates of victimization and offenses attributed to juveniles, based on the area surveys. Chapter C describes the "typical" youth in these communities, their problems and their lives. Chapter D describes the clients served by Youth Service Bureaus and compares them to the "typical" youth. Chapter E describes the operational characteristics of the Youth Service Bureaus, based on information provided in the client description forms and structured interviews with Youth Service Bureau coordinators/directors. Chapter F describes the reactions of youth that had visited Youth Service Bureaus, and compares their evaluations of the assistance provided by Youth Service Bureaus with that provided by other agencies. Chapter G discusses the rates of referral of juveniles to the "official" criminal justice system from communities served by five Youth Service Bureaus in Hennepin County, providing an estimate of the potential effect of the Youth Service Bureaus on such referrals. Chapter H, the conclusion, provides a summary of the major patterns developed in the data analysis and suggests the conditions under which Youth Service Bureaus might have some positive effects on the crime problem.

## Chapter B

### Characteristics of Communities Served

This chapter is designed to provide background material on the nature of the communities served by the Youth Service Bureaus and the extent to which incidents of victimization, and particularly those attributed to young people, exist in the seven communities and perhaps, can be affected by a prevention program, such as a Youth Service Bureau. The chapter is divided into four sections, the first describes the way in which "communities served" were defined for the study, the second discusses the general characteristics of the seven communities, the third summarizes the results of large surveys of two communities -- comparing the rates of victimization in these two communities, and the last section examines the rates of victimization reported by residents of all seven communities and considers these, and those responsible for the incidents, in relation to various community characteristics.

### Definition of Communities Served by Youth Service Bureaus

Three activities in the project -- estimating the impact of Youth Service Bureaus on a community, determining the nature of potential clients for the Youth Service Bureaus, and examination of features of the "host" community that might be related to the effectiveness of a particular Youth Service Bureau; require a definition of the "community served" by a Youth Service Bureau. This section will describe the two strategies used to define such communities and the actual communities defined for each of the seven Youth Service Bureaus involved in the project.

Two different procedures were used to define "communities" served by the Youth Service Bureaus. Two Youth Service Bureaus were designed to affect politically bounded area -- Minneapolis Model City and Richfield, Mn. As additional funds were provided from another source to augment the surveys of these two politically bounded areas (providing a substantially larger number of respondents in the surveys of these two areas), they were considered to be the "community" served by their respective Youth Service Bureaus -- Minneapolis Model City Youth Service Bureau and The Storefront in Richfield.

The reasons for adopting the second procedure for defining the "community" served by a Youth Service Bureau were more subtle. From the data collected from Youth Service Bureaus in the Twin Cities Region before the area surveys were conducted and from data reported on nine Youth

Service Bureaus in California (Duxbury, 1971), it was clear that a majority of clients served by Youth Service Bureaus were self-motivated "drop-ins," i.e. not referred to the Youth Service Bureau by other agencies or officials in a given community. When this pattern was considered in relation to the tendency of many Youth Service Bureaus to provide "anonymous and confidential" assistance to all young people, i.e. they do not always keep accurate data on the names and addresses of the clients, it did not seem appropriate to assume that the effect of many Youth Service Bureaus would be confined to a well defined political unit. In fact, several of the Youth Service Bureaus in the Twin Cities Region were designed to have an impact on "communities" that included adjacent political units, such as the Deephaven-Minnetonka-Wayzata area or the Edina-Hopkins-St. Louis Park area.

The alternative was to assume that the Youth Service Bureaus would provide assistance and services to all residents within a "reasonable" distance from the Youth Service Bureau. In effect, this defined the "community served" as a circle with the center at the Youth Service Bureau. The only problem that remained was to define the radius of the circle that would encompass the "community served."

The definition of this circle could be done in two ways, using either physical distance (e.g. X-miles) or the number of individuals encompassed by the "community" (e.g. the Y individuals closest to the Youth Service Bureau). Because of the variation in the population density around Youth Service Bureaus, the community was defined by

combining these two criteria, distance and population served. As a technical procedure, this was done by identifying the number of youth (18 or under) for each block (as defined by the census bureau for the 1970 census) at varying distances from the physical location of the Youth Service Bureau at the beginning of the study. (One Youth Service Bureau, Give and Take, moved from St. Louis Park to Hopkins during the study.) The result of this exercise is presented in Figure B-1, which represents the cumulative number of potential clients at varying distances from five of the Youth Service Bureaus.

Thus, the "radial community" was defined as the circle, with the center at the Youth Service Bureau, that encompassed approximately 28,000 potential clients (18 or under) or with a radius of approximately four miles, whichever was the smaller circle. Using this standard, two of the "radial communities" in the areas with low population densities (Deephaven-Minnetonka-Wayzata and White Bear Lake) were limited to the four mile radius (3.6 miles for Deephaven-Minnetonka-Wayzata to avoid including the first-ring suburban areas west of Minneapolis) and served by Youth Service Bureaus in urban areas (Dayton's Bluff in St. Paul, North Minneapolis, and Edina-Hopkins-St. Louis Park) were defined in terms of the 28,000 young people limit.

The seven "communities" served by Youth Service Bureaus, as defined by these two procedures, are presented in Figure B-2. This map outlines the two major counties in the Twin Cities Region and indicates the physical

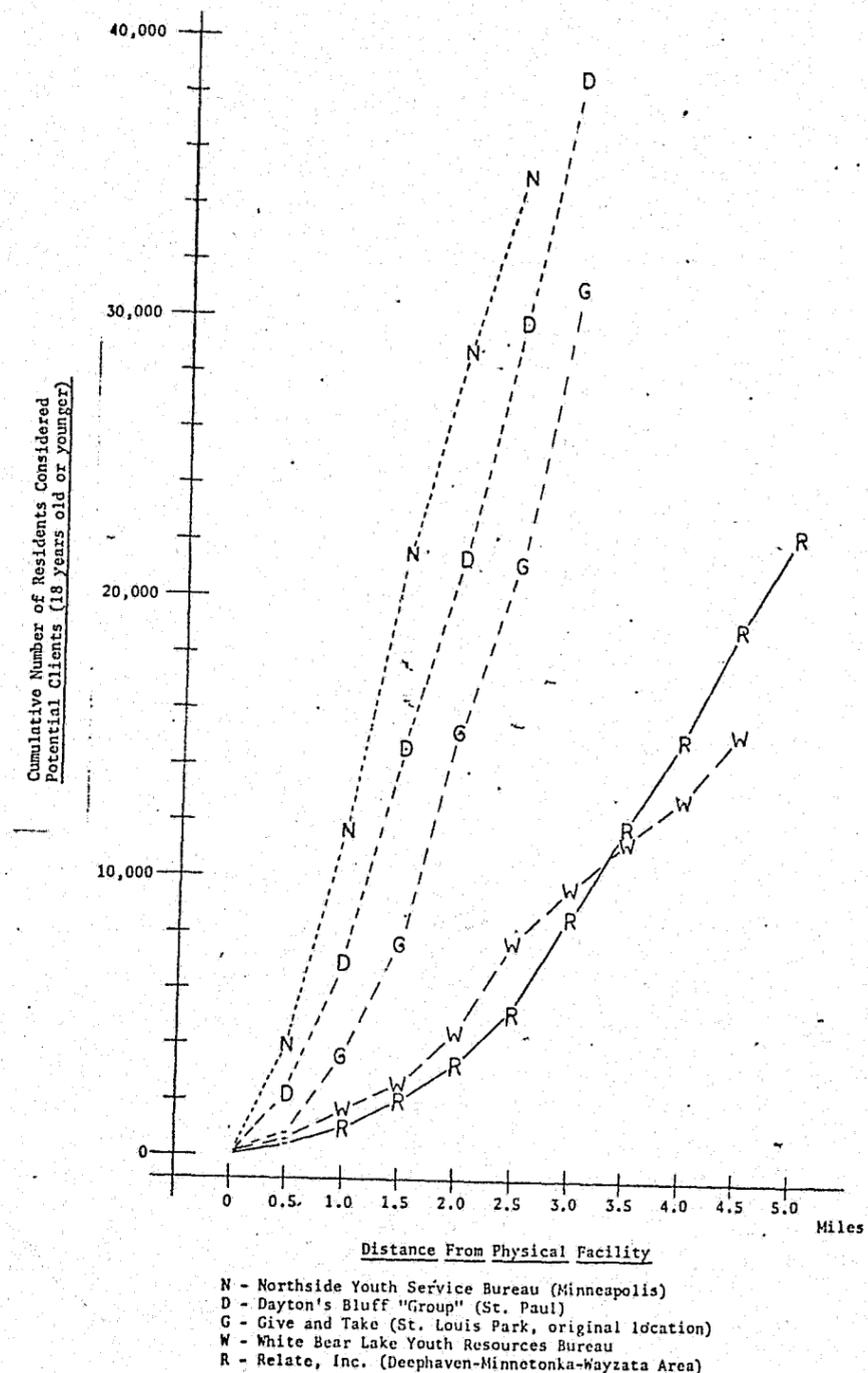
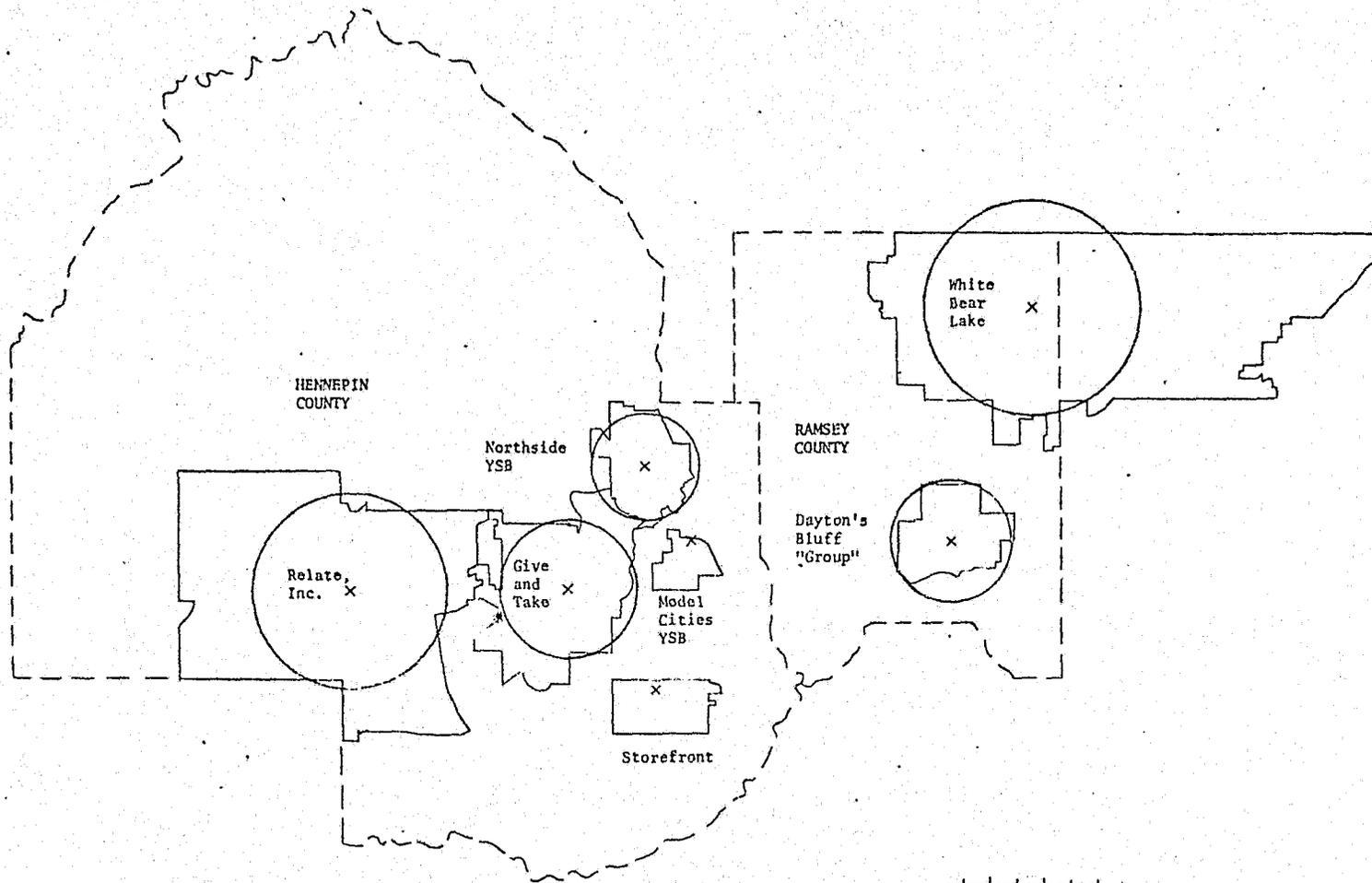


Figure B-1 Number of Potential Clients as Related to Distance from the Physical Location of the Youth Service Bureau



**LEGEND**

-----	County Boundries
Dotted lines	Includes census tracts selected
Irregular areas encompassed	as representative of community
by solid lines	served by Youth Service Bureau
Circles	Areas included in the surveys of
	the communities served. (Where
	circle is absent, survey
	completed within the irregular
	area.)
Crosses	Location of Youth Service Bureaus
	at the time the surveys were
	planned.
Asterisk	New location of Give and Take,
	moved after survey completed.

**Figure B-2** Map of Twin Cities Region  
 Indicating Location of Youth  
 Service Bureaus and Definition  
 of Communities Served by  
 Youth Service Bureaus

location of the Youth Service Bureaus with crosses.. The five "radial communities" are indicated by circles, and the two "politically defined communities" by the lack of a circle. The irregular boundaries around the crosses indicate the boundaries of the census tracts considered to include the "community." Characteristics of the communities based on 1970 census data are aggregated for the census tracts included within these boundaries. Surveys were conducted within the seven communities, within the circles, where they exist, or within the political boundaries of the remaining two communities. Some of the large areas around Relate, Inc. and the White Bear Lake Youth Service Bureau are included because they have a relatively small population that lives within the circle, although the geographic boundaries of the census tract extend beyond the circle.

In the remainder of this report, the phrase "community" will refer to the areas indicated in Figure B-2. In most cases, there should be little or no confusion, as the nature of the definition used to define the community will be mentioned whenever it appears relevant to the issue under discussion.

## Characteristics of the Communities: Census Data Analysis

A description of the seven communities served by Youth Service Bureaus, based on data collected during the 1970 census, is presented in this section. Comparisons are presented in the next three tables and are divided into the following categories:

Age, Sex, Ethnic characteristics of the Population	Table B-1
Educational Characteristics of the Population	Table B-1
Occupational Characteristics of the Population	Table B-2
Income Characteristics of the Population	Table B-2
Mobility of the Population	Table B-3
Housing Characteristics in the Community	Table B-3
Land Use Densities in the Community	Table B-3

This analysis would suggest that these seven communities can be classified into three, or perhaps four (if Minneapolis Model City is considered a separate case) "types," depending upon the distance from the community to the center of the urban area. They will be referred to as "central city," "first-ring suburbs," and "second-ring suburbs."

In terms of the age and sex distribution of residents of these communities, there is a reduction in the percentage of older (over 59 years old) individuals in the first and second ring suburbs. This is also reflected in a larger proportion of male residents in the suburban communities -- so men are a majority of populations over 59. Two of the communities served by Youth Service Bureaus (Minneapolis Model Cities and the Northside of Minneapolis) include the areas where the majority of Negroes in the Twin

	Model City YSB (Mpls.)	Northside YSB (Mpls.)	Dayton's Bluff (St. Paul)	Glve-&-Take (St. Louis Park)	Store-front (Richfield)	Relate, Inc. (Wayzata)	White Bear Lake YSB
<b>Community Served Defined By:</b>							
Circle (Radius in Miles)		2.0	2.2	2.6		3.6	4.0
Political Boundaries	X				X		
<b>Population Characteristics</b>							
Total Population	54,308	79,770	69,638	116,430	47,231	59,337	51,036
Total 21 and Under	19,309	32,185	28,755	44,092	19,698	27,341	25,655
<b>Age Distribution (Percentage)</b>							
Under 10	15%	19%	19%	16%	18%	21%	25%
10-13	5	8	8	8	8	10	11
14-15	2	4	3	4	4	5	5
16-18	4	5	6	6	6	6	6
19-21	9	5	6	4	6	3	3
22-29	17	11	13	13	16	9	11
30-44	12	13	13	16	17	21	20
45-59	13	15	15	18	17	15	13
Over 59	23	20	18	16	9	9	6
<b>Sex Distribution (% Female)</b>							
Ethnic Background	56%	53%	53%	53%	52%	50%	50%
White	88%	87%	98%	99%	99%	99%	99%
Negro-American	7	11	1	*	*	*	*
American-Indian	4	2	1	*	*	*	*
Other	1	*	*	*	*	*	*
<b>Educational Characteristics</b>							
<b>Adult Education</b>							
Percentage of All Adults (25 and over) with:							
No Years of School	1%	1%	1%	1%	**	**	**
Elementary 1-7	12	12	11	3	3	2	3
Elementary 8	20	19	20	8	8	8	9
High School 1-3	20	23	19	11	11	10	12
High School Grad.	30	32	36	35	39	34	41
College 1-3	10	8	8	20	19	20	14
College Grad.	4	3	3	14	12	17	11
Grad. Work	3	2	2	9	7	9	8
<b>School Enrollment</b>							
Percentage of Age Attending School:							
7-13	97%	97%	99%	99%	97%	98%	99%
14-15	100	93	95	99	100	100	100
16-17	81	87	87	98	97	92	98
18-19	34	46	45	64	60	69	56
20-21	25	20	19	38	24	34	34
22-24	15	11	10	16	13	13	10
<b>Status of Persons 16-21 Not in School</b>							
Number of Persons 16-21	4,601	3,905	4,209	3,922	2,286	1,362	1,431
% Not in School	64%	49%	52%	34%	41%	25%	29%
<b>Status of Those Not in School</b>							
% Employed	76%	65%	73%	77%	85%	73%	71%
% Not Employed	24	35	27	23	17	27	29

\* Indicates less than 0.6%.

Table B-1 Population and Educational Characteristics of Communities Served by Youth Service Bureaus

	Model City YSB (Mpls.)	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Give-&-Take (St. Louis Park)	Store-front (Rich-field)	Relato, Inc. (Wayzata)	White Bear Lake YSB
Community Served Defined By:							
Circle (Radius in Miles)		2.0	2.2	2.6		3.6	4.0
Political Boundaries	X				X		
<b>Occupational Characteristics</b>							
Percentage of Experienced Unemployed Individuals Over 15 that had Worked Between 1959 & 1970:	4.8%	4.3%	4.1%	2.3%	2.1%	2.5%	2.6%
<b>Occupational Status</b>							
Percentage of All Employed Persons Over 15							
Professional	12%	10%	12%	22%	19%	22%	22%
Manager-Administrator	4	5	5	14	10	17	10
Sales	5	5	5	12	10	12	7
Clerical	25	22	24	22	25	17	20
Craftsman	11	14	14	9	12	11	14
Machine Operatives	14	18	16	7	8	8	10
Transport Operatives	3	4	4	2	2	2	3
Laborers	5	6	5	3	3	3	4
Farmers & Farm Labor rs	*	*	*	*	*	*	*
Service	19	16	16	9	11	8	9
Domestic	1	1	1	1	*	1	1
<b>Income</b>							
<b>Distribution of Families by Yearly Family Income</b>							
Up to \$6,999	44%	43%	29%	15%	11%	11%	13%
\$7,000-14,999	38	49	55	47	59	42	54
\$15,000 and Over	9	15	17	39	30	46	33
Median Family Income	\$7,500	\$8,500	\$9,500	\$13,500	\$13,500	\$13,500	\$13,500
Median Income of Unrelated Individuals	\$3,500	\$2,500	\$2,500	\$ 5,500	\$ 5,500	\$ 4,500	\$ 3,500
<b>Sources of Income</b>							
<b>Percentage of Families Receiving Income From:</b>							
Wages & Salaries	85%	83%	87%	90%	95%	92%	94%
Non-Farm, Self-Employed	6	6	6	14	8	15	10
Farm, Self-Employed	*	1	*	1	1	2	1
Social Security or Retirement	24	24	22	18	11	12	11
Public Assist./Welfare	13	12	8	2	2	2	3
All Other	36	37	39	56	59	50	43
Percentage of Families Below Poverty Level	12%	12%	8%	3%	2%	4%	3%
Percentage of All Persons Under 18 in Families Below Poverty Level	21%	20%	9%	3%	4%	4%	3%

\* Indicates less than 0.6%.

Table B-2 Occupational and Income Characteristics of Communities Served by Youth Service Bureaus

	Model City YSB (Mpls.)	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Give-&-Take (St. Louis Park)	Store-front (Rich-field)	Relato, Inc. (Wayzata)	White Bear Lake YSB
Community Served Defined By:							
Circle (Radius in Miles)		2.0	2.2	2.6		3.6	4.0
Political Boundaries	X				X		
<b>Mobility</b>							
<b>Persons 5 Years and Older by Residence in 1965 (Percentage)</b>							
Same House	37%	49%	56%	55%	59%	49%	58%
Same County	31	32	27	25	23	26	19
Same State	11	5	6	6	7	6	10
Other	21	14	11	14	11	19	13
<b>Housing Characteristics</b>							
Total Dwelling Units	23,954	28,749	24,438	39,440	14,983	16,808	13,243
Persons/Dwelling Unit	2.3	2.8	2.8	3.0	3.2	3.5	3.8
Percentage Dwelling Unit Occupied	95%	96%	97%	98%	99%	96%	97%
Percentage Owner-Occupied	23%	52%	53%	68%	68%	89%	84%
Percentage Renter-Occupied	77	48	47	32	32	16	16
<b>Structure Characteristics</b>							
<b>Percentage Dwelling Unit in</b>							
One-Unit Structure	17%	50%	47%	68%	69%	89%	86%
Multiple Unit Structure	83	50	52	32	30	11	12
Mobile Home/Trailer	*	*	*	*	*	*	2
<b>Value of Owned Dwelling Unit</b>							
Less than \$10,000	11%	6%	7%	1%	1%	2%	3%
\$10,000-\$19,999	81	74	63	32	30	19	34
\$20,000-\$34,999	8	19	28	46	66	46	50
\$35,000-\$49,999	*	1	1	14	3	19	7
\$50,000 and Up	*	*	*	8	*	13	6
<b>Rental for Rented Dwelling Unit (Monthly)</b>							
Less than \$60	-16%	25%	20%	2%	1%	4%	4%
\$60-\$99	39	38	41	9	2	16	17
\$100-\$149	36	28	31	37	53	35	43
\$150-\$199	8	5	7	35	37	30	30
\$200-\$299	1	2	1	13	8	13	4
\$300 and Up	*	1	*	4	*	2	*
<b>Land Use Densities</b>							
Area - Square Miles (1)	5.6	14.0	10.4	30.8	6.4	92.5 (40.7)	175.8 (50.3)
Persons/Square Mile	9,698	5,678	6,689	3,774	7,426	641 (1455)	290 (1015)
Families/Square Mile	2,109	1,409	1,605	987	1,939	155 (352)	68 (238)
Dwelling Units/Square Mile	4,275	2,046	2,348	1,278	2,356	182 (413)	75 (262)

Note: (1) Estimate for Model City <sup>±</sup>10%, all others <sup>±</sup>2%.  
 (2) Area contained within circles defining the "community." Densities in parentheses based on this area.

\* Indicates less than 0.6%.

Table B-3 Mobility and Housing Characteristics of Communities Served by Youth Service Bureaus

City Region have chosen to live: the other five communities are predominantly (99%) white.

Either the educational characteristics of adults or young residents of these communities can be considered. A larger percentage of adults residing in the suburban communities have completed more education than those living in the central city communities. There is very little difference among communities in terms of the percentage of school age youth 15 and under attending school; a slightly larger percentage of youth 16-21 attend school in the suburban communities. However, among those youth 16-21 years old that are not attending school, there is no systematic difference among communities in terms of the status of such youth; the percentage of youth not attending school and unemployed is about the same for all seven communities.

Differences in the occupational characteristics of residents of the seven communities are not large. The "central city communities" had about twice as many unemployed, but experienced, individuals as the suburban communities in 1970, but no community had more than 5% of experienced individuals unemployed. The percentage of individuals in professional, managerial, or administrative positions is higher in the suburban communities, but there is very little difference between the "first ring suburbs" and the "second ring suburbs."

There is considerable difference between the level of household income in the different communities, the further from the center of the urban area,

the higher the income. Paradoxically, the highest annual incomes reported for unrelated individuals are from the community closest to the center of the urban area, Minneapolis Model City, perhaps reflecting the large number of young single adults residing in that area. While over 80% of households in all seven communities report reliance upon salaries and wages as a source of income, a larger percentage of households in the communities nearer the center of the urban area report reliance upon social security, retirement, public assistance, or welfare as a source of income.

The percentage of households with incomes below the "poverty level," defined as \$3000 per year in 1970, is higher for the communities near the center of the urban area. Even more dramatic, the percentage of young residents, under 18, residing in households with annual incomes below the "poverty level" is dramatically higher -- from two to five times higher -- in the central city communities as compared to the suburban communities.

With the exception of the Minneapolis Model City community, the percentage of residents living in the same dwelling for the five years previous to the 1970 census shows very little variation. The major variation among communities is the slightly larger percentage of residents that lived out of state five years prior to the 1970 census in Minneapolis Model City and the community served by Relate, Inc. (Deephaven-Minnetonka-Wayzata).

The higher average number of individuals per dwelling unit in the suburban communities may reflect a reduction in the proportion of young single adults and retired individuals living in the suburban communities. While the percentage of occupied dwelling units is the same for all seven

communities, the mixture of owner-occupied and renter-occupied units varies systematically, the central city communities have a larger percentage of renter-occupied dwelling units and the percentage of owner-occupied dwelling units increases with increasing distance from the center of the urban area. In a similar fashion, the percentage of dwelling units in multiple dwelling unit structures (apartment buildings) is high in the central city communities and low in the suburban communities. The value of owner-occupied dwelling units and average monthly rental for renter-occupied dwelling units increases as distance from the center of the urban area increases.

The use of the land, in terms of density of persons, dwelling units or families varies in predictable fashion; very high densities associated with central city communities, moderate densities in the first-ring suburbs, and very low densities in the second-ring suburbs. Two estimates of densities in the second ring suburbs are presented -- (a maximum and a minimum); both estimates make it clear that the land is used much more intensively in communities nearer the center of the urban area. These densities have important implications for an agency designed to serve residents that may not have ready access to public or private transportation and are forced to walk or use bicycles, which suggests a limited amount of mobility.

While the patterns in these descriptions are not unexpected, except for the Minneapolis Model City community, the range of variation among the

communities is quite small, except for obvious physical characteristics such as density. It would appear that in most of these communities, the large majority of families, and presumably individuals, should have adequate financial and educational resources.

Level of Crime and Delinquency in the Communities  
Served by Youth Service Bureaus

The potential of Youth Service Bureaus to realize two of their major positive effects on a community -- reduction of the level of juvenile created crime and delinquency and diversion of youth from the criminal justice system -- should be related to the level of juvenile created crime and delinquency in the community. The greater the level of juvenile created crime and delinquency -- the greater the reduction that Youth Service Bureaus can effect. Assuming equally effective police departments, more juveniles should be apprehended in an area where the juveniles are responsible for higher levels of crime and delinquency and, hence, there are more juveniles for the Youth Service Bureau to divert from the criminal justice system.

The original research plan included "before" and "after" surveys in each of the communities served by Youth Service Bureaus. However, a number of factors lead to an early termination of the project and plans for the "after" surveys were abandoned. The number of respondents in the "before" surveys in five of the areas is small, too small to permit stable estimates of rates of victimization for adults. Fortunately, funds from another source (The Metropolitan Council of the Twin Cities) provided for a larger sample in two of the communities, a sample of adults large enough for stable estimates of rates of victimization in Minneapolis Model City and Richfield, Mn.

The details of the procedures used to conduct these two surveys and provide estimates of the annual rates of victimization experienced by the residents are contained in a separate report (Reynolds, et al., 1973). However, the relevant findings can be presented here. They include a discussion of the crime rates, the factors that seem to affect crime rates, and the nature of individuals perceived as responsible for incidents of victimization.

The surveys were conducted by selecting dwelling units at random and then selecting eligible residents (over 9 in Richfield, over 7 in Minneapolis Model City) at random. Incidents of victimization were identified by asking the respondents if they had experienced a number of specific types of incidents in a given time period (9 months in Minneapolis Model City, 17 months in Richfield) and, after all types of incidents had been covered, asking the details of each incident. Each incident was later classified into the categories used by the police and FBI in reporting crime and used to estimate the annual rates of victimization for residents of the two communities. The annual rates of victimization estimated for respondents from both communities are presented in Tables B-4 and B-5. Respondents over 20 or between 16 and 20 living away from their parents are classified as "adults." Respondents under 16 or between 16 and 20 living with their parents are classified as "dependent youth."

Comparisons between communities for respondents of different ages and both sexes are presented for all incidents (Figure B-3), serious incidents (Figure B-4), less serious incidents (Figure B-5), personal incidents

	All N=330			Youth N=63			Adults N=267		
	# for 9 months	Est. # <sup>2</sup> for 12 months	Rate 1 yr. 1,000	# for 9 months	Est. # <sup>2</sup> for 12 months	Rate 1 yr. 1,000	# for 9 months	Est. # <sup>2</sup> for 12 months	Rate 1 yr. 1,000
<b>PART I CRIME</b>									
Rape	6	8.0	24	-	-	-	6	8.0	30
Robbery	38	50.7	154	26	34.7	550	12	16.0	60
Aggravated Assault	35	46.7	142	21	28.0	444	14	18.7	70
Burglary	95	127.0	385	9	12.0	190	86	114.7	429
Larceny (\$50 or over)	20 <sup>3</sup>	26.7	81	3	4.0	64	16	21.3	80
Vehicle Theft	4	5.3	16	-	-	-	4	5.3	20
<b>Total Part I</b>	<b>198</b>	<b>264.0</b>	<b>800</b>	<b>59</b>	<b>78.7</b>	<b>1248</b>	<b>138</b>	<b>184.0</b>	<b>689</b>
<b>PART II CRIME</b>									
Larceny (under \$50)	126	168.0	509	46	61.3	973	80	106.8	397
Simple Assault	114	152.0	461	78	104.0	1651	36	48.0	180
Auto Offense	-	-	-	-	-	-	-	-	-
Arson	7	9.3	28	3	4.0	63	4	5.3	20
Counterfeit/Forgery	10	13.3	40	2	2.7	42	8	10.7	40
Fraud	32	42.7	129	6	8.0	127	26	34.7	130
Vandalism	119	159.0	482	24	32.0	508	95	127.0	476
Other Sex Offenses	34	45.3	137	9	12.0	190	25	33.3	125
Disorderly Conduct	18	24.0	73	1	1.3	21	17	22.7	85
<b>Total Part II</b>	<b>460</b>	<b>613.0</b>	<b>1859</b>	<b>169</b>	<b>225.0</b>	<b>3577</b>	<b>291</b>	<b>388.0</b>	<b>1453</b>
Hit-and-Run	25	33.3	101	1	1.3	21	24	32.0	120
<b>Total Part II &amp; Hit-and-Run</b>	<b>485</b>	<b>647.0</b>	<b>1960</b>	<b>170</b>	<b>227.0</b>	<b>3598</b>	<b>315</b>	<b>420.0</b>	<b>1573</b>
<b>OTHER</b>									
Civil Matters	270	360.0	1091	48	64.0	1016	222	256.0	1109
Illegal Selling	115	153.0	464	39	52.0	825	76	101.0	378
<b>Total Other</b>	<b>385</b>	<b>513.0</b>	<b>1555</b>	<b>87</b>	<b>116.0</b>	<b>1841</b>	<b>298</b>	<b>397.0</b>	<b>1488</b>
<b>Total Incidents</b>	<b>1068</b>	<b>1424.0</b>	<b>4315</b>	<b>316</b>	<b>421.0</b>	<b>6688</b>	<b>751</b>	<b>1001.0</b>	<b>3750</b>
Personal Incidents <sup>4</sup>	245	326.7	990	135	187.5	2976	110	146.7	549
Property Incidents <sup>5</sup>	413	550.7	1669	93	124.0	1968	319	425.3	1593
Percentage Personal	37.2%			59.2%			25.6%		

NOTES: <sup>1</sup> Some totals may not equal the column sum due to rounding error.  
<sup>2</sup> Estimates for 12 months are 1.33 times incidents reported for 9 months.  
<sup>3</sup> Age of one theft victim not recorded.  
<sup>4</sup> Includes Rape, Robbery, Aggravated Assault, Simple Assault, Other Sex Offenses, and Disorderly Conduct.  
<sup>5</sup> Includes Burglary, Larceny (\$50 or over), Vehicle Theft, Larceny (under \$50), Arson, Counterfeit/Forgery, Fraud, and Vandalism.

Table B-4 Estimated Crime Rates, Based on Victimization Survey, for Adults and Dependent Youth Residing in Central City Area

Number of Respondents	All 348			Dependent Youth 63			Adult 285		
	# for 17 months	Est. # <sup>2</sup> for 12 months	Rate 1 yr. 1,000	# for 17 months	Est. # <sup>2</sup> for 12 months	Rate 1 yr. 1,000	# for 17 months	Est. # <sup>2</sup> for 12 months	Rate 1 yr. 1,000
<b>PART I CRIME</b>									
Rape	1	0.68	2	-	-	-	1	0.68	2
Robbery	4	2.72	8	2	1.36	22	2	1.36	5
Aggravated Assault	-	-	-	-	-	-	-	-	-
Burglary	23	15.60	45	4	2.72	43	19	12.92	45
Larceny (\$50 or over)	22	15.00	43	7	4.76	76	15	10.20	36
Vehicle Theft	4	2.72	8	1	0.68	11	3	2.04	7
<b>Total Part I</b>	<b>54</b>	<b>36.72</b>	<b>106</b>	<b>14</b>	<b>9.52</b>	<b>152</b>	<b>40</b>	<b>27.20</b>	<b>95</b>
<b>PART II CRIME</b>									
Larceny (under \$50)	68	46.24	133	23	15.64	248	45	30.60	107
Simple Assault	36	24.48	70	24	16.32	259	12	8.16	29
Auto Offense	4	2.72	8	-	-	-	4	2.72	9
Arson	-	-	-	-	-	-	-	-	-
Counterfeit/Forgery	1	0.68	2	-	-	-	1	0.68	2
Fraud	8	5.44	16	5	3.40	54	3	2.04	7
Vandalism	58	39.44	113	13	8.84	140	45	30.60	107
Other Sex Offenses	13	8.84	25	2	1.36	22	11	7.48	26
Disorderly Conduct	7	4.76	14	5	3.40	54	2	1.36	5
<b>Total Part II</b>	<b>195</b>	<b>132.60</b>	<b>381</b>	<b>72</b>	<b>48.96</b>	<b>777</b>	<b>123</b>	<b>83.64</b>	<b>293</b>
Hit-and-Run	54	36.72	106	4	2.72	43	50	34.00	119
<b>Total Part II &amp; Hit-and-Run</b>	<b>249</b>	<b>169.32</b>	<b>487</b>	<b>76</b>	<b>51.68</b>	<b>820</b>	<b>173</b>	<b>117.64</b>	<b>413</b>
<b>OTHER</b>									
Civil Matters	116	78.80	226	8	5.44	86	108	73.44	258
Illegal Selling	68	46.20	133	24	16.32	259	44	29.92	105
<b>Total Other</b>	<b>184</b>	<b>125.10</b>	<b>359</b>	<b>32</b>	<b>21.76</b>	<b>345</b>	<b>152</b>	<b>103.4</b>	<b>363</b>
<b>Total Incidents</b>	<b>487</b>	<b>331.00</b>	<b>952</b>	<b>122</b>	<b>82.96</b>	<b>1317</b>	<b>365</b>	<b>248.20</b>	<b>871</b>
Personal Incidents <sup>3</sup>	61	41.48	119	33	22.44	356	28	19.04	67
Property Incidents <sup>4</sup>	184	125.12	359	53	36.04	572	131	89.08	313
Percentage Personal	24.9%			38.4%			17.6%		

NOTES: <sup>1</sup> Some total may not equal the column sum due to rounding error.  
<sup>2</sup> Estimates for 12 months are 0.68 times incidents reported for 17 months.  
<sup>3</sup> Includes Rape, Aggravated Assault, Simple Assault, Other Sex Offenses and Disorderly Conduct.  
<sup>4</sup> Includes Burglary, Larceny (\$50 or over), Vehicle Theft, Larceny (under \$50), Arson, Counterfeit/Forgery, Fraud, and Vandalism.

Table B-5 Estimated Crime Rates, Based on Victimization Survey, for Adults and Dependent Youth Residing in Suburban Community

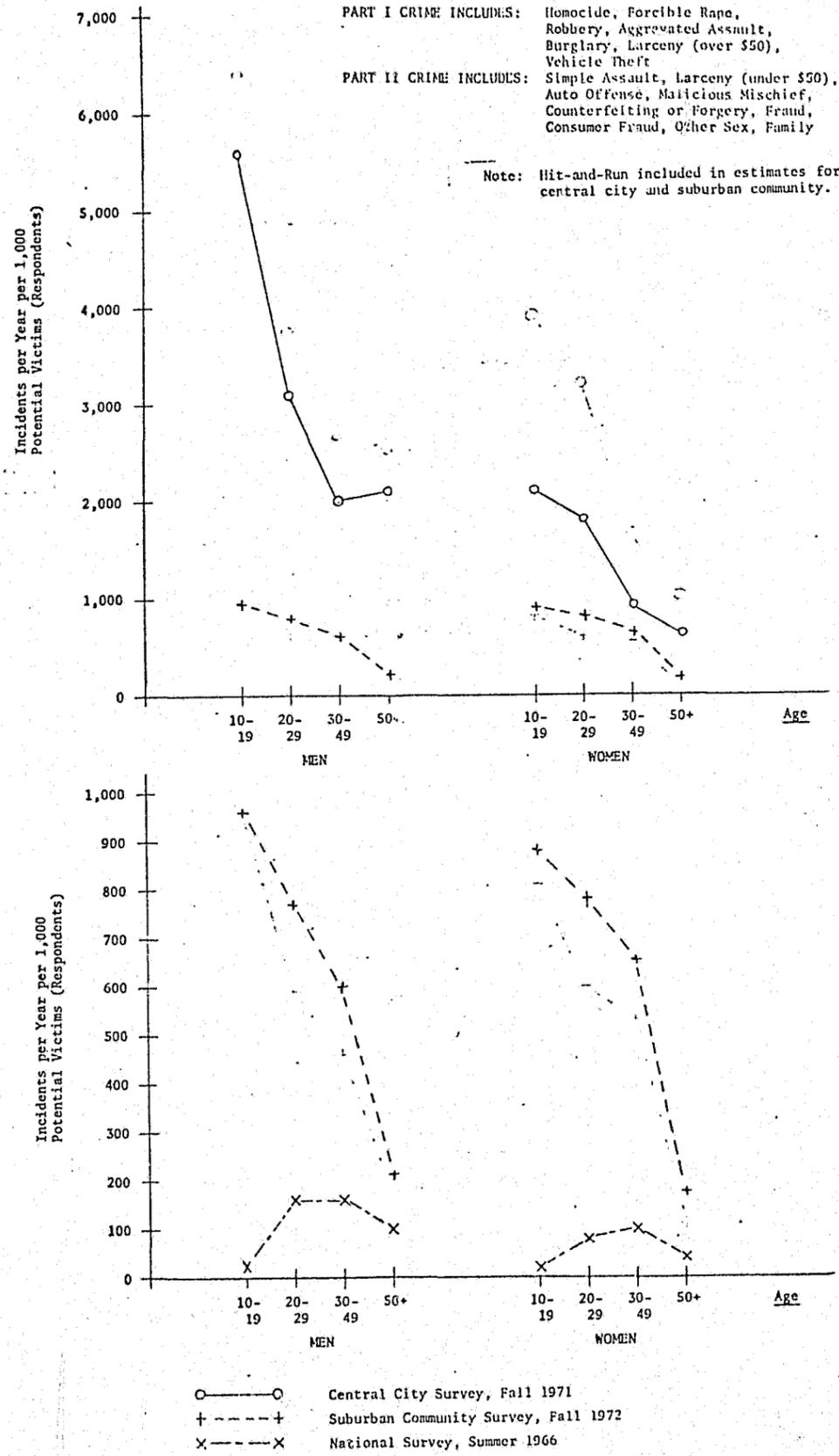


Figure B-3 Comparison of Estimated Yearly Rates of Part I and Part II Crime per 1,000 Respondents from Three Victimization Surveys: By Age and Sex

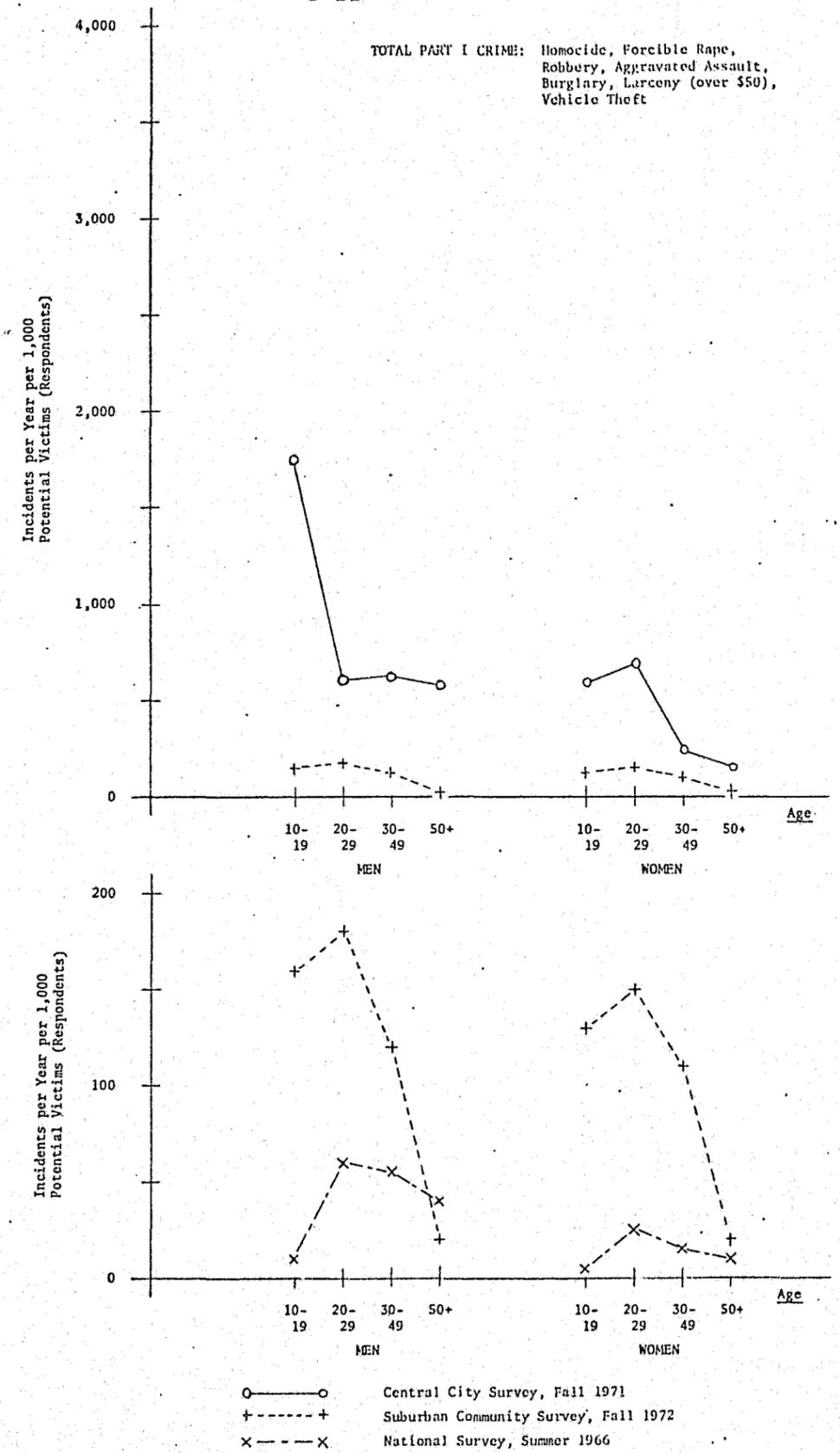


Figure B-4 Comparison of Estimated Yearly Rates of Part I Crime per 1,000 Respondents from Three Victimization Surveys: By Age and Sex

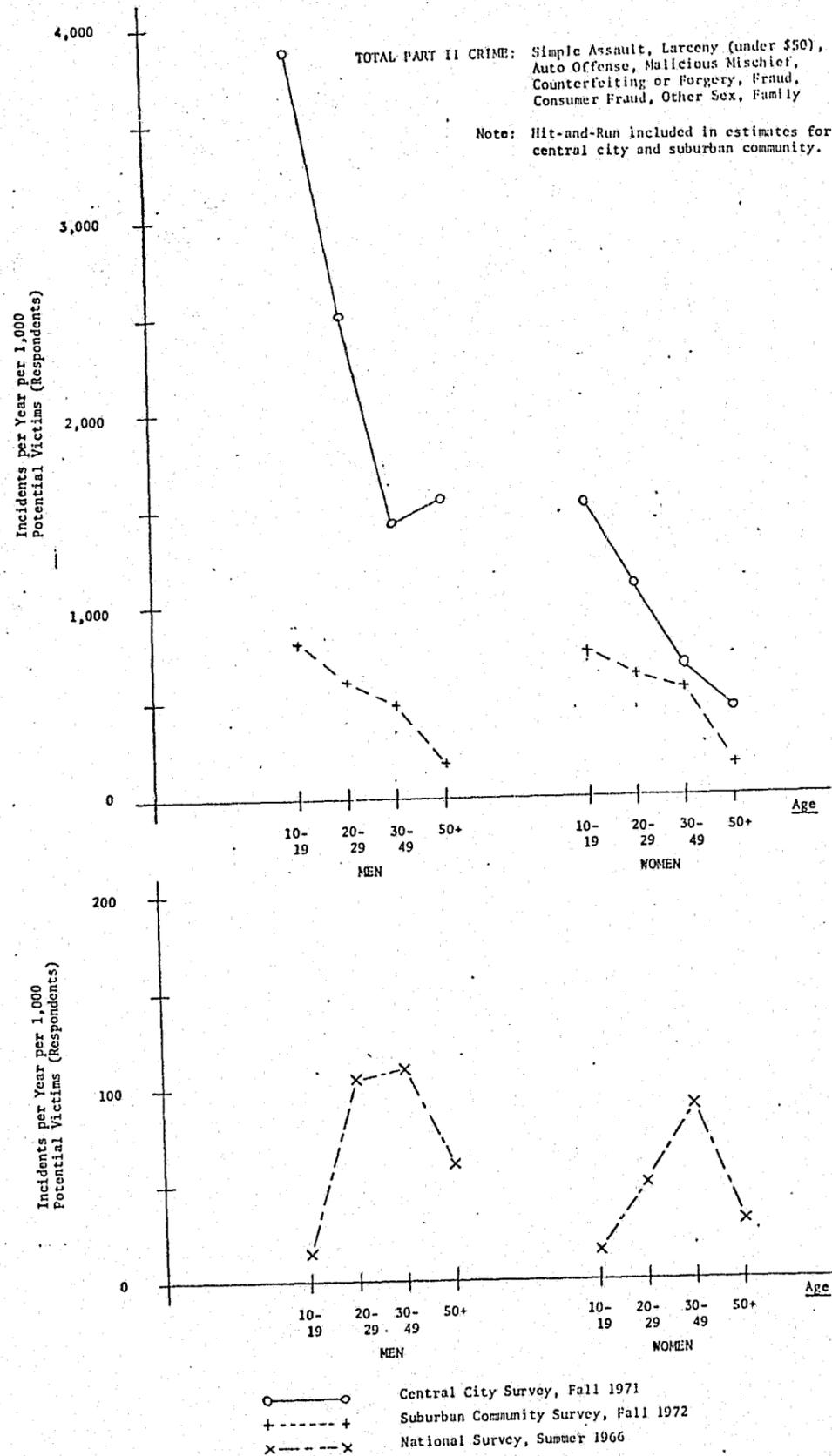


Figure B-5 Comparison of Estimated Yearly Rates of Part II Crime per 1,000 Respondents from Three Victimization Surveys: By Age and Sex

(Figure B-6) and property incidents (Figure B-7). Comparisons with a national survey conducted in 1966 are presented in each figure. A final comparison, based on the socio-economic status of the respondent's household, is presented in Figure B-8.

This analysis helps to provide an estimate of the degree to which four factors affect the tendency of an individual to experience an incident of victimization -- the crime rate in the community of residence, age, sex, and socio-economic status. It is clear that the crime rate in the community of residence is the single most important factor, for the residents of Minneapolis Model City report rates of victimization that are approximately 8 times higher than the rates reported by residents of Richfield.

Age is the next most important factor, for dependent youth in both communities report rates of victimization that are approximately twice as high as the rates reported by adults. Only in Minneapolis Model City does the sex of the victim seem to be related to the rate of victimization, males report rates that are twice as high as females; there is no difference in the rates reported by male and female residents of Richfield. In both communities, socio-economic status has little systematic relationship to the rate of victimization reported by the respondents. The low rates for relatively low economic status in Minneapolis Model City are probably due to a preponderance of older respondents with low incomes -- and report low rates of victimization; the low rates associated with relatively high socio-economic status are probably due to the low rates in the southern

PERSONAL INCIDENTS INCLUDES: Homicide (1)  
 Forcible Rape  
 Robbery  
 Aggravated Assault  
 Simple Assault  
 Other Sex  
 Family (1)  
 Disorderly Conduct (2)  
 (1) - Included only in national estimates.  
 (2) - Not included in national estimates.

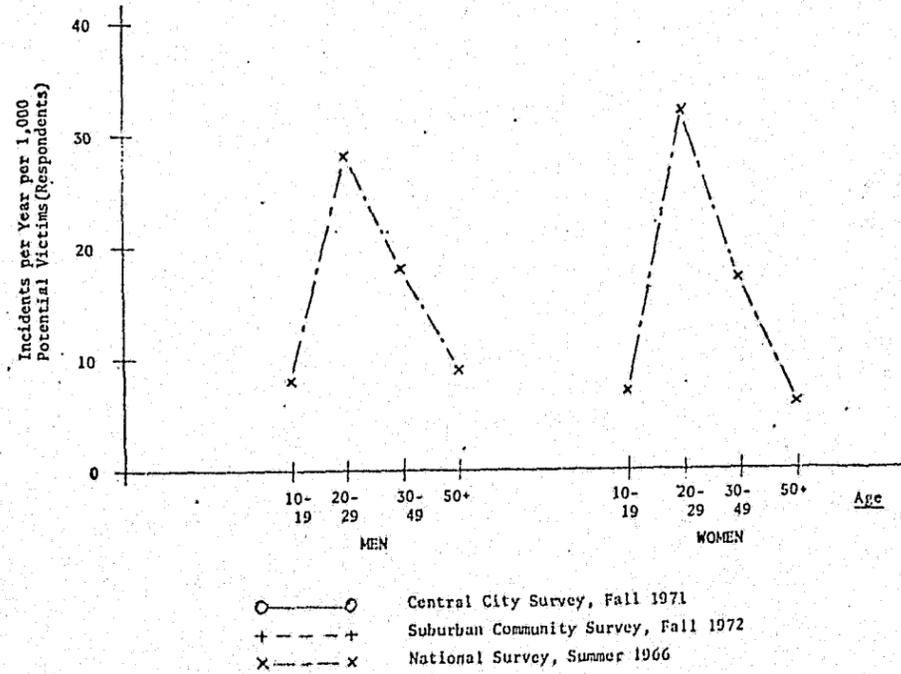
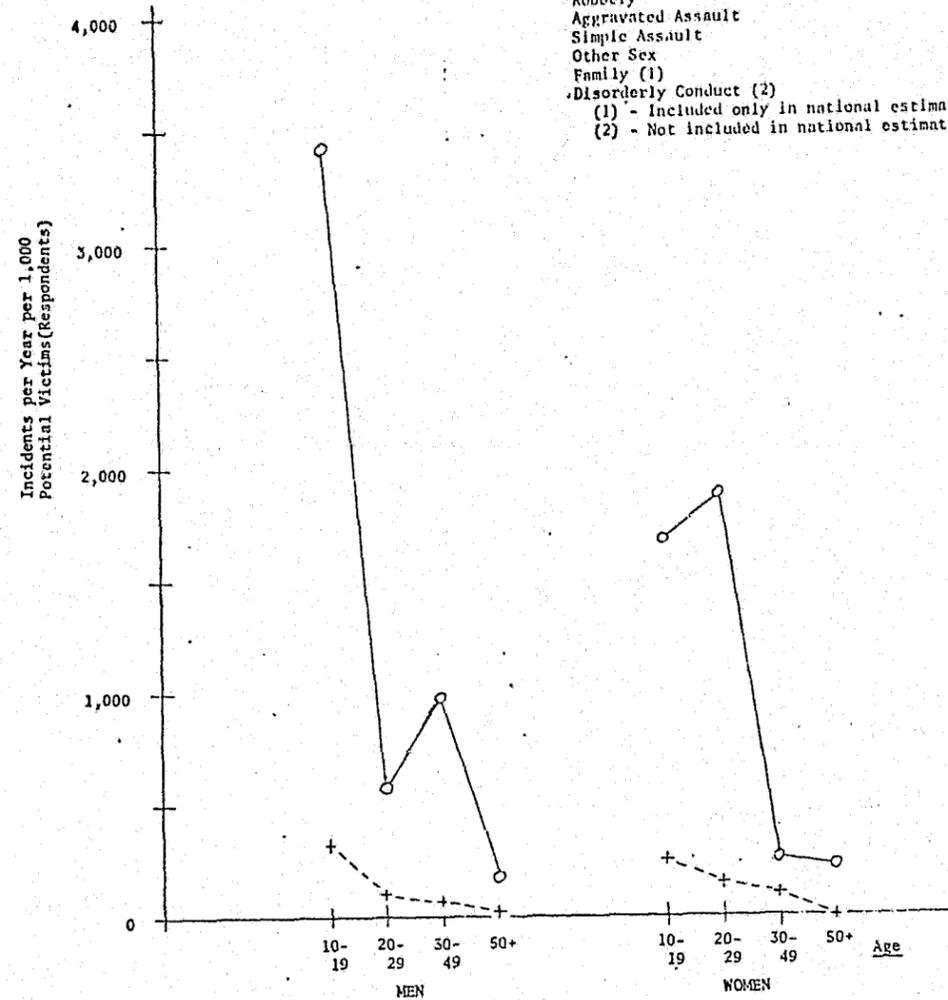


Figure B-6

Comparison of Estimated Year Rates of Personal Victimization from Three Victimization Surveys: By Age and Sex of Victim

PROPERTY INCIDENTS INCLUDES: Burglary  
 Larceny and Theft (over \$50)  
 Auto Theft  
 Larceny and Theft (under \$50)  
 Malicious Mischief or Vandalism  
 Arson  
 Counterfeiting or Forgery  
 Fraud and Consumer Fraud  
 Blackmail  
 Note: Auto offense and hit-and-run are excluded.

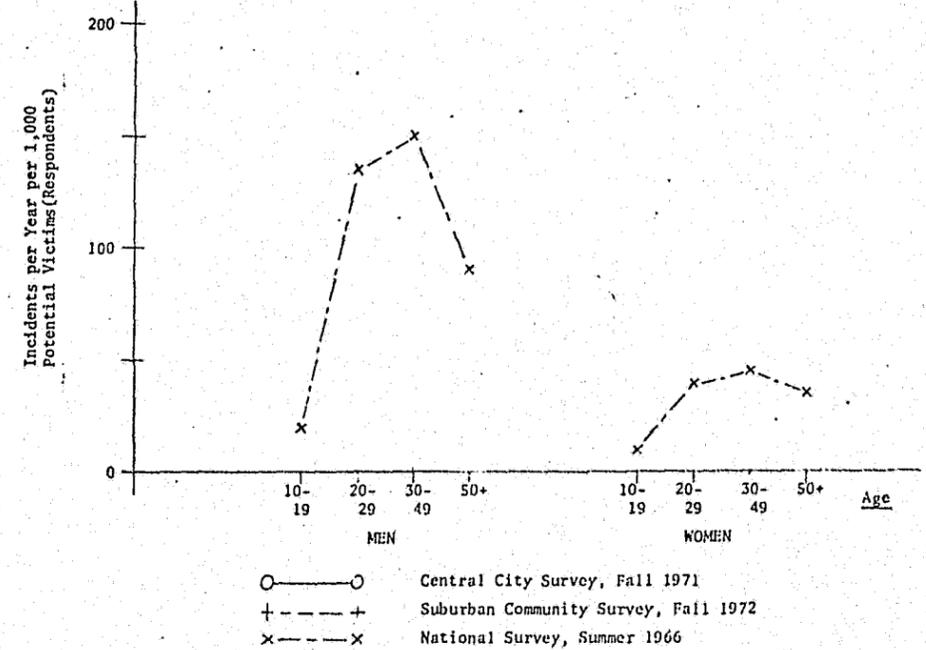
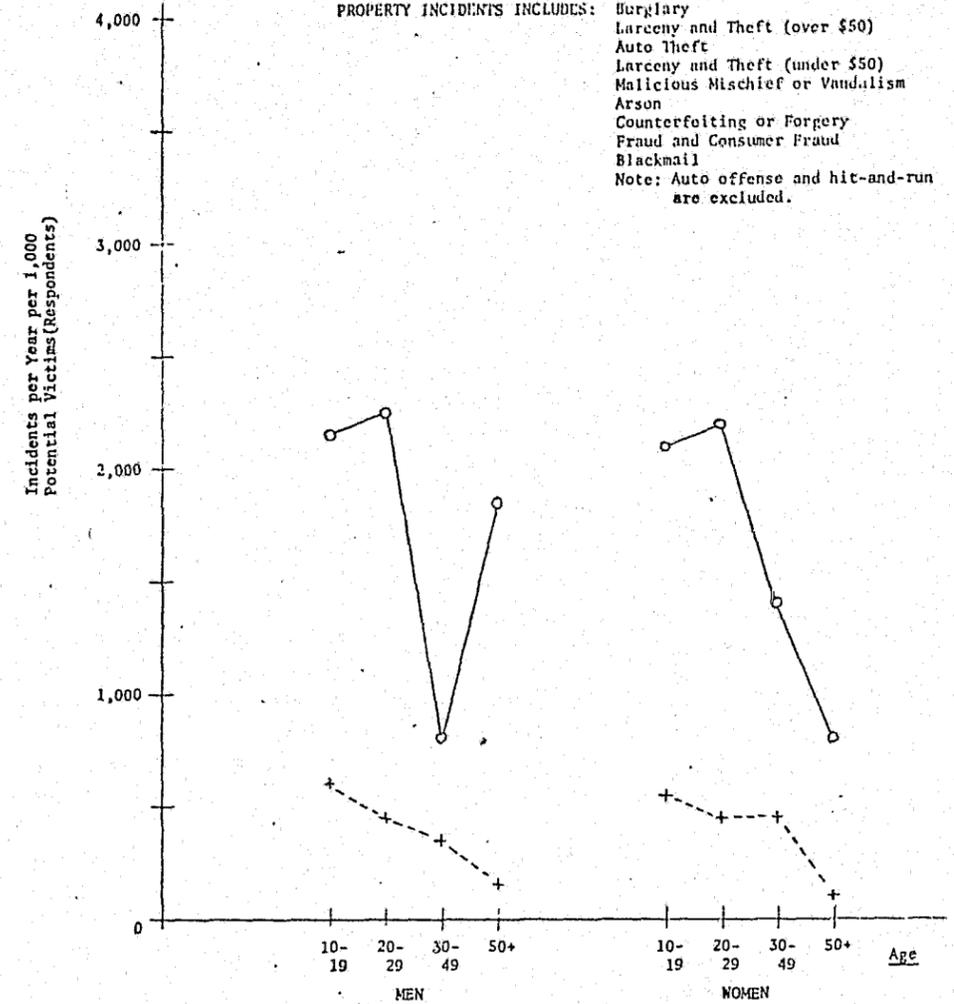


Figure B-7

Comparison of estimated Year Rates of Property Victimization from Three Victimization Surveys: By Age and Sex of Victim

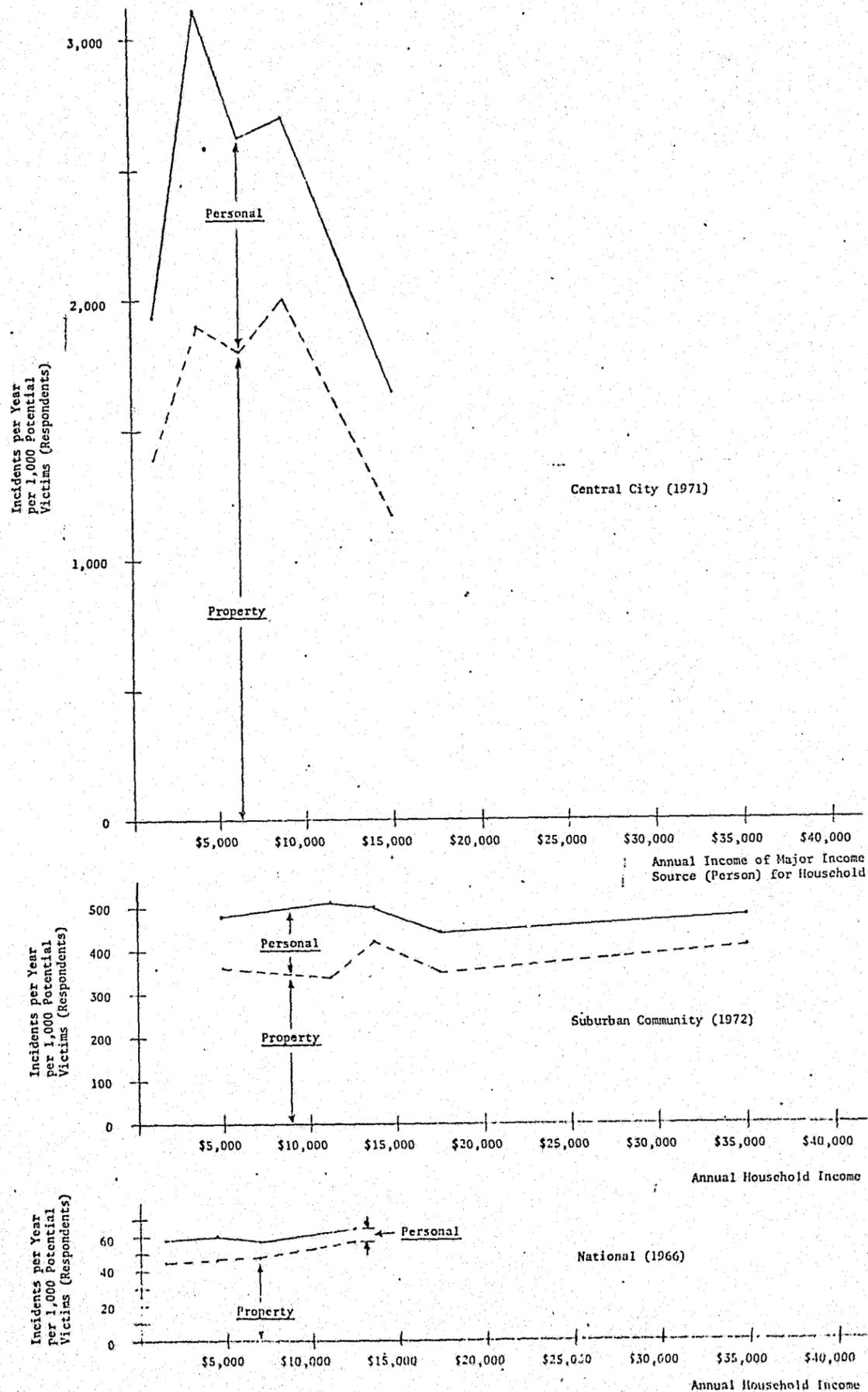


Figure B-8 Comparison of Estimated Rates of Victimization (Incidents/Year/1,000) By Income of Respondent's Household

part of Minneapolis Model City, where those with relatively high family incomes reside.

It seems clear, from this analysis, that not only is the community of residence the most important factor affecting the rate of victimization experienced by the individual; but that rates between communities vary dramatically, by a factor of 8 in this case. (The difference for serious incidents occurring to adults in their own community is 12:1.) The implications of this finding for the placement of programs designed to reduce crime and delinquency, such as Youth Service Bureaus, are rather straightforward and will be discussed below.

As one focus of the Youth Service Bureau activity is reduction of crime and delinquency created by juveniles, the survey data was designed to allow an estimate of the extent to which juveniles were considered responsible for incidents of victimization. Table B-6 indicates the extent to which youth were perceived responsible for incidents of victimization. For those incidents where the offender could be described, individuals under 19 were considered responsible for 51% of the incidents in Minneapolis Model City and 43% of those in Richfield.

However, many of these incidents are those reported by young people -- a young victim identifying a young person as responsible for an incident of victimization. Table B-7 presents an analysis designed to determine the extent to which a resident could expect to be victimized by an individual of the same age. For both communities, the percentage of incidents

	<u>Central City</u>	<u>Suburban Community</u>
<u>Sex of Offender</u>		
Number of Incidents	798	306
Percentage Attributed to:		
Male	76%	84%
Female	14	14
Mixed	11	2
<u>Age of Offender</u>		
Number of Incidents	661	282
Percentage Attributed to:		
1-7	2%	
8-12	21	2%
under 10		
13-19	28	41
10-19		
20-29	24	25
30-39	10	
30-49		
40-59	12	24
over 60	3	8
over 50		
Approximate Categories:		
under 10	10%	2%
10-19	41	41
20-29	24	25
30-49	16	24
over 50	9	8

Table B-6 Characteristics of Those Perceived as Responsible for Incidents of Victimization

	<u>AGE OF VICTIM</u>					
	<u>8-12</u>	<u>13-19</u>	<u>20-29</u>	<u>30-39</u>	<u>40-59</u>	<u>60-up</u>
<u>Central City</u>						
Number of Incidents	102	192	244	33	43	47
Age of Offender:						
0-7	7%	-	2%	-	2%	-
8-12	67	11%	7	9%	28	36%
13-19	19	57	13	21	16	19
20-29	4	18	44	21	14	8
30-39	4	7	14	15	14	8
40-59	-	5	18	27	23	15
60-up	-	3	2	6	2	13
A. Percentage of Incidents attributed to offenders in same age category as the victim.	67%	57%	44%	15%	23%	13%
B. Percentage of Central Cities population in same age category as victim.	5.9	10.4	21.8	10.0	16.2	23.4
C. A/B	11.3	5.5	2.0	1.5	1.4	0.5
<u>Suburban Community</u>						
	<u>AGE OF VICTIM</u>					
	<u>10-19</u>	<u>20-29</u>	<u>30-49</u>	<u>Over 50</u>		
Number of Incidents	91	128	57	15		
Age of Offender:						
under 10	2%	3%	4%	-		
10-20	78	18	26	40%		
21-30	10	36	19	27		
31-50	6	32	35	13		
Over 50	2	9	14	13		
Indefinite	2	3	2	7		
A. Percentage of incidents attributed to offenders in same age category as the victim.	78%	36%	35%	13%		
B. Percentage of Suburban Community population in same age category as the victim. (excludes residents under 10)	27%	19%	35%	19%		
C. A/B	2.9	1.9	1.0	0.7		

Table B-7 Percentage of Incidents Attributed to Offenders of Different Ages, Reported by Residents of Central City and Suburban Community: By Age of the Victim

attributed to offenders of the same age as the victim is compared to the percentage of residents that are the same age as the victim. If victims attract offenders in proportion to their representation in the population, the key comparison (row "C" in the top and bottom parts of the chart) would be close to 1.0. It is clear that this is not the case, and young offenders attribute a larger proportion of incidents to young offenders than would be expected if offenders were selected at random from the population.

Table B-8 presents a simplified version of the previous table, indicating the percentage of incidents attributed to adult and young offenders by adult and young victims in both communities. The same pattern occurs in both communities, 25-30% of incidents reported by adults are attributed to young offenders; 82-87% of the incidents reported by youth are attributed to young offenders.

Two important implications are suggested by this pattern. First, if Youth Service Bureaus and other programs designed to reduce juvenile related crime and delinquency were completely successful -- all crime and delinquency caused by juveniles were to terminate -- then the major benefactors would be youth, for their rates of victimization would drop to less than 20% of the current levels, regardless of the current level of victimization. In contrast, the rate of victimization experienced by adults would drop by no more than one-third, perhaps only by one-fourth. The effect of these reductions would be approximately the same in both communities, rates of victimization experienced by youth would drop from approximately twice that of adults to approximately one-third that of adults.

The second implication is more subtle and may not apply to both communities. It is clear that youth experience a considerable number of incidents of victimization, yet no agency appears to systematically process complaints from young victims. While young residents of Richfield contact the police as frequently as adults, when they are victimized, young residents of Minneapolis Model City report only 4% of serious incidents to the police, compared to 40% for their adult neighbors. It may be that an agency designed to help young victims as well as young offenders may, in turn, learn about the activities of young offenders before they become "serious" and find ways to reduce the tendency of these youth to victimize others, juveniles and adults, and thus, prevent their apprehension by the police and processing by the criminal justice system.

The data from the surveys can be used to estimate the average daily number of incidents of victimization that can be attributed to young people. The annual rate of victimization per 1,000 residents of Minneapolis Model City for Part I and Part II incidents, excluding hit-and-run damage to cars and other incidents, is approximately 2,659. Assuming 54,000 residents live in Minneapolis Model City and that young people are responsible for 56% of these incidents, suggests that each year young people are responsible for approximately 80,400 incidents of victimization committed against individuals -- or 220 each day. (This excludes victimization of commercial or public organizations.)

In contrast, the annual rate of victimization for Richfield is approximately 487 incidents per year per 1,000 residents for Part I and Part II

incidents, again excluding hit-and-run damage to cars and other incidents. Assuming that there are 47,000 residents of Richfield and that young people are responsible for approximately 43% of all incidents, this suggests that each year young people are responsible for 9,800 incidents -- or 27 per day. In other words, the youth of Minneapolis Model City produce 8 times as many incidents of victimization each day as the youth of Richfield.

These figures can be given a slightly different interpretation. Assuming that all incidents of crime and delinquency attributed to young people are actually caused by youth between 10 and 18, the number of such youth creating a delinquent act on an "average" day can be estimated as follows. Using the information in Table B-1, it can be estimated that 6,300 youth between 10 and 18 live in Minneapolis Model City and 8,500 live in Richfield. If the youth in Minneapolis Model City are responsible for 220 incidents of victimization per day, and no youth commits more than one such act on any given day, then each day one of every 29 young people (or 3% of the population between 10 and 18) living in Minneapolis Model City is responsible for an act of victimization against another resident. The same assumptions lead to the estimate that each day one of every 315 young residents of Richfield (or 0.3% of the population between 10 and 18) commits an act of victimization against another resident.

Therefore, even though youth are responsible for eight times as many incidents of victimization in Minneapolis Model City, because there are more youth living in Richfield, the probability that a young person is responsible for an incident of victimization is eleven times greater if the youth lives in Minneapolis Model City.

Several implications follow quite directly from this analysis:

- 1) Any program designed to reduce crime and delinquency is likely to be more successful in a high crime area, suggesting that location in the central city areas is likely to have the most beneficial impact.
- 2) Any program designed to divert youth from the criminal justice system should have more youth to divert, and more impact, in an area where more youth are likely to come in contact with the criminal justice system, i.e. the police. Since the probability that a given youth will be responsible for an act of victimization is eleven times higher in one community than in the other, there seems to be a substantially higher probability that they will come into contact with the criminal justice system. Location of a Youth Service Bureau in a community with a higher proportion of juveniles involved in acts of victimization would seem to increase the capacity of the agency to have an impact on the flow of youth into, or away from, the criminal justice system.

There is no question that these estimates are somewhat imprecise, they may be off as much as 50 or 100%. However, since the crucial differences are an order of magnitude apart -- youth caused incidents of victimization are 8 times higher in the central city-high crime area than in the suburban community; the probability that a youth will create an incident of victimization is 11 times higher for those that live in the central city-high crime area when compared to young residents of the suburban community -- it seems quite reasonable to assume that these estimates reflect substantial differences between the two communities.

This analysis is pursued for all seven communities in the next section, although the sample of adult residents in the other communities is not large enough to permit precise estimates of victimization for specific types of crimes, they appear adequate for estimates of total rates of victimization. The preliminary analysis that follows will be used to examine the relationship of community characteristics to rates of victimization.

#### Rates of Victimization of the Seven Communities Served By Youth Service Bureaus

Because the surveys of the seven communities included interviews with adults and young residents, it is possible to estimate the rates of victimization experienced by such residents in all seven communities, providing another type of analysis that compliments the one in the previous section. Three such analyses constitute this section: estimation of rates of victimization and related activity associated with respondents of different ages, estimation of rates of victimization attributed to offenders of different ages, and analysis of community characteristics associated with variations in rates of victimization.

For a number of reasons, precise comparisons of the rates of victimization experienced by individuals, as reported in a survey, with the rates of crime in the police-FBI statistics requires a rather large sample of respondents. This is primarily due to the police-FBI practice of maintaining careful records on only one type of crime, the serious (or Part I) incidents, which are relatively infrequent. Because they are infrequent, a large sample of respondents is required for stable estimates of their occurrence, particularly if stable estimates of each type of crime are desired.

An alternative procedure is to estimate the rate of victimization for all types of incidents, combining the serious (Part I) and less serious (Part II) into one measure. The advantage of this procedure is that a smaller sample can be used to produce a stable estimate of the rate of

victimization. Since youth experience a higher average rate of victimization than adults, and the number of youth interviewed in most of the seven communities was larger than the number of adults, the first analysis is based on the youth residing in each community.

Rates of victimization are estimated for youth in the seven communities in Table B-8. Previous analysis based on "dependent youth," those under 16 or between 16 and 20 living with their parents, in two communities are compared to all respondents 10 to 20 years old from five other communities.

The patterns that result have a striking consistency, for the estimated rate of victimization for all Part I & II incidents is approximately the same for young residents of six communities and 3 or 4 times higher for young residents of Minneapolis Model City. Other features of these incidents reflect a number of stable patterns, including:

- a) The percentage of severe (Part I) incidents is higher for young residents of communities near the center of the urban area.
- b) The percentage of personal incidents are higher for youth living in Minneapolis Model City but are approximately the same for young residents of the other six communities.
- c) The tendency to involve the police is lowest for incidents reported by youth of Minneapolis Model City, but in all communities it is higher for more serious (Part I) or property incidents.

Additional analysis in Table B-9 suggests two additional patterns that are found in all communities.

Model City YSB (Mpls.)	North-side YSB (Mpls.)	DuSoy's Bluff (St. Paul)	Give-4 -Lake (St. Louis Park)	Store-front (Richfield)	White Bear Lake YSB	Relate, Inc. (Wayzata)
<b>Number of Respondents</b>						
10-20 Dependent Youth (1)	64	116	56	56	63	47 44
<b>Approx. Date of Interview</b>						
Length of Recall Period	Sep '71 9 mo.	Oct '72 17 mo.	Jul '72 13 mo.	Jul '72 13 mo.	Oct '72 17 mo.	Jul '72 13 mo. Jul '72 13 mo.
<b>Correction Factor (To put estimate on annual basis)</b>						
	1.33	0.68	0.91	0.91	0.68	0.91 0.91
<b>Percentage of Respondents Reporting NO Incidents</b>						
	6%	28%	23%	30%	44%	19% 27%
<b>Absolute Number of Incidents (2)</b>						
Part I	59	77	25	17	14	9 18
Part II	169	142	71	65	72	78 66
Part I & II	228	219	96	82	86	87 84
Hit & Run	1	6	1	4	4	3 1
Other	87	90	36	39	32	31 31
TOTAL	316	315	133	125	122	121 116
<b>Annual Estimate of Incidents</b>						
Part I	78.7	52.4	22.8	15.5	9.5	8.2 16.4
Part II	225.0	96.6	64.6	59.2	49.0	71.0 60.1
Hit & Run	1.3	4.1	0.9	3.6	2.7	2.7 0.9
Other	116.0	61.2	32.8	35.5	4.8	28.2 28.2
<b>Victimizations/Year/1,000 Youth</b>						
Part I	1250	450	410	280	150	170 370
Part II	3580	830	1150	1060	780	1510 1360
Personal (3)	2800	490	720	520	360	790 700
Property (3)	1930	790	840	810	570	890 1030
Total Part I & II	4830	1280	1560	1340	930	1680 1730
<b>Percentage of I &amp; II</b>						
Part I	35%	35%	26%	21%	16%	10% 21%
Personal	59%	38%	46%	39%	38%	42% 40%
<b>Police Involvement</b>						
<b>% of Incidents Where Police were Involved</b>						
Part I	7%	35%	28%	53%	79% (4)	43% 28%
Part II	6	12	12	5	12	4 5
Personal	3%	11%	7%	10%	14%	6% 9%
Property	11	26	23	18	26	9 10
Total	6%	20%	16%	13%	23%	8% 10%

- Notes: (1) Includes respondents under 16 and 16-20 living with parents.  
 (2) Part I includes Rape (\*), Robbery (\*), Aggravated Assault (\*), Burglary, Larceny and Theft over \$50, and Auto Theft. Part II includes Larceny and Theft under \$50, Simple Assault(\*), Auto Offense, Arson, Counterfeit/Forgery, Fraud, Vandalism, other Sex Offenses (\*), and Disorderly Conduct (\*).  
 (3) Personal offenses indicated by (\*) in above list; all others are property offenses.  
 (4) All these offenses involve property.

Table B-8 Estimated Annual Rates of Victimization and Police Involvement After Incident for Youth in Seven Communities

	Model City YSB (Mpls.)	North- side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Give-6 -Take (St. Louis Park)	Store- front (Rich- field)	White Bear Lake YSB	Relate, Inc. (Way- zata)
<u>Number of Respondents</u>							
10-20 Dependent Youth (1)	64	116	56	56	63	47	44
<u>Approximate Date of Interview</u> <u>Length of Recall Period</u>	Sep'71 9 mo.	Oct'72 17 mo.	Jul'72 13 mo.	Jul'72 13 mo.	Oct'72 17 mo.	Jul'72 13 mo.	Jul'72 13 mo.
<u>Total Number of Incidents</u>	316	315	133	125	122	121	116
<u>Percentage in Which Offender Could be Described</u>	85%	75%	61%	65%	71%	77%	80%
<u>Percentage of Incidents in Which Offender Can be Described in Which Offender is:</u>							
Male	75%	80%	76%	79%	84%	89%	80%
0-9 Years Old	11%	6%	22%	5%	2%	18%	4%
10-20	62	74	64	75	78	75	90
Over 20	27	20	13	20	20	7	6
White	84%	72%	71%	93%	95%	95%	99%
Negro-American	8	24	13	5	4	4	1
Indian-American	6	4	7	2	-	-	-
Other	2	-	8	-	1	1	-

Table B-9 Knowledge of and Characteristics of Offenders  
Responsible for Incidents of Victimization  
Reported by Youth in Seven Communities

- d) The young respondents (victims) can identify a substantial percentage of the offenders.
- e) From 75-89% of all incidents are attributed to male offenders.
- f) From 62-90% of all incidents reported by young respondents (victims) are attributed to offenders 10-20 years old.
- g) The percentage of incidents attributed to offenders with different ethnic identifications is consistent with the distribution of individuals with different ethnic identification in the community.

Because younger juveniles, under 15, report higher rates of victimization, the data was re-analyzed dividing the respondents into three categories on the basis of age, 10-15, 16-20, and over 20. Estimated rates of victimization for males and females, as well as the estimated ages of those considered responsible for the incidents are presented in Table B-10.

Several important patterns result from this analysis:

- 1) Adult rates of victimization fall into three categories:
  - a) Four suburban "communities" with almost identical rates of victimization, averaging slightly over 400 incidents per year per 1,000.
  - b) Two urban "communities" with similar rates of victimization, approximately 1,000 incidents per year per 1,000.
  - c) Minneapolis Model City, a central city-high crime area, with approximately 2,000 incidents per year per 1,000.
- 2) Rates of victimization for older juveniles, 16-20, fall into two groups:

	Model City YSB (Mpls.)	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Give-&-Take (St. Louis Park)	Store-front (Rich-Field)	White Bear Lake YSB	Relato, Inc. (Wayzata)
<b>Respondents 10-15 (number)</b>	(37)	(65)	(29)	(32)	(43)	(32)	(32)
<b>Estimated Rate of Victimization: (Number/Year/1,000)</b>							
Male	5,400	2,100	1,400	2,200	1,000	2,400	2,000
Female	4,100	1,100	1,800	1,300	700	1,100	1,600
Both Sexes	4,800	1,400	1,600	1,500	800	2,000	1,800
% Serious (1)	27%	29%	20%	19%	11%	7%	20%
% Personal	50%	42%	48%	43%	35%	46%	45%
% Property	50	58	52	57	65	54	55
<b>Estimated Age of Offender (%):</b>							
Under 10	18%	7%	18%	6%	4%	22%	6%
10-14	39	63	57	56	55	60	73
15-20	36	19	12	18	29	16	17
Over 20	7	11	12	21	13	2	4
<b>Respondents 16-20 (number)</b>	(52)	(51)	(27)	(24)	(26)	(15)	(12)
<b>Estimated Rate of Victimization: (Number/Year/1,000)</b>							
Male	4,300	1,300	1,600	1,200	700	( 800)	( 900)
Female	3,300	900	1,100	1,000	1,100	(1,200)	(1,800)
Both Sexes	3,700	1,100	1,300	1,100	800	1,000	1,400
						( 900)	(2)
% Serious (1)	34%	46%	35%	24%	24%	25%	26%
% Personal	37%	32%	35%	31%	28%	50%	26%
% Property	63	68	65	69	72	50	74
<b>Estimated Age of Offender (%):</b>							
Under 10	2%	-	15%	-	-	3%	-
10-14	17	3%	4	-	-	3	9%
15-20	38	49	50	55%	60%	51	73
Over 20	42	48	31	45	40	42	18
<b>Respondents Over 20 (number)</b>	(233)	(62)	(38)	(38)	(279)	(23)	(28)
<b>Estimated Rate of Victimization: (Number/Year/1,000)</b>							
Male	2,200	800	1,000	( 600)	400	( 200)	(1,000)
Female	1,800	700	1,000	400	400	500	400
Both Sexes	1,900	800	1,000	400	400	400	600
% Serious (1)	32%	31%	39%	21%	18%	9%	22%
% Personal	22%	23%	26%	17%	18%	30%	6%
% Property	78	77	74	83	82	70	94
<b>Estimated Age of Offender (%):</b>							
Under 10	8%	2%	38%	5%	2%	33%	7%
10-14	14	7	12	9	5	-	13
15-20	19	18	8	18	14	26	13
Over 20	59	73	41	69	79	51	67

Notes: Estimates produced by same procedure described in previous tables. Estimates in parentheses based on less than 10 respondents. Hit-and-run not included as incidents.

- (1) Percentage of incidents that are Part I incidents.
- (2) Estimate when respondent reporting 8 incidents excluded.

Table B-10 Estimated Rates of Victimization, Seriousness of Incidents, Nature of Incidents, and Estimated Age of Offenders for Residents in Seven Communities

- a) Six "communities" with an average rate of about 1,000 incidents per year per 1,000.
- b) Minneapolis Model City with an average rate of about 3,700 incidents per year per 1,000, almost FOUR times higher than the other six communities.
- 3) Rates of victimization for younger juveniles, 10-15, "seem" to fall into three categories:
  - a) Four "communities" in the urban-suburban zone with an average rate of about 1,300 incidents per year per 1,000.
  - b) Two "communities" on the edge of the suburban area with an average rate of approximately 2,000 incidents per year per 1,000.
  - c) Minneapolis Model City with an average rate of approximately 4,800 incidents per year per 1,000, from 2.5 to 4 times higher than the other six "communities."

The relationship between the age of the victim (respondent) and the age of offenders perceived responsible for the incidents can be examined by estimating the rate of victimization for respondents of different ages attributed to offenders of different ages. This is done by multiplying the overall rate of victimization for respondents of different ages by the percentage of incidents attributed to offenders of different ages. The results are presented in Table B-11 and Figure B-9.

This analysis makes clear that, except for one striking exception, most individuals -- young juvenile, older juvenile, or adult -- can expect to be victimized by their age-peers. The exception to this pattern is very

	Model City YSB (Mpls.)	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Give-&-Take (St. Louis Park)	Store-front (Richfield)	White Bear Lake YSB	Relate, Inc. (Wayzata)
<b>Respondents 10-15</b>							
Estimated Rates of Victimization (Incidents/Year/1,000)							
Attributed to Offender							
Under 10	860	100	290	90	30	440	110
10-14	1,870	880	910	840	440	1,200	1,300
15-20	1,730	270	190	270	230	320	310
Over 20	340	150	190	320	100	40	80
All Ages	4,800	1,400	1,600	1,500	800	2,000	1,800
<b>Respondents 16-20</b>							
Estimated Rates of Victimization (Incidents/Year/1,000)							
Attributed to Offender							
Under 10	70	-	200	-	-	30	-
10-14	630	30	50	-	-	30	80
15-20	1,400	540	650	600	480	510	660
Over 20	1,550	530	400	500	320	520	160
All Ages	3,700	1,100	1,300	1,100	800	1,000	900
<b>Respondents Over 20</b>							
Estimated Rates of Victimization (Incidents/Year/1,000)							
Attributed to Offender							
Under 10	150	20	380	20	10	130	40
10-14	270	60	120	40	20	-	60
15-20	360	140	80	70	60	100	60
Over 20	1,120	580	410	280	320	200	400
All Ages	1,900	800	1,000	400	400	400	500

Table B-11 Rates of Victimization Attributed to Offenders of Different Ages: By Age and Community of Residence of Respondent (Victim)

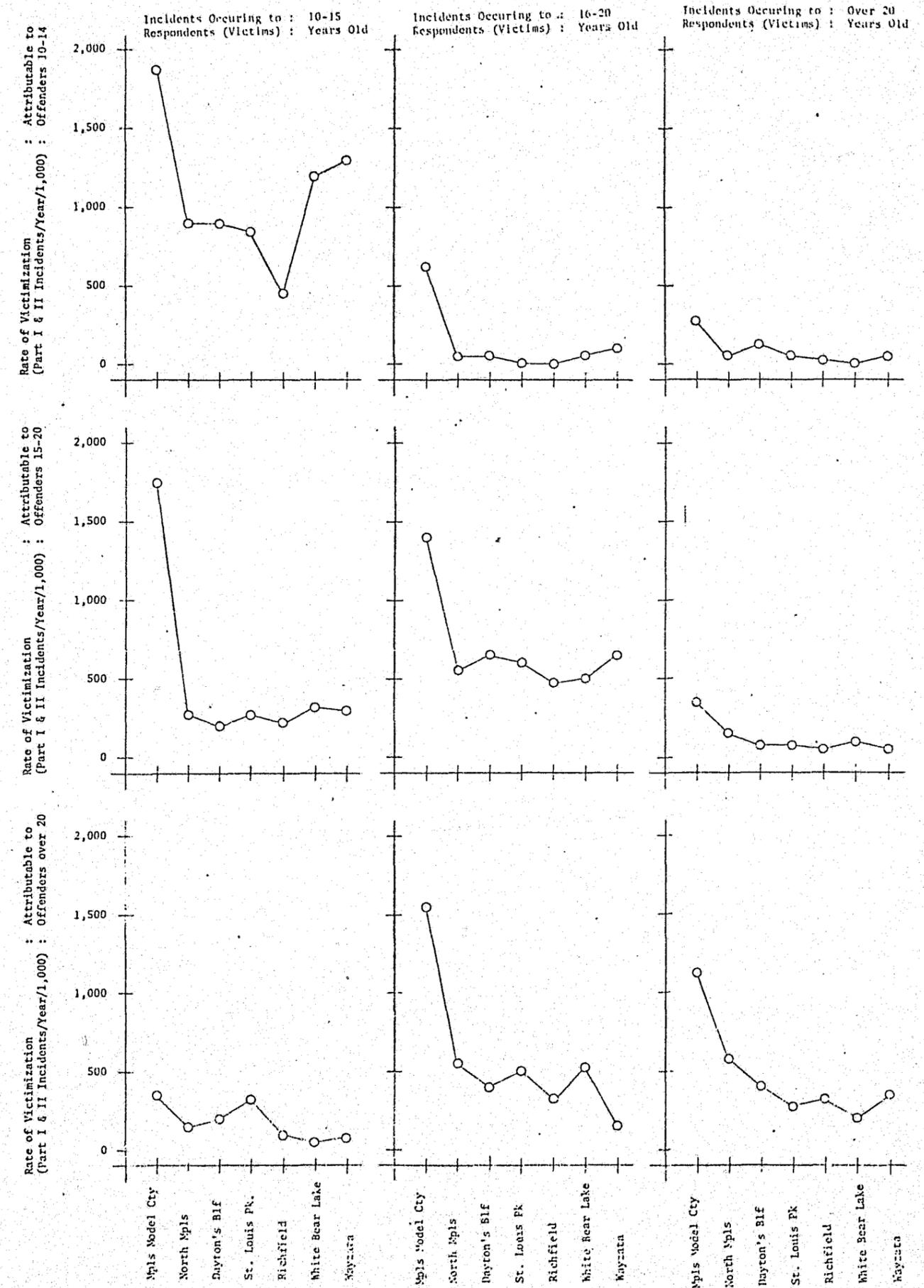


Figure 5-9 Rates of Victimization Attributed to Offenders of Different Ages: By Age and Community of Residence of Respondent (Victim)

important, for it occurs in Minneapolis Model City, where the rates of victimization of young juveniles are substantially greater than in the other six "communities." It is apparent that this is due to the high rate of victimization attributed to offenders 15-20 years old, SEVEN times higher than the rate attributed to such offenders by young juveniles living in the other six communities. This would suggest that there is something special about the situation of older juveniles in Minneapolis Model City, an issue to be explored below.

The combination of several factors -- data on seven communities, variations in the rates of victimization, variation in the characteristics of the seven communities -- allows a preliminary examination of the features of these seven communities that are related to differences in the rates of victimization. A summary of some of this information is provided in Table B-12, where the estimated rates of victimization of residents of different ages are listed at the top of the table and various community characteristics are described in the body of the table. A number of features of these communities will be discussed below.

Focusing upon the rates of victimization estimated for adults, which vary by a factor of four among the seven communities, the intellectual challenge is to determine if there are any community characteristics that

- 1) vary on the same order of magnitude as the rates of victimization and
- 2) are such that variation on the community characteristic would be causally related, in some reasonable way, to variation in the rates of victimization.

Several obvious candidates must be immediately rejected, namely median family income and percentage of families below the poverty level. While it

	Model City YSB (Mpls.)	North- side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Give- -Take (St. Louis Park)	Storo- front (Rich- field)	White Bear Lake YSB	Relate, Inc. (Way- zata)	Corre- lation Adult Vict. Coty (1)
<u>Estimated Rates of Victimization</u> (Incidents/Year/1,000)								
Age of Resident:								
10-15	4,800	1,400	1,600	1,500	800	2,000	1,800	--
16-20	3,700	1,100	1,300	1,100	800	1,000	900	--
Over 20	1,900	800	1,000	400	400	400	600	1.00
Total Population	54,308	79,770	69,638	116,430	47,231	51,036	59,337	--
Area	5.6	14.0	11.8	11.8	6.4	50	41	--
Blocks	438	999	827	1,348	633	734	830	--
Persons/Square Mile	9,698	5,678	6,689	3,774	7,426	1,455	1,015	.70
Persons/Block	124	80	84	86	75	69	71	.91
<u>Mobility</u>								
Number of Persons Moved into Dwelling Unit in 1969-70 as of 1970 Census	20,637	21,538	16,017	23,286	9,446	8,166	11,274	--
Percentage of Population	38%	27%	23%	20%	20%	16%	19%	.94
Number/Square Mile	3,685	1,500	1,500	750	1,500	160	280	.90
Number/Block	47	22	19	17	15	11	14	.95
<u>Income</u>								
Median Family Income	\$ 7,500	\$ 8,500	\$ 9,500	\$13,500	\$13,500	\$13,500	\$13,500	- 0.86
Percentage of Families Below Poverty Level	12%	12%	8%	3%	2%	3%	4%	.81
Number of Persons 6-17 in Families Below Poverty Level	1,834	3,459	1,494	747	357	483	651	--
Percentage of Persons 6-17	22%	19%	10%	3%	3%	3%	4%	.85
Number/Square Mile	328	246	144	24	56	10	16	.88
Number/Block	4.2	3.5	1.8	0.6	0.6	0.7	0.8	.86
<u>Employment</u>								
Number of Experienced Workers, 16 and Over, Unemployed in 1970	1,270	1,382	1,215	1,301	514	502	601	--
Percentage of Work-Force	4.8%	4.3%	4.1%	2.3%	2.1%	2.6%	2.5%	.86
Number/Square Mile	227	99	117	42	80	10	15	.92
Number/Block	2.9	1.4	1.5	1.0	0.8	0.7	0.7	.97
Number of Persons 16-21 Not in School and Unemployed	700	670	590	310	160	120	92	--
Percentage of Persons 16-21	15%	17%	14%	8%	7%	8%	7%	.70
Number/Square Mile	125	48	57	10	25	2	2	.96
Number/Block	1.6	0.7	0.7	0.2	0.2	0.2	0.1	.97

Note: (1) Pearson product-moment correlations; maximum value is + 1.00 or -1.00.

Table B-12 Rates of Victimization (By) Age Compared to Characteristics of The Community: By Community

is reasonable that people without property might take from those that have property, the variation in median incomes and percentage of families below the poverty level is relatively small in relation to the substantial variation in rates of adult victimization (particularly when Minneapolis Model City and North Minneapolis are compared).

Of the community characteristics that have been explored, only two seem to show a degree of variation that is of the same order of magnitude as the rates of adult victimization: population density and transitoriness of the population (the degree to which the residents of dwelling units have recently moved into the dwelling unit). A combination of these two measures is presented on the left side of Figure B-10.

While the variation in the percentage of the population that has recently moved into their dwelling unit is considerable, the variation of this community characteristic is greater when it is computed in terms of persons per square mile. Using the count of "blocks" provided by the U.S. Census (a clearly bounded residential unit smaller than a census tract, usually an "average" city block), the number of new residents per block can be computed.

This measure, the number of new residents per block, reflects an order of magnitude of variation that approximates the variation in adult victimization. Further, it seems reasonable to expect this measure to be associated with a number of factors that may affect the rates of adult victimization, such as lack of friendly relations between neighbors (which could lead to an increase in neighbor-neighbor victimization and a reduction in "mutual assistance" when a suspected victimization occurs) and an inability to separate

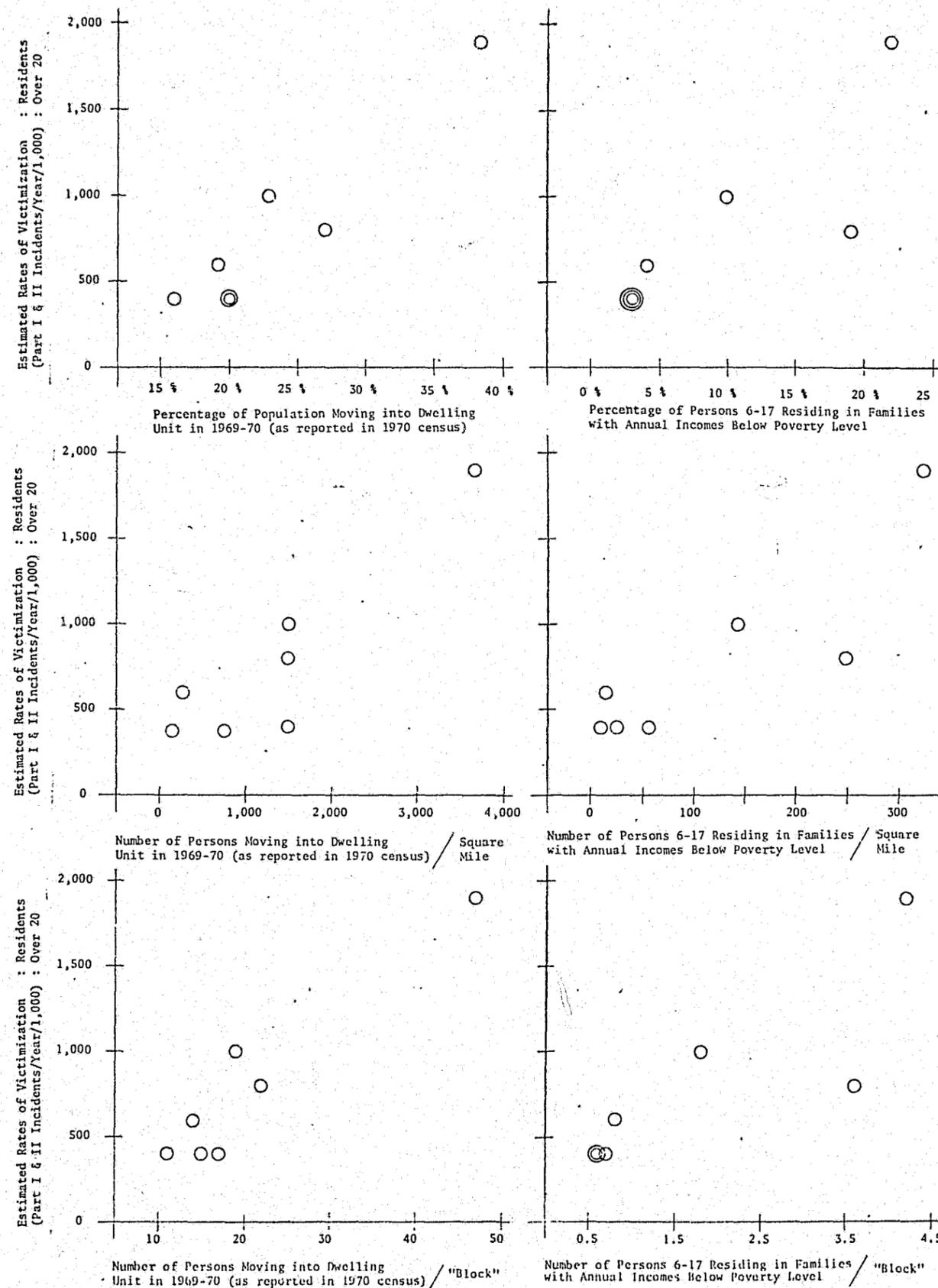


Figure B-10 Transitoriness of Population and Economic Status of Persons 6-17 as Related to Victimization of Adults in Seven Communities

residents from non-residents (potential victims) when a person is seen on the street.

The number of older juveniles living in families below the poverty level shows a modest relationship to adult victimization, as presented in Figure B-10. The same percentage and density of such youth is associated with high rates of adult victimization in Minneapolis Model City and moderate rates of adult victimization in North Minneapolis. This suggests that a community with a large number of juveniles from low income families, need not expect high rates of adult victimization.

On the other hand, a substantial number of idle youth, those not in school and unemployed, may be related to rates of adult victimization. Such a comparison is made on the right side of Figure B-11. This suggests a strong relationship between a high density of idle, older juveniles and rates of adult victimization. Again, the combination of high density and a community characteristic is associated with high rates of adult victimization. To have 1.5 idle, older juveniles on each city block is equivalent to 3 for every two blocks. It would be relatively easy for such youth to become acquainted and engage in cooperative victimization activities. Perhaps facilitated by a high density of "strangers" -- potential victims that do not know the youth -- 47 new neighbors on each block each year.

The same interpretation applies to the density of unemployed adults, presented in the left half of Figure B-11, which is also highly associated with adult rates of victimization.

More precise analysis of these relationships will require at least two modifications of this data. First, the estimated rates of victimization are related to the community of residence -- all incidents reported

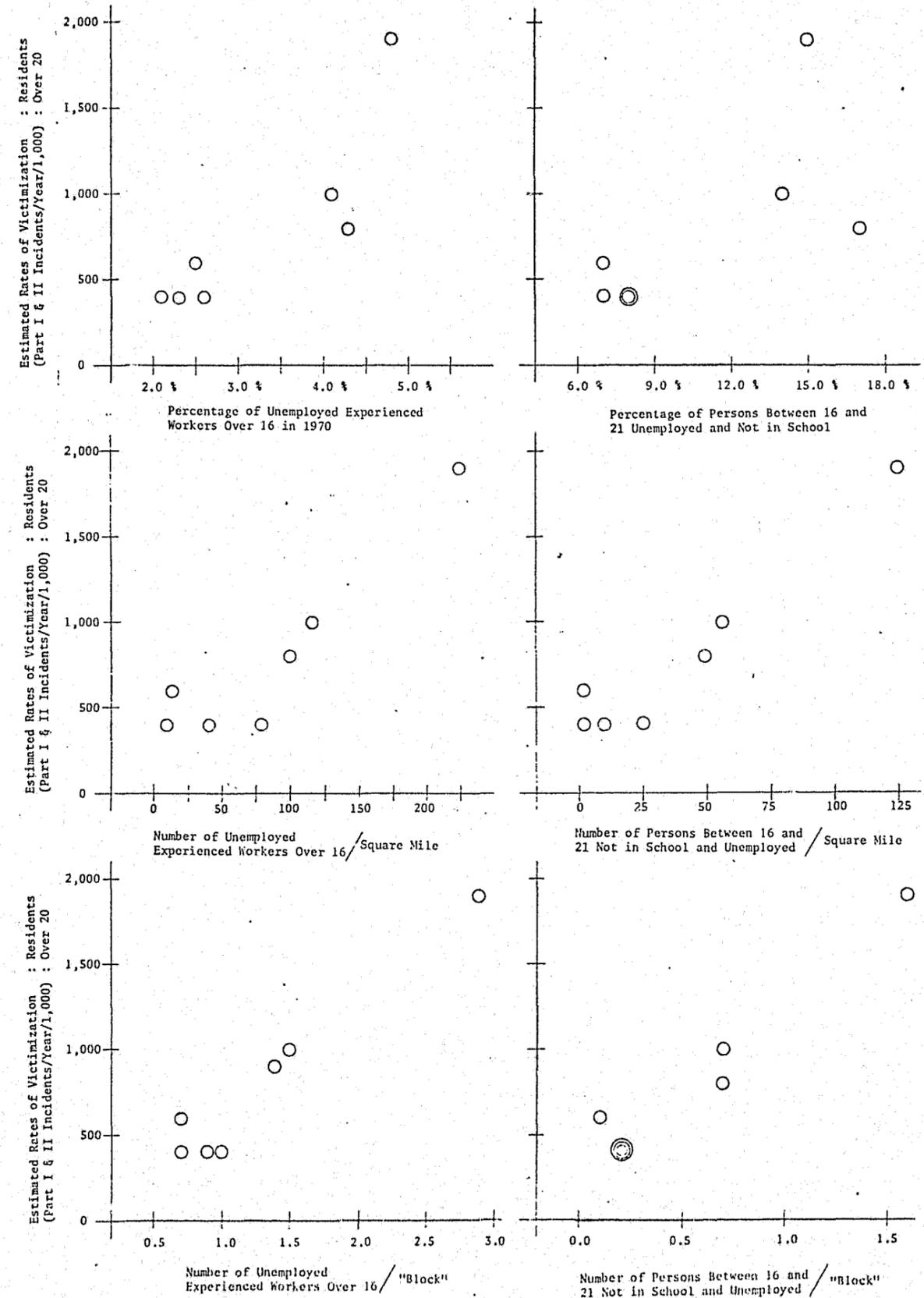


Figure B-11 Unemployment of Adults and Persons 16-21 as Related to Victimization of Adults in Seven Communities

by a resident are included in the analysis. If the sample size was larger for the five "small adult sample" communities, then it would be possible to estimate the rate of victimization occurring to adult residents of the community in the community of residence. Since 85% of the incidents reported by adult residents of the Minneapolis Model City community occurred in the community of residence, compared to 50% for adult residents of Richfield, a more precise comparison would probably increase the range of victimization associated with the different communities.

Second, it should be mentioned that the measures of area used to calculate the densities are approximate, based on the total area of the census tracts used to estimate community characteristics. While several communities, notably Minneapolis Model City and Richfield, are almost completely devoted to residential purposes, several other "communities" -- defined as the area within a circle, include substantial areas that are not used for residential purposes. In particular, the area incorporated within the circles that defined the North Minneapolis and Dayton's Bluff (St. Paul) areas include substantial industrial areas as well as portions of the Mississippi River. If the "residential" areas of these "communities" were used to compute density, it is likely that the densities for North Minneapolis and Dayton's Bluff would be substantially higher, increasing the relationship between density related community characteristics and rates of adult victimization.

While the previous analysis should be regarded as tentative, until a larger number of residents in a larger number of communities can be surveyed,

estimates of adult rates of victimization appear to be systematically related to several community characteristics, including:

- 1) High percentage of transitory population.
- 2) Substantial number of individuals with little income and little chance of receiving income, especially older juveniles.
- 3) High densities, both of transient residents and of unemployed individuals.

On first analysis, these three factors would seem to be associated with three aspects that might facilitate incidents of victimization; first, the high density of individuals and the transitory nature of the population would make it harder for residents (potential victims) to identify new or unusual individuals in the neighborhood -- harder to separate potential offenders from new residents; second, the high densities of idle, impoverished individuals would increase the probability that such individuals might come into contact with each other, especially older juveniles, and cooperate in victimization activities; and third, the high densities and transitory nature of the population would provide a "crowd" offenders could use as a "cover," allowing them freedom of movement in the community, anonymity before and after an act of victimization.

Any program designed to reduce victimization, or crime, would seem to have the maximum potential payoff in a community with the factors identified above. In particular, a program designed to reduce incidents caused by juveniles would seem to have its best chances in an area of very high population density in the order of magnitude of 10,000 persons per square mile,

and a high density of unemployed youth (16-21) not in school, in the order of magnitude of 125 such individuals per square mile. Under these conditions, the rate at which this age group engages in victimization appears to be considerably higher than when these conditions do not exist. This suggests that except for a special combination of circumstances, the rate of victimization experienced by juveniles or attributed to juveniles is relatively constant. In contrast, the variations in the rate of victimization experienced by adults in different communities are substantial, and the majority of the incidents are attributed to adult offenders.

### Summary

This chapter has presented a description of the seven communities involved in this study, defined either in terms of political boundaries or a circle encompassing the potential clients. Descriptions of the communities, based on data collected in the 1970 U.S. Census suggests that they fall into four categories -- one inner city community, two central city communities, two first-ring suburban communities, and two second-ring suburban communities.

A detailed comparison of experiences of victimization, based on surveys of the residents, of two communities -- the inner city community and one first-ring suburban community -- suggests a number of features with implications for prevention programs:

- a) Rates of victimization are from 4 to 12 times higher (depending on how incidents are classified and which respondents are compared) for both youth and adults in the inner city community.
- b) Most offenders are the same age as the victims.
- c) Only 25% of adult victimization is attributed to youthful offenders; compared to 80% of victimization reported by youth.
- d) The probability that a young resident of the inner city area has committed an act of victimization was estimated to be eleven times higher when compared to a young resident of the suburban community.

Rates of victimization for all Part I and II incidents (excluding hit-and-run incidents) were estimated for youthful and adult offenders for all

seven communities. Rates of victimization estimated for adult respondents (over 20 years old) fell into three categories:

- 1) Rates of 2,000 incidents per year per 1,000 adults for the inner city community.
- 2) Rates of 1,000 incidents per year per 1,000 adults for the two central city communities.
- 3) Rates of 500 incidents per year per 1,000 adults for all four suburban communities.

Analysis of the community characteristics related to the variation in rates of victimization suggested that the socio-economic level of the community was not strongly related to rates of victimization for adults. Characteristics related to the density of transitory residents, unemployed adults, and idle older juveniles were highly associated with adult rates of victimization.

These patterns had several important implications for programs designed to prevent or reduce rates of crime (or victimization). Specifically, programs designed to reduce levels of crime would have a maximum opportunity for success in a community with a high rate of crime, such communities appear to have the following characteristics:

- a) High density of transitory residents (lived in their dwelling unit less than 18 months); 3,500 per square mile or 50 per city block.
- b) High density of unemployed adults; 200 per square mile or 3 per city block.
- c) High density of idle, older juveniles; 125 per square mile or 1.6 per city block.

Conversely, it would appear that any program designed to reduce the occurrence of crime, or victimization, would have difficulty reducing crime in a community with a "low" crime rate, such as those with the following characteristics:

- a) Low density of transitory residents; equal to or less than 1,000 per square mile or 15 per city block.
- b) Low density of unemployed adults; less than 50 per square mile or 1.0 per city block.
- c) Low density of idle, older juveniles; less than 50 per square mile or 0.5 per city block.

Finally, rates of victimization among juveniles is, except for the inner city community, relatively constant. Suggesting that it is not associated with adult victimization and may be difficult to reduce -- it appears to be more of an intra-youth phenomena that is constant across most communities. The important exception is the extremely high rates of victimization reported by young and old juveniles in the inner city community, the majority attributed to older juveniles. This suggests that programs designed to reduce abuses caused by juveniles would have the greatest chance for success in the inner city community, where older juveniles appear to be a substantial menace for all residents, a situation not found in the other central city areas or the suburban communities.

Characteristics of Potential Clients

This chapter provides a description of the "typical" youth in the communities served by the Youth Service Bureaus. This description includes a discussion of the types of problems experienced by youth, what they do in response to such problems, examination of selected aspects of the lives of "typical" youth (sources of influence, preferred associates, attempts at parental control, and use of stimulants), and two measures of their "mental state" -- the degree to which they have a positive self-esteem and the level of alienation.

The major purpose of this analysis is to 1) determine if there are any differences among the youth residing in the communities served by Youth Service Bureaus and 2) to provide a basis for comparing "typical" youth with those served by Youth Service Bureaus, described in a later chapter. The analysis of the data is complicated by the effects of sex and maturity (or age) on many of the factors under consideration. In most cases, analysis by age and sex precedes comparison of youth living in different communities, to determine the relative impact of the three factors on the variables under consideration.

Problems of "Typical" Youth

This section will describe the extent to which typical youth, those interviewed in six communities in the Twin Cities area, have "problems,"

the nature of the problems, and how they attempt to cope with these problems. As the age and sex of the young person seem to have a major effect on the number of problems and their nature; initial analysis will be related to these variables, followed by comparisons based on community of residence.

In the interviews with young individuals, two types of procedures were used to elicit problems encountered by the youth. After an initial section devoted to general questions about community agencies and the lives of the young people, they were asked a series of specific questions about the types of problems young people might have. These were presented in a hypothetical form ("What if you ...?") and each question was followed by the direct question ("Have you ever ...?"). If the young person answered "Yes," the details of the problem and how the young person dealt with the problem were collected on a "Problem Processing Form."

The actual questions were phrased as follows:

Where would you go, who would you go see, or what would you do if you:

- |  |             |
|--|-------------|
| Had trouble with your parents?   | (all youth) |
| Had trouble with the police, justified or not?                                     | (all youth) |
| Received unfair treatment from the police?   | (all youth) |
| Got into real trouble (committed a crime, etc.) and thought someone knew about it? | (all youth) |
| Were being threatened or harassed by someone else, not the police?                 | (all youth) |
| Had a bad drug trip?   | (all youth) |
| Knew your parents were having trouble getting along with each other?               | (all youth) |

- |   |   |
|---|---|
| Wanted birth control information?                     | (over 14 only)  |
| Suspected you had venereal disease?                   | (over 14 if they know VD related to sexual intercourse) |
| Suspected you were pregnant?                          | (females over 14 only)                                  |
| Wanted an abortion?                                   | (females over 14 only)                                  |
| Had been raped or sexually assaulted?                 | (females over 14 only)                                  |
| Thought your girlfriend was pregnant and needed help? | (males over 14 only)                                    |
| Had been sexually assaulted?                          | (males over 14 only)                                    |
| Found someone trying to take off your clothes?        | (10-14 only)  |

Problems dealt with by youth were also identified in the "agency use" section of the interview. In this section, the young respondent was asked if he had ever visited any agencies and a list of agencies in the area was read to the respondent. If the youth mentioned a visit to any agency, the details of the visit, including the reason for the visit and satisfaction with the assistance provided, were recorded on a separate "agency use form." The "problems" that generated the visits to agencies are added to the problems that were described in response to specific questions on a previous part of the questionnaire to create a compiled list of all "problems" encountered by youth.

The results of the tabulation of all problems from both parts of the interview are presented in Table C-1. The responses are classified by the age and sex of the young respondents as well as the source of the "problem."

The important patterns are presented in graphic form in Figure C-1. Several important patterns appear in this analysis. First, age has a major effect on the average number of problems reported by young people; respondents over 15 report three times as many problems as those 9 and 10 years old. Second, although older males and females report substantially more problems than younger males and females, the pattern of increase seems to be much different; for males, there is a steady increase with increasing age, but for females, there is a very low level between ages 9 and 12, and then a dramatic increase at ages 13-14 to a high and relatively constant level through age 20. This clear difference in patterns between males and females of different ages leads to a more careful analysis, considering the different types of problems reported by different sexes at different ages.

Analysis of the types of problems involved in the analysis in Table C-1 and Figure C-1 is presented in Table C-2 and Figure C-2. The average number of problems reported by young people of different ages is presented for seven different types of problems (and one residual category, making a total of eight); problems with their family, problems with their own self-concept and relations with others; problems related to violations of the law; problems associated with being victimized; medical problems (birth control, venereal disease, pregnancies, etc.); problems with alcohol or drugs; problems related to school, financial situation, need for information or legal advice; and other problems (need for recreational facilities, job counseling, etc.). It is of some interest, due to the large percentage of Youth Service Bureau cases involving job referrals (discussed in the next chapter) to

# CONTINUED

## 1 OF 3

	Total Respondents (Age at Interview)	Total Respondent Years (Each Respondent Reporting for 3 Years)	Total Agency Visits Reported for 3 Years Prior to Interview	Ave. Agency Visits per Respondent Year	Total Problems Reported for 3 years Prior to Interview	Ave. Problems per Respondent Year	Total Problems Reported for 3 Years Prior to Interview without Agency Contact	Total Problems and Agency Visits	Ave. Problem and Agency Visits per Respondent Year
	(1)	(2)	(2)	(2)	(2)	(2)	(3)		
<u>Females</u>									
9-10 (4)	14	85	7	0.08	13	0.15	13	20	0.23
11-12	37	104	7	0.07	20	0.19	18	25	0.24
13-14	34	114	33	0.29	41	0.36	35	68	0.60
15-16	41	99	32	0.32	56	0.57	48	80	0.81
17-18	25	88	36	0.41	37	0.42	19	55	0.62
19-20	31	42	24	0.57	15	0.36	9	33	0.79
TOTAL	182	532	139	0.26	182	0.34	142	281	0.53
<u>Males</u>									
9-10 (4)	32	129	23	0.18	17	0.13	16	39	0.30
11-12	45	122	23	0.19	34	0.28	34	57	0.47
13-14	37	96	23	0.24	21	0.22	20	43	0.45
15-16	28	87	24	0.28	30	0.34	28	52	0.60
17-18	34	103	32	0.31	34	0.33	27	59	0.57
19-20	32	49	8	0.16	30	0.01	21	29	0.59
TOTAL	206	586	133	0.23	166	0.28	146	279	0.48
<u>Total</u>									
9-10 (4)	46	214	30	0.14	30	0.14	29	59	0.28
11-12	80	226	30	0.13	54	0.24	52	82	0.36
13-14	71	210	56	0.27	62	0.29	55	111	0.53
15-16	69	186	56	0.30	86	0.46	76	132	0.71
17-18	59	191	68	0.36	71	0.37	46	114	0.60
19-20	63	91	32	0.35	45	0.49	30	62	0.68
TOTAL	388	1118	272	0.24	348	0.31	288	560	0.50

- Notes: 1) The data is presented as the average number of incidents (problems or agency visits) per respondent year. In order to determine the respondent years involved, each respondent was assumed to be reporting for three years, the year of the interview and the two previous years. For purpose of reporting average incidents per year for a given age, this is translated into "respondent years," the number of respondents covering a given year in the interview.
- 2) Respondents were asked to describe any problem or agency contact they had ever had, and incidents were presented from one to fifteen years from the past. A check on the time lag from the occurrence of incidents to the date of the interview revealed that 76% of all problems mentioned and 88% of all agency visits were reported from the three years previous to the interview. The table refers to a total of 626 problems and agency visits (or 81% of the total of 776) that occurred in the three years prior to the interview.
- 3) If, in attempting to solve a problem, a respondent indicated they had visited an agency, the incident generated both a problem processing form and an agency use form. Hence, those problems related to agency contact are removed for a measure of total problems.
- 4) No nine year olds were actually interviewed, all data refers to comments about incidents that occurred when a 10 or 11 year old respondent was 9.

Table C-1 Problems and Agency Contact of "Typical" Youth: By Age and Sex

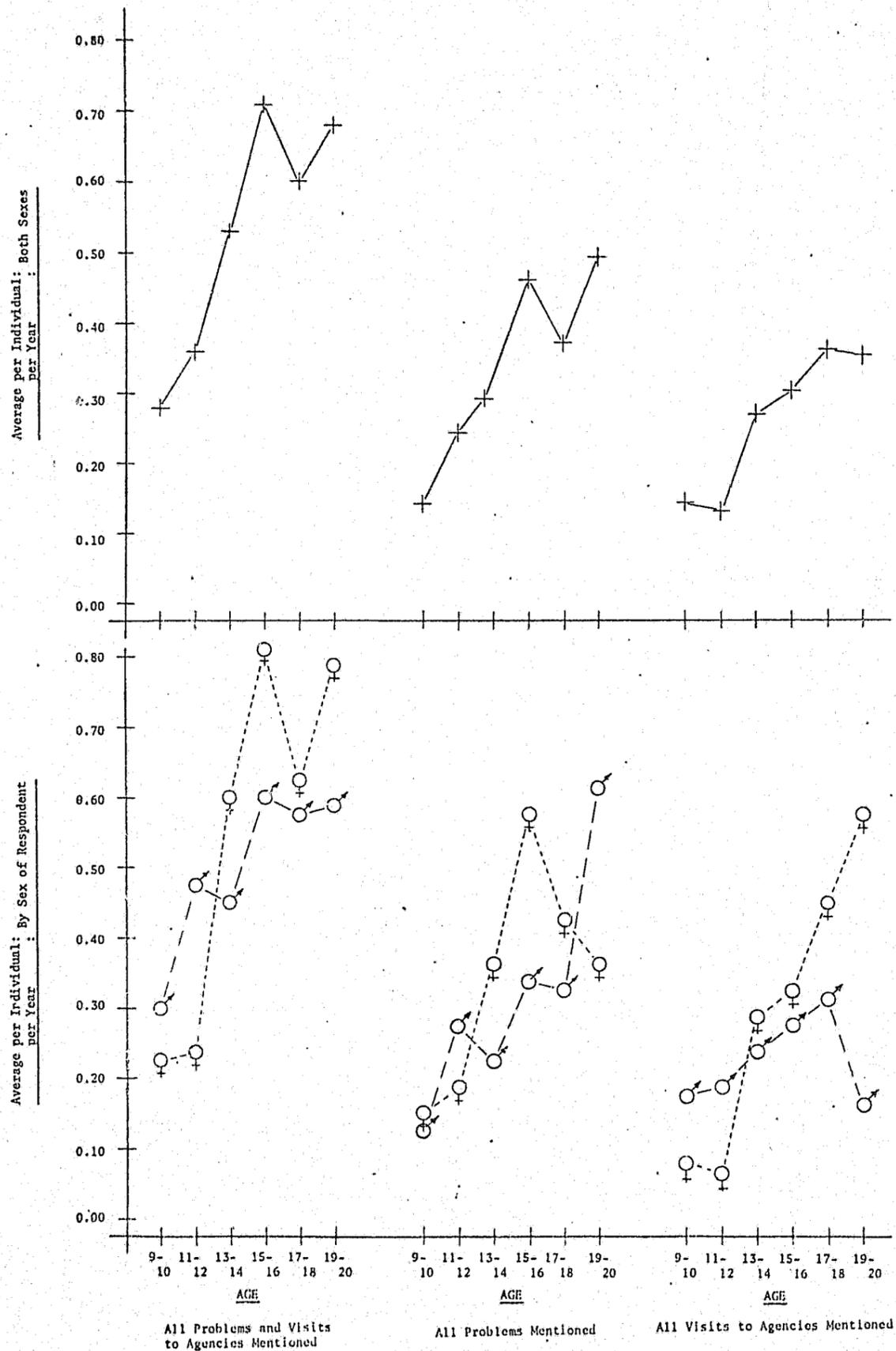


Figure C-1 Problems and Visits to Agencies Mentioned by Typical Youth: By Age and Sex

discover that only one of 574 problems mentioned by 388 young people was related to employment. Although the omission of any specific question about employment from the questionnaire may have reduced the number of comments regarding job problems, this would suggest that young people accept unemployment as a normal state of affairs, rather than a unique situation that is defined as a "problem."

Examination of the graphs in the top half of Figure C-2, which represents all the adolescents by age, suggests the following patterns:

- |                            |   |
|----------------------------|---|
| Major increase with Age    | Medical Problems                        |
|                            | Law Violations                          |
|                            | Self-Concept and Relations with Others  |
| Minor Increase with Age    | Drug and Alcohol Problems               |
| Increase and then Decrease | Family Related Problems                 |
|                            | School, Financial, Informational, Legal |
| No Change with Age         | Victimization Experiences               |
|                            | Other Problems                          |

Several of these patterns are affected by the sex of the young respondent.

Examination of the graphs in the bottom half of Figure C-2 indicates that the following patterns are related to the sex of the respondent:

- |  |   |
|--|---|
| Females have fewer problems than males | Law Violations                          |
|  | Victimization                           |
| Females and Males are equal            | Family Related Problems                 |
|  | Self-Concept and Relations with Others  |
|  | School, Financial, Informational, Legal |
|  | Other Problems                          |

	Number of Respondents	Respondent Years	Nature of Problem							TOTAL	
			Family Related	Self-Concept, Relations with others	Law Violations	Victim of Crime	Medical (Birth Control, Pregnancies VD)	Drugs, Alcohol, etc.	School, Financial, Legal, Info.		Other (Job, Lack of Recreational Facilities, etc.)
Problems Not Related to Agency Visit (N = 291)			21%	25%	24%	11%	7%	6%	5%	1%	100%
Problems Related to Agency Visit (N = 283)			17%	30%	2%	*	13%	3%	25%	10%	100%
Total Problems (N = 574)			19%	27%	13%	6%	10%	4%	15%	5%	99%
<b>Total Problems</b>											
<b>Females</b>											
9-11	34	138	10	16	-	3	1	1	1	-	32
12-14	51	165	25	17	9	3	2	4	18	1	79
15-17	54	144	19	28	12	4	16	9	13	8	109
18-20	43	85	2	13	5	2	23	6	9	2	62
TOTAL	182	532	56	74	26	12	42	20	41	11	282
<b>Males</b>											
9-11	54	193	5	21	4	8	7	-	6	8	59
12-14	58	154	18	19	14	7	3	1	16	3	81
15-17	40	136	15	25	16	4	2	5	17	2	86
18-20	54	103	14	18	16	3	3	-	6	6	66
TOTAL	206	586	52	83	50	22	15	6	45	19	292
<b>Both Sexes</b>											
9-11	88	331	15	37	4	11	8	1	7	8	91
12-14	109	319	43	36	23	10	5	5	34	4	160
15-17	94	280	34	53	28	8	18	14	30	10	195
18-20	97	188	16	31	21	5	26	6	15	8	128
TOTAL	388	1118	108	157	76	34	57	26	86	30	574
<b>Average per Respondent Years</b>											
<b>Females</b>											
9-11			0.07	0.12	-	0.02	0.01	0.01	0.01	-	0.23
12-14			0.15	0.10	0.05	0.02	0.01	0.02	0.11	0.01	0.48
15-17			0.13	0.19	0.08	0.03	0.11	0.06	0.09	0.06	0.76
18-20			0.02	0.15	0.06	0.02	0.27	0.07	0.11	0.02	0.72
TOTAL			0.10	0.14	0.05	0.02	0.08	0.04	0.08	0.02	0.53
<b>Males</b>											
9-11			0.03	0.11	0.02	0.04	0.04	-	0.03	0.04	0.31
12-14			0.12	0.12	0.09	0.04	0.02	0.01	0.10	0.02	0.53
15-17			0.11	0.18	0.12	0.03	0.02	0.04	0.12	0.02	0.63
18-20			0.14	0.18	0.16	0.03	0.03	-	0.06	0.06	0.64
TOTAL			0.09	0.14	0.08	0.04	0.03	0.01	0.08	0.03	0.50
<b>Both Sexes</b>											
9-11			0.04	0.11	0.01	0.03	0.02	0.00	0.02	0.02	0.28
12-14			0.14	0.11	0.07	0.03	0.02	0.02	0.11	0.01	0.50
15-17			0.12	0.19	0.10	0.03	0.06	0.05	0.11	0.04	0.69
18-20			0.08	0.16	0.11	0.03	0.14	0.03	0.08	0.04	0.68
TOTAL			0.10	0.14	0.07	0.03	0.05	0.02	0.08	0.03	0.51

NOTE: The same procedures followed in constructing Table C-1 were followed in constructing this table. See notes to Table C-1 for details.

Table C-2 Nature of Problems Experienced by "Typical" Youth: By Age and Sex

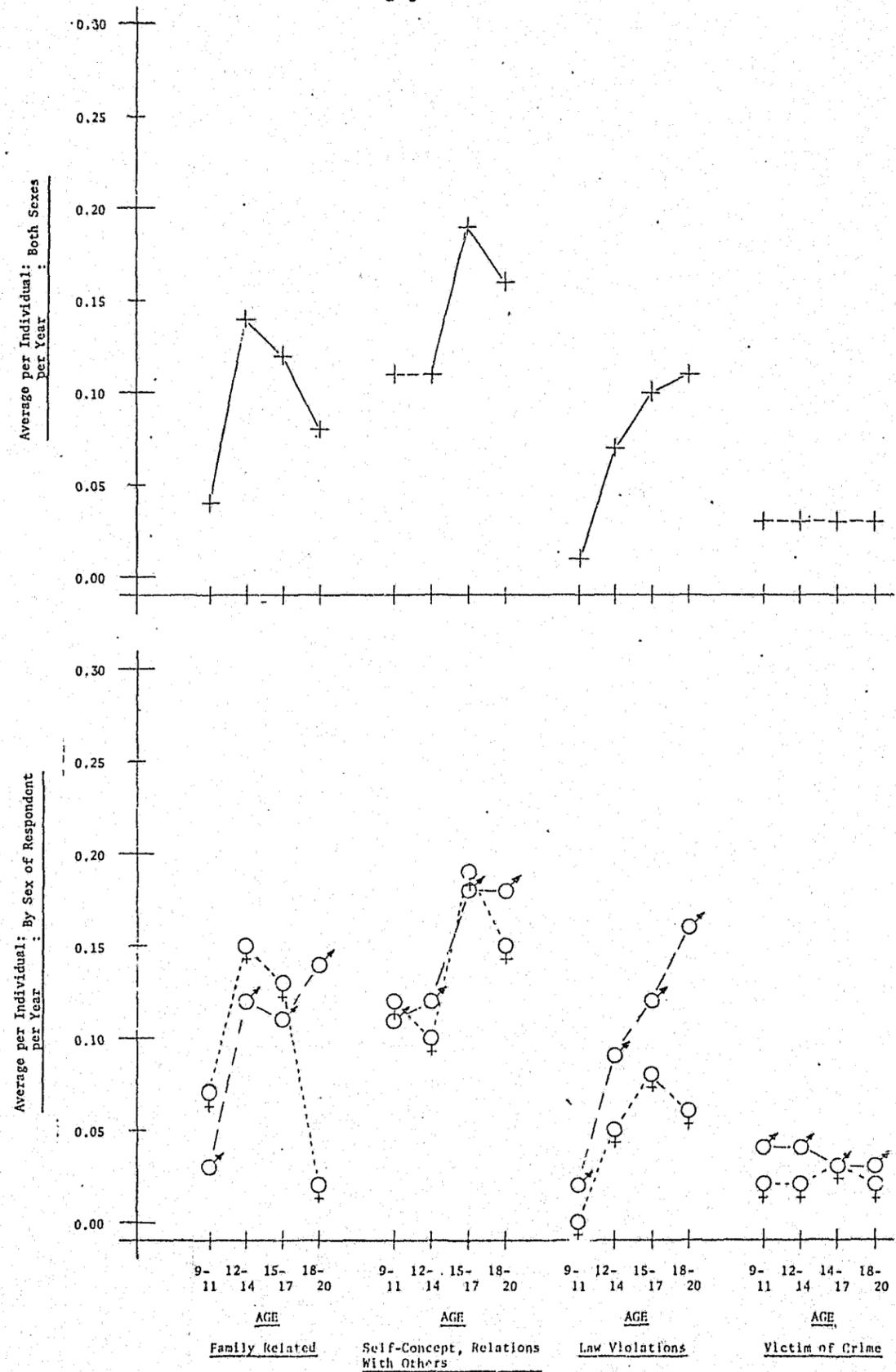


Figure C-2-n Problems Experienced by "Typical" Youth: By Age, Sex of Respondent and Nature of Problem

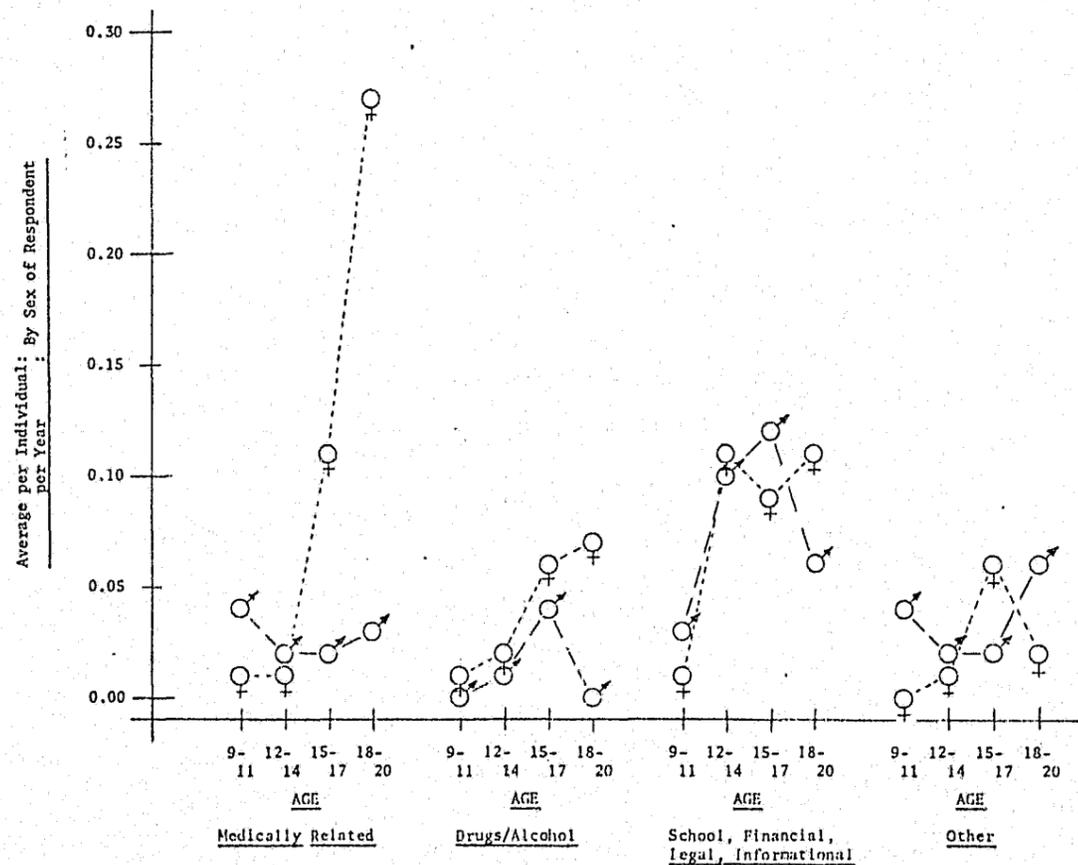
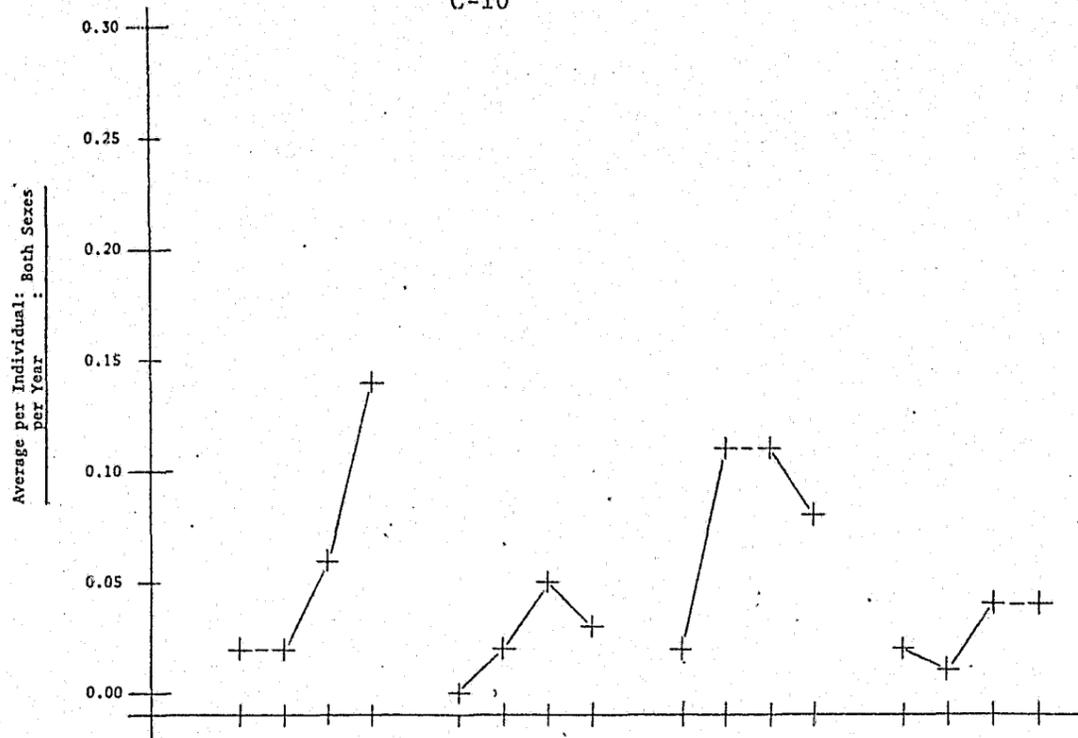


Figure C-2-b Problems Experienced by "Typical" Youth:  
By Age, Sex of Respondent and Nature of Problem  
(continued)

Females have more problems than Males

Medically Related Problems

Drugs and Alcohol Problems

The most dramatic pattern is the larger number of medical problems reported by older females. From this data it can be estimated that one out of four females between the ages of 18 and 20 have a medical problem each year -- NINE times more than males of the same age. It is not clear what accounts for the greater number of drug and alcohol problems reported by females, and data in the next section suggests that the percentage of males and females using drugs and alcohol are about the same. Perhaps males do not consider the same experiences problems, as do females. The low level of "problems" with drugs or alcohol is a surprise; only one of twenty youth between 15 and 20 report problems related to drugs or alcohol.

The action taken by the young person to deal with the problems mentioned in the interview (before the "agency use section"), is presented in Table C-3. The analysis is presented by the sex of the respondent, the age of the respondent, and the nature of the problem. The most important feature of this analysis is the fact that youth report no search for help in response to about 50% of the problems, slightly more for males, slightly less for females. When help is sought, the most frequent sources are family members, sought in response to 16% of all problems, or friends, sought in response to 15% of all problems. The remaining sources of help are primarily school officials (4%), independent professionals, such as physicians, lawyers, police officials, etc. (12%) and agencies in the community (3%). Perhaps the major feature of this analysis is the lack of spontaneous mention of agencies as a source of help for problems.

	No Help Sought	Response to Problem					TOTAL	Number of Incidents
		Family, Relative, Spouse	Friends	School Officials	Independent Prof.	Agency		
<b>Females</b>								
All Ages	47%	18%	15%	4%	13%	3%	100%	222
Age Problem Started:								
9-12	40	40	6	8	6	0	100%	50
13-16	52	12	17	4	12	3	100	118
17-20	43	11	18	2	22	4	100	54
<b>Males</b>								
All Ages	52%	15%	16%	3%	11%	3%	100%	214
Age Problem Started:								
9-12	56	24	9	1	8	1	99	75
13-16	59	6	18	7	11	-	101	73
17-20	41	15	21	-	15	8	100	66
<b>Both Sexes</b>								
All Ages	50%	16%	15%	4%	12%	3%	100%	436
Age Problem Started:								
9-12	50	30	3	4	7	1	100	125
13-16	54	9	17	5	12	2	99	191
17-20	42	13	20	1	18	6	100	120
<b>Females</b>								
Nature of Problem:								
Family	52%	16%	9%	4%	14%	4%	99%	69
Relations with Self- Others	40	24	22	7	7	-	100	45
Law Violations	56	16	9	-	19	-	100	32
Victim	38	15	15	8	23	-	99	13
Medical	44	16	16	-	19	6	101	32
Drugs/Alcohol	47	10	32	5	-	5	99	19
School/Legal/ Financial/Info	36	36	9	18	-	-	99	11
Other	-	-	-	-	100	-	100	1
<b>Males</b>								
Nature of Problem:								
Family	62%	9%	17%	5%	7%	-	100%	42
Relations with Self- Others	52	17	22	2	4	2%	99	46
Law Violations	58	14	9	-	14	5	100	64
Victim	57	18	14	-	11	-	100	28
Medical	44	11	-	-	44	-	99	9
Drugs/Alcohol	20	40	40	-	-	-	100	5
School/Legal/ Financial/Info	15	23	31	8	8	15	100	13
Other	29	-	14	29	29	-	101	7
<b>Both Sexes</b>								
Nature of Problem:								
Family	56%	13%	12%	4%	12%	3%	100%	111
Relations with Self- Others	46	21	22	4	5	1	99	91
Law Violations	57	15	9	-	16	3	100	96
Victim	51	17	15	2	15	-	100	41
Medical	44	15	12	-	24	5	100	41
Drugs/Alcohol	42	17	33	4	-	4	100	24
School/Legal/ Financial/Info	25	29	21	12	4	8	99	24
Other	25	-	12	25	38	-	100	8

Table C-3 Response to Problem Related to Age, Sex, and Nature of Problem

Use of agencies mentioned in response to the specific questions about the help received from agencies is presented in Table C-4. Over 50% of the agencies visited are school counselors or agencies that focus on social and recreational activities. The other types of agencies visited are Youth Service Bureaus or youth counseling agencies (30% of visits), medical service agencies (17%), social service (8%) and criminal justice system agencies (4%). The range of problems taken to these agencies is very narrow, 74% were related to problems with self and others and 21% involved relations within the family -- the remaining 5% were in the other category.

The relationship between problems mentioned by the young respondents and their community of residence is presented in Table C-5. It can be seen that in each community, the problems were well distributed among the young respondents, from 38% to 66% of the youth mentioned one or more problems, depending upon the community. There is substantial variation among communities, with the average number of problems mentioned by residents of the "least problems" community is one half the average mentioned by residents of the "most problems" community. Use of agencies in response to problems varies among communities. This variation appears to be related to the number of agencies available for providing youth with assistance.

The responses of young respondents to the queries about the use of agencies is presented in Table C-6. Here the difference between communities is even more striking than it is when the problems mentioned are analyzed. The percentage of respondents reporting use of agencies varies more widely, from 53% to 30%, and the average number of agency visits mentioned by youth

	Youth Service Bureaus	School Counselors	Social Activities and Recreation	Youth Counseling	Medical	Social Service	Police, Criminal Justice System	TOTAL	Number of Incidents
<b>Females</b>									
All Ages	8%	24%	19%	22%	17%	8%	4%	102%	166
Age of Respondent:									
10-12	7%	-	53%	20%	13%	7%	-	100%	15
13-16	14	34%	18	21	6	3	3%	99	65
17-20	3	20	14	23	23	12	5	100	86
<b>Males</b>									
All Ages	2%	42%	21%	17%	7%	5%	5%	99%	149
Age of Respondent:									
10-12	-	24%	46%	12%	15%	2%	-	99	41
13-16	-	47	13	17	7	7	7%	98	53
17-20	5%	49	11	20	2	5	7	99	55
<b>Both Sexes</b>									
All Ages	5%	32%	20%	20%	12%	7%	4%	100%	315
Age of Respondent:									
10-12	2%	18%	48%	14%	14%	4%	-	100%	56
13-16	8	40	16	19	7	5	5%	100	118
17-20	4	31	13	22	15	9	6	100	141
<b>Females</b>									
Nature of Problem:									
Family Related	21%	19%	17%	21%	2%	17%	2%	99%	42
Relations with Self/ Others	3	26	19	22	21	5	3	99	118
Law Violations	-	-	-	-	-	-	100	100	1
Victims	-	-	-	-	-	-	-	-	-
Medical	-	-	-	-	-	-	-	-	-
Drugs/Alcohol	-	-	-	-	-	-	-	-	-
School/Legal/Financial/ Info.	-	-	-	-	-	-	-	-	-
Other	-	-	100	-	-	-	-	100	2
<b>Males</b>									
Nature of Problem:									
Family Related	4%	29%	12%	12%	4%	25%	12%	98%	24
Relations with Self/ Others	2	49	19	16	10	2	3	101	113
Law Violations	-	-	-	-	-	-	-	-	-
Victims	-	-	-	-	-	-	-	-	-
Medical	-	-	-	-	-	-	-	-	-
Drugs/Alcohol	-	-	-	-	-	-	-	-	-
School/Legal/Financial/ Info.	-	-	-	-	-	-	-	-	-
Other	-	-	70	20	-	-	10	100	10
<b>Both Sexes</b>									
Nature of Problem:									
Family Related	15%	23%	15%	18%	3%	20%	6%	100%	66
Relations with Self/ Others	3	37	19	19	16	3	3	100	231
Law Violations	-	-	-	-	-	-	100	100	1
Medical	-	-	-	-	-	-	-	-	-
Drugs/Alcohol	-	-	-	-	-	-	-	-	-
School/Legal/Financial/ Info.	-	-	-	-	-	-	-	-	-
Other	-	-	75	17	-	-	8	100	12

Table C-4 Use of Agencies Related to Age, Sex, and Nature of Problem

	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	White Bear Lake YSB	Give-&-Take (St. Louis Park)	Relate, Inc. (Wayzata)	Store-front (Richfield)	TOTAL
<b>Number of Young Respondents</b>	116	56	47	56	44	69	388
<b>Number of Problems Mentioned</b>	169	82	65	64	48	51	479
<b>Problems per Respondent</b>	1.47	1.46	1.38	1.14	1.09	0.74	1.29
<b>Distribution of Problems</b>							
% of Respondents Mentioning:							
0	34%	39%	45%	50%	39%	62%	44%
1	27	23	17	18	32	17	23
2	22	18	19	16	20	6	17
3	5	9	11	7	4	13	8
4	3	5	2	4	2	1	3
5	3	-	2	4	-	-	2
6 or more	4	5	4	2	2	-	3
<b>Source of Assistance in Response to Problems</b>							
% Seeking First Help From:							
Nobody	51%	55%	45%	48%	60%	47%	50%
Family, Relatives	19	18	18	12	15	12	17
Friends	11	11	23	19	12	22	15
School Personnel	4	-	-	5	8	6	4
Individual Professionals	12	12	11	14	4	14	12
Agencies	4	4	3	2	-	-	2
<b>Agencies Available in Community (1)</b>							
All Agencies	30	19	11	11	8	8	
Excluding School Counselors, Social Activity, Recreat. (2)	24	13	5	5	2	2	

Note: (1) Estimated from responses of the youth in the community.  
 (2) Excluded are agencies such as Boy Scouts, Girl Scouts, Pastor, School Counselors, YMCA, YWCA, Church Youth Groups, Recreation Departments, etc.

Table C-5 Summary of Responses to Problem Processing Section of Interview: By Respondent's Community of Residence

	North- side YSB (Mpls.)	Dayton's Bluff (St. Paul)	White Bear Lake YSB	Glve- -Take (St. Louis Park)	Relate, Inc. (May- zata)	Storo- front (Rich- field)	TOTAL
<u>Number of Young Respondents</u>	116	56	47	56	44	69	388
<u>Number of Agency Use Forms</u>	142	55	43	31	18	26	315
<u>Agency Visits per Respondent</u>	1.20	0.98	0.91	0.55	0.41	0.38	0.86
<u>Distribution of Units</u>							
<u>% of Respondents</u>							
<u>Mentioning:</u>							
0	47%	55%	47%	61%	73%	70%	57%
1	26	16	32	18	11	23	22
2	11	14	13	12	7	7	11
3	7	9	4	2	2	-	4
4	3	-	2	7	2	-	2
5	3	5	-	-	2	-	2
6 or more	3	-	2	-	2	-	1
<u>Nature of Agencies Visited</u>							
<u>% of Respondents</u>							
<u>Visiting:</u>							
Youth Service Bureaus	1%	2%	19%	16%	6%	-	5%
School Counselors	20	24	44	52	56	58%	32
Social Activity/ Recreational	23	24	21	6	11	19	20
Youth Counseling	18	31	12	19	22	15	20
Medical Aid	22	5	2	3	-	4	12
Social Service	10	7	-	3	6	4	7
Police/Criminal Justice System	6	7	2	-	-	-	4
<u>Use of Agencies</u>							
<u>Average Number of</u>							
<u>Visits to:</u>							
School Counselors	0.24	0.23	0.40	0.29	0.23	0.22	
Social Activity/ Recreational	0.28	0.23	0.19	0.04	0.04	0.07	
TOTAL	0.52	0.46	0.59	0.33	0.27	0.29	
All Other	0.70	0.52	0.32	0.23	0.14	0.09	
<u>Agencies Available in</u>							
<u>Community</u>							
All Agencies (1)	30	19	11	11	8	8	
Excluding School Counselors/ Social Activity/ Recreat. (2)	24	13	5	5	2	2	

Note: (1) Estimated from responses of youth in the community.

(2) Excluded are agencies such as Boy Scouts, Girl Scouts, Pastor, School Counselors, YMCA, YWCA, Church Youth Groups, Recreation Departments etc.

Table C-6 Summary of Response to Agency Use  
Section of Interview: By Respondent's  
Community of Residence

residing in the "low agency use" community is one-third of the average number of agency visits mentioned by youth residing in the "high agency use" communities. When the use of school counselors and social/recreational agencies is eliminated, variation in the use of agencies is even more dramatic, the average use of "other" agencies is almost 8 times greater among youth in the "high use" community compared to youth residing in the "low use" community.

The relationship between the availability of agencies and the use of agencies can be considered with more precision. The Pearson product moment correlation between the number of agencies in a community (30,19,11,11,8,8) and the average number of visits to agencies per young respondent (1.20, 0.98,0.91,0.55,0.41,0.38) is 0.88, where 1.0 represents a maximum correlation. If school counselors and social/recreational agencies are eliminated from the analysis, leaving the number of "other" agencies (24,13,5,5,2,2) to be correlated with the average number of visits to "other" agencies per young respondent (0.70,0.52,0.32,0.23,0.14,0.09), the Pearson product moment correlation is 0.97. This would indicate that the relationship between the number of agencies that exist in a community to help youth with their problems and the tendency of youth to visit such agencies are highly related.

However, there is no way to determine, from this data, the causal relationship between the number of agencies and the use of agencies. Establishment of such agencies may have led to the use of the agencies by the youth in the community or the development of problems among youth

could have led to the establishment of such agencies. As 95% of the problems youth report that they take to such agencies are related to problems, see Table C-7, that are equally frequent in all communities/ regardless of the number of agencies, perhaps these agencies are used because they are "there."

Several important patterns appear in the analysis of the problems of youth, the nature of these problems, and how the youth cope with these problems.

- \* The most important factor that affects the rate at which youth experience problems is age, older youth experience two to three times as many problems as young juveniles, under 11.
- \* There is some relationship between community of residence and the number of problems reported by youth, with young residents of the communities nearer to the center of the urban area experiencing problems at twice the rate of youth in the suburban areas, although this may be related to a larger percentage of older youth residing nearer the center of the urban area.
- \* Older juveniles report more problems involving their families, law violations, medical problems, problems with their own self concept or relations with their associates, and problems involving school, legal, financial, or informational issues.
- \* The typical response to a problem is to do nothing, and help is sought from parents or friends more frequently than any other source. Visits to agencies are usually in response to problems involving family relations or problems with self or associates.
- \* The use of agencies varies for youth residing in different communities, and is highly associated with the availability of such agencies in the community.

	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	White Bear Lake YSB	Give-6 (St. Louis Park)	Relate, Inc. (Wayzata)	Store-front (Richfield)	TOTAL
<u>Number of Respondents</u>	116	56	47	56	44	69	388
<u>Number of Respondent Years Involved in this Analysis (1)</u>	310	140	118	140	110	184	1002
<u>Total Problems Mentioned in Response to Problems Section and Agency Use Section (2)</u>	204	91	82	74	52	56	559
<u>Number of Problems per Respondent Year</u>	0.66	0.65	0.69	0.53	0.47	0.30	0.56
<u>Types of Problems</u>							
<u>% of Problems Involving:</u>							
Family Related	13%	20%	16%	18%	21%	12%	16%
Relations with Self/ Others	27	29	27	27	29	41	29
Law Violations	11	16	15	22	13	11	14
Victim	6	5	5	1	11	9	6
Medically Related	19	9	7	4	2	2	10
Drugs/Alcohol	4	3	4	4	8	-	4
School/Legal/Financial/ Info.	12	11	22	24	11	20	16
Other	8	7	5	1	4	5	6
<u>Estimated Occurrence of Problems</u>							
Number/100 Youth/Year							
All Problems	66	65	69	53	47	30	56
Family Related	9	13	11	9	10	4	9
Relations with Self/ Others	18	19	19	14	14	12	16
Law Violations	9	11	10	11	6	3	8
Victim	4	4	3	1	5	3	3
Medically Related	12	6	5	2	1	*	6
Drugs/Alcohol	3	2	2	2	4	-	2
School/Legal/Financial/ Info.	8	7	15	13	5	6	9
Other	5	4	3	1	2	2	3

Note: (1) Adjusted to correct for the recall period covered in this analysis, which includes all problems and agency visits that initiated in 1970, 1971, or 1972.

(2) Agency visits initiated in response to a problem are only counted once.

Table C-7

Estimated Composition of Problems Mentioned by Youth and Frequency of Occurrence: By Community of Residence

Selected Aspects of the Lives of "Typical" Youth

This section describes selected aspects of the lives of "typical" youth residing in the six communities covered by the survey. Included are opinions of these youth about selected community agencies, the degree to which young people are influenced by their parents and peers, and the use of stimulants (alcohol, cigarettes, marijuana, and other drugs). The presentation is designed to provide background on the lives of "typical" youth, for comparison with the lives of those clients that have used the services of Youth Service Bureaus, to be described in a later chapter.

As a measure of their evaluations of their community and its agencies, the young respondents were asked about three community organizations: the school, the local government, and the police. The results are presented in Table C-8. The young people seem to be quite positive about all three agencies, with over 80% rating all agencies as doing an excellent, very good, or good job. The ratings of the schools and local government are about equal, with slightly higher ratings of the police. There is no evidence, in this data, that youth living in any community are dissatisfied with any of these agencies, either in absolute terms or in relation to the youth of other communities.

The degree to which young respondents are influenced by others and their patterns of association are presented in Table C-9 and C-10. Table C-9 indicates that leisure time (evenings) companions and sources of influence vary in systematic, though incongruent, patterns. While most young people

	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Give-& Take (St. Louis Park)	White Bear Lake YSB	Relate, Inc. (Wayzata)	Store-front (Richfield)	TOTAL
Number of Young Respondents	100	51	55	45	43	64	358
<u>Ratings of Local Government</u>							
Percentage Rating:							
Excellent	3%	2%	8%	-	-	-	2%
Very Good	9	16	23	11%	23%	21%	16.
Good	66	69	57	71	62	79	68
Poor	16	10	11	14	8	-	10
Very Poor	3	2	-	2	5	-	2
Terrible	1	-	2	2	-	-	1
Excellent & Very Good	12%	18%	31%	11%	23%	21%	18%
Excellent, Very Good & Good	88	87	88	82	85	100	86
<u>Evaluation of Local Government as Responsive to Needs of Youth</u>							
Percentage Rating:							
Very Much	14%	15%	14%	10%	19%	21%	27%
Somewhat	56	55	55	67	65	67	61
Very Little	20	21	22	14	11	10	7
Not at All	10	8	8	10	5	2	4
Very Much & Somewhat	70%	70%	69%	77%	84%	88%	88%
<u>Ratings of School</u>							
Percentage Rating:							
Excellent	11%	10%	13%	7%	16%	6%	10%
Very Good	36	34	40	27	40	62	40
Good	40	38	34	53	35	30	38
Poor	5	12	7	9	5	2	6
Very Poor	2	4	4	2	5	-	2
Terrible	5	2	2	2	-	-	2
Excellent or Very Good	47%	44%	53%	34%	56%	68%	50%
Excellent, Very Good or Good	87	82	87	87	91	98	88
<u>Evaluation of Police</u>							
Percentage Rating:							
Excellent	13%	10%	10%	16%	22%	3%	12%
Very Good	34	31	33	30	37	39	34
Good	39	51	48	47	34	52	44
Poor	8	8	8	7	7	5	7
Very Poor	1	-	2	-	-	2	1
Terrible	4	-	-	-	-	-	1
Excellent or Very Good	47%	41%	43%	46%	59%	41%	46%
Excellent, Very Good or Good	86	92	91	93	93	93	90
<u>Adequacy of Police Coverage</u>							
Percentage Rating:							
Too Much	10%	6%	8%	7%	8%	5%	7%
Enough	70	85	73	77	78	85	77
Too Little	21	8	19	16	15	10	16

Table C-8 Evaluations of Local Government, School, and Police by "Typical" Youth in Communities Served by Youth Service Bureaus

say they prefer the companionship of non-family members about their age, particularly those over 12 years old, and apparently about one-half of the young people say they spend half their evenings with friends and half with their family; the most important source of influence (if not companionship) are clearly the parents, with over 50% of all youth, regardless of age, selecting parents as the source from which disapproval would be more upsetting. Consistent with this response are the few youth, 10%, that say disapproval from parents would be less upsetting than from any other source, such as friends or teachers. The reaction to teachers is quite systematic, they appear to be an important source of influence for those 10-12 years old but decline dramatically for those 13-15 and remain relatively unimportant for all older youth.

In summary, the majority of "typical" youth prefer the companionship of their peers, while at the same time they consider their parents the most important source of influence when compared to friends or teachers. The presentation in Figure C-10 suggests that there is very little variation among youth residing in the different communities, suggesting that these are general patterns shared by all the youth in the Twin City Region.

The degree to which parents attempt to exercise formal influence over their children, in the form of rules that the youth are expected to follow, are described in Table C-11. While the percentage of youth that report establishment of parental rules for nine different types of activities varies from 64% to 10%, the percentage of youth that say they obey the rules, when they are established, is remarkably constant, an average of 80% say they

	Age				Sex		TOTAL
	10-12	13-15	16-18	19-20	Male	Female	
Number of Respondents	117	101	83	40	185	156	341
<u>Source of Disapproval Most Upsetting</u>							
Parents	57%	68%	66%	51%	58%	66%	61%
Friends	21	23	32	46	28	26	27
Teachers	22	9	2	3	14	8	11
<u>Source of Disapproval Least Upsetting</u>							
Parents	18%	6%	7%	5%	14%	6%	10%
Friends	43	28	13	10	30	24	28
Teachers	38	66	80	85	56	69	62
<u>Evenings/Week Spent at Home (Percentage)</u>							
0, 1, 2	24%	38%	43%	51%	43%	27%	36%
3, 4, 5	46	51	43	46	44	51	47
6, 7	30	11	13	3	13	22	17
<u>Evenings/Week Spent Out with Friends (Percentage)</u>							
5, 6, 7	39%	49%	48%	45%	52%	37%	45%
2, 3, 4	43	42	47	52	41	49	45
0, 1	18	9	5	2	7	14	10
<u>Like Being with the Most (Percentage)</u>							
Close Friends	68%	87%	77%	78%	79%	74%	77%
Opposite Sex Friend	4	4	19	17	7	12	9
Total Non-Family	72%	91%	96%	95%	86%	86%	86%
Family	27%	9%	4%	6%	14%	14%	14%

Table C-9 Sources of Influence and Patterns of Association of "Typical" Youth: By Age and Sex

	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Giva-6 (St. Louis Park)	White Bear Lake YSB	Relate, Inc. (Wayzata)	Store-front (Richfield)	TOTAL
Number of Respondents	100	51	55	45	43	64	358
<u>Source of Disapproval Most Upsetting</u>							
Parents	59%	70%	53%	73%	66%	62%	61%
Friends	28	30	36	20	29	28	27
Teachers	13	10	11	7	5	20	11
<u>Source of Disapproval Least Upsetting</u>							
Parents	17%	8%	9%	7%	8%	6%	10%
Friends	33	24	20	29	26	29	28
Teachers	50	69	71	62	66	65	62
<u>Evenings/Week Spent at Home (Percentage)</u>							
0, 1, 2	42%	30%	46%	33%	22%	31%	36%
3, 4, 5	34	44	48	51	62	55	47
6, 7	23	26	6	16	15	14	17
<u>Evenings/Week Spent Out with Friends (Percentage)</u>							
5, 6, 7	48%	47%	47%	44%	43%	39%	45%
2, 3, 4	38	45	46	49	48	50	45
0, 1	14	8	7	7	10	11	10
<u>Respondent Likes Being with the Most (Percentage)</u>							
Close Friend	73%	77%	80%	76%	82%	77%	77%
Opposite Sex Friend	9	7	13	14	5	10	9
Total Non-Family	82%	84%	93%	90%	87%	87%	86%
Family	18%	16%	7%	10%	13%	13%	14%

Table C-10 Sources of Influence and Patterns of Association of "Typical" Youth: By Community Served by Youth Service Bureaus

	Age				Sex		TOTAL
	10-12	13-15	16-18	19-20	Male	Female	
Number of Respondents	117	101	83	40	185	156	341
<u>Do your parents have rules for (Percentage "Yes"):</u>							
Time in on Weekends?	73%	82%	52%	12%	63%	64%	64%
% that Obey	98%	87%	91%	40%	90%	92%	91%
Doing Homework?	62%	53%	21%	10%	40%	47%	43%
% that Obey	92%	73%	67%	25%	85%	75%	80%
Eating Dinner with Family?	65%	43%	28%	22%	53%	35%	44%
% that Obey	99%	91%	88%	89%	96%	91%	94%
Who Friends may be?	22%	17%	24%	12%	16%	25%	20%
% that Obey	72%	59%	50%	60%	70%	59%	63%
Using Car?	9%	14%	36%	26%	21%	20%	21%
% that Obey	75%	92%	93%	100%	88%	96%	92%
Limit on TV Viewing?	27%	18%	6%	-	17%	15%	16%
% that Obey	85%	80%	100%	-	91%	75%	84%
Dating Certain People?	9%	17%	21%	8%	6%	25%	15%
% that Obey	30%	59%	39%	67%	44%	62%	59%
Amount of Dating?	12%	18%	7%	-	5%	18%	11%
% that Obey	100%	84%	100%	-	88%	93%	92%
Going Steady?	13%	12%	7%	3%	4%	16%	10%
% that Obey	100%	67%	67%	100%	86%	78%	77%

Table C-11 Establishment of "Rules" for Youth and Compliance with Such Rules: By Age and Sex of Youth

obey the nine types of rules. The obedience of rules is lowest for those related to personal contacts that may occur away from the home (selection of friends, who the young person dates, and going steady) and highest for those rules related to a resource controlled by the parents (using the car and eating dinner with the family). Again, there is little variation across the six communities, as reflected in Table C-12, except for a slightly greater percentage of parents that try to control the "friends" of the youth in the communities closest to the center of the urban area.

The use of stimulants by youth, related to the age, sex, and community of residence, is presented in Table C-13. Relationship of age to use is quite strong, with those respondents 10-12 years old reporting little or no use of stimulants and the percentage of those over age 16 that adopt the use of stimulants seems to stabilize. Of special interest is the use of marijuana, which shows a dramatic relationship to age -- none of the youth between 10 and 12 report use of marijuana compared to 45% of those between 19 and 20 (slightly higher than the 40% that report using cigarettes). The percentage of youth that report using drugs other than marijuana is also related to age, with 28% of those between 19 and 20 reporting the use of one or more other drugs besides alcohol or marijuana. There is NO difference between the reports of males and females on the use of stimulants and NO variation related to the community of residence -- in fact, the lack of variation among youth in different communities is remarkable.

In summary, the picture that emerges from this analysis of the lives of typical youth is remarkably conservative for the communities involved in

	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Give-6 -Take (St. Louis Park)	White Bear Lake YSB	Relate; Inc. (Way- zata)	Store- front (Rich- field)	All Areas		
Number of Respondents	100	51	55	45	43	64	358		
Do your parents have rules for:								<u>Rules?</u>	<u>Obey?</u>
Time in on weekends?	65%	61%	56%	73%	58%	67%	64%		
% that Obey	95%	90%	90%	91%	88%	88%			91%
Doing Homework?	48%	45%	44%	52%	34%	33%	43%		
% that Obey	85%	83%	62%	83%	69%	90%			80%
Eating Dinner with Family?	46%	49%	37%	50%	40%	44%	44%		
% that Obey	97%	88%	90%	100%	93%	96%			94%
Who Friends may be?	31%	22%	14%	18%	15%	11%	20%		
% that Obey	78%	64%	25%	50%	44%	86%			63%
Using Car?	20%	31%	22%	13%	17%	21%	21%		
% that Obey	100%	100%	100%	100%	56%	91%			92%
Limit on TV viewing?	15%	16%	14%	22%	13%	17%	16%		
% that Obey	93%	88%	62%	90%	80%	82%			84%
Dating Certain People?	20%	13%	14%	7%	5%	22%	15%		
% that Obey	53%	83%	71%	33%	50%	54%			59%
Amount of Dating?	10%	11%	10%	7%	15%	15%	11%		
% that Obey	100%	80%	100%	67%	100%	89%			92%
Going Steady?	10%	13%	8%	7%	3%	16%	10%		
% that Obey	100%	67%	100%	67%	50%	67%			77%

Table C-12 Establishment of Rules for Youth and Compliance with Such Rules: Comparison of Six Communities

	Age				Sex		TOTAL
	10-12	13-15	16-18	19-20	Male	Female	
Total Number of Respondents	117	101	83	40	185	156	341
Percentage that:							
Smoke Cigarettes	2%	16%	39%	40%	16%	23%	19%
Drink Beer	12%	34%	65%	75%	43%	34%	38%
Drink Wine	20%	47%	62%	73%	38%	52%	44%
Drink Hard Liquor	5%	19%	49%	56%	23%	29%	26%
Smoke Marijuana	0%	9%	36%	45%	16%	17%	16%
Use One Other Drug Besides Alcohol or Marijuana	6%	4%	12%	10%	4%	7%	5%
Use Two or More Other Drugs Besides Alcohol or Marijuana	0%	3%	8%	18%	4%	6%	5%

	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Give-&-Take (St. Louis Park)	White Bear Lake YSB	Relate, Inc. (Wayzata)	Store-front (Richfield)	TOTAL
	Total Number of Respondents	100	51	55	45	42	
Percentage that:							
Smoke Cigarettes	20%	31%	22%	20%	17%	8%	19%
Drink Beer	36%	45%	38%	44%	37%	34%	38%
Drink Wine	41%	47%	53%	38%	47%	42%	44%
Drink Hard Liquor	28%	36%	27%	24%	19%	19%	26%
Smoke Marijuana	15%	18%	18%	16%	18%	16%	16%
Use One Other Drug Besides Alcohol or Marijuana	2%	8%	6%	7%	8%	5%	5%
Use Two or More Other Drugs Besides Alcohol or Marijuana	3%	8%	9%	2%	8%	2%	5%

Table C-13 Use of Stimulants (Cigarettes, Alcohol, Marijuana, Other Drugs) by "Typical" Youth: By Age, Sex, and Community of Residence

the survey. Most of the youth are satisfied with the local government, the schools, and the police. While they prefer the companionship of other youth, and spend a majority of their evenings with other youth, they are clearly more concerned with the opinions of their parents than the judgements of their friends or teachers. For a substantial proportion of the youth, their parents have created some rules to guide their lives, and the youth say they follow such rules. Older youth report an increased use of stimulants, with a majority of older juveniles reporting the use of alcohol, and a substantial proportion, 45%, reporting the use of marijuana.

While the previous section reported a clear difference among communities in the degree to which youth experienced problems, there is virtually no difference among young residents of different communities in terms of the selected aspects of their lives described in this section. This would suggest that these "problems" are an additional feature of the lives of young people, a feature that appears to be unrelated to the everyday aspects of their lives.

## Attitude Measures of "Typical" Youth

Two general measures of attitudes or orientations toward the self and society were included in the survey questionnaire administered to young people: a measure of self-esteem and a measure of alienation. Unlike the measures of behavior or problems, described above, these characteristics of the respondents are less related to specific activities or incidents in the lives of the respondents, but can be considered more general features that may have an impact on many different aspects of the individual's actions.

Self esteem was chosen as a general measure of the individuals' perception of themselves as a person of "worth and value." Since Youth Service Bureaus may provide assistance to many youth that are socially disoriented and appear to be uncertain about their relationships with others and society, it was assumed that a measure of alienation, considered the degree to which an individual experiences a lack of integration into society or senses an absence of social structure, might reflect differences between "typical" youth and those served by Youth Service Bureaus. A set of 30 questions, divided into two 15 question sections, was asked of the young respondents at two points in the interview to measure the self-esteem or degree of alienation of the young respondents.

Self esteem was measured by using a set of six questions successfully used on a sample of 2625 youth in the third through twelfth grades in Baltimore, Md. (Rosenberg & Simmons, 1971, pp. 11-12). The questions are as follows:

A kid said of himself: "I am no good." Do you ever feel like this about yourself? Yes ( 0 ) No ( 1 )

A kid said of himself: "I'm not much good at anything." Do you ever feel like this about yourself? Yes ( 0 ) No ( 1 )

A kid said of himself: "There's a lot wrong with me." Do you ever feel like this about yourself? Yes ( 0 ) No ( 1 )

A kid said of himself: "I think I am no good at all." Do you ever feel like this about yourself? Yes ( 0 ) No ( 1 )

How happy are you with the kind of person you are? Are you ...  
 Very happy with the kind of person you are? ( 1 )  
 Pretty happy? ( 1 )  
 A little happy? ( 0 )  
 Not at all happy? ( 0 )

Everybody has some things about him which are good and some things about him which are bad. Are more of the things about you ...  
 Good ( 1 )  
 Both about the same ( 0 )  
 Bad ( 0 )

While these questions may seem repetitive, they were randomly distributed among 24 other questions related to alienation, discussed below, reducing the appearance of redundancy in the context of the interview schedule. The scoring of the items is indicated for each question, the self-esteem score was the sum of the values for each item, could vary from 0 to 6, and the higher scores indicate a more positive self-esteem. For analysis, the respondents were divided into three groups, those with low scores (0-2, 33% of the respondents), those with moderate scores (3 or 4, 41% of the respondents), and those with high scores (5 or 6, 25% of the respondents).

The measure of alienation was a modification of a scale developed by Dean (1961) and described in Robinson & Shaver (1969, pp. 191-194). Two of

the original questions were eliminated as inappropriate for young respondents and some of the remaining items were reworded to be more relevant to the perspective of young people or to allow the same format to be used for both the alienation and self esteem questions. The 24 questions related to alienation were developed to represent the three main aspects incorporated within the concept of alienation: a sense of normlessness, a sense of powerlessness, and a sense of social isolation.

The specific items used to indicate each of these factors are presented below (the form of the responses for all questions is indicated after the first item):

#### Normlessness

Some people think that there are so many religions in the world that it is impossible to know which one to believe in. Have you felt this way recently? YES ( ) NO ( )

IF YES

Do you feel this way a lot or a little? A LOT ( ) A LITTLE ( )

IF NO

Have you ever felt like this? YES ( ) NO ( )

Things are changing so fast today that some people wonder if we'll ever have anything to depend on. Have you felt this way recently?

Some people think that everything is relative and that there aren't any definite rules to live by. Have you felt this way recently?

Some people feel that there is nothing that you can be sure of these days. Have you felt like this recently?

Some people wonder what the meaning of life really is. Have you wondered about this recently?

#### Powerlessness

Some people worry about the future facing today's young people. Have you felt this way recently?

Some people have the feeling that other people are using them. Have you felt this way recently?

Some people have so many decisions to make some days that they feel that they could just blow up. Have you felt this way recently?

Some people feel that there is little chance to get ahead in the world unless they get a lucky break. Have you felt like this recently?

Some people think there are so many rules today that there's not much room for choice even in personal matters. Have you felt this way recently?

Some people feel that they are only a cog or screw in the machinery of life. Have you felt this way recently?

Some people feel that the future looks dark and dismal. Have you felt this way recently?

Some people feel there is little or nothing that they can do to prevent a major "shooting" war. Have you felt this way recently?

#### Social Isolation

\* Some people think that people are just naturally friendly and helpful. Have you felt this way recently?

Some people feel that they don't get invited out by friends as often as they would like. Have you felt this way recently?

\* Someone said that you can always find friends if you show yourself to be friendly. Have you felt this way recently?

Do you feel that most people today feel lonely?

\* Someone said that the world we live in is basically a friendly place. Have you felt this way recently?

\* Some people think that real friends are as easy as ever to find. Have you felt this way recently?

Some people feel they don't get to visit their friends as often as they'd really like. Have you felt this way recently?

Some people feel there are few dependable ties between people any more. Have you recently felt like this?

There are times when some people feel all alone in the world. Have you recently felt all alone in the world?

The response to each question was scored as 1 through 6, depending upon which of the following patterns occurred:

First Response	Second Response	
Yes	- A Lot	Value of 6 assigned
Yes	- No Response	Value of 5 assigned
Yes	- A Little	Value of 4 assigned
No	- Yes	Value of 3 assigned
No	- No Response	Value of 2 assigned
No	- No	Value of 1 assigned

The higher the number, the greater the response to the item is considered to reflect the respondent's sense of normlessness, powerlessness, or social isolation. (The items preceded by an " \* " in the social isolation list are "reversed;" the reverse of the above scheme was used to score those questions.) The total score assigned to an individual, for each of the subscales or for all three subscales in combination, is the sum of the scores for each item. If any item is not answered, the individual is considered as a "missing response" for the entire scale.

The intercorrelation of these measures or the entire sample was as follows (numbers represent Pearson product-moment correlations):

	Power- less- ness	Norm- less- ness	Social Isola- tion	Alien- ation
Powerlessness		0.67	0.39	0.90
Normlessness			0.31	0.82
Social Isolation				0.65
High Self- Esteem	-.30	-.28	-.34	-.35

This indicates that powerlessness and normlessness were highly correlated with each other, as well as the overall alienation score and that social isolation seemed to represent a different aspect of the lives of the respondents. There is a modest and consistent correlation between a relative low self-esteem and high scores on the measures related to alienation, but the modest level of this correlation suggests that self-esteem reflects a different aspect of the individual's cognitive structure than alienation.

The range of alienation scores was from 19 to 98, and for the analysis in this report they were grouped into five categories, very low (19-33, 15% of the respondents), low (34-42, 19% of the respondents), moderate (43-54, 31% of the respondents), high (55-67, 22% of the respondents), and very high (68 and over, 14% of the respondents).

The relationship between the age and sex of the respondents and the level of alienation and self-esteem is presented in Tables C-14 and C-15, as well as in Figure C-3. The major factor affecting self-esteem is the sex of the respondent, approximately 50% of the female respondents of all ages exhibit a low self-esteem, with some effect due to age, older respondents

to exhibit higher levels of self-esteem. Strangely enough, females between 18 and 20 seem to fall into two categories, with either high or low levels of self-esteem, less than 20% exhibit moderate levels of self esteem. The major factor that appears to affect the level of alienation is the age of the respondent, with over 50% of respondents of both sexes between 18 and 20 indicating a relatively high level of alienation.

The relationship between the community of residence and the self-esteem and the level of alienation is presented in Figure C-4, as well as at the bottom of Tables C-14 and C-15. There seems to be no systematic relationship between the level of alienation and the community of residence, suggesting that the major factor affecting changes in alienation is the maturation of the individual. On the other hand, there seems to be some relationship between the community of residence and the level of self-esteem. In the two second ring suburbs, White Bear Lake and the Deephaven-Minnetonka-Wayzata area, the percentage of youth with moderate levels of self-esteem is considerably greater than in the other four "communities" and the differences between males and females is reduced. This is associated with a reduction in the number of males with high levels of self-esteem and a corresponding decrease in the number of females with low levels of self-esteem. This effect may be due, in part, to the small percentage of older juveniles, between 15 and 20, residing in these areas.

The second major use to be made of this data is to compare the "typical" youth in the communities -- the potential clients -- with the actual clients that visited the Youth Service Bureaus, based on the follow-up interviews. This will be presented in a later chapter.

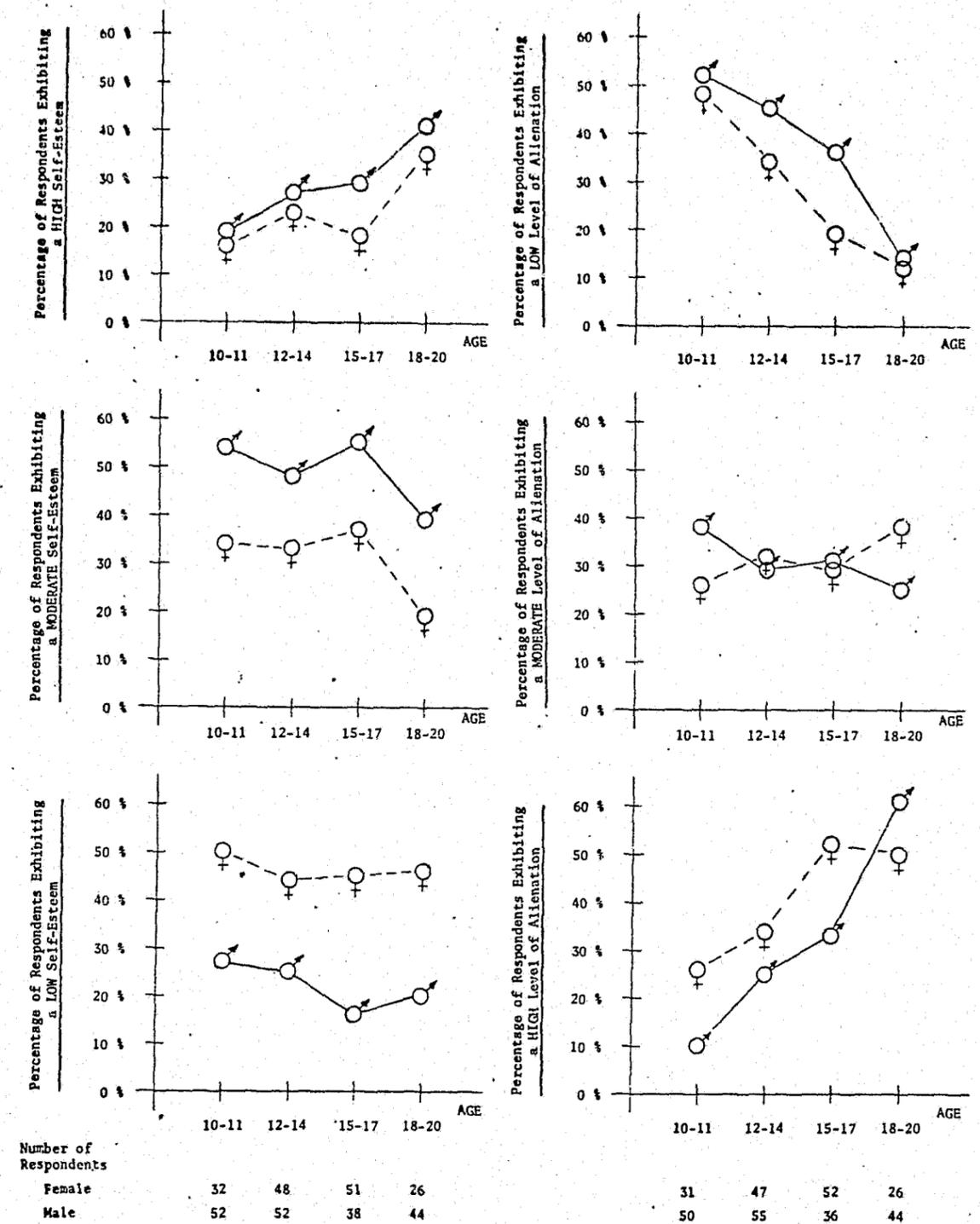


Figure C-3 Alienation and Self-Esteem for "Typical" Youth: By Age and Sex

	Age				TOTAL
	10-11	12-14	15-17	18-20	
<b>Males</b>					
Number of Respondents	52	52	38	44	186
Level of Self-Esteem					
% High	19%	27%	29%	41%	29%
Moderate	54	48	55	39	49
Low	27	25	16	20	23
<b>Females</b>					
Number of Respondents	32	48	57	26	157
Level of Self-Esteem					
% High	16%	23%	18%	35%	22%
Moderate	34	33	37	19	32
Low	50	44	45	46	46
<b>Both Sexes</b>					
Number of Respondents	84	100	89	70	343
Level of Self-Esteem					
% High	18%	25%	22%	39%	25%
Moderate	46	41	45	31	41
Low	36	34	33	30	33

	Community of Residence					
	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Give-&-Take (St. Louis Park)	Store-front (Richfield)	White Bear Lake YSB	Relate, Inc. (Wayzata)

<b>Males</b>						
Number of Respondents	57	25	25	33	28	18
Level of Self-Esteem						
% High	35%	36%	20%	33%	14%	22%
Moderate	49	32	64	39	54	61
Low	16	32	16	27	32	17
<b>Females</b>						
Number of Respondents	40	26	30	30	15	16
Level of Self-Esteem						
% High	28%	27%	17%	20%	20%	12%
Moderate	32	19	23	33	53	50
Low	40	54	60	46	27	38
<b>Both Sexes</b>						
Number of Respondents	97	51	55	63	43	34
Level of Self-Esteem						
% High	32%	31%	18%	27%	16%	18%
Moderate	42	26	42	36	54	56
Low	26	43	40	36	30	27

Table C-14 Relationship Between Measure of Self-Esteem and Age, Sex, and Community of Residence of "Typical" Youth

	Age				TOTAL
	10-11	12-14	15-17	18-20	
<b>Males</b>					
Number of Respondents	50	55	36	44	185
Level of Alienation					
% Very High	4%	11%	8%	23%	11%
High	6	14	25	39	20
Moderate	38	29	31	25	31
Low	20	24	28	11	20
Very Low	32	22	8	2	17
<b>Females</b>					
Number of Respondents	31	47	52	26	156
Level of Alienation					
% Very High	3%	13%	25%	27%	17%
High	23	21	27	23	24
Moderate	26	32	29	38	31
Low	26	19	12	12	17
Very Low	23	15	8	0	12
<b>Both Sexes</b>					
Number of Respondents	81	102	88	70	341
Level of Alienation					
% Very High	4%	12%	18%	24%	14%
High	12	18	26	33	22
Moderate	33	30	29	30	31
Low	22	22	18	11	19
Very Low	28	19	8	1	15

	Community of Residence					
	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Give-&-Take (St. Louis Park)	Store-front (Richfield)	White Bear Lake YSB	Relate, Inc. (Wayzata)

<b>Young Juveniles (10-14)</b>						
Number of Respondents	52	27	25	31	27	21
Level of Alienation						
% Very High	6%	11%	8%	6%	11%	9%
High	13	22	12	16	18	9
Moderate	42	11	32	19	37	29
Low	15	30	28	23	15	43
Very Low	23	26	25	35	18	9
<b>Older Juveniles (15-20)</b>						
Number of Respondents	43	23	29	31	18	14
Level of Alienation						
% Very High	30%	13%	24%	13%	22%	14%
High	28	35	21	32	28	36
Moderate	26	30	38	26	39	21
Low	16	13	17	19	6	14
Very Low	0	9	0	10	6	14

<b>All Juveniles</b>						
Number of Respondents	95	50	54	62	45	35
Level of Alienation						
% Very High	17%	12%	17%	10%	16%	11%
High	20	28	17	24	22	20
Moderate	35	20	35	23	38	34
Low	16	22	22	21	11	23
Very Low	13	18	9	23	13	11

Table C-15 Relationship Between Level of Alienation and Age, Sex, and Community of Residence of "Typical" Youth

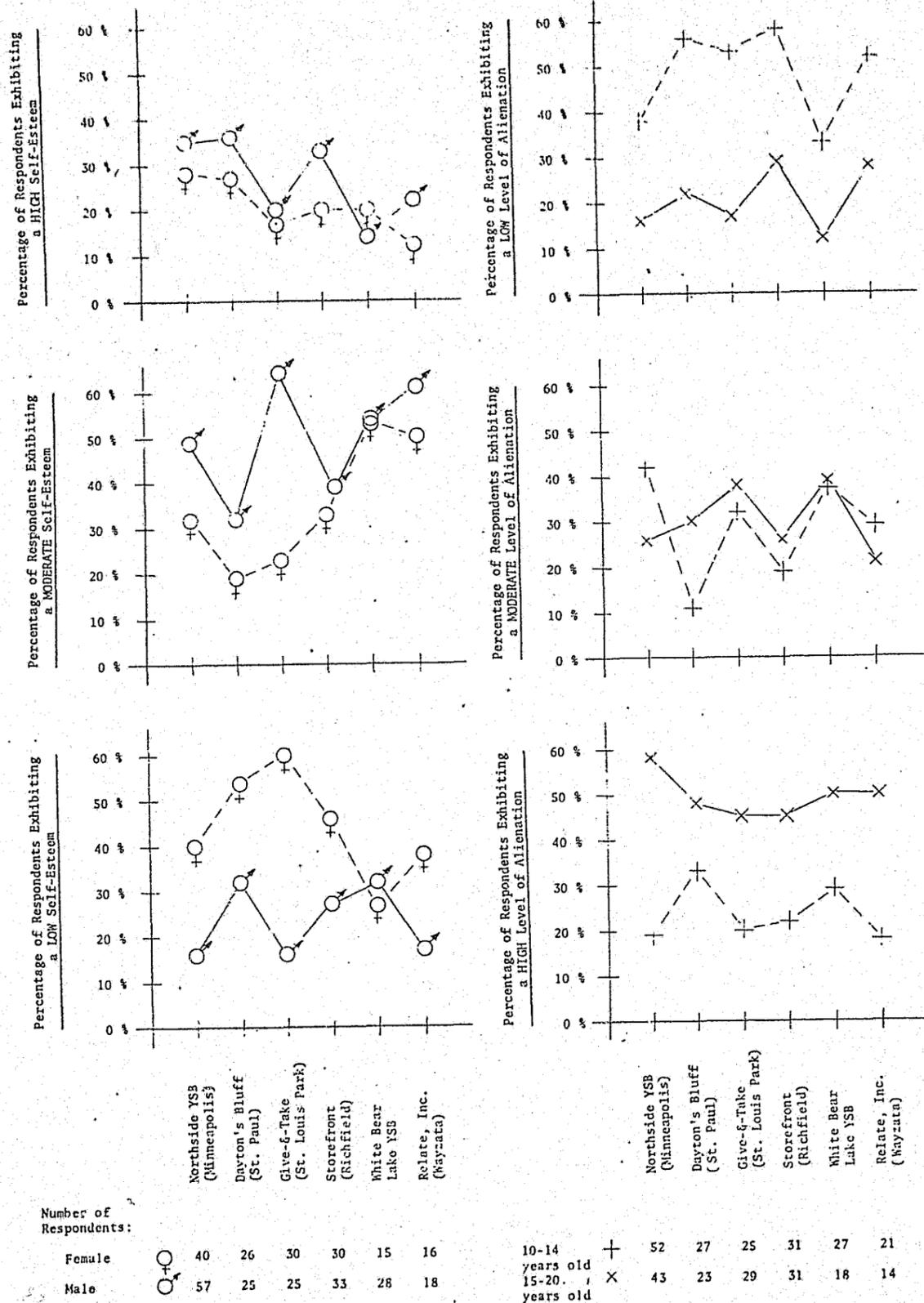


Figure C-4 Alienation and Self-Esteem for "Typical" Youth: By Community of Residence

Summary and Conclusions

The most striking feature of the analysis of the lives of "typical" youth living in the six communities is the similarity of their lives. The variation among communities is negligible with regards to the following factors:

- 1) Level of victimization experienced by youth, presented in previous chapter, is relatively the same except for Minneapolis Model City Area.
- 2) The degree to which youth are influenced by parents, friends or teachers.
- 3) The degree to which youth prefer association with parents or friends.
- 4) The degree to which parents establish rules for youth to follow and the degree to which the youth follow the rules.
- 5) The use of stimulants (cigarettes, alcohol, marijuana, and other drugs) by youth.
- 6) Sources of help sought in response to problems.
- 7) The nature of the problems experienced by youth does not change dramatically for those living in different communities, although those living in communities nearer the center of the urban area report slightly more medically related or drug/alcohol problems.

On several factors there is a difference among youth living in different communities:

- 1) Youth living in communities nearer the center of the urban area report a higher average number of problems.

- 2) Youth living in communities nearer the center of the urban area report a higher average number of visits to youth oriented agencies and a dramatically higher number of visits to agencies that do not have a social/recreational emphasis.

But two important features of the communities mitigate the effect of the differences that are reported. First, the number of agencies available to assist youth is dramatically higher in the communities nearer the central city, and the tendency to visit agencies is highly correlated with the number of agencies in the community. Second, the number and proportion of older juveniles, 16-20, is greater in the communities nearer the center of the urban area, and these are the youth that report a greater number of problems.

In conclusion, it would appear that the factors that are most highly related to unpleasant features of the lives of youth -- problems, level of victimization, low self-esteem, degree of alienation -- are the sex and maturity of the individual young person, not the community of residence. However, this comment must be tempered with an important cautionary note. Since the rate at which young residents of Minneapolis Model Cities is four times higher than for young residents of the other six "communities" involved in this study, it may be that other types of problems are more frequent among young residents of Minneapolis Model City. It is regrettable that measures of the degree to which youth experience problems were not included in the survey of Minneapolis Model City, but the available data suggest that

the situation may be one of sharp discontinuities, the majority of the region is homogeneous with respect to "problems" for youth and selected areas have dramatically higher rates of such problems. Clearly, further research on this issue is called for.

Chapter D

Clients Served by Youth Service Bureaus:  
Description and Comparison with "Typical" Youth

This chapter describes the youth served by Youth Service Bureaus and compares these individuals with "typical" youth in the communities served by Youth Service Bureaus. Organized into three sections, the first section of the chapter provides a description of the individuals associated with the "cases" served by counselors, the second compares this information with descriptions of "typical" youth, initially described in Chapter C, and the final section compares information collected from "ex-clients" in special follow-up interviews with information on "typical" youth gathered in the surveys of the communities. The major patterns are described in a concluding summary.

"Cases" Served by Youth Service Bureaus: Analysis of Client Description Forms

The most important source of information about the activities of the Youth Service Bureaus and the clients they have served are the "Client Description Forms" completed by the Youth Service Bureau Personnel for all clients seen during the course of the study. These forms were completed for each client that had a problem (or set of related problems) that received attention from a counselor. Counselors were instructed to return the form when they felt that the "problem" was solved or they had done all they could to assist the client. Because no information that could identify a client was included on a form, there is no way to determine if one person was responsible for several forms at different times. Therefore, the forms represent cases, not individuals. Since the form was changed after the first year of the study, some information was not requested for clients during 1971. Further, responses are missing for some items, so the total number of "cases" varies considerably, depending upon the analysis involved.

The period in which the forms were initiated, upon the first visit to a Youth Service Bureau for a problem, is presented in Table D-1. In most cases, this pattern corresponds with the operation of the Youth Service Bureau. Two have terminated operations after Federal support terminated, Give-&-Take (St. Louis Park) and Model Cities Youth Service Bureau (Minneapolis).

As can be seen from Table D-2, the largest percentage of forms (90%) were filled out in response to assistance to a person with a problem, the

Time Period Case Initiated	Dayton's Bluff (St. Paul)			TOTAL	White Bear Lake YSB	Relate. inc. (Wayzata)	Model City YSB (Mpls.)	North-side YSB (Mpls.)	Give-&-Take (St. Louis Park)	Store-front (Richfield)	Minn. TOTAL
	Multi Service Center	Face-to-Face Crisis Inter.	Urban Youth Referral								
Before June 71	6	-	-	6	7	20	1	-	23	-	57
Jun 71 - Aug 71	2	-	-	2	79	47	-	-	60	-	188
Sep 71 - Nov 71	21	-	-	21	72	85	1	-	132	-	311
Dec 71 - Feb 72	9	5	-	14	89	106	2	-	298	2	511
Mar 72 - May 72	11	-	-	11	229	113	10	-	293	1	657
Jun 72 - Aug 72	31	126	3	160	305	94	23	-	165	1	748
Sep 72 - Nov 72	39	185	33	257	173	87	29	7	138	18	739
Dec 72 - Feb 73	13	391	9	413	142	27	43	46	81	214	966
Mar 73 - May 73	15	425	10	450	114	-	3	30	52	570	1219
Jun 73 - Aug 73	15	112	-	127	34	-	-	7	-	180	348
TOTAL	162	1244	55	1461	1244	579	112	90	1272	986	5744

Percentage in Each Time Period	Dayton's Bluff (St. Paul)			TOTAL	White Bear Lake YSB	Relate. inc. (Wayzata)	Model City YSB (Mpls.)	North-side YSB (Mpls.)	Give-&-Take (St. Louis Park)	Store-front (Richfield)	Minn. TOTAL
Period	Multi Service Center	Face-to-Face Crisis Inter.	Urban Youth Referral								
Before June 71	4%	-	-	4%	1%	4%	1%	-	2%	-	1%
Jun 71 - Aug 71	1	-	-	1	6	8	-	-	5	-	3
Sep 71 - Nov 71	13	-	-	13	6	15	1	-	10	-	5
Dec 71 - Feb 72	6	5	-	11	7	18	2	-	23	2	9
Mar 72 - May 72	7	-	-	7	18	20	9	-	23	1	11
Jun 72 - Aug 72	19	10	6%	29	24	16	20	-	13	1	13
Sep 72 - Nov 72	24	15	60	39	14	15	26	8%	13	2	13
Dec 72 - Feb 73	8	31	16	35	11	5	38	51	6	22	17
Mar 73 - May 73	9	34	18	41	9	-	3	33	4	58	21
Jun 73 - Aug 73	9	9	-	18	3	-	-	8	-	18	6
TOTAL	100%	99%	100%	100%	99%	101%	100%	100%	99%	100%	99%

Time Period Covered/YSB From To	Jun'72 Jun'73	Jun'72 Jun'73	Jun'72 Jun'73	Jun'72 Jun'73	Jun'71 Jun'73	Jun'71 Dec'72	Mar'72 Mar'73	Nov'72 Jun'73	Jun'71 Mar'73	Nov'72 Jun'73
Jun'72 Jun'73	1	1	1	1	1	1	1	1	1	1

Table D-1 Calendar Time in which Cases Initiated: By Youth Service Bureau

Relation of Person Counseled to One with Problem	Dayton's Bluff (St. Paul)			TOTAL	White Bear Lake YSB	Relate. inc. (Wayzata)	Model City YSB (Mpls.)	North-side YSB (Mpls.)	Give-&-Take (St. Louis Park)	Store-front (Richfield)	Minn. TOTAL
	Multi Service Center	Face-to-Face Crisis Inter.	Urban Youth Referral								
Number of Cases	163	1217	55	1435	1269	580	112	91	1274	978	5471
Percentage in Each Category											
Self	91%	90%	89%	90%	97%	76%	88%	88%	90%	88%	90%
Parent(s)	8	3	7	18	4	16	6	-	4	7	6
Friends-Peers	1	6	4	11	5	4	2	4	3	1	3
Spouse	-	-	-	-	-	1	-	-	2	1	1
Other Relative	-	-	-	-	-	-	-	-	-	-	-
Police Agency	-	-	-	-	-	2	3	8	-	2	1

\* Indicates less than 0.6%.

Table D-2 Relation of Person Counseled to One with Problem

remainder were completed in response to a person seeking help for another, a friend, offspring, etc.

The age, sex, and ethnic identification of those with problems aided by Youth Service Bureaus are presented in Table D-3. School attendance, education completed, and occupation of those with problems are presented in Table D-4. It is clear that the Youth Service Bureau clients are typical high school students, 50% are between 15 and 17 years old, males and females are about equally represented, the ethnic identification reflects the mixture in the community served, 91% of the cases involve individuals attending school, and 75% of the cases involved individuals who consider themselves students.

The problems that are brought to Youth Service Bureaus for assistance are described in Table D-5. While as many as five different problems are mentioned on the client description form, only one problem is described in relation to 85% of all cases. The distribution of problems in relation to their mention on the form presents one interesting pattern, while job problems are mentioned as the first, or primary, problem in 28% of the cases, it is mentioned as a non-primary problem in only 3% of the cases. All other problems are mentioned as non-primary problems with a frequency that is greater than or equal to the frequency of mention as a primary problem. This would suggest that job related problems are not frequently associated with other types of problems, an issue pursued below.

The degree to which different types of "primary" problems are related to other types of problems and the nature of these "secondary" problems

Period Covered From To	Darton's Bluff (St. Paul)			White Bear Lake YSB	Relate, Inc. (Way- zata)	Model City YSB (Mpls.)	North- side YSB (Mpls.)	Give-6 -Take (St. Louis Park)	Store- front (Rich- field)	Minn. TOTAL	
	Multi- Service Center	Face-to- Crisis Inter.	Urban Youth Refer- ral								
Jun'72 Jun'73	Jun'72 Jun'73	Jun'72 Jun'73	Jun'72 Jun'73	Jun'71 Jun'73	Jun'71 Dec'72	Mar'72 Mar'73	Nov'72 Jun'73	Jun'71 Mar'73	Nov'72 Jun'73		
<b>AGE</b>											
Total Cases for Analysis	162	1148	44	1354	1219	544	99	89	1118	1002	5425
Percentage in each Category											
12 and under	14%	1%	11%	2%	3%	1%	8%	2%	1%	2%	2%
13	14	1	23	3	8	2	3	12	4	8	5
14	26	3	7	6	14	6	11	19	7	18	10
15	17	6	11	7	18	15	11	25	21	15	15
16	15	15	11	12	26	28	32	12	21	15	20
17	5	15	18	14	14	21	19	26	8	13	14
18-20	3	42	7	36	16	19	10	3	20	18	22
21-25	-	14	-	12	2	4	2	-	6	5	6
26-40	4	6	-	6	*	3	-	-	8	5	4
Over 40	2	2	2	2	*	2	3	-	4	1	2
13-15	57%	9%	41%	16%	39%	22%	25%	56%	32%	41%	30%
15-17	36	36	41	33	57	64	63	63	50	43	49
13-20	80	81	77	78	95	90	86	97	81	87	86
<b>SEX</b>											
Total Cases for Analysis	167	1247	55	1469	1267	580	115	91	1287	1054	5865
Percentage in each Category											
Male	53%	28%	64%	32%	55%	34%	58%	59%	43%	53%	45%
Female	47	71	34	67	45	64	42	41	50	59	52
Mixed Group	-	1	2	1	*	2	-	-	7	8	3
<b>ETHNIC IDENTIFICATION</b>											
Total Cases for Analysis	166	999	53	1218	1265	546	106	89	1081	849	5154
Percentage in each Category											
Anglo-American	93%	96%	96%	96%	99%	98%	29%	56%	97%	97%	95%
American-Indian	4	2	2	3	1	*	55	6	1	2	3
Negro-American	-	1	2	1	-	*	15	37	1	1	2
Mexican-American	2	1	-	1	*	*	1	1	*	*	*
Other	-	*	-	*	-	1	-	-	1	*	*

\* Indicates less than 0.6%

Table D-3 Age, Sex, and Ethnic Identification of Those with Problems Assisted by Youth Service Bureaus

Period Covered From To	Dayton's Bluff (St. Paul)				White Bear Lake YSB	Relate. Inc. (Way- zata)	Model City YSB (Mpls.)	North- side YSB (Mpls.)	Give- -Take (St. Louis Park)	Store- front (Rich- field)	Minn. TOTAL
	Multi- Service Center	Face-to- Crisis Inter.	Urban Youth Refer- ral	TOTAL							
Jun'72 Jun'73	Jun'72 Jun'73	Jun'72 Jun'73	Jun'72 Jun'73	Jun'71 Jun'73	Jun'71 Dec'72	Mar'72 Mar'73	Nov'72 Jun'73	Jun'71 Mar'73	Nov'72 Jun'73		
<b>QUIT SCHOOL</b>											
Total Cases for Analysis	160	744	54	958	1205	518	73	90	1019	690	4553
Not Quit	96%	84%	89%	86%	98%	90%	78%	84%	90%	89%	91%
<b>LAST GRADE ATTENDED</b>											
Total Cases for Analysis	164	800	50	1014	1087	470	103	90	890	618	4272
1-6	12%	1%	22%	4%	4%	-	12%	6%	2%	2%	3%
7	10	1	28	4	5	1%	9	9	1	12	5
8	20	2	4	5	11	5	7	13	6	14	8
9	21	4	2	7	19	15	9	29	13	15	14
10	22	13	12	15	22	24	29	29	33	16	22
11	7	16	18	15	21	22	26	10	11	12	16
12	7	50	14	41	17	28	9	4	25	23	26
Some College, Trade, Other	-	11	-	9	-	3	-	-	6	5	5
Completed College & More	-	3	-	2	-	2	-	-	4	1	2
<b>OCCUPATION OF ONE WITH PROBLEM</b>											
Total Cases for Analysis	165	659	48	872	1123	483	56	75	825	528	3962
Student	90%	48%	94%	59%	97%	74%	71%	55%	67%	71%	75%
Housewife	4	2	-	3	*	3	-	-	4	2	2
Unemployed	2	11	2	9	2	7	12	21	6	14	7
Professional or Technical	-	4	-	3	-	3	2	-	4	3	2
Clerical	1	9	-	7	*	2	-	-	4	1	3
Sales	-	4	-	3	-	*	2	11	*	2	1
Skilled Worker	-	2	-	2	-	2	-	-	2	*	1
Unskilled Worker	2	6	4	5	*	6	7	8	7	4	4
Other	3	12	10	9	-	2	5	5	6	3	4

\* Indicates less than 0.6%

Table D-4 School Attendance, Education Completed, Or Occupation of Those with Problems Assisted by Youth Service Bureaus

TYPE OF PROBLEM	Order of Occurrence			
	First	Second	Third, Fourth, Fifth	TOTAL
Job Problems	1630	23	6	1659
General Personal	1327	263	61	1651
Family Problems	970	200	39	1209
Medical/VD/Birth Control	828	59	8	895
Law Violations	357	64	28	449
Drugs, Alcohol	284	106	20	410
School Related	159	83	25	267
Legal, Financial	178	39	8	225
Sex Related	90	31	1	122
Total Mentioned	5823	868	196	6887
None Mentioned	75	5030	17498	22603
Total Cases for Analysis	5898	5898	17694	29490
<b>PERCENTAGE</b>				
Job Problems	28%	3%	3%	24%
General Personal	23	30	31	24
Family Related	17	23	20	18
Medical/VD/Birth Control	14	7	4	13
Law Violations	6	7	14	6
Drugs, Alcohol	5	12	10	6
School Related	3	10	13	4
Legal, Financial	3	4	4	3
Sex Related	2	4	1	2

Table D-5 Number and Percentage of First through Fifth Problems Mentioned

are analyzed in Table D-6. It should be noted that only 1% of all cases where the primary problem is job related include a description of a secondary problem. Except for those cases where the primary problem is related to legal or financial issues, jobs do not appear as a secondary problem in a very substantial percentage of cases.

As one of the primary purposes of Youth Service Bureaus is to provide informal assistance to those involved with law violations, it is of some interest to examine the interrelations between problems related to law violation and other types of problems, presented in Tables D-6 and D-7. When a law violation is the primary problem mentioned, a wide range of other types of problems are mentioned as secondary, emphasizing general personal problems, family related problems, and problems with drugs and alcohol. In contrast, law violations are mentioned as a secondary nature of a problem whose primary nature does not involve a law violation for only 7% of the cases with two or more problems mentioned.

The analysis in Table D-7 is designed to provide additional information related to this problem. The relationship between law violations as a primary and a secondary problem are compared to all other types of problems. Because "job problems" make up a large, and apparently independent, set of problems, the same analysis is completed excluding "job problems" on the right side of Table D-7. In brief, the table indicates that when the primary nature of the problem involves a law violation, there is no secondary nature to the problem for 80% of the cases and the secondary nature of the problem is a law violation for 8% of the cases. Hence, for 12% of the cases

	Job Related	General Personal	Family Related	First Problem Mentioned					Sex Related	TOTAL
				Medical/VD/Birth Control	Law Violations	Drugs/Alcohol	School Related	Legal/Financial		
Total Cases	1630	1327	970	828	357	284	159	178	90	5823
Percentage of Cases with Two or More Problems	1%	14%	34%	10%	20%	32%	35%	9%	21%	15%
Number of Cases with Two or More Problems	21	182	329	82	73	91	55	16	19	868
Nature of Second Problem (Percentage)										
Job Related	5%	3%	1%	1%	5%	2%	.6%	12%	-	3%
General Personal	29	41	30	28	10	33	14	19	-	30
Family Related	19	21	26	4	23	35	26	12	58%	23
Medical/VD/Birth Control	-	4	2	49	1	-	-	6	16	7
Law Violations	-	2	6	-	38	.8	11	6	16	7
Drugs/Alcohol	5	14	16	4	14	9	9	6	-	7
School Related	14	3	15	1	3	10	20	12	5	12
Legal/Financial	24	2	3	7	5	1	13	25	-	10
Sex Related	5	10	1	6	-	2	2	-	-	4
TOTAL	101%	100%	100%	100%	99%	100%	101%	98%	100%	100%

Table D-6 Relationship Between First Problem Described and Second Problem Described

Second Problem Described (All Problems)	First Problem Described (All Problems)			Second Problem Described (Excluding Job Problems)	First Problem Described (Excluding Job Problems)		
	Law	All	TOTAL		Law	All	TOTAL
Law Violations	28	36	64	28	36	64	
All Others	45	759	804	41	740	781	
None	284	4671	4955	288	3060	3348	
TOTAL	357	5466	5823	357	3836	4193	
Percentage of Second Problems Related to Each First Problem							
Law Violations	7.8%	0.7%	1.1%	7.8%	0.9%	1.5%	
All Others	12.6	13.9	13.8	11.5	19.3	18.6	
None	79.6	85.4	85.1	80.7	79.8	79.8	
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	99.9%	
Percentage of First Problems Related to Each Second Problem							
Law Violations	43.8%	56.2%	100.0%	43.8%	56.2%	100.0%	
All Others	5.6	94.4	100.0	5.2	94.8	100.0	
None	5.7	94.3	100.0	8.6	91.4	100.0	
TOTAL	6.1	93.9	100.0	8.5	91.5	100.0	

Table D-7 Relationship Between Law Violations and Other Problems Mentioned

where the primary nature of the problem is a law violation, the secondary nature involves some other type of problem.

The same table can be used to examine the association of "non-law violation" problems with "law violations" as the secondary nature of the problem. Excluding job problems, when the primary nature of the problem is not a law violation, the secondary nature is considered a law violation for 0.9% of the cases. This means that for every 100 individuals processed for non-law violation problems, one can be expected to have a law violation as a secondary nature of the primary problem.

It may be that there are more efficient ways to locate young people that are having problems that involve law violations.

The nature of the problems associated with the cases handled by each Youth Service Bureau is presented in Table D-8. This table suggests that some bureaus tended to specialize in certain types of problems. For instance, the Face-to-Face crisis enter indicates that over 50% of their problems are medical in nature, but this unit incorporated a medical clinic as a service. Job related problems show the most unusual distribution, with several agencies reflecting a heavy emphasis on such problems, White Bear Lake Youth Service Bureau and the Storefront (Richfield), two agencies indicating a moderate emphasis, Dayton's Bluff Multi-Service Center and the Northside Minneapolis YSB, and the remaining agencies indicate very few of their cases involve job related problems.

Since all client description forms are anonymous (no information that would identify an individual is included), it is not possible to determine

Period Covered From To	Dayton's Bluff (St. Paul)			TOTAL	White	Relate,	Model	North-	Give-&	Store	Minn. TOTAL
	Multi- Service Center	Face-to- Face Crisis Inter.	Urban Youth Refer- ral		Bear Lake YSB	Inc. (Way- zata)	City YSB (Mpls.)	side YSB (Mpls.)	-Take (St. Louis Park)	front (Rich- field)	
Jun'72 Jun'73	Jun'72 Jun'73	Jun'72 Jun'73	Jun'72 Jun'73	Jun'72 Jun'73	Jun'71 Jun'73	Jun'71 Dec'72	Mar'72 Mar'73	Nov'72 Jun'73	Jun'71 Mar'73	Nov'72 Jun'73	
<b>FIRST PROBLEM MENTIONED IN CASE</b>											
Total Cases for Analysis	167	1253	55	1475	1269	581	115	91	1296	1069	5896
Job	54	10	8	72	920	5	14	32	18	569	1630
Personal Problems	30	318	3	351	22	156	37	6	563	191	1327
Family Relations	31	92	17	140	80	243	11	13	325	158	970
Medical Problems/VD/Birth Con.	4	665	2	671	16	50	7	6	64	14	828
Law Violations	34	5	15	54	194	21	23	12	32	21	357
Drugs, Alcohol	4	49	1	54	15	63	4	-	132	16	284
Legal, Financial	-	59	2	61	3	18	10	5	31	50	178
School Related	9	11	7	27	15	14	9	15	51	27	159
Sex Related	1	26	-	27	-	10	-	-	43	10	90
None Mentioned	-	18	-	(-)	4	1	-	2	37	13	75
<b>Percentage of Cases</b>											
Job	32%	1%	14%	5%	72%	1%	12%	35%	1%	53%	28%
Personal Problems	18	25	6	24	2	27	32	7	43	18	22
Family Relations	19	7	31	9	6	42	10	14	25	15	16
Medical/VD/Birth Control	2	53	4	46	1	9	6	7	5	1	14
Law Violations	20	*	27	4	15	4	20	13	2	2	6
Drugs, Alcohol	2	4	2	4	1	11	4	-	10	2	5
Legal, Financial	-	5	4	4	*	3	9	6	2	5	3
School Related	5	1	13	2	1	2	8	16	4	2	3
Sex Related	1	2	-	2	-	2	-	-	3	1	2
None Mentioned	-	1	-	1	*	*	-	2	3	1	1

\* Indicates less than 0.6%

Table D-8 Problems Brought to the Attention of Youth Service Bureaus by Youth Service Bureau

the relationship between the problem brought to a Youth Service Bureau on the first and possible subsequent visits for a given individual. However, the information as to whether a person with a problem is making a first or subsequent visit to a Youth Service Bureau is available. Hence, the nature of problems brought to Youth Service Bureaus on a first visit may be compared to the nature of problems brought to a Youth Service Bureau on second or later visits as in Table D-9.

There are some substantial differences between Youth Service Bureaus in the tendency for individuals to return for second or later visits and the nature of the problems treated on the first and subsequent visits. The number of cases involving individuals that are making a repeat visit to a Youth Service Bureau varies from 20% of those that are making an initial visit to 65% of those making an initial visit. The most dramatic change in problems brought to these agencies is related to job problems, all three agencies that have a high percentage of first contacts related to job problems (Dayton's Bluff Multi-Service Center, White Bear Lake, and Storefront) have a substantial drop in the percentage of job problems brought to the agency by those on a repeat visit. There is an increase in the percentage of repeat visits for family problems or general personal problems. There is a slight decrease in repeaters that visit for medical problems and little change in the distribution for types of problems related to law violations, drugs or alcohol, problems related to school, financial, legal or informational problems or sex related problems.

	Dayton's Bluff (St. Paul)				White Bear Lake	Relate. Inc. (Wayzata)	Model City YSB (Mpls.)	North-side YSB (Mpls.)	Give-&-Take (St. Louis Park)	Storefront (Richfield)	TOTAL
	Multi-Service Center	Face-to-Face Crisis Inter.	Urban Youth Referral	TOTAL							
<b>First Visit to Agency</b>											
Number of Cases	22	883	15	920	1008	206	39	25	339	432	2969
<b>% First Problem Mentioned</b>											
Job Referral	64%	1%	7%	2%	79%	1%	18%	32%	2%	50%	36%
General Personal	14	23	-	23	1	29	26	8	35	20	17
Family Related	9	8	27	8	5	40	8	24	28	9	12
Medical/VD/Birth Control	4	55	7	53	1	10	8	4	10	3	19
Law Violations	9	*	60	2	12	3	18	16	3	1	6
Drugs/Alcohol	-	4	-	4	1	10	6	-	10	2	4
School	-	1	-	1	1	1	8	16	4	2	2
Legal/Financial/Informational	-	5	-	5	*	6	8	-	4	10	4
Sex Related	-	2	-	2	-	*	-	-	3	2	1
<b>Second or Later Visit</b>											
Number of Cases	144	325	39	508	256	362	53	64	818	287	2348
<b>% First Problem Mentioned</b>											
Job Referral	28%	1%	18%	10%	49%	*	13%	38%	1%	22%	12%
General Personal	18	29	8	25	5	26	15	6	47	25	30
Family Related	20	7	33	13	12	43	13	11	26	38	25
Medical/VD/Birth Control	2	53	3	35	1	8	6	8	3	*	11
Law Violations	22	*	15	8	28	4	26	13	2	4	7
Drugs/Alcohol	3	3	3	3	3	11	2	-	10	2	6
School	4	1	15	3	2	3	11	17	4	7	5
Legal/Financial/Informational	-	3	5	2	-	1	13	8	2	1	2
Sex Related	1	2	-	1	-	2	-	-	4	1	2
<b>Ratio of Cases with Second or Later Visit to First Visit</b>											
	6.5	0.4	2.6	0.6	0.2	1.8	1.4	2.6	2.4	0.7	0.8
<b>Comparison of Problems on First and Later Visits</b>											
(+ = more on first) (- = more on second)											
Job Referral	+36%	-	-11%	- 8%	+30%	+1%	+ 5%	- 6%	+ 1%	+28%	+24%
General Personal	- 4	-6%	- 8	- 2	- 4	+3	+11	+ 2	-12	- 5	-13
Family Related	-11	+1	- 6	- 5	- 7	-3	- 5	+13	+ 2	-27	-13
Medical/VD/Birth Control	+ 2	+2	+ 4	+18	-	+ 2	+ 2	- 4	+ 7	+ 3	+ 6
Law Violations	-13	-	+45	- 6	-16	-1	- 3	+ 3	+ 1	- 3	- 1
Drugs/Alcohol	- 3	+1	- 3	+ 1	- 2	-1	+ 6	-	-	-	- 2
School	- 4	-	-15	- 2	- 1	-2	- 3	- 1	-	- 5	- 3
Legal/Financial/Informational	-	+2	- 5	+ 3	-	+5	- 5	- 8	+ 1	+ 9	+ 2
Sex Related	- 1	-	-	+ 1	-	-2	-	-	- 1	+ 1	- 1

Table D-9 Comparison of First Problems Mentioned By Those on Their First Visit with First Problems Mentioned by Those on Second or Later Visits: By Youth Service Bureau

"Cases" Handled by Youth Service Bureaus  
Compared to "Typical" Youth

Even though the client description forms refer to "cases," rather than individual clients, several comparisons between these cases served and data on "typical" youth can be examined. Two will be presented here, one related to the age of the youth and the other related to the nature of the problems.

The number of problems that occur to "typical" youth of different ages is estimated in the previous chapter. Since the client description forms refer to "problems," rather than individuals, and since a substantial proportion of "problems" are related to individuals over 20 years old, the pattern of age to problems will be considered only for those problems where the client was under 21 years old. The percentage of cases involving clients of different ages will be considered. Figure D-1 presents the results of such an analysis and allows comparison of the form of the patterns for males, females, and both sexes. The similarities between patterns is striking, for both the average number of problems and the percentage of cases involving individuals of different ages increases dramatically at about the same age, between 13 and 16. While the occurrence of problems among "typical" youth does not drop, the percentage of cases involving individuals between 17 and 20 drops dramatically, suggesting that older juveniles with problems are not visiting Youth Service Bureaus.

The second analysis involves a comparison of the nature of problems mentioned by "typical" youth with the nature of the problems involved in

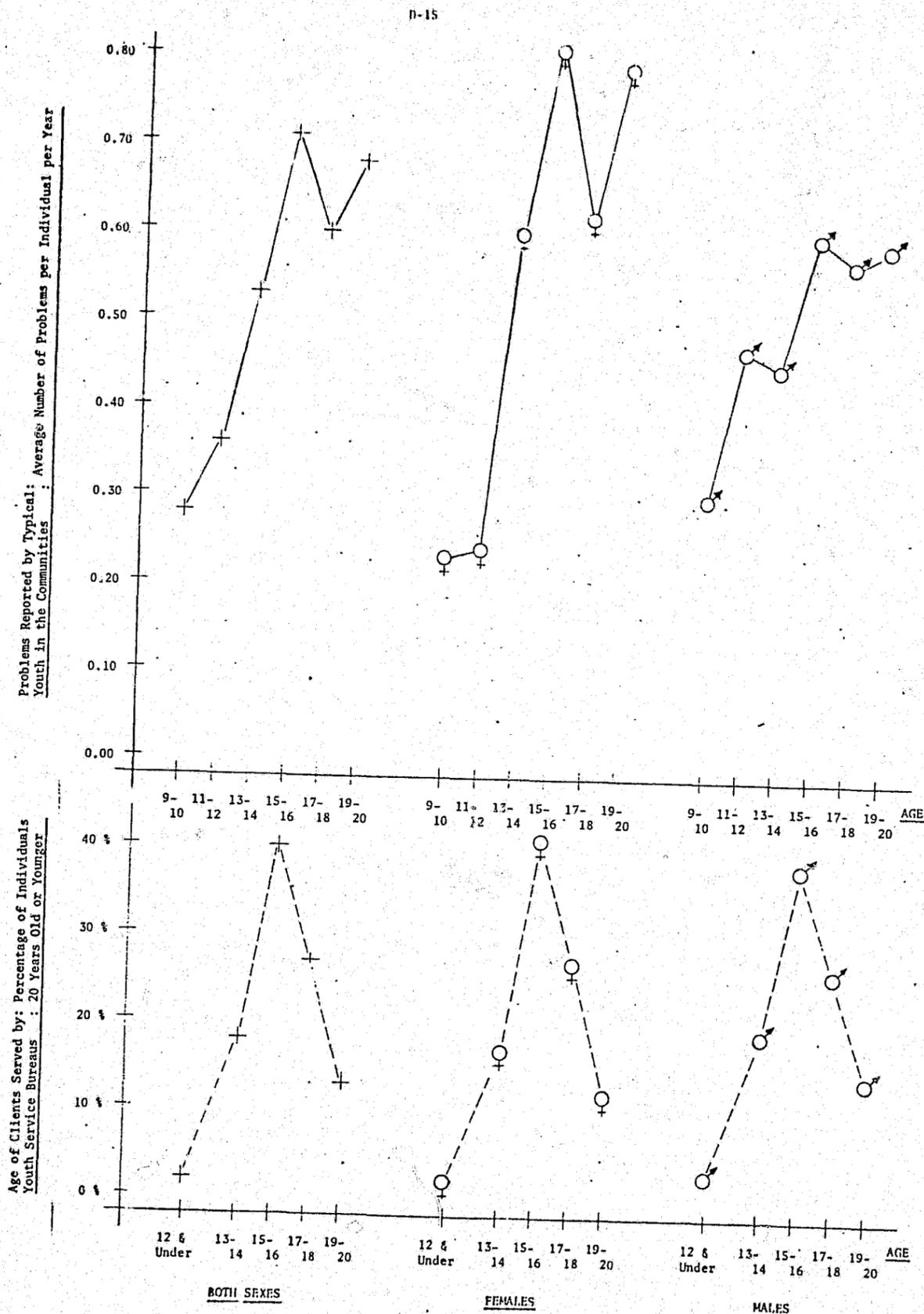


Figure D-1 Comparison of the Occurrence of Problems Among Youth Residing in the Community and Clients Served by Youth Service Bureaus: By Age and Sex

the cases handled by Youth Service Bureaus. Two versions of this analysis are presented in Table D-10. The first version, in the top half of the table, involves all problems, but since "typical" youth mention substantially more law violations as problems than clients of Youth Service Bureaus and, conversely, job referrals are a substantial proportion of problems mentioned in Youth Service Bureau cases and virtually absent from the problems mentioned by "typical" youth, these have been removed from the analysis for the second version, in the bottom half of the table.

The comparison is quite striking, for the distribution of problems mentioned in Youth Service Bureau cases is almost identical to the distribution of problems mentioned by "typical" youth, whether the communities are considered separately or in the aggregate.

It should be recognized that the cases handled by two Youth Service Bureaus --Northside Minneapolis YSB and Minneapolis Model City YSB -- are so small that the impact of their work on this analysis will be small. Hence, these comparisons may not be typical of a Youth Service Bureau serving a central city-high crime community. Nevertheless, two patterns are quite clear:

- 1) The age at which problems increase among "typical" youth coincides with the age of individuals associated with the largest proportion of cases handled by Youth Service Bureaus that involve juveniles.
- 2) The distribution of problems that occur among "typical" youth coincides with the distribution of problems mentioned in the cases handled by Youth Service Bureaus.

	Dayton's Bluff (St. Paul) YSB		Clive-St. Louis Park YSB		Northside YSB (Min.)		White Bear Lake YSB		Relate, Inc. (Wayzata)		Storefront (Richfield)		All Areas	
	Typical Youth	YSB Clients	Typical Youth	YSB Clients	Typical Youth	YSB Clients	Typical Youth	YSB Clients	Typical Youth	YSB Clients	Typical Youth	YSB Clients	Typical Youth	YSB Clients
<b>All Problems</b>														
Total Cases	91	1475	74	1296	204	91	82	1269	52	581	56	1069	559	5781
Family Related	20%	9%	18%	25%	13%	14%	16%	6%	21%	42%	12%	15%	16%	17%
Relations with Self/ Others	29	24	27	43	27	7	27	2	29	27	41	18	29	22
Law Violations	16	4	22	2	11	13	15	15	13	4	11	2	14	6
Victimization	5	-	1	-	6	-	5	-	11	-	9	-	6	-
Medical	9	46	4	5	19	7	7	1	2	9	2	1	10	14
Drugs/Alcohol	3		4		4		4		8				4	5
School/Legal														
Financial/Info.	11	6	24	6	12	22	22	1	11	5	20	7	16	5
Job Referrals	-	5	-	1	-	35	-	72	-	1	-	53	-	28
Other	7	3	1	6	8	2	5	*	4	2	5	2	6	3
<b>All Problems that can be Compared (1)</b>														
Total Cases	86	1403	73	1278	192	59	78	349	46	576	51	500	526	4165
Family Related	21%	10%	18%	25%	14%	22%	17%	23%	24%	42%	14%	32%	17%	23%
Relations with Self/ Others	30	25	26	44	29	10	28	6	33	27	45	38	30	31
Law Violations	17	4	22	2	11	20	15	55	15	4	12	4	15	8
Medical	9	48	4	5	20	10	8	5	2	9	2	3	11	20
Drugs/Alcohol	3	4	4	10	5	-	4	4	9	11	-	3	4	7
School/Legal														
Financial/Info.	12	6	25	6	12	34	23	5	13	6	22	15	16	8
Other	7	3	1	6	9	3	5	1	4	2	6	5	6	4

(1) Law Violations and Job Referrals are excluded.

Table D-10 Comparison of Problems of "Typical" Youth in the Community with those of Youth Service Bureau Clients: By Youth Service Bureau

This would suggest that the Youth Service Bureaus in this study are serving the general needs of youth in the community as they first begin to recognize the occurrence of problems.

Clients Served by Youth Service Bureaus: Comparison of Clients with "Typical" Youth

The previous sections of this chapter dealt with descriptions of the "cases" handled by Youth Service Bureaus, which present problems for comparison with typical youth since a single youth may account for more than one "case" at a Youth Service Bureau. In an attempt to avoid this problem, interviews were completed with juveniles that had been served by Youth Service Bureaus; this section will compare the descriptions of those youth with the "typical" youth in the communities served by the same Youth Service Bureaus. As the same interview procedure was used with both the "typical" youth and the clients of the Youth Service Bureaus, direct comparisons are possible. Unfortunately, the small number of clients that could be contacted and restrictions on the budget allowed interviews with "ex-clients" in communities served by only two Youth Service Bureaus, White Bear Lake and Richfield.

Clients to be interviewed were selected from among those that had completed (or had approved completion by the counselor) of a post-card attached to each client description form. The stamped post-card provided for the name and address of the client and was addressed to a post-office box in Canada. While the post-card carried a number that allowed matching to the anonymous client description form, the procedure was designed to protect the anonymity of the client as well as convince clients and counselors that such anonymity would be preserved. An elaborate procedure was used to ensure that at no time would any individual, other than the

principle investigator, be able to link the name and address of the client with the information on the client description form. (The crucial records were stored in safety deposit boxes in Canada or Minneapolis.)

Those that had completed the post-cards were divided into groups on the basis of the source of referral to the Youth Service Bureau and/or the nature of the problem, based on information from the client description forms. To maximize the information received on individuals that had received help from the Youth Service Bureaus related to law violations, these individuals were emphasized in conducting the interviews. The total number of completed interviews, as related to the nature of the "ex-client" is presented in Table D-11.

The interview procedure was identical to the one used in the survey of the communities with one small change. Instead of having two separate forms, one for the details of any problem mentioned by the respondent and the other for the details of any agency visit reported by the respondent, one form was designed to replace these two forms, simplifying analysis of the problems reported by youth.

The relationship between the reason for visiting a Youth Service Bureau and the number of problems reported by juveniles served by Youth Service Bureaus is presented in Table D-12. It would appear that those youth referred to a Youth Service Bureau by a criminal justice agency (for any reason) or for a law violation problem, report no more problems than others that come into contact with the Youth Service Bureau, perhaps less.

The analysis of the number of problems and the distribution among

Area	Source of Referral To Youth Service Bureau	Reason for Referral (First Problem Mentioned)	Number of Completed Interviews	Percentage for Area	
1) Dayton's Bluff (St. Paul)	Any	Any	8	100%	
2) White Bear Lake	Criminal Justice System Agency (CJSA)	Any			
	Any	Law Violation	19	43	
White Bear Lake	Not CJSA	Not Law Violation or Job Referral	12	27	
White Bear Lake	Not CJSA	Job Referral	13	30	
				<u>100%</u>	
3) Richfield	CJSA	Any	15	20%	
Richfield	Not CJSA	Family Related	15	20	
Richfield	Not CJSA	Personal Problems	9	12	
Richfield	Not CJSA	Job Referrals	32	43	
Richfield	Not CJSA	Not Family Related, Personal, Job Referrals, or Law Violation	4	5	
				<u>100%</u>	
TOTALS:			Completed Interviews	Available for Analysis	Percentage for Area
Dayton's Bluff (St. Paul)			8	7	6%
White Bear Lake			44	43	34
Richfield			<u>75</u>	<u>75</u>	<u>60</u>
Total: All Areas			127	125	100%

Table D-11 Characteristics of Youth Selected for "Follow-up Interviews"

	Reason For Visit to Youth Service Bureau	
	Referred by Criminal Justice Agency for Law Violation	All Others
<u>White Bear Lake</u>		
Males		
Number of Respondents	16	11
Number of Problems	33	35
Average Number of Problems	2.1	3.2
Females		
Number of Respondents	2	12
Number of Problems	3	39
Average Number of Problems	1.5	3.3
Both Sexes		
Number of Respondents	18	23
Number of Problems	36	74
Average Number of Problems	2.0	3.2
<u>Richfield</u>		
Males		
Number of Respondents	6	22
Number of Problems	15	42
Average Number of Problems	2.5	1.9
Females		
Number of Respondents	5	18
Number of Problems	15	62
Average Number of Problems	3.0	3.4
Both Sexes		
Number of Respondents	11	40
Number of Problems	30	104
Average Number of Problems	2.7	2.6

Note: These include all problems mentioned in the interviews, regardless of the date at which it was first recognized.

Table D-12 Average Number of Problems Reported by Juveniles Served By Youth Service Bureaus as Related to Reason for Visit to Youth Service Bureau

respondents is presented, for males and females of different ages for the different communities in Table D-13. Sixteen older individuals (over 20) interviewed in Richfield, are not included in this analysis. Most of these individuals were parents, largely mothers, that had visited the Youth Service Bureau on behalf of their children.

The patterns in Table D-13 suggest that all of these "ex-clients" report a number of problems, the total numbers are not due to a few "multi-problemmed" youth. (Because all of these respondents had visited a Youth Service Bureau at least once, it is not surprising that all report one or more "problems.") As with the interviews administered in the area surveys, these problems cover a number of years and the following analysis will treat only those that occurred in 1970, 1971, 1972, or 1973. This includes 82% of all problems mentioned by clients under 21 years old and helps to ensure that memories related to the problem will be recent and, perhaps, accurate.

The first and second nature of the problems mentioned by the respondents are presented in Table D-14, as well as the interrelationship between the two aspects of the problems. As "other" includes problems related to employment, and since many of these individuals were selected for an interview after visiting a Youth Service Bureau for help in locating a job, a substantial proportion of problems fall into the "other" category.

The relationship between the first and second nature of the problems is similar to the analysis in a previous section, see Table D-7. For most problems (70%) there is no second nature mentioned and when a second aspect is mentioned, it is usually similar to the first aspect of the problem. As

	Males			Females			Both Sexes		
	Under 15	16-20	Total	Under 15	16-20	Total	Under 15	16-20	Total
<b>White Bear Lake</b>									
Number of Individuals	13	14	27	4	11	15	17	25	42
Number of "Problems"	21	47	68	12	30	42	33	77	110
Problems/Individual	1.6	3.4	2.5	3.0	2.7	2.8	1.9	3.1	2.6
<b>Distribution of Problems</b>									
Percentage of Individuals Reporting:									
0	-	-	-	-	-	-	-	-	-
1	54%	14%	33%	25%	27%	27%	47%	20%	31%
2	31	21	26	25	36	33	29	28	29
3	15	7	11	25	9	13	18	8	12
4	-	43	22	-	9	7	-	28	17
5	-	-	-	-	9	7	-	4	2
6	-	4	7	25	-	7	6	8	7
Over 6	-	-	-	-	9	7	-	4	2
<b>Richfield</b>									
Number of Individuals	17	11	28	13	11	24	30	22	52
Number of "Problems"	32	25	57	29	55	84	61	80	141
Problems/Individual	1.8	2.3	2.0	2.2	5.0	3.5	2.0	3.6	2.7
<b>Distribution of Problems</b>									
Percentage of Individuals Reporting:									
0	-	-	-	-	-	-	-	-	-
1	47%	27%	39%	46%	-	25%	47%	14%	33%
2	23	36	29	23	18%	21	23	27	25
3	23	27	25	15	-	8	20	14	17
4	6	-	4	-	36	17	3	18	10
5	-	9	4	8	18	12	3	14	8
6	-	-	-	8	-	4	3	-	2
Over 6	-	-	-	-	27	12	-	14	6
<b>Dayton's Bluff (St. Paul)</b>									
Number of Individuals	6								
Number of Problems	12								
Problems/Individual	2.0								
<b>Distribution of Problems</b>									
Percentage of Individuals Reporting:									
0	-								
1	17%								
2	67								
3	17								

Table D-13 Distribution of "Problems" Mentioned During Interview of Youth Served by Youth Service Bureaus: By Age, Sex, and Community of Residence

Problems	First	Second	Total						
	Number	Number	Number	Percentage	Number	Percentage	Number		
Number	211	63	274						
Family	15%	24%	17%						
Personal Problem	10	11	10						
Law Violation	19	38	23						
Victimization	8	2	6						
Medical	8	5	8						
Drugs/Alcohol	8	3	7						
School/Legal/Information/Financial	9	16	11						
Other (Includes Job Referral)	23	2	18						
<b>First Problem</b>									
	Family	Personal	Law Violations	Victimization	Drugs/Alcohol	Medical	School/Legal/Information/Financial	Other	Total
Number	32	21	40	16	18	17	19	48	211
Percentage with Second Problem Mentioned	47%	43%	48%	16%	6%	14%	54%	22%	30%
Number with Second Problem Mentioned	15	9	19	6	1	5	6	2	63
<b>Percent of Each Type</b>									
Family	67%	11%	-	-	-	40%	33%	-	24%
Personal	7	44	5%	-	-	-	17	-	11
Law Violation	7	11	84	67%	-	40	-	-	38
Victimization	-	-	-	17	-	-	-	-	2
Medical	-	11	-	-	100%	20	-	-	5
Drugs/Alcohol	7	-	-	17	-	-	-	-	3
School/Legal/Information/Financial	13	22	5	-	-	-	50	100%	16
Other	-	-	5	-	-	-	-	-	2
	101%	99%	99%	101%	100%	100%	100%	100%	101%
<b>First Problem</b>									
	Law Violation	Victimization	All Others	Total					
Number	40	16	155	211					
Second Problem									
% None	52%	62%	76%	70%					
Law Violation	40	25	3	11					
All Other	8	12	22	18					
	100%	99%	101%	99%					

Table D-14 First and Second Aspects of Problems Mentioned by Individuals Served by Youth Service Bureaus

with the analysis based on problems listed on client description forms, law violations appear to exist independently of the other types of problems, only 8% of problems where the primary nature involves a law violation have some other secondary nature and only 3% of those problems that do not involve law violation or victimization as the primary nature involve law violation or victimization as the secondary nature.

The relationship between the types of problems reported by the juveniles served by the Youth Service Bureaus is compared to the problems reported by "typical" youth in the same communities in Table D-15. In the White Bear Lake comparison, the average number of problems per respondent-year is almost identical for the two groups of young people; it is twice as high for "ex-clients" as for "typical" youth residing in Richfield. Again, the nature of the problems reported by these two groups of youth is quite similar for those residing in White Bear Lake; in the Richfield comparison the "ex-clients" report a greater proportion of family, medical, and drug/alcohol problems than "typical" youth, and a smaller proportion of personal problems. Since the differences in the Richfield comparison may be related to a large proportion of older female juveniles (16-20) in the "ex-client" group, it is not clear whether the "ex-clients" are substantially different from the "typical" youth. In White Bear Lake, the "ex-clients" do not appear to differ from the "typical" youth.

The nature of the first source of advice sought for the problem and the use of an organization or agency, if any, in response to the problem is presented in Table D-16. Since an agency or organization might be contacted after consultation with the first source of advice, there is no

	White Bear Lake		Richfield	
	Follow-up	"Typical" Youth	Follow-up	"Typical" Youth
Number of Respondents	42	47	52	69
Number of Respondent-Years (1)	147	118	182	184
Total Problems Mentioned During Interview	84	82	115	56
Number of Problems/Respondent Year	0.57	0.69	0.63	0.30
Types of Problems (%)				
Family Related	9%	16%	21%	12%
Personal	12	27	8	41
Law Violations	21	15	19	11
Victimization	6	5	3	9
Medical	6	7	10	2
Drugs/Alcohol	9	4	8	-
School/Legal/Information/Financial	11	22	8	20
Other	25	5	25	5
Types Without Law Violations or "Other"				
Family	16%	20%	36%	14%
Personal	21	34	14	49
Victimization	11	6	5	11
Medical	11	9	17	2
Drugs/Alcohol	16	5	14	-
School/Legal/Information/Financial	20	28	14	24

Table D-15 Comparison of Problems of "Typical" Youth and Juveniles Served by Youth Service Bureaus

direct correspondence between these two sets of information. Since all of these young respondents were selected because of contact with a Youth Service Bureau, it is no surprise that the use of Youth Service Bureaus is strongly represented in this table.

Sources of advice and use of agencies for "ex-clients" and "typical" youth are compared in Table D-17. Except for the heavier use of agencies as a source of advice and a higher proportion of visits to Youth Service Bureaus, there is little difference between the "typical" youth and the "ex-clients." Further, both of these differences are consistent with the fact that the "ex-clients" were interviewed because they had visited an agency, a Youth Service Bureau, suggesting little real difference between these two groups in this analysis.

The relationship between the primary nature of the problem and the sources of advice sought is presented in the top half of Table D-18 and should be compared to a similar presentation for "typical" youth, Table C-3. There is very little difference between the tables except for an increased use of agencies, school counselors, and independent professionals and experts among "ex-clients," and a decreased reliance on friends and families.

The relationship between the primary nature of the problem and the nature of the agency visited is presented in the bottom half of Table D-18 and should be compared with a similar presentation for "typical" youth, Table C-4. The "ex-clients" appear to take a wider range of problems to agencies than those reported by "typical" youth, 94% of the problems taken to agencies by "typical" youth represent family related or personal problems.

	White Bear Lake			Day- ton's Bluff Under 15	Richfield			Total		
	Under 15	16-20	Total		Under 15	16-20	Total	Under 15	16-20	Total
<u>First Source of Advice on The Problem</u>										
Number of Problems	27	64	91	9	56	59	115	92	123	215
None	67%	52%	56%	44%	46%	37%	42%	52%	45%	48%
Family, Relative, Spouse Friend	11 7	8 14	9 12	11 -	14 7	3 19	9 13	13 6	6 16	9 12
School Counselor Independent Professional/ Expert	4 4	11 5	9 4	11 22	5 5	3 17	4 11	5 6	7 11	6 9
Agency	11	11	10	11	21	20	21	16	15	16
<u>Agency Visited for the Problem</u>										
Number of Problems	28	64	92	9	56	59	115	93	123	216
None	29%	39%	36%	44%	30%	37%	34%	31%	38%	35%
Youth Service Bureau	57	33	40	-	54	32	43	49	32	40
School Counselor Other Youth Counselors	4 7	11 8	9 8	11 22	5 5	2 8	3 7	5 7	6 8	6 8
Medical Social Service/Welfare	- 4	6 2	4 2	- -	4 -	14 -	9 -	2 1	10 1	7 1
Criminal Justice Agency Social/Recreational	- -	2 -	1 -	22 -	2 -	7 -	4 -	3 -	4 -	4 -

Note: Includes only those problems that began in 1970, 1971, 1972, or 1973.

Table D-16 First Source of Advice and Use of Agencies for Problems Reported by Youth Served by Youth Service Bureaus

	White Bear Lake		Richfield	
	"Clients" (1)	"Typical" Youth (2)	"Clients" (1)	"Typical" Youth (2)
<b>First Source of Advice Sought For a Problem</b>				
Number of Problems	91	65	115	51
None	56%	45%	42%	47%
Family, Relative, Spouse Friend	9 12	18 13	9 13	12 22
School Counselor	9	-	4	6
Independent Professional/Expert	4	11	11	14
Agency	10	3	21	-
<b>Agency Visited for Problem</b>				
	(1)	(3)		(3)
Number of Problems	59	43	76	26
Youth Service Bureau	62%	19%	65%	-
School Counselors	14	44	4	58%
Other Youth Counselors	12	12	11	15
Medical	6	2	14	4
Social Service/Welfare	3	-	-	4
Criminal Justice System	2	2	6	-
Social/Recreational	-	21	-	19

- (1) Includes those problems the young respondent said began in 1970, 1971, 1972, and 1973.
- (2) From Table C-5.
- (3) From Table C-6.

Table D-17 First Source of Advice and Use of Agencies for Problems Reported by "Ex-Clients" and "Typical" Youth: In White Bear Lake and Richfield

	Nature of First Problem Mentioned								All
	Family Problems	Personal Problem	Law Violation	Victimization	Medical	Drugs/Alcohol	School/Financial/Information/Legal	Other (Includes Job Problems)	
<b>First Source of Advice Sought</b>									
Number of Problems (Percentage)	30	21	44	10	18	17	18	40	198
None Sought	33%	19%	68%	60%	50%	23%	39%	45%	44%
Family/Relative/Spouse Friends	13 17	14 14	2 2	20 -	6 17	- 41	11 5	12 15	9 13
School Personnel	7	24	2	10	-	-	22	2	7
Individual Professional Expert	10	14	18	10	11	-	11	-	10
Agency	20	14	7	-	17	35	11	25	17
<b>Agency Visited for Assistance</b>									
Number of Problems	32	20	45	10	15	17	19	48	206
None	44%	35%	69%	80%	33%	47%	16%	-	37%
Youth Service Bureau	28	20	22	-	20	18	32	96%	39
School Counselor	6	15	-	-	-	-	37	2	6
Other Youth Counselor	3	25	-	-	7	29	10	2	7
Medical Oriented	6	5	-	10	40	6	5	-	6
Social Service/Welfare	3	-	-	-	-	-	-	-	4
Criminal Justice System	9	-	9	10	-	-	-	-	-
Social/Recreational	-	-	-	-	-	-	-	-	-

\* Indicates less than 0.6%.

Table D-18 First Source of Advice Sought and Agency Visited for Assistance by Youth Served by Youth Service Bureaus: By First Nature of Problem Described

However, the selection of "ex-clients" for the interview and the small proportion of young (under 15) youth in the "ex-client" sample suggest that this may represent an artifact of the "ex-client" sample, rather than a major difference between "ex-clients" and "typical" youth of the same age.

The following analysis involves comparisons of selected aspects of the lives of the "ex-clients" with the "typical" youth. Table D-19 focuses on evaluation of local government, schools, and the police. It is clear that the responses of these two groups of young people are almost identical; both "ex-clients" and "typical" youth living in White Bear Lake and Richfield are very positive about their community and its agencies.

The sources of influence and patterns of association of "ex-clients" and "typical" youth are presented in Table D-20. The patterns are similar, with both groups of young people preferring the company of their peers, spending most of their evenings away from home, and preferring to avoid disapproval from their parents.

An attempt to determine the tendency of the parents to exercise control over the youth is made by an analysis of the percentage of youth that report the establishment of rules for their behavior by their parents. The success of these rules is measured by asking the youth if they obey the rules. "Ex-clients" and "typical" youth are compared in this analysis in Table D-21; there is, surprisingly, almost no difference. In fact, obedience to the rules, when they are established, is, according to the reports of the youth, just as high for "ex-clients" as for "typical" youth.

	White Bear Lake YSB		Storefront (Richfield)	
	Clients	"Typical" Youth	Clients	"Typical" Youth
<u>Ratings of Local Government</u>				
Number of Respondents	36	45	47	64
Percentage Rating:				
Excellent	-	-	4%	-
Very Good	22%	11%	19%	21%
Good	56%	71%	64%	79%
Poor	17%	14%	11%	-
Very Poor	6%	2%	2%	-
Terrible	-	2%	-	-
Excellent & Very Good	22%	11%	23%	21%
Excellent, Very Good, & Good	78%	82%	87%	100%
<u>Local Government Responsive To Needs of Young People</u>				
Number of Respondents	35	45	47	64
Percentage Rating:				
Very Much	14%	10%	17%	21%
Somewhat	57%	67%	51%	67%
Very Little	17%	14%	11%	10%
Not at All	11%	10%	21%	2%
Very Much & Somewhat	71%	77%	68%	88%
<u>Ratings of School</u>				
Number of Respondents	39	45	51	64
Percentage Rating:				
Excellent	5%	7%	20%	6%
Very Good	33%	27%	37%	62%
Good	46%	53%	29%	30%
Poor	8%	9%	8%	2%
Very Poor	-	2%	2%	-
Terrible	8%	2%	4%	-
Excellent & Very Good	38%	34%	57%	68%
Excellent, Very Good, & Good	84%	87%	86%	98%
<u>Evaluation of Police</u>				
Number of Respondents	39	45	52	64
Percentage Rating:				
Excellent	8%	16%	12%	3%
Very Good	33%	30%	29%	39%
Good	49%	47%	54%	52%
Poor	-	7%	-	5%
Very Poor	3%	-	-	2%
Terrible	8%	-	-	-
Excellent & Very Good	41%	46%	41%	41%
Excellent, Very Good, & Good	90%	93%	95%	93%
<u>Adequacy of Police Coverage</u>				
Number of Respondents	38	45	52	64
Percentage Rating:				
Too Much	16%	7%	12%	5%
Enough	71%	77%	75%	85%
Not Enough	13%	16%	14%	10%

Table D-19 Evaluation of Local Government, School, and Police by Clients and "Typical" Youth Served by Youth Service Bureaus

	White Bear Lake YSB		Storefront (Richfield)	
	Clients	"Typical" Youth	Clients	"Typical" Youth
<u>Source of Disapproval Most Upsetting</u>				
Number of Respondents	39	45	53	64
Percentage Responding:				
Parents	49%	73%	53%	63%
Friends	51	20	45	20
Teachers	-	7	2	17
<u>Source of Disapproval Least Upsetting</u>				
Number of Respondents	39	44	53	63
Percentage Responding:				
Parents	10%	7%	9%	6%
Friends	13	29	15	29
Teachers	77	64	76	65
<u>Evenings/Week Spent at Home</u>				
Number of Respondents	38	45	53	64
Percentage Responding:				
0, 1, 2	71%	33%	58%	31%
3, 4, 5	24	51	34	55
6, 7	5	16	8	14
<u>Like Being With Most</u>				
Number of Respondents	39	38	49	60
Percentage Responding:				
Close Friends	82%	76%	69%	77%
Opposite Sex Friends	10	13	20	10
TOTAL Non-Family	92%	89%	89%	87%
Family	8	11	10	13

Table D-20 Sources of Influence and Patterns Of Association of Young Clients and "Typical" Youth Served by Youth Service Bureaus

	White Bear Lake YSB		Storefront (Richfield)	
	"Typical" Youth	Clients	"Typical" Youth	Clients
Number of Respondents (1)	45	39	64	52
Do your parents have rules for: (Percentage responding "Yes")				
Time in on Weekends? (% that Obey)	73% (91%)	68% (82%)	67% (88%)	62% (94%)
Doing Homework? (% that Obey)	52% (83%)	29% (83%)	33% (90%)	57% (84%)
Eating Dinner with the Family? (% that Obey)	50% (100%)	46% (84%)	44% (96%)	57% (97%)
Who Friends May Be? (% that Obey)	18% (50%)	22% (11%)	11% (86%)	27% (47%)
Using Car? (% that Obey)	13% (100%)	50% (100%)	21% (91%)	44% (100%)
Limit on TV Viewing? (% that Obey)	22% (90%)	12% (100%)	17% (82%)	11% (100%)
Dating Certain People? (% that Obey)	7% (33%)	16% (50%)	22% (54%)	15% (71%)
Amount of Dating? (% that Obey)	7% (67%)	20% (88%)	15% (89%)	9% (60%)
Going Steady? (% that Obey)	7% (67%)	18% (86%)	16% (67%)	9% (60%)

(1) May vary slightly for specific questions depending upon the number responding to a given question.

Table D-21 Parental Establishment of Rules and Compliance with Such Rules For "Typical" Youth and Juveniles Served by Youth Service Bureaus: By Community of Residence

These two groups of young people are compared on their use of stimulants (cigarettes, alcohol, marijuana, and other drugs) in Table D-22. While a higher percentage of "ex-clients" report use of stimulants in every category, this is largely accounted for by the larger percentage of older juveniles in the "ex-client" sample. Only among the "ex-clients" residing in Richfield is there a slight indication that the use of stimulants may be slightly above average.

The final comparison between the "ex-clients" and "typical" youth is based on the measures of self-esteem and alienation, presented in Table D-23. The differences in level of alienation are slight; in both communities a larger percentage of young "ex-clients" appear to be highly alienated compared to the "typical" young juvenile resident, but the difference is not substantial when older "ex-clients" are compared to older "typical" youth. The difference in self-esteem is clearer, with a larger percentage of "ex-clients" exhibiting a low level of self esteem, compared to "typical" youth, in both communities, more so in Richfield, but the differences are not dramatic.

	White Bear Lake		Richfield	
	"Typical"	Clients	"Typical"	Clients
Number of Respondents	45	39	64	52
Percentage that:				
Smoke Cigarettes	20%	37%	8%	45%
Drink Beer	44%	67%	34%	58%
Drink Wine	38%	40%	42%	32%
Drink Hard Liquor	24%	46%	19%	37%
Smoke Marijuana	16%	33%	16%	45%
Use One Other Drug Besides Alcohol or Marijuana	7%	9%	5%	25%
Use Two or More Other Drugs Besides Alcohol or Marijuana	2%	2%	2%	3%

Table D-22 Use of Stimulants (Cigarettes, Alcohol, Marijuana, Other Drugs) By "Typical" Youth and Juveniles Served by Youth Service Bureaus: By Community of Residence

Level of Alienation	White Bear Lake		Richfield	
	"Typical" Youth	Clients	"Typical" Youth	Clients
<b>Young Juveniles (10-14 years old)</b>				
Number of Respondents	27	10	31	21
(%) Very High	11%	40%	6%	29%
High	18	20	16	14
Moderate	37	20	19	33
Low	15	20	23	14
Very Low	18	-	35	9
<b>Older Juveniles (15-20 years old)</b>				
Number of Respondents	18	32	31	33
(%) Very High	22%	34%	13%	15%
High	28	34	32	24
Moderate	39	19	26	39
Low	6	6	19	15
Very Low	6	6	10	6
<b>All Juveniles (10-20 years old)</b>				
Number of Respondents	45	42	62	54
(%) Very High	16%	36%	10%	20%
High	22	31	24	20
Moderate	38	19	23	37
Low	11	9	21	15
Very Low	13	5	23	7
<b>Self Esteem</b>				
<b>Males</b>				
Number of Respondents	28	26	33	30
(%) High	14%	27%	33%	33%
Moderate	54	31	39	40
Low	32	42	27	27
<b>Females</b>				
Number of Respondents	15	16	30	27
(%) High	20%	25%	20%	19%
Moderate	53	38	33	11
Low	27	38	46	70
<b>Both Sexes</b>				
Number of Respondents	43	42	63	57
(%) High	16%	26%	27%	26%
Moderate	54	33	36	26
Low	30	40	36	47

Table D-23 Comparison of Self-Esteem and Level of Alienation of "Typical" Youth and Juveniles Served by Youth Service Bureaus: By Community of Residence

## Conclusion

This chapter has emphasized descriptions of the clients served by Youth Service Bureaus and comparison with "typical" youth from the communities served by Youth Service Bureaus. Based on an analysis of the descriptions of "cases" handled by the seven Youth Service Bureaus, the following patterns are apparent:

- \* The client served is the individual with a problem for 90% of the cases.
- \* The typical individual with a problem is between 15 and 17 (50% of the cases), slightly more females (52% of cases), consider themselves students (75% of cases), and has not quit school (91% of the cases).
- \* The first problem mentioned most frequently is related to employment (28% of all cases), general personal problems (23%), family relations (17%), or a medical problem (14%) such as birth control information, venereal disease problems or pregnancy problems. Law violations (6% of all problems), drug/alcohol problems (5%), school related (3%), legal or financial (3%), or sex related (2%) problems account for the remainder of the cases.
- \* On 85% of the cases, only one problem is mentioned, if the case involves an employment problem, only one problem is mentioned in 99% of the cases.
- \* If the first problem is a law violation, a second problem that is not a law violation is mentioned in 12% of the cases.

- \* If the first problem is not a law violation, the second problem involves a law violation in 1% of the cases.
- \* While all Youth Service Bureaus have handled a wide range of problems, several seem to emphasize providing assistance in finding employment (Dayton's Bluff Multi-Service Center, White Bear Lake Youth Service Bureau, Northside Minneapolis Youth Service Bureau, and The Storefront in Richfield) and one places a heavy emphasis on medically related problems (Dayton's Bluff Face-to-Face Crisis Intervention Center).
- \* Cases related to youth visiting a Youth Service Bureau for a second or later visit tend to emphasize family and personal problems, more than those visiting for the first time, and employment problems less.

When the patterns among the cases handled by Youth Service Bureaus are compared to the patterns in the data from interviews with "typical" youth, two important features are present.

- \* The age at which "typical" youth report a dramatic increase in problems corresponds with the age of individuals associated with the large percentage of cases handled by Youth Service Bureaus. However, the percentage of cases associated with older juveniles (18-20) shows a substantial drop while the average rate of problem occurrence among "typical" youth does not.
- \* The nature of the problems reported by "typical" youth is very similar to the nature of the problems mentioned in the cases handled by Youth Service Bureaus.

The comparison of the "ex-clients" interviewed in the summer of 1973 to the "typical" youth interviewed in the summer of 1972 in White Bear Lake and Richfield can be summarized as follows:

- \* The nature of the problems experienced by the two groups is approximately the same, except for more law violations and employment problems reported by "ex-clients."
- \* The sources of advice and agencies used by the two groups are about the same, except the "ex-clients" report a heavier use of agencies and Youth Service Bureaus.
- \* Both groups of youth evaluate their local government, schools, and the police highly.
- \* Both groups of youth prefer the company of their friends but are most concerned about the disapproval of their parents.
- \* Both groups of youth report an equal degree of attempts to control their behavior by their parents -- and an equal degree of obedience to rules established by their parents.
- \* The use of stimulants (cigarettes, alcohol, marijuana, and other drugs) by the two groups of youth appears to be approximately equal.
- \* There is no dramatic difference between the level of alienation and high self-esteem exhibited by the "ex-clients" and "typical" youth. Except for the higher average number of problems reported by "ex-clients" living in Richfield and the larger number of visits to a Youth

Service Bureau, the "ex-clients" do not appear to be substantially different from the "typical" youth in the same communities.

In summary, it seems clear that the Youth Service Bureaus involved in this study have spent most of their resources serving the general needs of the youth in the communities they serve. There is no evidence to suggest that they have served a special or unique group of youth or that they have emphasized certain types of "problems" and excluded others.

## Chapter E

### Characteristics of Youth Service Bureaus:

#### Structure and Operation

The purpose of this chapter is to describe the operation of Youth Service Bureaus, the way in which they receive and assist youth, as well as selected structural features. The analysis assumes that the nine agencies involved in this study are, for the most part, similar -- overlooking minor differences among these organizations.

Two sources of data provide the basis for this chapter, the client description forms completed for cases handled by these agencies and structured interviews completed with the coordinators (or directors) of each Youth Service Bureau. The following two sections cover the analysis of this data; the conclusion summarizes the most important features of all the Youth Service Bureaus and some important differences among Youth Service Bureaus.

Processing of Clients by the Youth Service Bureau:  
Analysis of Client Description Forms

This section is devoted to a description of the activities, with regards to the processing of clients, of the Youth Service Bureaus. All analysis is based on the Client Description Forms, described in Chapter D, and represents cases handled, not unique individuals. In other words, one person may have visited a Youth Service Bureau more than once and be described on more than one Client Description Form. The section is divided into four parts, the first deals with contacts with the Youth Service Bureau and the source of referral, the second deals with the type of assistance provided by the Youth Service Bureau, the third analyzes the differences between those visiting a Youth Service Bureau for the first time and those returning for help, and the fourth section examines differences among the Youth Service Bureaus. A summary of the most important patterns is found in the conclusion to the chapter.

Type of First Contact and Source of Referral. Before a Youth Service Bureau can assist an individual, they must come into contact with the agency. Two features of such contacts are described in Table E-1, the source of referral and the nature of the first contact with the Youth Service Bureau. The majority of referrals are from an "informal" source, 50% are generated by the initiative of the person with the problem, 19% are initiated by the advice of friends and relatives, and 5% are in response to advertising related to the agency. Only 26% of all cases are generated by referrals from

Type of First Contact	Source of Referral					TOTAL
	Self	Friends, Relations	Other Agency	Criminal Justice System	Advertising	
In Person at YSB	1402	420	246	259	54	2381
Phone Calls to YSB	380	233	270	112	156	1151
In Person away from YSB	92	46	59	34	0	231
In General Group Discussion	11	11	4	1	0	27
In Group Discussing Specific Problems	3	2	5	1	0	11
<b>Total Cases</b>	<b>1888</b>	<b>712</b>	<b>584</b>	<b>407</b>	<b>210</b>	<b>3801</b>
<u>Percentage of Cases</u>						
In Person at YSB	74%	59%	42%	64%	26%	63%
Phone Calls to YSB	20	33	46	27	74	30
In Person away from YSB	5	6	10	8	-	6
In General Group Discussion	1	2	1	*	-	1
In Group Discussing Specific Problems	*	*	1	*	-	*
<u>Percentage of Referrals From Each Source</u>	100%	100%	100%	99%	100%	100%
	50%	19%	15%	11%	5%	100%

Note: Some percentages may not total to 100 due to rounding error.

\* Indicates less than 0.6%

Table E-1 Type of Contact Related to Source of Referral

other "formal" agencies. The type of contact is either in person (63% of the cases) or by phone (30%), with a small number (6%) related to contacts with counselors away from the Youth Service Bureau.

The different sources of referral mentioned by clients of different ages and sexes is presented in Table E-2, which indicates that those clients over 20 seem to be referred more by other agencies and advertising and less by personal initiative or advice of friends and relatives. The age and sex of those referred by different sources is presented in Table E-3, which suggests that a major difference may exist between the type of individuals referred by different sources. Specifically, criminal justice system agencies tend to refer younger, male clients to Youth Service Bureaus, compared to other sources of referral.

This relationship is analyzed in more detail in Table E-4, where the age of all individuals, by age and sex, referred by criminal justice system agencies is compared to individuals referred by all other sources. The results are presented graphically in Figure E-1. There is little question that individuals referred from criminal justice agencies tend to be younger, and considerably younger if they are male, than individuals referred by other sources. This may have important implications for the way Youth Service Bureaus are organized if they wish to emphasize referrals received from the criminal justice system agencies, i.e. the police and juvenile court.

The relationship between the source of referral and the nature of the first problem mentioned in the case is presented in Table E-5. While it is clear that the majority of the problems are related to employment, families,

Source of Referral	Age of Person with Problem							TOTAL	Sex of Person with Problem			
	Up to 12	13-15	16-18	19-20	21-25	26-30	31+		Male	Female	Mixed Group	TOTAL
Self	39	851	1254	279	113	28	96	2660	1329	1428	72	2829
Friends/Relations	10	217	402	131	71	22	30	883	354	557	27	938
Other Agency	22	218	253	85	66	16	31	691	272	440	38	750
Criminal Justice System	27	226	184	13	3	3	14	470	337	170	8	515
Advertising	2	44	53	44	40	25	31	239	106	149	1	256
<b>Total Cases</b>	<b>100</b>	<b>1556</b>	<b>2146</b>	<b>552</b>	<b>293</b>	<b>94</b>	<b>202</b>	<b>4943</b>	<b>2398</b>	<b>2744</b>	<b>146</b>	<b>5288</b>

Source of Referral	Percentage of Cases from Each Source							TOTAL	Percentage of Cases by Sex			
	Up to 12	13-15	16-18	19-20	21-25	26-30	31+		Male	Female	Mixed Group	TOTAL
Self	39%	55%	58%	50%	38%	30%	48%	54%	55%	52%	49%	54%
Friends/Relations	10	14	19	24	24	23	15	18	15	20	18	18
Other Agency	22	14	12	15	22	17	15	14	11	16	26	14
Criminal Justice System	27	14	9	2	1	3	7	10	14	6	6	10
Advertising	2	3	2	8	14	26	15	5	4	5	1	5
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>99%</b>	<b>99%</b>	<b>99%</b>	<b>100%</b>	<b>101%</b>	<b>99%</b>	<b>99%</b>	<b>100%</b>	<b>101%</b>

Note: Some percentages may not total to 100 due to rounding error.

Table E-2 Source of Referral Related to Age or Sex of Person with Problem

Age of Person with Problem	Number of Referrals by Source						TOTAL	Percentage of Referrals by Source					
	Self	Friends, Other Relations	Other Agencies	Criminal Justice System	Advertising	TOTAL		Self	Friends, Other Relations	Other Agencies	Criminal Justice System	Advertising	TOTAL
Up to 12	39	10	22	27	2	100	1%	1%	3%	6%	1%	2%	
13 - 15	851	217	218	226	44	1556	32	25	31	48	18	31	
16 - 18	1254	402	253	184	53	2146	47	45	37	39	22	43	
19 - 20	279	131	85	13	44	552	10	15	12	3	18	11	
21 - 25	113	71	66	3	40	293	4	8	10	1	17	6	
26 - 30	28	22	16	3	25	94	1	2	2	1	10	2	
31 and up	96	30	31	14	31	202	4	3	4	3	13	4	
<b>Total</b>	<b>2660</b>	<b>883</b>	<b>691</b>	<b>470</b>	<b>239</b>	<b>4943</b>	<b>99%</b>	<b>99%</b>	<b>99%</b>	<b>101%</b>	<b>99%</b>	<b>99%</b>	

Sex of Person with Problem	Number of Referrals by Source						TOTAL	Percentage of Referrals by Source					
	Self	Friends, Other Relations	Other Agencies	Criminal Justice System	Advertising	TOTAL		Self	Friends, Other Relations	Other Agencies	Criminal Justice System	Advertising	TOTAL
Male	1329	354	272	337	106	2398	47%	38%	36%	65%	41%	45%	
Female	1428	557	440	170	149	2744	50	59	59	33	58	52	
Mixed Group	72	27	38	8	1	146	1	3	5	2	1	3	
<b>Total</b>	<b>2829</b>	<b>938</b>	<b>750</b>	<b>515</b>	<b>256</b>	<b>5288</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	

Note: Some percentages may not total to 100 due to rounding error.

Table E-3 Age or Sex of Person with Problem Related to Source of Referral

	Self	Relatives, Friends	Other Agencies	Advertising	Total All Sources Except Criminal Justice	Criminal Justice	Total All Sources
<b>Males</b>							
Total Cases	1247	335	253	96	1931	307	2238
12 or under	2%	2%	4%	-	2%	6%	3%
13	5	4	8	1%	5	11	6
14	9	10	10	12	10	18	11
15	13	14	15	4	13	24	14
16	22	22	14	5	20	19	20
17	16	10	12	5	14	13	14
18-20	25	28	21	24	25	5	22
21-25	4	7	9	18	6	1	5
26-40	2	3	5	26	4	2	3
Over 40	1	1	1	5	1	*	1
<b>Females</b>							
Total Cases	1355	528	413	142	2438	158	2596
12 or under	1%	1%	3%	1%	1%	4%	2%
13	5	4	5	2	5	6	5
14	12	7	12	5	11	14	11
15	19	11	13	13	16	19	16
16	21	22	14	8	19	27	20
17	14	11	10	7	13	17	13
18-20	18	28	28	30	22	8	21
21-25	4	9	10	16	7	-	6
26-40	4	5	4	12	4	4	4
Over 40	2	2	2	7	2	1	2
<b>All Clients (1)</b>							
Total Cases	2657	883	691	239	4470	470	4940
12 or under	2%	1%	3%	1%	2%	6%	2%
13	5	4	6	2	5	9	5
14	11	8	12	8	10	16	11
15	16	13	14	9	15	23	15
16	22	22	14	7	20	22	20
17	15	11	11	6	13	14	13
18-20	20	28	24	28	23	6	21
21-25	4	8	10	17	6	1	6
26-40	3	4	5	18	4	2	4
Over 40	2	2	2	6	2	1	2

(1) Included a total of 106 "clients" classified as mixed sex groups.

Table E-4 Source of Referral to Youth Service Bureau: By Age and Sex of Person with Problem

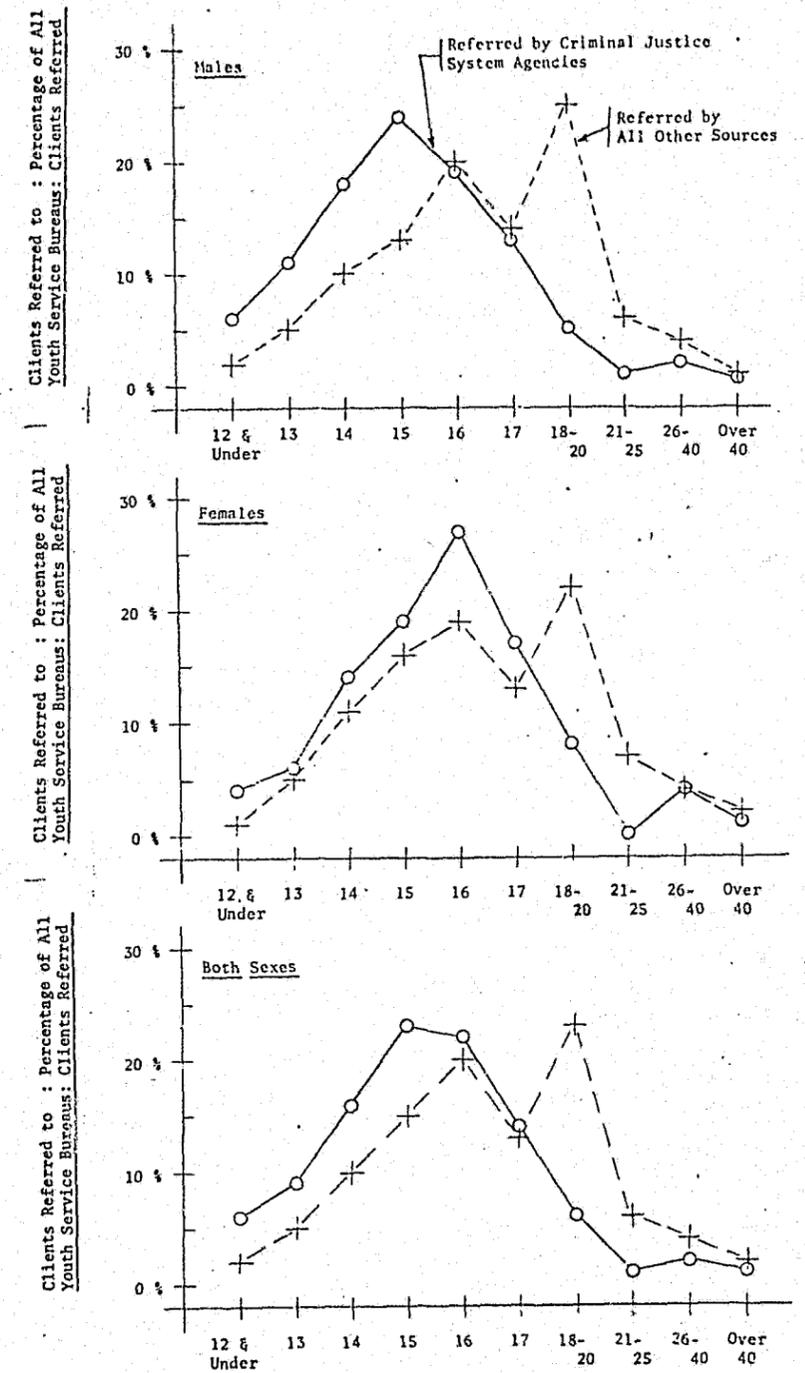


Figure E-1. Comparison of Age of Clients Referred to Youth Service Bureaus by Criminal Justice System Agencies (Circles) and All Other Sources of Referral (Crosses): By Sex

personal, or medical problems, one source of referral -- and only one source -- tends to emphasize a different type of problem. Fifty percent of the cases referred from criminal justice system agencies mention a law violation as the first problem, compared to no more than 4% of all cases referred from other sources. The same data can be organized in another fashion, to show that 72% of the cases involving law violations were referred from criminal justice system agencies, which only account for 10% of cases referred to Youth Service Bureaus.

The implications of these patterns for the operation of Youth Service Bureaus are as follows: If Youth Service Bureaus were organized to assist only problems related to law violations, they could counsel 50% of the cases referred by the criminal justice system agencies. If referrals were received from only criminal justice system agencies, they would receive 72% of the cases involving law violations -- a substantial proportion of all cases involving law violations.

Assistance Provided. Once an individual has contacted a Youth Service Bureau about a problem, the counselors may then provide assistance. The types of assistance provided for the cases involved in this analysis are described in Table E-6, which classifies these as first, second, or later mention in relation to the case. One category of assistance, crisis intervention, is of some interest because of its infrequent occurrence, despite the fact that it is given a great deal of publicity. The relatively high percentage of referrals to agencies specializing in medical services is not unexpected, since few of the Youth Service Bureaus are prepared to provide this type of technical advice.

	Source of Referral					TOTAL
	Criminal Justice System	Self	Friends, Relatives	Mass Media	Other Agencies	
Total Cases	516	2810	931	256	748	5261
<u>Problems Associated (Percentage) With Each Source of Referral</u>						
Job Problems	4%	48%	12%	7%	5%	29%
General Personal	7	24	25	25	21	22
Family Related	26	12	23	14	24	17
Medical/VD/Birth Control	2	6	24	32	27	13
Law Violations	50	1	3	-	4	7
Drugs/Alcohol	6	4	6	6	6	5
School Related	4	2	2	2	7	3
Legal/Financial	1	2	3	10	3	3
Sex Related	-	1	2	4	2	1
Total	100%	100%	100%	100%	99%	100%
<u>Source of Referral (Percentage) Associated with Each Type Problem</u>						
All Problems	10%	53%	18%	5%	14%	100%
Job Problems	1%	88%	7%	1%	2%	100%
General Personal	3	58	20	6	14	101
Family Related	15	38	23	4	20	100
Medical/VD/Birth Control	1	23	33	12	30	99
Law Violations	72	11	7	-	9	99
Drugs/Alcohol	12	43	22	5	18	100
School Related	14	36	14	3	33	100
Legal/Financial	5	39	20	18	18	100
Sex Related	-	38	20	16	27	101

Table E-5 Relationship Between Sources of Referral and Nature of First Problem Associated with Client with Problem

HELP PROVIDED	Order of Occurrence			TOTAL
	First	Second	Third, Fourth, Fifth	
Individual Counseling	2452	478	120	3050
Job Counseling	994	21	2	1017
Coordination of Existing Aid/ Information/Public Appearances	707	45	7	730
Group Counseling	498	156	29	683
Crisis Intervention	79	22	1	102
Referrals to other Agencies (total)	794	162	24	980
Type of Agency Referred to:				
Medical/VD/Birth Control	438	38	4	480
General Counseling	149	46	12	207
Legal/Educational	72	20	2	94
Mental Health/Welfare	50	19	2	71
Family Counsel/Run-a-way	43	17	1	61
Drug Counseling	30	13	2	45
Home or Institution	12	9	1	22
Total Cases with Help Mentioned	5524	884	183	6591
None Mentioned	374	5014	17511	22899
Total Cases	5898	5898	17694	29490

## PERCENTAGE OF CASES

Individual Counseling	44%	54%	66%	46%
Job Counseling	18	2	1	15
Coordination of Existing Aid/ Information/Public Appearances	13	5	4	11
Group Counseling	9	18	16	10
Crisis Intervention	1	2	1	1
Referrals to other Agencies (total)	14	3	13	15
Type of Agency Referred to:				
Medical/VD/Birth Control	8	4	2	7
General Counseling	3	5	7	3
Legal, Educational	1	2	1	1
Mental Health/Welfare	1	2	1	1
Family Counsel/Run-a-way	1	2	1	1
Drug Counseling	*	1	1	*
Home or Institution	*	1	*	*

\* Indicates less than 0.6%

Table E-6 Number and Percentage of First through Fifth Types of Help Provided

Even though a second type of assistance is mentioned in only 16% of the cases, the relationship between the first and second types of assistance is provided in Table E-7. The pattern is rather clear, the second type of assistance is most likely to be similar to the first, next most likely to be individual counseling, and third most likely to be a referral. Because of the small number of cases where two types of assistance are mentioned and the strong tendency for the second type of assistance to be similar to the first type, all following analyses will focus exclusively upon the first type of assistance provided.

The relationship between the first type of assistance provided and the nature of the first problem mentioned is presented in Table E-8. In general, individual counseling and group counseling dominate for all types of problems, with a few obvious exceptions. Job counseling or coordination of existing aid accounts for 97% of assistance given in response to job related problems. Over 50% of all medically related problems are referred to another agency, almost exclusively to an agency providing medical services. Finally, individuals with legal or financial problems are provided with some assistance in coordinating existing aid or a referral to another agency.

The relationship between the type of assistance provided and the nature of the first contact is described in Table E-9. The only variation from the expected pattern -- heavy use of individual counseling -- is the relatively large percentage (31%) of phone contacts that are handled by referral to another agency.

	First Type of Assistance Mentioned						TOTAL
	Indiv. Counsel.	Job Counsel.	Coord.	Group Counsel.	Crisis Inter.	Referrals	
<u>Second Type of Assistance Provided</u>							
Individual Counseling	394	6	7	31	5	35	478
Job Counseling	13	2	2	1	0	0	18
Coordination of Existing Aid/ Information/Public Appearances	13	1	24	5	0	2	45
Group Counseling	72	0	2	78	2	2	156
Crisis Intervention	10	0	2	4	3	3	22
Referrals	65	3	8	9	0	74	159
<b>Total Help 2</b>	<b>567</b>	<b>12</b>	<b>45</b>	<b>128</b>	<b>10</b>	<b>116</b>	<b>878</b>
	(65%)	(1%)	(5%)	(15%)	(1%)	(13%)	(100%)
None	1885	982	662	370	69	678	4646
<b>Total Help 1</b>	<b>2452</b>	<b>994</b>	<b>707</b>	<b>498</b>	<b>79</b>	<b>794</b>	<b>5524</b>
<u>Percentage in which Only One Type of Help Mentioned</u>	77%	99%	94%	74%	87%	85%	84%
<u>Percentage of Second Type of Assistance Provided</u>							
Individual Counseling	69%	50%	16%	24%	50%	30%	54%
Job Counseling	2	17	4	1	-	-	2
Coordination of Existing Aid/ Information/Public Appearances	2	8	53	4	-	2	5
Group Counseling	13	-	4	61	20	2	18
Crisis Intervention	2	-	4	3	30	3	2
Referrals	11	25	18	7	-	64	18
	99%	100%	99%	100%	100%	101%	99%

Note: Some percentages may not total to 100 due to rounding error.

Table E-7 Second Type of Assistance Provided for Person with Problem as Related to First Type of Assistance Provided

	First Problem Mentioned									TOTAL
	Job Related	General Personal	Family Related	Medi- cal/VD/ Birth Control	Law Viola- tions	Drugs/ Alcohol	School	Legal/ Finan- cial	Sex Related	
<u>First Type of Help Provided</u>										
Total Cases	1400	1316	956	774	346	283	155	170	88	5488
<u>Percentage of Each Type of Help Provided:</u>										
Individual Counseling	3%	6%	6%	3%	7%	6%	7%	3%	6%	4%
Job Counseling and Job Referrals	71	*	*	*	*	-	-	-	1	18
Coordination of Existing Aid/Information	26	14	1	8	3	3	10	28	6	13
Group Counseling	-	11	24	1	13	15	12	2	4	9
Crisis Intervention	*	*	4	1	1	7	1	2	-	1
Referrals to Other Agencies (Total)	*	7	10	58	7	7	8	37	19	14
<u>Type of Agency:</u>										
Medical/VD/Birth Control	-	1	*	52	1	2	-	1	6	8
General Counseling	*	3	3	4	4	4	4	6	8	3
Legal/Educational	*	1	1	-	2	*	1	22	3	1
Mental Health/Welfare	-	1	2	1	*	*	1	5	2	1
Family Counsel/Run-a-way	-	*	3	1	*	-	1	2	-	1
Drug Counseling	-	*	*	1	-	7	-	1	-	1
Home or Institution	-	*	*	*	-	*	1	2	-	*

\* Indicates less than 0.6%

Table E-8 Relationship Between First Problem Mentioned and Type of Help Provided

	Type of First Contact				TOTAL
	In Person at YSB	By Phone	In Person away from YSB	In Group Discussion	
<u>First Type of Assistance Provided:</u>					
<u>Total Cases</u>					
Individual Counseling	766	647	123	4	1540
Job Counseling	689	53	13	0	755
Coordination of Existing Aid/ Information/Public Appearances	445	164	31	20	660
Group Counseling	113	87	43	16	259
Crisis Intervention	12	22	5	0	39
Referrals to other Agencies	207	432	17	0	656
<b>Total Cases</b>	<b>2232</b>	<b>1405</b>	<b>232</b>	<b>40</b>	<b>3909</b>
<u>First Type of Assistance Provided:</u>					
<u>Percentage</u>					
Individual Counseling	34%	46%	53%	10%	39%
Job Counseling	31	4	6	-	19
Coordination of Existing Aid/ Information/Public Appearances	20	12	13	50	17
Group Counseling	5	6	18	40	7
Crisis Intervention		2	2	-	1
Referrals to other Agencies	9	31	7	-	17
<b>Total</b>	<b>99%</b>	<b>101%</b>	<b>99%</b>	<b>100%</b>	<b>100%</b>

Note: Some percentages may not total to 100 due to rounding error.

\* Indicates less than 0.6%

Table E-9 First Type of Assistance  
Provided by Nature of  
First Contact

# CONTINUED

# 2 OF 3

Aside from the type of assistance provided for a case, the effort devoted to a case may be analyzed in terms of the amount of time devoted to the problem or the number of contacts with the individual. Both are presented, in relation to the type of first contact for the problem, in Table E-10. The range in the amount of time and number of contacts is considerable (from less than 15 minutes to over 20 hours; from 1 to 20 contacts) and the distribution of these measures is similar, with 50% of the cases receiving a minimum of attention on the basis of either measure. The nature of the first contact seems to have a substantial impact only for those problems brought to the attention of a counselor away from the Youth Service Bureau, the median amount of time spent on such problems is about 4 hours and involves 2 to 3 contacts. It is of interest to note that the effort devoted to a case is not affected by whether the first contact is by phone or in person at the agency, perhaps many problems initially related to phone contact require considerable effort and many brought to the agency in person are relatively easy to solve.

Effects of Repeated Contacts with the Youth Service Bureau. Because of the need to maintain the anonymity of the clients served by the Youth Service Bureaus, it is not possible to analyze the effects of repeated contacts for specific individuals. However, counselors were asked to indicate if the individual client was being assisted for the first time or if this was a repeat visit to the agency. The percentage of cases involving first versus second or more contacts with the Youth Service Bureau is presented in Table E-11 for each Youth Service Bureau. There are some conspicuous differences among agencies, but with one exception they seem to be related to

	Type of First Contact				TOTAL
	In Person at YSB	By Phone	In Person away from YSB	In Group Discussion	
<u>Time Spent on Problem</u>					
Total Cases for Analysis	2033	1248	216	38	3535
Up to 15 minutes	46%	58%	16%	79%	49%
16 - 30 minutes	18	13	3	-	15
31 - 60 minutes	12	8	7	5	10
1 - 2 hours	7	6	13	-	7
2 - 4 hours	6	5	15	8	6
4 - 10 hours	6	6	32	8	8
11 - 20 hours	2	3	6	-	2
Over 20 hours	2	1	8	-	2
	99%	100%	100%	100%	99%
<u>Number of Contacts for Problem</u>					
Total Cases for Analysis	2118	1310	214	38	3680
1	66%	68%	29%	21%	64%
2 - 3	20	15	28	18	19
4 - 5	6	6	16	8	7
6 - 10	4	5	16	32	5
11 - 20	2	2	5	13	2
Over 20	2	3	6	8	2
	100%	99%	100%	100%	99%

Note: Some percentages may not total to 100 due to rounding error.

Table E-10 Attention Given to Case (Time and Number of Contacts) Related to Type of First Contact

length of operation; those agencies in operation for a longer period of time have a larger percentage of cases that represent a repeat visit. The one exception is the White Bear Lake Youth Service Bureau, which was in operation for 24 months during the study and 80% of all cases are apparently first visits for the individuals involved. This may be associated with the high percentage of cases involving job referrals at that agency.

The relationship between the number of contacts with the agency and the type of first contact is presented in Table E-12. The only significant change for all agencies is the reduction of personal contacts for repeat cases and the increase in individuals contacting a counselor away from the Youth Service Bureau. Most of the differences are minor, with personal contact at the agency and phone contact the most important sources of first contact for cases involving an initial or repeat visit.

The relationship between the source of referral and the number of prior contacts with the Youth Service Bureau is presented in Table E-13. Surprisingly, there are no major shifts that are consistent across all agencies. Of some interest is the shift related to criminal justice system agency referrals for the two agencies with a substantial number of such referrals, White Bear Lake Youth Service Bureau and The Storefront. Both agencies have a larger percentage of individuals making repeated contacts and referred by criminal justice system agencies. However, there is no way to determine if the prior visits were also due to criminal justice system agency referrals or some other referral source. All that can be inferred is that these individuals have made use of the Youth Service Bureau on more than one occasion.

	Number of Contacts with YSB		
	First	Second +	TOTAL
<u>Cases Reported by Each YSB</u>			
Crisis Intervention	21	143	164
Face-to-Face	639	278	917
Urban Youth Referral	15	39	54
Total Dayton's Bluff	675	460	1135
White Bear Lake	1010	257	1267
Relate, Inc.	206	363	569
Model City YSB	39	53	92
Northside YSB	24	66	90
Give & Take	315	760	1075
Storefront	378	269	647
<b>Total Cases</b>	<b>2647</b>	<b>2228</b>	<b>4875</b>
<u>Percentages Reported by Each YSB</u>			
Crisis Intervention	13%	87%	100%
Face-to-Face	70	30	100
Urban Youth Referral	28	72	100
Total Dayton's Bluff	59%	41%	100
White Bear Lake	80	20	100
Relate, Inc.	36	64	100
Model City YSB	42	58	100
Northside YSB	27	73	100
Give & Take	29	71	100
Storefront	58	42	100
<b>All Cases</b>	<b>54%</b>	<b>46%</b>	<b>100%</b>

Table E-11 Number of Cases Reporting One or More Contacts with Youth Service Bureau: By Youth Service Bureau

	Dayton's Bluff (St. Paul)				White Bear Lake YSB	Relate, Inc. (Wayzata)	Model City YSB (Mpls.)	Northside YSB (Mpls.)	Give-& Take (St. Louis Park)	Storefront (Richfield)	Minn. TOTAL
	Multi-Service Center	Face-to-Face Crisis Inter.	Urban Youth Referral	TOTAL							
<u>First Visit to YSB</u>											
Type of First Contact for Problem											
Total Cases for Analysis	21	849	15	885	762	106	37	25	135	414	2364
In Person at YSB	52%	31%	33%	32%	98%	29%	24%	56%	58%	63%	60%
Phone	38	67	60	67	2	45	73	28	41	29	37
In Person away from YSB	5	1	7	1	-	12	3	16	-	7	2
Group Counseling	5	*	-	*	-	13	-	-	1	1	1
<u>Second and Later Visits to YSB</u>											
Type of First Contact for Problem											
Total Cases for Analysis	141	315	37	493	166	220	53	65	213	281	1491
In Person at YSB	33%	32%	51%	34%	98%	35%	24%	62%	77%	48%	51%
Phone	38	66	22	55	2	36	47	22	21	42	37
In Person away from YSB	27	1	27	11	-	25	28	17	1	9	11
Group Counseling	1	-	-	*	-	4	-	-	1	1	1
<u>Difference (Second-First)</u>											
+ = more on second											
- = less on second											
In Person at YSB	-19%	+1%	+18%	+2%	-	+6%	-	+6%	+19%	-15%	-9%
Phone	-	-1	-38	-12	-	-9	-26%	-6	-20	+13	-
In Person away from YSB	+22	-	+20	+10	-	+13	+25	+1	+1	+2	+9
Group Counseling	-4	-	-	-	-	-9	-	-	-	-	-

\* Indicates less than 0.6%

Table E-12 Type of First Contact with Youth Service Bureau for First and Later Contacts: Compared by Youth Service Bureau

	Dayton's Bluff (St. Paul)			TOTAL	White Bear Lake YSB	Relate, Inc. (Wayzata)	Model City YSB (Mpls.)	North-side YSB (Mpls.)	Give-& Take (St. Louis Park)	Storefront (Richfield)	Minn. TOTAL
	Multi-Service Center	Face-to-Face Crisis Inter.	Urban Youth Referral								
<u>First Visit--Source of Referral</u>											
Total Cases for Analysis	21	639	15	675	1010	206	39	24	315	378	2647
Criminal Justice	5%	1%	53%	2%	14%	4%	31%	25%	6%	7%	9%
Self	19	31	13	30	80	39	31	33	43	49	54
Friends/Relations	19	29	7	28	3	28	8	25	26	20	17
Mass Media	29	14	-	14	-	2	-	-	10	12	7
Other Agency	29	25	27	25	3	27	31	17	15	12	14
<u>Second and Later Visits--Source of Referral</u>											
Total Cases for Analysis	143	278	39	460	257	363	53	66	760	269	2228
Criminal Justice	13%	1%	18%	6%	34%	9%	47%	29%	2%	23%	12%
Self	38	36	23	36	54	37	30	26	70	23	48
Friends/Relations	24	33	31	30	5	25	8	14	16	23	20
Mass Media	3	12	-	8	-	1	-	-	4	4	3
Other Agency	22	19	28	21	7	28	15	32	8	27	17
<u>Difference (First - Second)</u>											
+ = Greater % First Contacts											
- = Greater % Second or Later Contacts											
Criminal Justice	- 8%	0%	+35%	-4%	-20%	-5%	-16%	- 4%	+ 4%	-16%	-3%
Self	-19	-5	-10	-6	+26	+2	+ 1	+ 7	-27	+26	+6
Friends/Relations	- 5	-4	-24	-2	- 2	+3	-	+11	+10	- 3	-3
Mass Media	+26	+2	-	+6	-	+1	-	-	+ 6	+ 8	+4
Other Agency	+ 7	+6	- 1	+4	- 4	-1	+16	-15	+ 7	-15	-3

Table E-13 Source of Referral to Youth Service Bureau for First and Later Contacts: Compared by Youth Service Bureau

The nature of the problems brought to the agencies on first and repeated visits is presented in Table E-14. In this case, a substantial shift is present, for those making a repeat visit tend to emphasize general personal and family related problems more, and employment problems less, than those making their initial contact with a Youth Service Bureau. This is particularly noticeable for the three agencies with a substantial percentage of cases involving job referrals, Dayton's Bluff Multi-Service Center, White Bear Lake Youth Service Bureau, and The Storefront in Richfield. Again, the interpretation of this difference is ambiguous, for it may mean that the agency was successful in assisting the individual find employment and they did not return for help, or the assistance may have been inadequate, and the individuals did not return because of the failure on the first visit.

Finally, the type of assistance provided for those individuals making their first and repeated contacts with Youth Service Bureaus is analyzed in Table E-15. There are substantial differences, but they appear reasonable in light of the previous analysis related to problems. The reduction in job counseling for those making a repeated visit is clearly related to a reduction in individuals with employment problems. The reduction in referrals to other agencies may be due to the fact that on the initial visit, the individual discovered where to find assistance for the problem and has taken recurrances directly to that source of assistance. With a decrease of cases with this type of problem, the percentage of cases for which counseling is appropriate would increase. In addition, the initial counseling

Period Covered From To	Dayton's Bluff (St. Paul)				White Bear Lake YSB	Relate, Inc. (Way- zata)	Model City YSB (Mpls.)	North- side YSB (Mpls.)	Give- -Take (St. Louis Park)	Store- front (Rich- field)	TOTAL
	Multi- Service Center	Face-to- Face Crisis Inter.	Urban Youth Refer- ral	TOTAL							
<b>First Visit to Youth Service Bureau</b>											
Number of Cases	22	883	15	920	1008	206	39	25	339	432	2969
Job Referral	64%	1%	7%	2%	79%	1%	18%	32%	2%	50%	36%
General Personal	14	24	-	23	1	29	26	8	35	20	17
Family	9	8	27	8	5	39	8	24	28	9	12
Medical	4	55	7	53	1	10	8	4	10	3	19
Law Violations	9	*	60	2	12	3	18	16	3	1	6
Drugs/Alcohol	-	4	-	4	1	10	8	-	10	2	4
School	-	1	-	1	1	1	8	16	4	2	2
Legal, Financial, Information	-	5	-	5	*	6	8	-	4	10	4
Sex Related	-	2	-	2	-	*	-	-	3	2	1
<b>Second or Later Visit to Youth Service Bureau</b>											
Number of Cases	144	325	39	508	256	362	53	64	818	287	2348
Job Referral	28%	1%	18%	10%	49%	1%	13%	38%	1%	22%	12%
General Personal	18	29	8	25	5	26	15	6	47	25	30
Family	20	7	33	13	12	43	13	11	26	38	25
Medical	2	53	3	35	1	8	6	8	4	*	11
Law Violations	22	*	15	8	28	4	26	12	2	4	7
Drugs/Alcohol	3	3	3	3	3	11	2	-	10	2	6
School	6	1	15	3	2	3	11	17	4	7	5
Legal, Financial, Information	-	3	5	2	-	1	13	8	2	1	2
Sex Related	1	2	-	1	-	2	-	-	4	1	2
<b>Difference (Second-First)</b>											
+ = greater % on second contact											
- = greater % on first contact											
Job Referral	-36%	-	+11%	+8%	-30%	-	-5%	+6%	-1%	-28%	-24%
General Personal	+4	+5%	+8	+2	+4	-3%	-11	-2	+12	+5	+13
Family	+11	-1	+5	+5	+7	+4	+5	-13	-2	+29	+13
Medical	-2	-2	-4	-18	-	-2	-2	+4	-6	-3	-7
Law Violations	+13	-	-45	+6	+16	+1	+8	-4	-1	+3	+1
Drugs/Alcohol	+3	-1	+3	-1	+2	+1	-6	-	-	-	+2
School	+6	-	+15	+2	+1	+2	+3	+1	-	+5	+3
Legal, Financial, Information	-	-2	+5	-3	-	-5	+5	+8	-2	-9	-2
Sex Related	+1	-	-	-1	-	+2	-	-	+1	-1	+1

Table E-14 Type of Problem Related to Case for First and Repeated Contacts: By Youth Service Bureau

may have been well received and the individual returned when the same, or a different, problem developed again. It seems reasonable to assume that the increase in assistance involving counseling, from 38% of those making their first contact with the agency to 73% of those making a repeat visit to the agency, probably reflects the success of the Youth Service Bureaus as a source of counseling for youth.

Variations Among Youth Service Bureaus. There are a number of characteristics on which Youth Service Bureaus might vary. Some will be explored in this section. Table E-16 presents data on the variation in source of referral, type of first contact, relation of person counseled to one with problem, and the average weekly case load (by source of referral) for the different agencies. For almost all Youth Service Bureaus, most cases are based on self referrals, with some variations in other types of referrals. A few Youth Service Bureaus have emphasized counselors working away from the office, and have initiated more cases in this manner, but contact at the agency, either in person or by phone, is the most important type of first contact for all agencies. Approximately 90% of individuals counseled are the individuals with the problem except for cases reported by Relate, Inc., which has a substantially larger percentage of parents counseled than any other agency.

Data on the case load, in number of cases per week, provides important information on the activities of the Youth Service Bureaus. While Youth Service Bureaus engage in other activities in addition to counseling individuals with specific problems, there is substantial variation among Youth

Period Covered From To	Dayton's Bluff (St. Paul)			White Bear Lake YSB	Pelate, Inc. (Way- zata)	Model City YSB (Mpls.)	North- side YSB (Mpls.)	Give-4 -Take (St. Louis Park)	Store- front (Rich- field)	TOTAL	
	Multi- Service Center	Face-to- Face Crisis Inter.	Urban Youth Refer- ral								
First Visit to Youth Service Bureau	22	836	13	871	1007	205	33	25	344	333	2816
Number of Cases	44	41%	15%	40%	16%	65%	21%	52%	59%	29%	34%
Individual Counseling	64	*	-	2	70	*	18	30	1	8	27
Job Counseling	4	16	-	16	9	8	6	4	3	40	14
Coordination of Existing Aid/Information/Public Appearance	18	1	15	1	2	7	-	4	15	7	4
Group Counseling	-	2	-	2	*	4	-	4	2	1	1
Crisis Intervention	9	39	69	39	2	15	54	4	18	14	18
Referrals to Other Agencies											
Second or Later Visit to Youth Service Bureau	142	325	39	506	257	362	48	57	819	273	2322
Number of Cases	22%	54%	41%	44%	41%	73%	48%	33%	75%	59%	59%
Individual Counseling	27	*	18	9	40	*	8	33	*	9	9
Job Counseling	4	8	-	6	10	3	6	23	1	16	6
Coordination of Existing Aid/Information/Public Appearance	41	*	20	13	7	13	6	2	17	20	14
Group Counseling	-	1	3	1	-	2	2	2	2	2	1
Crisis Intervention	5	37	18	26	2	8	29	7	5	11	11
Referrals to Other Agencies											
Difference (Second-First)											
+ = greater % on second or later visits											
- = greater % on first visits											
Individual Counseling	+18%	+13%	+26%	+4%	+25%	+8%	27%	-19%	+16%	+13%	+25%
Job Counseling	-37	-	+18	+7	-30	-	-10	+3	-1	+1	-18
Coordination of Existing Aid/Information/Public Appearance	-	-8	-	-10	+1	-5	-	+19	-2	-24	-8
Group Counseling	+23	-1	+5	+12	+5	+6	+6	-2	+2	+13	+10
Crisis Intervention	-	-1	+3	-1	-	-2	+2	-2	-	-1	-
Referrals to Other Agencies	-4	-2	-51	-13	-	-7	-25	+3	-13	-3	-7

Table E-15 Type of Assistance Provided for First and Later Contacts: By Youth Service Bureau

Period Covered From To	Dayton's Bluff (St. Paul)			White Bear Lake YSB	Relate, Inc. (Way- zata)	Model City YSB (Mpls.)	North- side YSB (Mpls.)	Give-4 -Take (St. Louis Park)	Store- front (Rich- field)	Minn. TOTAL	
	Multi- Service Center	Face-to- Face Crisis Inter.	Urban Youth Refer- ral								
Jun'72 Jun'73	Jun'72 Jun'73	Jun'72 Jun'73	Jun'72 Jun'73	Jun'71 Jun'73	Jun'71 Dec'72	Mar'72 Mar'73	Nov'72 Jun'73	Jun'71 Mar'73	Nov'72 Jun'73		
SOURCE OF REFERRAL TO BUREAU											
Total Cases for Analysis	165	933	55	1153	1268	581	115	90	1161	942	5310
Source of Referral:											
Self	36%	33%	20%	33%	74%	58%	30%	28%	64%	52%	53%
Friends/Relations	23	30	24	28	4	26	7	17	18	19	18
Other Agency	22	23	29	23	4	27	21	28	10	13	14
Criminal Justice System	12	1	27	4	18	7	43	28	3	10	10
Mass Media	6	13	-	12	-	1	-	-	5	6	5
TYPE OF INITIAL CONTACT FOR PROBLEM											
Total Cases for Analysis	163	1186	53	1402	928	328	111	90	369	1006	4234
Type of Initial Contact:											
In Person at YSB	36%	31%	45%	32%	98%	33%	22%	60%	70%	69%	59%
Phone	38	67	34	63	2	39	52	23	28	24	34
In Person away from YSB	24	1	21	5	-	21	25	17	*	6	6
In Group Session	2	*	-	*	-	7	-	-	1	1	1
RELATIONSHIP OF PERSON COUNSELED TO ONE WITH PROBLEM											
Total Cases for Analysis	163	1217	55	1435	1269	580	112	91	1274	978	5471
Relationship:											
Self	91%	90%	89%	90%	97%	76%	88%	88%	90%	88%	90%
Parent(s)	8	3	7	4	3	16	6	-	4	7	6
Friends-Peers	1	6	4	5	*	4	2	4	3	1	3
Spouse	-	*	-	*	-	1	-	-	2	1	1
Other Relative	-	*	-	*	-	*	-	-	*	-	*
Police	-	-	-	-	-	*	1	-	*	1	*
Agency	-	*	-	*	-	2	3	8	*	2	1
CASE LOAD OVER TIME											
Months Covered By Data	12	12	12	12	24	18	12	8	21	8	
Number of Weeks	52	52	52	52	104	78	52	35	91	35	
Cases per Week											
Total	3.2	17.9	1.1	22.2	12.2	7.4	2.2	2.6	12.3	26.9	
By Referral Source:											
Self	1.1	5.9	0.2	7.3	9.0	2.8	0.7	0.7	7.9	14.0	
Friends/Relatives	0.7	5.4	0.3	6.2	0.5	1.9	0.1	0.4	2.2	5.1	
Other Agencies	0.7	4.2	0.3	5.1	0.5	2.0	0.5	0.7	1.2	3.5	
Criminal Justice System	0.4	0.2	0.3	0.9	2.2	0.5	0.9	0.7	0.4	2.7	
Mass Media	0.2	2.3	-	2.7	-	0.1	-	-	0.6	1.6	

\* Indicates less than 0.6%.

Table E-16 Sources of Referral, Type of Initial Contact for Problem, Relationship of Person Counseled To One with Problem, Weekly Case Load for Each Youth Service Bureau

Service Bureaus in the rate at which cases are handled, from one to 27 per week. The number of cases handled per week in the four Youth Service Bureaus serving suburban communities -- White Bear Lake, Relate, Give and Take, and The Storefront -- is 3 to 10 times higher than the cases handled by the two agencies in Minneapolis -- Northside Minneapolis and Minneapolis Model City Youth Service Bureaus. Both of these Minneapolis agencies had "poor" relations with the police and are in communities with a substantial number of agencies providing counseling for youth. The Face-to-Face Crisis Intervention Center, part of the St. Paul Dayton's Bluff "group" seems unusually successful, perhaps there is less competition from other agencies in that area, particularly for medical services, provided by that agency.

Of particular interest is the number of referrals received from criminal justice system agencies, since Youth Service Bureaus are expected to divert youth from the criminal justice system. Only two Youth Service Bureaus -- White Bear Lake Youth Service Bureau and The Storefront in Richfield -- have a referral rate that is greater than one per week and the highest referral rate is slightly less than three per week.

Types of problems handled by each agency are presented in Table D-8 (page D-11). While the four most common types of problems were job referral (28% of all cases), personal problems (22%), family problems (16%), and medical problems, or those related to pregnancy, venereal disease, or birth control (14%), several agencies reported a larger than average proportion of job referrals, notably White Bear Lake Youth Service Bureau (72%) and The Storefront (53%). Further, 53% of the cases handled by the Dayton's

Bluff Face-to-Face Crisis Intervention Center involved medical problems, a substantially greater percentage than found in the cases served by the other agencies.

Data on the type of assistance provided is presented in Table E-17, and it is clear that individual counseling is the dominant form of assistance provided by almost all Youth Service Bureaus. Several exceptions are worthy of note. White Bear Lake Youth Service Bureau places an unusually heavy emphasis on job counseling, reflecting the large proportion of job related problems in the cases received by that agency. Two agencies refer a larger than average proportion of cases to other agencies, Face-to-Face Crisis Intervention Center (most of these referrals are medical problems) and Minneapolis Model City Youth Service Bureau, which refers clients to a variety of agencies.

Measures of effort devoted to the cases handled are presented in Table E-18, which suggests that for many of these cases the investment is not very large, approximately two-thirds of all cases involve less than 15 minutes of counseling and/or one contact with the client. Several agencies seem to devote more effort to their cases than others, notably the Dayton's Bluff Multi-Service Center and Urban Youth Referral Agency, Relate, Model City and Northside Minneapolis Youth Service Bureaus. (The large percentage of cases with "under 15 minutes" indicated as time spent may be due to a misunderstanding on the part of the Relate counselors completing the form and may refer to the first contact on the case.) These are the same agencies that have emphasized contact between counselors and potential clients

Period Covered: From To	Dayton's Bluff (St. Paul)				White Bear Lake YSB	Relate, Inc. (Way- zata)	Model City YSB (Mpls.)	North- side YSB (St. Mpls.)	Give- -Take (St. Louis Park)	Store- front (Rich- field)	Minn. TOTAL
	Multi- Service Center	Face-to- Face Crisis Inter.	Urban Youth Refer- ral	TOTAL							
May'72 Jun'73	165	1184	53	1402	1265	579	104	80	1266	828	5524
May'72 Jun'73	19%	45%	34%	42%	21%	70%	46%	39%	70%	27%	44%
Job Counseling/Job Referrals	32	*	13	5	64	*	10	32	1	10	18
Coordination of Existing Aid/Information/Public Appearance	4	14	-	12	9	5	5	18	2	42	13
Group Counseling	39	-1	21	6	4	11	3	2	18	10	9
Crisis Intervention	-	2	2	2	*	3	1	2	2	1	1
Referrals to Other Agencies (Total)	5	38	30	34	2	11	36	6	8	10	14
By Type of Agency:											
Medical/VD/Birth Control	2	28	-	24	1	4	10	4	3	2	8
General Counseling	1	4	11	4	1	2	12	-	2	5	3
Legal/Educational	-	1	8	1	*	1	12	1	1	3	1
Mental Health/Welfare	1	1	8	1	*	3	1	1	1	*	1
Family Counseling/ Run-a-way	1	2	-	2	*	1	-	-	1	-	1
Drug Counseling	-	1	2	1	*	1	-	-	1	*	1
Home of Institution	1	*	2	*	*	-	-	-	*	*	1

\* Indicates less than 0.6%.

Table E-17 First Type of Help Provided by Youth Service Bureau

Period Covered: From To	Dayton's Bluff (St. Paul)				White Bear Lake YSB	Relate, Inc. (Way- zata)	Model City YSB (Mpls.)	North- side YSB (St. Mpls.)	Give- -Take (St. Louis Park)	Store- front (Rich- field)	Minn. TOTAL
	Multi- Service Center	Face-to- Face Crisis Inter.	Urban Youth Refer- ral	TOTAL							
May'72 Jun'73	154	798	53	1152	1265	579	92	91	1161	792	4985
Under 15 minutes	36%	68%	15%	52%	61%	80%	9%	-	85%	38%	63%
16-30 minutes	1	14	9	10	17	1	9	-	3	20	11
31-60 minutes	11	9	2	8	8	3	6	4%	5	11	7
1-2 hours	4	6	11	5	3	3	17	13	4	8	5
2-4 hours	9	2	21	4	4	4	18	33	1	7	5
4-10 hours	16	6	23	4	4	7	18	36	1	12	6
Over 10 hours	21	*	19	4	2	2	22	13	1	3	3

NUMBER OF CONTACTS WITH CLIENT ON PROBLEM											
Total Cases for Analysis	156	944	55	1155	925	329	84	90	333	799	3715
1	8%	87%	27%	73%	66%	33%	42%	8%	56%	74%	64%
2	10	7	14	8	13	15	20	11	18	5	11
3	16	2	9	4	10	14	12	19	9	7	8
4-5	15	2	11	4	4	16	12	22	7	6	7
6-10	20	1	24	9	4	11	6	24	7	4	6
11-20	6	1	7	2	2	8	5	8	2	2	3
Over 21	24	1	7	4	1	1	4	8	2	-	2

\* Indicates less than 0.6%.

Table E-18 Time Spent with Case and Number of Contacts for Problem: By Youth Service Bureau

away from the agency offices, with staff visiting schools and areas frequented by youth in the communities they serve.

A summary of the more important features of the operation of Youth Service Bureaus is presented in Table E-19. Examination of the different patterns for the Youth Service Bureaus suggests that they may be considered in four categories. The first category are two Youth Service Bureaus in suburban communities that have a substantial number of referrals from the criminal justice system -- White Bear Lake Youth Service Bureau and The Storefront in Richfield. Both of these agencies report more than 2 referrals per week from the criminal justice system and have greater than average proportions of cases involving job problems. Because of this emphasis on job problems, individual counseling is not emphasized as a form of assistance, although job referrals and coordination of existing aid provided for the client are. Effort expended for the majority of the cases is very low, with 80% of all cases handled with one or two contacts. There is some difference between agencies in the degree to which volunteers provide counseling for the clients, twice as many (50% compared to 25%) of the cases handled by The Storefront are counseled by volunteers than those cases handled by the White Bear Lake Youth Service Bureau.

Two other Youth Service Bureaus serving suburban communities appear to be similar, although different from the previous two, Relate and Give and Take. About two thirds of their clients are received due to the client's initiative or referrals from friends or relatives; both receive very few referrals from the police, approximately one referral every two weeks; both

Period Covered From To	Dayton's Bluff (St. Paul)		Urban Youth Referral	TOTAL	White Bear Lake YSB	Relate, Inc. (Wayzata)	Model City YSB (Mpls.)	Northside YSB (Mpls.)	Give and Take (St. Louis Park)	Storefront (Richfield)	TOTAL
	Multi-Service Center	Face-to-Face Crisis Inter.									
Total Cases	162	1244	55	1461	1244	579	112	90	1272	986	5744
<u>Sources of Referral</u>											
Self	36%	33%	20%	33%	74%	38%	30%	28%	64%	52%	53%
Friends/Relations	23	30	24	28	4	26	7	17	18	19	18
Other Agency	22	23	29	23	4	27	21	28	10	13	14
Criminal Justice System	12	1	27	4	18	7	43	28	3	10	10
Mass Media	6	13	-	12	-	1	-	-	5	6	5
Cases/Week (All Sources of Referral)	3.2	17.9	1.1	22.2	12.2	7.4	2.2	2.6	12.3	26.9	9.5 (Average of 9)
Cases/Week Referred from Criminal Justice System	0.4	0.2	0.3	0.9	2.2	0.5	0.9	0.7	0.4	2.7	0.9 (Average of 9)
<u>First Problem Mentioned</u>											
Job	32%	1%	14%	5%	72%	1%	12%	35%	1%	53%	28%
Personal Problems	18	25	6	24	2	27	32	7	43	18	22
Family Relations	19	7	31	9	6	42	10	14	25	15	16
Medical/VD/Birth Control	2	55	4	46	1	9	6	7	5	1	14
Law Violations	20	*	27	4	15	4	20	13	2	2	6
Drugs/Alcohol	2	4	2	4	1	11	4	-	10	2	5
Legal/Financial/Info.	-	5	4	4	*	3	9	6	2	5	3
School Related	5	1	13	2	1	2	8	16	4	2	3
Sex Related	1	2	-	2	-	2	-	-	3	1	2
None Mentioned	-	1	-	1	*	*	-	2	3	1	1
<u>Assistance Provided</u>											
Individual Counseling	19%	45%	34%	42%	21%	70%	46%	39%	70%	27%	44%
Job Counseling	32	*	13	5	64	*	10	32	1	10	18
Coordination of Existing Aid/Information/Public Appearance	4	14	-	12	9	5	5	18	2	42	13
Group Counseling	39	1	21	6	4	11	3	2	18	10	9
Crisis Intervention	-	2	2	2	*	3	1	2	2	1	1
Referral to Other Agencies	5	32	30	34	2	11	36	6	8	10	14
<u>Number of Contacts with Client on Problem</u>											
1	8%	87%	27%	73%	66%	33%	42%	8%	56%	74%	64%
2	10	7	14	8	13	15	20	11	18	5	11
3	16	2	9	4	10	14	12	19	9	7	8
4-5	15	2	11	4	4	16	12	22	7	6	7
6-10	20	1	24	9	4	11	6	24	7	4	6
11-20	6	1	7	2	2	8	5	8	2	2	3
Over 20	24	1	7	4	1	1	4	8	2	-	2
<u>Status of Counselor Completing Form</u>											
Paid Staff	82%	11%	22%	19%	75%	92%	62%	72%	42%	50%	51%
Volunteer	18	89	78	81	25	8	38	28	58	50	49

Table E-19 Summary Comparison of Youth Service Bureaus

emphasize cases involving personal or family problems (representing about two-thirds of all problems handled); neither handles a significant number of job problems; and both place a heavy emphasis on counseling. Here the similarity ends, for Relate seems to deal with problems that require more contacts and a substantially larger percentage of cases handled by Give-and-Take are treated by volunteers, rather than paid staff.

The two Youth Service Bureaus in Minneapolis, one in the Northside area and one in Minneapolis Model City, appear to share many features. They tend to have a relatively large percentage of referrals from other agencies or criminal justice system agencies, tend to have a relatively low rate of cases per week (perhaps due to competition from other youth counseling agencies) and have less than one referral per week from agencies in the criminal justice system. A wide range of problems tend to be handled by the agencies. While counseling is important at both agencies, the Minneapolis Model City Youth Service Bureau tends to refer a relatively large percentage (36%) of cases to other agencies; the number of contacts for a problem seems to reflect this difference, for both agencies have a substantial number of problems requiring many contacts. Finally, there is a similarity in the percentage of cases handled by volunteers, approximately one-third in both agencies.

The final "agency," the three that compose the Dayton's Bluff Group, appear to be unique, with different agencies sharing features of the other three "types" described above. It would appear that the strategy of trying a variety of approaches has been successful, since many of the positive features of the other types appear in one or more of the agencies in the Dayton's Bluff "group."

#### Description of Youth Service Bureaus: Interviews with Coordinators/Directors

To measure the perceived purposes, organizational structures, and other aspects of the operations of Youth Service Bureaus, a series of three structured interviews (consisting of a series of open-ended questions) were conducted with the coordinators (or directors) of the nine agencies involved in the study between September 1972 and May 1973.<sup>1</sup> These interviews were completed in three stages, the issues covered in each preceding stage were, in part, determined by the results of the previous stages.

These interviews provide two types of information, which are, to some extent, interrelated. The first is the perception of the agency, its purpose, organization, and operating procedures from the perspective of the chief administrator. The second is information on the structure of the Youth Service Bureau, its governing board, and some of its organizational aspects. The results of these interviews are summarized in the following tables, E-20, 21, and 22. The general patterns will be summarized below.

Consistent with the analysis in the previous section, it would appear useful to consider these agencies as different "types." The White Bear Lake Youth Service Bureau and The Storefront in Richfield have many features in common: similar statement of purpose (emphasizing diversion from the Criminal Justice System and provision of direct services to youth), a substantial number of youth on the governing board, relatively small staff, services available in the evening and weekends, reliance upon self-referral of

<sup>1</sup>These were conducted by Ms. Diane Bush, a graduate research assistant working on the project.

	White Bear Lake YSB	Storefront Richfield	Relate, Inc. (Deephaven- Minnetonka -Wayzata)	Give-&Take St. Louis Park	Northside Mpls. YSB	Model Cities YSB	Multi-Service Center	Dayton's Bluff Face-to-Face Crisis Inter- vention	Urban Youth Referral
<b>Goals &amp; Orientations</b>	1) Delinquency Prevention 2) Diversion from CJS 3) Coordinate Existing Agencies 4) Help initiate new services for youth 5) Provide Assistance to Parents & Youth with Youth Problems	1) Diversion from CJS 2) Referrals to Other Agencies 3) Help initiate new services for youth 4) Help youth with problems develop coping skills	1) Diversion from CJS 2) Referrals to Other Agencies 3) Change & modify existing structures 4) Act as mediator & interpreter between youth and adults	1) Delinquency Prevention through: a) Education b) Early detection and Care c) Treatment of Problems (Uses a multi-purpose mental health model)	1) Diversion from CJS 2) Coordinate services in community 3) Establishment of alternatives to CJS. 4) Develop new resources for youth. 5) Systems modification.	1) Service "brokerage" (coordination). 2) Stimulate development of new programs. 3) Change existing institutions.	1) Delinquency Prevention 2) Help youth succeed with in system. 3) Help youth cope with own problems. 4) Encourage participation in community groups.	1) Delinquency Prevention (caused by youth in crisis) 2) Provide medical care. 3) Provide needed services not otherwise available.	1) Delinquency Prevention 2) Diversion from CJS 3) Help youth with problems 4) Help youth with problems
<b>Organization Characteristics</b>									
Governing Board									
Size (approx.)		14	32	15	15-20	16	Small		
Youth	9	7	10	Some	Some	4	Mostly Adult	Professional & Lay Individuals	
CJS Representative	Some	2	1		?	5			
Influence of Board on Youth Service Bureau:	Active in determining policy and organizational formation.	Active, helps in relations with other agencies in community.	Active, particularly in business and budgeting matters.	Advising board, sets policy and helps in public relations and fund raising.	Active in establishing policy.	Board set priorities, lack of agreement between board & staff.	Inactive.	Advisory.	Active & Influential
Working Staff (Full-time equivalent positions)									
Coordinator/Director	1	1	1	1	1	1	1	1	1
Counselors	2	2	4	2	3	5	5	1/2	3
Secretarial/Clerical	1	-	-	1	1	1	1	1	
Volunteers	Court counselors plus others.	Increasing as training is completed.	Few, increasing.	Many, both professional and lay.	None	Few	-	Many, both professional & lay.	Some

Table E-20

Goals and Organizational Characteristics of Youth Service Bureaus Based on Interviews With Coordinators/Directors: By Youth Service Bureau

	White Bear Lake YSB	Storefront Richfield	Relate, Inc. (Deephaven- Minnetonka -Wayzata)	Give-&Take St. Louis Park	Northside Mpls. YSB	Model Cities YSB	Multi-Service Center	Dayton's Bluff Face-to-face Crisis Inter- vention	Program
<u>Operating Features</u>									
Hours	M, W 9 AM- 10 PM Tu, Th 9 AM- 4:30 PM F 12:30-4:30 7-10 Teen Center: M,W 7-10 PM F,S 7-12 PM	M-F 9 AM-5 PM M,W,Su 6-10PM	Phone answered: 9:30 AM to 1 AM Phone referral available at any time.	M-F 9AM-5 PM Tu,Th 7-9 PM F 7-12 PM	M-F 8 AM-5 PM Evenings as needed.	M-F 8:30 AM- 5 PM	M-F 8 AM-5 PM Counseling available by phone referral.	Clinic: Tu,Th 6-9PM Counselors: M-F 8 AM- 4:30 PM F,Sa,Su 7PM -2AM	M-F 9 AM- 5:30 PM
<u>Counseling Program</u>									
Initial Contacts:	Client received and interviewed by coordinator/ director.	Interviewed about problem, referred to other agency if services not available.	Interviewed to determine if staff can help, if not a crisis sit- uation, "con- tract" devel- oped with client.	Interviewed to "work out possibilities."	Most clients are re- ferrals, initially a meeting with client and agent of referring organization is set up.	Determine prob- lem and refer to other agency or program in agency, set up verbal contract.	"Social Contract" developed at first meeting, defines roles of client & counselor.	Interviewed and referred to clinic or counseling.	Referred to problem de- termined alternatives presented to client.
Assistance offered:									
Individual Coun- seling	x	x	x	x	x	x	x	x	x
General Group Therapy	x	x	x	x			x		x
Group Therapy for Specific Problem		x	x	x				x	
Therapy for Speci- fic Groups (Families)	x	x	x	x					
Other Assistance Offered Routinely	Some Medical		Recreational- Counseling Groups			Educational Groups		Medical Clinic	Educational Groups
Termination of Treatment:	Mutual decision of client and counselor.	When client is referred, is not responding to treatment, or quits.	When client feels staff assistance exhausted, given client's goals.	Terminated by action of client.	Client fails to show, operates on own, or in suitable program.	"Contract" satis- fied, follow-up on referral.	Client matures and problem nears solution.	Problem solved or beyond com- petence of staff.	Client fails to cooperate with non-cooperative.
<u>Other Programs</u>	1) Alateen uses facilities. 2) Ramsey County Court counsel- ors.	1) Visit schools. 2) Train volun- teer counse- lors.	1) Train group leaders. 2) Wide variety of seasonal programs and events.	1) Educational sem- inars (death, divorce, drugs, etc.) 2) Talks to schools. 3) Consult with var- ious groups.	1) Develop a resource manual on organi- zations, agencies in area.	1) Change in sex, drug programs in schools. 2) "Nite Owl" counseling program was abandoned.	1) Alternative education programs. 2) Community organization. 3) Provides space for community meetings.	1) Speakers bureau. 2) Drug educa- tion.	1) Short-term 2) NIS

Table E-21

Nature of Direct Services as Perceived by Coordinators/  
Directors of Youth Service Bureaus: By Youth Service Bureau

	White Bear Lake YSB	Storefront Richfield	Relate, Inc. (Deephaven- Minnetonka -Wayzata)	Give-&-Take St. Louis Park	Northside Mpls. YSB	Model Cities YSB	Multi-Service Center	Dayton's Bluff Face-to-Face Crisis Inter- vention	Urban Youth Referrals
<b>Relations With:</b>									
Other Agencies	Good--But not emphasized, few other agencies.	Good--But not emphasized, few other agencies.	Good, except for Give-&-Take, a competitor.	Good, except for Relate, Inc., a competitor.	Improving, trying to be cooperative.	Good	Good, referrals have increased.	Adequate, referrals have increased.	Good, trying to be cooperative.
Schools	Excellent.	Improving, no social workers in the schools.	Good, overall (varies with school).	Beginning to develop.	Improving, depends on school.	Mixed.	Excellent.	Mixed, improving.	Mixed, depends on the school.
Police	Excellent, many referrals.	Excellent, many referrals.	"Community" includes nine police jurisdictions: 2--Very good relations. 1--Good 4--Somewhat good 2--Cordial, cautious.	"Community" includes three police jurisdictions: 1--Excellent relations 2--Cordial, but cautious. Good relations with county juvenile court services.	No "official" relations. Some referrals from individual officers and court services.	Bad, guarded.	St. Paul--good, not enthusiastic. Maplewood--excellent, many referrals.	Not considered relevant.	Cautious, some referrals.
Community in General	Very good, broad base of support, only human service agency in community.	Very good, broad base of support, only human service agency in community.	Good support from community, particularly local churches.	Quite good.	Goal is to be control referral agency for the community.	Not well known but seen as moving toward good community relations.	Not well known in community, but appreciated by the clients.	Would like to improve; to be an auxiliary to school and community agencies.	Hopes to be "aid and comfort" to community, but relationship unclear.

Table E-22 Perceived Relations Between Youth Service Bureaus, Other Agencies, and Community in General Based on Interviews with Coordinators/Directors: By Youth Service Bureau

clients, excellent relations with the police, good relations with the schools, few other agencies in the community, and strong support from the community in general. Only the existence of the Ramsey County Court Counselors, attached to the White Bear Lake Youth Service Bureau, makes one agency substantially different from the other; a small difference in relation to the overall similarity between agencies.

Two other Youth Service Bureaus serving strictly suburban communities, Relate, Inc. and Give-and-Take, are alike in many ways, but not as similar as the two agencies discussed above. Both define their purpose as one of helping youth, although Relate, Inc. also emphasizes affecting organizations in the community. While both emphasize counseling, one -- Give-and-Take -- makes heavy use of volunteers (many of whom are professional counselors) while the other -- Relate -- handles most cases with a slightly larger paid staff. Both agencies provide services in the evenings and on weekends, although Relate relies more on phone contact and Give-and-Take on walk-in self referrals. Both agencies place a heavy emphasis on individual counseling, and try to provide a range of other services to the community (talks to schools, special educational programs, etc.). Both have developed "mixed" relationships with the police -- depending upon the department -- in the communities they serve as well as with the different schools in the neighborhood. There are few "other" agencies for them to develop relationships with; both agencies view the other as a "competitor." Two major features distinguish these two suburban agencies from the White Bear Lake Youth Service Bureau and The Storefront in Richfield: a) the lack of enthusiastic cooperation from the police and b) the attempt to serve a number

of political units with the same agency. These two features may be related.

The similarities between the Northside Minneapolis and Minneapolis Model City Youth Service Bureaus are quite striking. Both emphasize the "coordination of services" in their statement of purpose, both have a fairly large staff, both are open from 8 to 5 Mondays through Fridays (at the same time other agencies are open), and both place a heavy emphasis on clients received by referral from other agencies. Both consider their relationships with other counseling agencies as satisfactory, schools as improving, and with police as poor or disappointing. Neither agency coordinator feels that the agency has developed a unique "identity" in the community at the time of the interview.

As before, the agencies that make up the Dayton's Bluff "group" appear to be quite diverse, having many of the features of each of the previous agencies, their collective goals cover every possible purpose, they have a number of paid staff, some volunteers are used in large numbers, particularly for Face-to-Face Crisis Intervention Center, there is a heavy emphasis on individual counseling and treatment, but a substantial number of referrals to other agencies, they are open in the evenings and on weekends, relations with other agencies are varied, depending upon the agency, a relationship with one suburban police department is very good, compared to the "cautious" relationship with the St. Paul Police Department. Perhaps the only really unique characteristic of the Dayton's Bluff group is the systematic attempt to provide substantial medical services, largely by using volunteer medical professionals through the Face-to-Face Crisis Intervention Center, a service that has not been developed in any of the other agencies involved in the study.

### Summary

The patterns examined in this chapter will be summarized in two sections, one related to general organizational features of Youth Service Bureaus, the other treating specific features of each Youth Service Bureau.

#### General Organizational Characteristics:

- \* The source of referrals for most cases is "informal" in nature, 50% are generated by the initiative of the person with the problem, 19% initiated by the advice of friends or relatives, and 26% are referred by other agencies (of which 11% are criminal justice system agencies).
- \* Most initial contacts are in person, 63% of all cases, or by phone, 30%, with a few, 6%, related to contacts with counselors away from the agency.
- \* Referrals from the criminal justice system agencies are usually associated with a younger person, 14-17 years old, particularly if the individual is a male, when compared to the "typical" client, one-third of which are over 18.
- \* Fifty percent of cases referred from criminal justice system agencies involve a law violation as the first problem mentioned; 72% of cases where a law violation is the first problem mentioned are referred by criminal justice system agencies.
- \* Individual counseling is the first type of assistance provided for a large percentage (44%) of the cases; job counseling (18%), group counseling (9%), and coordination of existing services (13%) account for most of the other types of assistance provided. Referrals to

other agencies are provided for 14% of the cases; crisis intervention is required for only 1% of all cases.

- \* A second type of assistance is mentioned in relation to only 16% of the cases, and is most likely to be similar to the first type of assistance, individual counseling, or referral to another agency.
- \* Individual counseling is the most frequent form of assistance provided for the majority of problems, except for job related problems (the assistance is job counseling for 97% of such cases), or medical problems (where referrals to other agencies are provided for 50% of the cases).
- \* Effort expended on cases varies considerably, from less than 15 minutes and 1 contact to over 20 hours and 20 contacts. Cases initiated by contact with the client away from the Youth Service Bureau seem to require much greater investment than those involving initial contact at the agency itself.
- \* Approximately 54% of all cases are generated by clients making their first contact with the particular agency involved. (Variations among agencies seem to be related to length of operation, those open longer report a larger percentage of cases involving a repeat contact.)
- \* The percentage of job problems among those making first contact with an agency is considerably higher than among those making a repeat visit to the agencies, where the emphasis is upon family or personal problems.

The nine agencies involved in this study appear to fall into four categories, each will be presented below:

#### Suburban Community -- Type I

This includes White Bear Lake Youth Services Bureau and The Storefront in Richfield.

- a) They assist from 12 to 26 cases per week, from 2-3 are referred by the police each week.
- b) A substantial percentage of referrals involve employment problems.
- c) Job counseling and individual counseling are emphasized.
- d) Agencies are available to provide services on evenings and weekends.
- e) Coordinators of both agencies stress diversion of youth from the "official" criminal justice system as a primary goal.
- f) Coordinators of both agencies consider their support from the community as strong, consider their agency as the primary source of human services in the community, and report excellent relations with the police.
- g) Neither agency makes heavy use of volunteers, except for the Ramsey County Court Counselors, responsible to the juvenile court, that are attached to the White Bear Lake Youth Service Bureau.

#### Suburban Community -- Type II

This includes Give-and-Take, serving Edina-Hopkins-St. Louis Park, and Relate, Inc., serving the Deephaven-Minnetonka-Wayzata area.

- a) They assist from 7 to 12 cases per week; approximately one case every two weeks is referred by a criminal justice system agency.

- b) Most of the referrals involve family or personal problems; very few involve employment problems.
- c) Individual counseling is emphasized, with some group counseling for certain types of problems.
- d) Both provide services on weekends and evenings.
- e) Coordinators of both agencies stress treatment of problems of youth as a primary goal.
- f) While both agencies report substantial support from the community at large, consider their relations with other agencies as satisfactory, and consider their relations with the police as "cooperative" but "cautious."
- g) Give-and-Take makes substantial use of volunteers to counsel clients; Relate has a larger paid staff that handles most of the counseling.

#### Central City

This includes the Northside Minneapolis and Minneapolis Model City Youth Service Bureaus.

- a) They assist from 2 to 3 cases per week; approximately one per week is referred by the police.
- b) Clients bring a wide range of problems to both agencies.
- c) Both agencies stress referral and individual counseling in assisting clients.
- d) Both are open during regular working hours from Monday through Friday.

- e) Coordinators of both agencies stress "coordination of services" as a primary agency goal.
- f) Coordinators of both agencies consider the "identity" of the agency as "undefined" in the communities they serve, consider their relations with other agencies as satisfactory, consider their relations with the police as either "cautious" or "bad."
- g) Neither agency makes significant use of volunteers as part of their organization.

#### Dayton's Bluff "Group"

This group of three agencies -- Dayton's Bluff Multi-Service Center, Face-to-Face Crisis Intervention Center, and Urban Youth Referral -- present a combination of the features of the previous types of Youth Service Bureaus.

- a) They assist a total of about 20 cases per week, of which one per week is referred by the police.
- b) While a wide range of problems are brought to the agencies, there is a heavy emphasis on medically related problems.
- c) The agencies tend to stress counseling and clinical assistance.
- d) Services are available during evening hours and on weekends.
- e) These agencies tend to stress provision of services to youth as the primary goal.
- f) Coordinators consider the "image" of their agencies in the community as improving, but not as well established as they would prefer.
- g) Volunteers are used in large numbers for some types of assistance, such as medical advice and some individual counseling.

## Chapter F

### Client Evaluations of Agencies

In both the area surveys and the interviews with youth served by Youth Service Bureaus, the respondents were asked about their visits to agencies and their evaluation of the assistance they had received from these various agencies. This chapter will present an analysis of that data, providing information on the degree to which clients were satisfied with the assistance they had received, whether or not they would return to an agency, the degree to which they found the staff competent, the degree to which they trusted the staff, and the degree to which they felt the staff was willing to help them with their problems.

The first section analyzes the responses from the "typical" youth interviewed in the surveys of the six communities and the second section analyzes the responses from the youth involved in follow-up interviews, those that had been served by Youth Service Bureaus. In all cases the analysis is confined to agency visits in the past three to four years, by individuals between 10 and 20 at the time of the interview.

## Evaluations of Agencies by "Typical" Youth in Six Communities

In this section, descriptions of visits to agencies described in Chapter C, are further analyzed to provide information on how the youth evaluated the assistance provided. Table F-1 provides a description of their responses in relation to the age and sex of the respondent. This indicates that the effects due to the age or sex of the respondent, on the evaluations of the agencies, are relatively small. Further, it would appear that there is a general tendency to rate the services provided very highly, with approximately 80% of the instances placed in the top two categories on the four six-point scales -- related to satisfaction, staff qualifications, trust, and perceived willingness to help.

Table F-2, an analysis of the relationship between measures of satisfaction and the nature of the problem taken to the agency, seems to indicate that the high level of satisfaction is constant for all types of problems, with the exception of "law violations." In a similar fashion, the analysis in Table F-3, related to the nature of the agency, indicates that the level of satisfaction is generally high for all types of agencies except those associated with the criminal justice system, the agencies that tend to handle "law violations." Therefore, it would seem that except for law violations or problems handled by criminal justice system agencies, most respondents report satisfaction with the assistance provided by all types of agencies for all types of problems. This pattern is supported by the analysis presented in Table F-4, which presents the evaluation of different agencies in relation to the different types of problems.

	Age of Individual At Time of Interview		Sex of Individual		Both Sexes
	Under 16	16-20	Male	Female	
<u>Satisfaction with Assistance</u>					
Number of Incidents	144	170	149	165	314
Percentage of Incidents in Which Respondents Was:					
Very Satisfied	42%	36%	38%	39%	38%
Satisfied	37	29	40	27	33
Somewhat Satisfied	10	13	9	13	12
Somewhat Dissatisfied	4	4	3	4	4
Dissatisfied	4	6	5	6	5
Very Dissatisfied	4	12	5	11	8
<u>Willingness to Return to Agency</u>					
Number of Incidents	142	170	147	165	312
Percentage of Incidents in Which Respondent was Willing To Return	80%	71%	82%	69%	75%
<u>Evaluation of Staff Qualifications</u>					
Number of Incidents	140	163	142	161	303
Percentage of Incidents in Which Respondent Considered Staff as:					
Very Good	42%	38%	39%	40%	40%
Good	42	37	44	35	40
Somewhat Good	9	8	8	9	9
Somewhat Poor	3	6	4	4	4
Poor	1	4	2	3	3
Very Poor	2	7	2	8	5
<u>Trust in Agency Staff</u>					
Number of Incidents	113	151	118	146	264
Percentage of Incidents in Which the Respondent					
Totally Trusted	50%	52%	48%	53%	51%
Trusted	26	28	30	25	27
Somewhat Trusted	17	6	14	8	11
Somewhat Distrusted	4	3	3	4	4
Distrusted	-	3	2	1	2
Totally Distrusted the Staff.	3	8	2	9	6
<u>Willingness to Help</u>					
Number of Incidents	139	168	143	164	307
Percentage of Incidents in Which the Respondents Considered the Staff					
Very Willing	52%	51%	53%	50%	52%
Willing	35	31	36	30	33
Somewhat Willing	9	9	7	11	9
Somewhat Unwilling	2	2	3	2	2
Unwilling	1	2	1	3	2
Very Unwilling to Help.	-	4	1	4	2

Table F-1 Relationship Between Evaluation of Services Provided by Agencies and Age and Sex of Individual Involved -- "Typical" Youth

	Nature of Problem							
	Family	Personal	Law Violation	Victimization	Medical	Drugs/Alcohol	School, Legal, Information, Financial	Other
<u>Satisfaction with Assistance</u>								
Number of Incidents	43	94	6	2	40	9	79	35
Percentage of Incidents for Which Respondent Was:								
Very Satisfied	30%	42%	17%	100%	50%	44%	35%	31%
Satisfied	33	35	17		20	33	35	40
Somewhat Satisfied	21	10	17		10	-	13	6
Somewhat Dissatisfied	-	7	-		2	-	1	9
Dissatisfied	7	1	17		10	-	6	9
Very Dissatisfied	9	5	33		8	22	9	6
<u>Willingness to Return to Agency</u>								
Number of Incidents	43	94	6	2	40	9	77	35
Percentage of Incidents in Which Respondent Was Willing To Return to Agency	67%	70%	50%	50%	90%	78%	77%	80%
<u>Evaluation of Staff Qualifications</u>								
Number of Incidents	42	89	5	2	39	9	79	32
Percentage of Incidents in Which Respondent Considered Staff as:								
Very Good	26%	40%	40%	100%	49%	56%	38%	41%
Good	45	38	20		44	22	37	47
Somewhat Good	14	11	-		5	-	9	3
Somewhat Poor	5	6	-		-	-	5	6
Poor	5	1	20		3	-	4	-
Very Poor	5	3	20		-	22	8	3
<u>Trust in Agency Staff</u>								
Number of Incidents	40	73	6	2	30	9	77	22
Percentage of Incidents in Which the Respondent								
Totally Trusted	52%	58%	17%	50%	70%	33%	43%	46%
Trusted	25	25	17	50	17	44	32	27
Somewhat Trusted	15	7	33	-	7	-	14	9
Somewhat Distrusted	2	6	-	-	-	-	5	10
Distrusted	-	-	-	-	-	-	3	9
Totally Distrusted the Staff.	5	6	33	-	7	22	3	4
<u>Willingness to Help</u>								
Number of Incidents	43	93	6	2	39	9	78	32
Percentage of Incidents in Which the Respondent Considered The Staff								
Very Willing	60%	53%	17%	100%	49%	78%	49%	38%
Willing	26	32	33		44	-	35	44
Somewhat Willing	12	10	33		5	-	8	9
Somewhat Unwilling	-	2	-		-	-	4	6
Unwilling	-	3	-		-	11	3	-
Very Unwilling to Help.	2	-	17		3	11	3	3

Table F-2 Evaluation of Services Provided by Agencies by "Typical" Youth as Related to Problem Taken to the Agency

	Nature of Agency Visited						
	Youth Service Bureaus	School Counselor	Other Youth Counselor	Medical Services	Social Service/Welfare	Criminal Justice System	Social Activities/Recreational
<u>Satisfaction with Assistance</u>							
Number of Incidents	16	101	60	36	21	14	63
Percentage of Incidents for Which Respondent was:							
Very Satisfied	38%	35%	38%	47%	29%	21%	46%
Satisfied	31	36	33	22	24	21	41
Somewhat Satisfied	19	13	17	11	10	14	2
Somewhat Dissatisfied	-	2	2	6	10	-	8
Dissatisfied	6	6	2	6	14	14	3
Very Dissatisfied	6	9	8	8	14	29	-
<u>Willingness to Return to Agency</u>							
Number of Incidents	16	100	60	36	21	14	62
Percentage of Incidents in Which Respondent Was Willing To Return to the Agency	81%	75%	80%	81%	86%	64%	65%
<u>Evaluation of Staff Qualifications</u>							
Number of Incidents	15	99	58	35	20	13	60
Percentage of Incidents in Which Respondent Considered Staff as:							
Very Good	33%	37%	41%	40%	35%	31%	50%
Good	47	36	38	51	45	23	38
Somewhat Good	13	11	12	-	5	8	7
Somewhat Poor	7	6	-	3	5	-	5
Poor	-	5	2	3	-	8	-
Very Poor	-	4	7	3	10	31	-
<u>Trust in Agency Staff</u>							
Number of Incidents	15	93	58	27	14	14	41
Percentage of Incidents in Which Respondent							
Totally Trusted	67%	40%	66%	56%	50%	21%	58%
Trusted	13	37	26	26	29	7	22
Somewhat Trusted	13	13	3	7	7	36	10
Somewhat Distrusted	7	8	-	-	-	-	5
Distrusted	-	2	-	-	7	-	7
Totally Distrusted the Staff	-	-1	5	11	7	36	2
<u>Willingness to Help</u>							
Number of Incidents	16	100	59	36	21	14	59
Percentage of Incidents in Which the Respondent Considered the Staff							
Very Willing	56%	52%	59%	47%	48%	21%	54%
Willing	31	33	30	39	29	29	34
Somewhat Willing	12	7	7	6	10	29	10
Somewhat Unwilling	-	4	-	-	10	-	2
Unwilling	-	3	3	3	-	-	-
Very Unwilling to Help.	-	1	-	6	5	21	-

Table F-3 Evaluation of Services Provided by Agencies by "Typical" Youth as Related to the Nature of the Agency

	Nature of Problem							
	Family	Personal	Law Violation	Victimization	Medical	Drugs/Alcohol	School, Legal, Information, Financial	Other
<b>Satisfaction with Assistance</b>								
Percentage of Incidents in Which The Respondents were "Very Satisfied" or "Satisfied"								
Problems Taken to All Agencies	63%	77%	33%	(100%)	70%	77%	70%	71%
Youth Service Bureaus	57%	(75%)	-	-	-	-	(50%)	(67%)
School Counselors	60	74	-	-	86%	73%	100	(100)
Other Youth Counselors	30	70	-	-	70	(50)	-	-
Medical	(100)	(50)	-	-	(33)	-	(50)	40
Social Service/Welfare	(100)	(50)	-	-	-	-	(33)	*
Criminal Justice System	(50)	-	33%	-	-	-	(67)	73
Social Activity/Recreational	100	87	-	-	-	-	-	-
<b>Willingness to Return for Help</b>								
Percentage of Incidents in Which The Respondent Would Return to Agency:								
Problems Taken To All Agencies	67%	70%	50%	(50%)	70%	78%	77%	80%
Youth Service Bureaus	86%	(100%)	-	-	-	-	(0%)	(100%)
School Counselors	80	65	-	-	100%	83%	100	(67)
Other Youth Counselors	40	83	-	-	87	(50)	(100)	-
Medical	(50)	(50)	-	-	(100)	-	-	80
Social Service/Welfare	(100)	(50)	-	-	-	-	(67)	*
Criminal Justice System	(75)	-	50%	-	-	-	(50)	75
Social Activity/Recreational	57	(66)	-	-	-	-	-	-
<b>Evaluation of Staff Qualifications</b>								
Percentage of Incidents in Which The Respondent Considered the Agency Staff "Very Good" or "Good"								
Problems Taken to All Agencies	71%	78%	60%	(100%)	93%	78%	75%	48%
Youth Service Bureaus	66%	(100%)	-	-	-	-	(50%)	(100%)
School Counselors	70	73	-	-	86%	73%	100	(100)
Other Youth Counselors	44	77	-	-	97	(50)	-	-
Medical	(100)	(50)	-	-	(67)	-	(100)	78
Social Service/Welfare	(100)	(50)	-	-	-	-	(33)	*
Criminal Justice System	(50)	-	(60%)	-	-	-	(67)	91
Social Activity/Recreational	100	86	-	-	-	-	-	-
<b>Trust in Agency Staff</b>								
Percentage of Incidents in Which The Respondent "Totally Trusted" Or "Trusted" the Staff								
Problems Taken To All Agencies	77%	83%	33%	(100%)	87%	77%	75%	73%
Youth Service Bureaus	86%	(100%)	-	-	-	-	(0%)	(100%)
School Counselors	67	74	-	-	100%	83%	100	(100)
Other Youth Counselors	90	87	-	-	82	(50)	-	-
Medical	100	*	-	-	*	-	(100)	83
Social Service/Welfare	(50)	(50)	-	-	-	-	(33)	*
Criminal Justice System	(25)	-	33%	-	-	-	(67)	43
Social Activity/Recreational	100	87	-	-	-	-	-	-
<b>Willingness of Staff to Help</b>								
Percentage of Incidents in Which Respondent Considered Agency Staff "Very Willing" or "Willing" to Help								
Problems Taken to All Agencies	86%	85%	50%	(100%)	93%	78%	84%	82%
Youth Service Bureaus	86%	(100%)	-	-	-	-	(50%)	(100%)
School Counselors	100	78	-	-	100%	83%	100	(100)
Other Youth Counselors	80	91	-	-	90	(50)	-	-
Medical	(100)	(50)	-	-	(100)	-	(100)	50
Social Service/Welfare	(67)	(100)	-	-	-	-	(33)	*
Criminal Justice System	(50)	-	50%	-	-	-	(67)	100
Social Activity/Recreational	86	80	-	-	-	-	-	-

\* Indicates only one instance.  
( ) Indicates from 2-5 instances.

Table F-4 Evaluation of Agencies Providing Services to Youth in Six Communities: By Nature of Problem and Type of Agency

The final analysis in this section is presented in Figure F-5, which shows the evaluation of different agencies in relation to the community in which the respondent lived. As might be expected with uniformly high measures of satisfaction, there is little difference between communities. In almost all communities where respondents have come into contact with a criminal justice system agency, they are associated with lower measures of evaluation than any other type of agency.

Evaluation of Agencies by Youth Served by Youth Service Bureaus

One of the important reasons for the follow-up interviews was to determine the degree to which youth served by Youth Service Bureaus found the assistance provided as useful. The general pattern of these youths' evaluations, most of whom resided in the White Bear Lake area or Richfield, is presented by age and sex in Table F-6. For comparison, the pattern of responses to the four questions by "typical" youth, presented in the previous section, is provided in the right hand column. The range of reactions is remarkably similar, both groups of young people have very positive reactions.

The reaction of these youth in relation to the nature of the problem and the type of agency visited is presented in Table F-7. These reactions differ from those of the "typical" youth in two respects. First, the overall level of evaluation is slightly more positive. Second, while evaluation of services provided by criminal justice system agencies is less positive than the evaluation of other types of agencies, the difference is

	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Give-&-Take (St. Louis Park)	Stars-Front (Richfield)	White Bear Lake YSB	Relate, Inc. (Wayzata)	Agencies in All Areas
<b>Percentage of Incidents in Which the Respondent was "Very Satisfied" or "Satisfied"</b>							
All Agencies in Area	71%	72%	67%	62%	72%	79%	71%
Youth Service Bureaus	*	*	(60%)	-	*	88%	69%
School Counselors	64%	77%	69	53%	80%	84	70
Other Youth Counselors	69	73	67	(75)	(75)	(80)	72
Medical	68	(100)	*	*	*	*	69
Social Service/Welfare	50	(75)	*	*	*	*	52
Criminal Justice System	55	(25)	*	*	*	*	42
Social Activity/Recreational	94	85	*	(80)	*	77	87
<b>Percentage of Incidents in Which the Respondent Would Go Back for Help</b>							
All Agencies in Area	77%	65%	80%	69%	83%	79%	75%
Youth Service Bureaus	*	*	(80%)	-	*	78%	81%
School Counselors	75	69%	81	60%	90%	78	75
Other Youth Counselors	81	73	83	(75)	(75)	(100)	80
Medical	81	(50)	*	*	*	*	81
Social Service/Welfare	86	(75)	*	*	*	*	86
Criminal Justice System	78	(50)	*	*	*	*	64
Social Activity/Recreational	66	(62)	*	(80)	(50)	67	64
<b>Percentage of Incidents in Which the Respondent Considered The Agency Personnel "Very Good" Or "Good"</b>							
All Agencies in Area	82%	70%	72%	73%	82%	90%	80%
Youth Service Bureaus	-	*	(80%)	-	-	88%	80%
School Counselors	70%	77%	73	(53%)	80%	90	74
Other Youth Counselors	79	67	67	(100)	(100)	(100)	79
Medical	90	(100)	*	*	*	*	91
Social Service/Welfare	85	(75)	*	*	*	*	80
Criminal Justice System	67	(25)	*	*	*	*	54
Social Activity/Recreational	90	85	*	(100)	(50)	88	88
<b>Percentage of Incidents in Which the Respondent "Totally Trusted" or "Trusted" Agency Personnel</b>							
All Agencies in Area	77%	72%	93%	80%	76%	80%	78%
Youth Service Bureaus	*	*	(100%)	-	-	75%	80%
School Counselors	75%	60%	93	67%	80%	79	76
Other Youth Counselors	96	87	83	(100)	(75)	(100)	91
Medical	77	(100)	*	*	*	*	82
Social Service/Welfare	63	(100)	*	*	*	*	79
Criminal Justice System	44	(0)	*	*	*	*	29
Social Activity/Recreational	75	83	*	(100)	(50)	(60)	80
<b>Percentage of Incidents in Which the Respondent Considered Agency Personnel "Very Willing" Or "Willing" to Help</b>							
All Agencies in Area	86%	74%	87%	88%	83%	90%	84%
Youth Service Bureaus	*	*	(100%)	-	*	88%	88%
School Counselors	82%	69%	94	80%	80%	100	85
Other Youth Counselors	92	93	67	(100)	(75)	(100)	90
Medical	84	(100)	*	*	*	*	86
Social Service/Welfare	86	(50)	*	*	*	*	76
Criminal Justice System	67	(25)	*	*	*	*	50
Social Activity/Recreational	90	85	*	*	*	75	88

\* Indicates only one instance.  
( ) Indicates from 2-5 instances.

Table F-5 Evaluation of Agencies Providing Service To "Typical" Youth in Six Communities: By Community and Agency Type

	Age of Individual At Time of Interview		Sex of Individual			"Typical" Youth
	Under 10	16-20	Male	Female	Both Sexes	
<b>Willingness to Return to Agency</b>						
Number of Incidents	68	81	75	74	149	312
Percentage of Incidents in Which Respondent was Willing To Return	87%	83%	87%	82%	85%	75%
<b>Evaluation of Staff Qualifications</b>						
Number of Incidents	68	81	76	73	149	303
Percentage of Incidents in Which Respondent Considered Staff as:						
Very Good	51%	53%	51%	53%	52%	40%
Good	29	20	24	25	24	40
Somewhat Good	9	16	16	10	13	9
Somewhat Poor	4	2	4	3	3	4
Poor	1	1	-	3	1	3
Very Poor	4	7	5	7	6	5
<b>Trust in Agency Staff</b>						
Number of Incidents	67	76	73	70	143	264
Percentage of Incidents in Which the Respondent:						
Totally Trusted	67%	51%	55%	63%	59%	51%
Trusted	21	26	29	19	24	27
Somewhat Trusted	3	7	5	4	5	11
Somewhat Distrusted	3	10	5	9	7	4
Distrusted	1	4	3	3	3	2
Totally Distrusted the Staff.	4	1	3	3	3	6
<b>Willingness to Help</b>						
Number of Incidents	69	80	77	72	149	307
Percentage of Incidents in Which the Respondent Considered The Staff:						
Very Willing	61%	69%	58%	72%	65%	52%
Willing	27	21	30	18	24	33
Somewhat Willing	10	4	8	6	7	9
Somewhat Unwilling	-	6	4	3	3	2
Unwilling	-	-	-	-	-	2
Very Unwilling to Help.	1	-	-	1	1	2

Table F-6 Evaluation of Services Provided by All Agencies by Youth Served by Youth Service Bureaus: By Age and Sex of Youth Served

	Nature of Problem								All Agencies For All Problems
	Family	Personal	Law Violation	Victimization	Medical	Drugs/Alcohol	School, Legal, Information, Financial	Other	

Willingness to Return for Help

Percentage of Incidents in Which the Respondent Would Return to Agency

Problems Taken to All Agencies	80%	82%	71%	(100%)	86%	100%	71%	90%	84%
Youth Service Bureaus	100%	(100%)	80%	-	(100%)	(100%)	83%	90%	91%
School Counselors	(67)	(40)	-	-	-	-	50	*	56
Other Youth Counselors	*	100	-	-	(50)	100	(100)	*	94
Medical	(0)	*	-	*	88	*	*	-	79
Social Service/Welfare	*	-	-	-	-	-	-	-	*
Criminal Justice System	(100)	-	(50)	*	*	-	-	-	80
Social Activity/Recreational	-	-	-	-	-	-	-	-	-

Evaluation of Staff Qualifications

Percentage of Incidents in Which the Respondent Considered The Agency Staff "Very Good" Or "Good"

Problems Taken to All Agencies	75%	76%	57%	(50%)	86%	67%	61%	86%	75%
Youth Service Bureaus	100%	(100%)	60%	-	(100%)	(67%)	86%	85%	85%
School Counselors	(67)	(80)	-	-	-	38	*	*	59
Other Youth Counselors	*	67	-	-	(50)	(60)	(50)	*	67
Medical	(50)	*	-	*	88	*	*	-	86
Social Service/Welfare	*	-	-	-	-	-	-	-	*
Criminal Justice System	(50)	-	(50)	*	*	-	-	-	50
Social Activity/Recreational	-	-	-	-	-	-	-	-	-

Trust in Agency Staff

Percentage of Incidents in Which The Respondent "Totally Trusted" or "Trusted" the Staff

Problems Taken to All Agencies	75%	81%	64%	*	93%	78%	76%	91%	82%
Youth Service Bureaus	67%	(100%)	70%	-	(67%)	(33%)	100%	89%	83%
School Counselors	(100)	80	(50)	-	-	-	38	*	69
Other Youth Counselors	*	67	-	-	(100)	(100)	(100)	*	89
Medical	(100)	*	-	*	100	*	*	-	100
Social Service/Welfare	*	-	-	-	-	-	-	-	*
Criminal Justice System	(75)	-	-	*	*	-	-	-	67
Social Activity/Recreational	-	-	-	-	-	-	-	-	-

Willingness of Staff to Help

Percentage of Incidents in Which the Respondent Considered The Agency Staff "Very Willing" Or "Willing" to Help

Problems Taken to All Agencies	80%	94%	93%	(50%)	100%	100%	78%	90%	89%
Youth Service Bureaus	100%	(100%)	70%	-	(100%)	(100%)	100%	90%	94%
School Counselors	(67)	100	-	-	-	-	62	*	78
Other Youth Counselors	*	83	-	-	(100)	(100)	(50)	*	88
Medical	(50)	*	-	*	100	*	*	-	93
Social Service/Welfare	*	-	-	-	-	-	-	-	-
Criminal Justice System	(75)	-	(75)	*	*	-	-	-	70
Social Activity/Recreational	-	-	-	-	-	-	-	-	-

\* Indicates only one instance.  
( ) Indicates from 2-5 instances.

Table F-7 Evaluation of Agencies Providing Service to Youth Served by Youth Service Bureaus; By Nature of Problem and Type of Agency

not as great as with the responses of "typical" youth, which includes a substantial proportion of individuals residing in the two central cities in the Twin Cities Region.

A comparison of the reactions of "typical" youth residing in the White Bear Lake area and Richfield with the reactions of other young residents of the same communities that have visited a Youth Service Bureau is presented in Table F-8. The data is arranged to allow comparisons related to agency types. The evaluation of non-Youth Service Bureau agencies is quite similar for the two groups of youth, and the Youth Service Bureaus receive a very positive evaluation from the youth served by the bureaus.

	"Typical" Youth		Youth Served By Youth Service Bureaus	
	White Bear Lake	Rich- field	White Bear Lake	Rich- field
<u>Willingness to Return for Help</u>				
Percentage of Incidents in Which The Respondents Were Willing to Return to the Agency for Help				
All Agencies	83%	69%	84%	85%
Youth Service Bureaus	*	-	92%	90%
School Counselors	90%	60%	54	(60)
Other Youth Counselors	(75)	(75)	86	100
Medical	-	*	(100)	70
Social Service/Welfare	*	*	*	-
Criminal Justice System	-	-	*	71
Social Activity/Recreational	*	(80)	-	-
<u>Evaluation of Staff Qualifications</u>				
Percentage of Incidents in Which The Respondents Considered the Agency Staff "Very Good" or "Good"				
All Agencies	82%	83%	72%	76%
Youth Service Bureaus	-	-	81%	88%
School Counselors	80%	53%	60	40
Other Youth Counselors	(100)	(100)	43	75
Medical	-	*	(100)	80
Social Service/Welfare	*	*	*	-
Criminal Justice System	-	-	*	43
Social Activity/Recreational	*	(100)	-	-
<u>Trust in Agency Staff</u>				
Percentage of Incidents in Which The Respondents "Totally Trusted" Or "Trusted" the Staff				
All Agencies	76%	80%	61%	88%
Youth Service Bureaus	-	-	73%	90%
School Counselors	80%	67%	67	(60)
Other Youth Counselors	(75)	(100)	71	100
Medical	-	*	*	100
Social Service/Welfare	*	*	*	-
Criminal Justice System	-	-	-	57
Social Activity/Recreational	(50)	(100)	-	-
<u>Willingness of Staff to Help</u>				
Percentage of Incidents in Which The Respondents Considered the Agency Staff "Very Willing" or "Willing" to Help				
All Agencies	83%	88%	85%	91%
Youth Service Bureaus	*	-	89%	98%
School Counselors	80%	80%	82	(60)
Other Youth Counselors	(75)	(100)	86	86
Medical	-	-	(100)	90
Social Service/Welfare	*	*	*	-
Criminal Justice System	-	-	*	71
Social Activity/Recreational	(100)	(100)	-	-

\* Indicates only one instance.  
( ) Indicates from 2-5 instances.

Table F-8 Evaluation of Agencies by  
"Typical" Youth and Youth  
Served by Youth Service  
Bureaus in Two Communities

## Summary

Evaluations of agencies visited by "typical" youth in the communities served by Youth Service Bureaus and those youth served by youth service bureaus suggest the following patterns:

- 1) All youth are very positive about the services they have received from almost all agencies.
- 2) Youth served by criminal justice system agencies indicate a lower level of satisfaction, but still moderately positive.
- 3) Evaluations of "typical" youth are substantially the same as the evaluations of youth served by Youth Service Bureaus, except that the latter are slightly more positive about all of their evaluations of all types of agencies.

## Chapter G

### Referral to Juvenile Court

One major purpose of Youth Service Bureaus is the diversion of youth from the criminal justice system, in the hopes that this will reduce the tendency of youthful offenders to become socialized into a career of adult criminality, by virtue of contacts made while incarcerated and changes in self definition and relations with others in society. It has been suggested that Youth Service Bureaus can provide an alternative for the police when a juvenile is apprehended for a minor act that may call for counseling but not a formal hearing. One indication of the success of a Youth Service Bureau is considered to be the degree to which police referrals to the "formal" criminal justice system are "diverted" to the Youth Service Bureau.

Five of the Youth Service Bureaus, and the communities served, involved in this study are in Hennepin County, the other two are in Ramsey County. Ideally, it would be possible to compare the changes in referrals to the Juvenile Court, over time, for police departments serving all seven communities involved in the study. The large number of police departments that serve the seven "communities" defined for this study, between 15 and 20, suggested that the most efficient procedure would be to analyze the records of the Juvenile courts that serve the two counties. This would allow comparison of two record keeping systems, rather than 15 to 20.

Unfortunately, the procedures followed by the Juvenile Courts in the two counties and the record keeping systems are so different, that such a comparison was not possible with the available resources. Basically, the youth in Hennepin County are referred to units that make a decision on the disposition of the case, one of which may be referral to the Juvenile Court. In contrast, all youth in Ramsey County are required to make a court appearance before any disposition is possible. Furthermore, a computerized record keeping system was initiated in Hennepin County in 1971, and although some changes have been made in the system since that time, it is possible to make gross comparisons, over time, for the areas served by the five Youth Service Bureaus in that county. While this is not the "ideal" solution, it turns out that this provides a great deal of information, perhaps adequate for the purposes of this report.

Following a brief description of the data collection system used by the Hennepin County Juvenile Court Services System, two types of analyses will be presented. First, an estimate of the rate at which juveniles are referred to the criminal justice system and the "work load," in terms of referrals per week, that a successful Youth Service Bureau might expect to divert from the criminal justice system. The second analysis examines the relationship between the rate of referrals to the juvenile court units as related to offenses attributed to juveniles.

### Brief Description of the Hennepin County Juvenile Court Services and Data Collection System<sup>1</sup>

In 1971, a computerized record keeping system was put on an operational basis for the Hennepin County Juvenile Court Services that dealt with juveniles involved in delinquent or illegal activities. The system provides information on referrals to the Juvenile Center, a physical facility suitable for housing juveniles available to referring agencies (i.e. the police) on a continuous basis, and the Intake Unit, where youth are referred if they have committed a new offense or violated the conditions of probation.

Of the juveniles referred to the Intake Unit, the majority (80%) are considered to have committed a new offense and the remainder are considered to have violated the conditions of probation. While the analysis in this chapter will focus on "referrals," which represent the processing of an individual at one point in time, some individuals are involved in more than one referral during the year. For example, in 1973 the Intake Unit handled 7,420 referrals involving 5,417 individuals, an average of 1.4 referrals per individual. On the other hand, 75% of all individuals were involved in one referral and 17% were only involved in two, leaving 8% of all individuals involved in from three to ten referrals in 1973. It is not possible

<sup>1</sup>This section and the data analyzed in this chapter, are based on information and data provided by the courtesy of Mr. Bruce J. Broady, Jr. of the Hennepin County Services Section. Mr. Broady was very helpful and we appreciate his assistance in the preparation of this report.

to determine, from the present data, if an individual involved in a referral in 1973 was also involved in a referral in an earlier year.

Referrals to the Juvenile Center are classified as two types, based on a decision made at the time the juvenile is "delivered" to the Juvenile Center. A youth is admitted to the Juvenile Center if a) he is considered to be a danger to himself or society, b) he cannot be expected to make a court appearance scheduled for the next day, or c) no responsible adult will accept the responsibility for the youth. Approximately 56% of all referrals involve youth that meet these criteria and are admitted to the Juvenile Center. The remaining 44% are released from the Juvenile Center, usually to the care of a responsible adult (83% of referrals released). These are labeled "quick release" referrals in this chapter, although they are labeled as "floats" in the Hennepin County Juvenile Court system records.

A major problem in counting referrals to the Juvenile Court units occurs in the relationship between referrals to the Intake Unit and referrals to the Juvenile Center. Virtually all youth admitted to the Juvenile Center are referred to the Intake Unit, and are counted twice in the record keeping system. On the other hand, some "quick release" referrals are referred to the Intake Unit and some are not, the percentage of such referrals is unknown at this time. Therefore, in the following analyses these referrals will be kept separate or a range of estimates will be produced, referring to the maximum and minimum number of referrals.

The relationship of the data collected by the Hennepin County Juvenile Court and the records of the police departments that refer youth to the Intake Unit and the Juvenile Center is examined for six police departments in Table G-1. For most police departments, the comparison is reasonably close, within the same order of magnitude. Two exceptions are worthy of note. In St. Louis Park, a number of juveniles are referred directly to a county probation officer if the St. Louis Park juvenile officer considers this the most appropriate action. Such referrals may bypass the Intake Unit and not be included in the Juvenile Court data, accounting for the rather large discrepancy for referrals from the St. Louis Park Police. The other major discrepancy is related to the Minneapolis Police, the situation where the number of referrals based on the police data is lower than the number of referrals based on the Juvenile Court data. While the reasons for this discrepancy are unknown, it has been reduced in recent years (the discrepancy is 500 referrals for 1973).

While attempts to provide a better integration between the Juvenile Court data collection system and the records maintained by other agencies in the criminal justice system continue, the present data appears adequate for a very gross analysis, such as the comparisons in the following sections.

#### Referrals by Police Departments Serving Different Communities

This section focuses on the rate at which police in different communities served by Youth Service Bureaus refer youth to the Juvenile Center

	Juvenile Court Data			Police Records		
	1971	1972	1973	1971	1972	1973
<u>Richfield</u>						
Intake-New Offense			72			
Probation Violations			3			
Juvenile Center						
Admitted			45			
Quick Release			11			
Maximum			86			
Referred to Juvenile Court					120	
<u>St. Louis Park</u>						
Intake-New Offense		165				
Probation Violations		12				
Juvenile Center						
Admitted		57				
Quick Release		28				
Maximum		205				
Referred to Juvenile Court				319		
<u>Edina</u>						
Intake-New Offense		142				
Probation Violations		15				
Juvenile Center						
Admitted		38				
Quick Release		14				
Maximum		171				
Referred to Juvenile Court				179		
<u>Hopkins</u>						
Intake-New Offense	76	52				
Probation Violations	3	13				
Juvenile Center						
Admitted	6	18				
Quick Release	-	2				
Maximum	79	67				
Referred to Juvenile Court				92	90	
<u>Minnetonka</u>						
Intake-New Offense	69	49				
Probation Violations	2	8				
Juvenile Center						
Admitted	17	20				
Quick Release	2	13				
Maximum	73	70				
Referred to Juvenile Court				103	145	
<u>Minneapolis</u>						
Intake-New Offense	2416					
Probation Violations	177					
Juvenile Center						
Admitted	1537					
Quick Release	2141					
Maximum	4737					
Referred to Juvenile Court				3557		

Table G-1 Comparison of Hennepin County Juvenile Court Data or Source of Referral with Comparable Data from Six Police Departments

or Intake Unit of the Hennepin County Juvenile Court Services. Data on referrals of police departments serving the suburban communities also served by Youth Service Bureaus have been prepared by approximating the communities served by the appropriate police jurisdictions, with liberal allowances for area served, which tends to increase the number of referrals from the area. The major purpose of this analysis is to estimate the number of youth that might be diverted from the criminal justice system if the police referred youth to the Youth Service Bureau instead of the Hennepin County Juvenile Court units.

All referrals from the police serving these communities, regardless of the community in which the youth resides, are presented in Table G-2 for 1971, 1972, and 1973. It is clear, from this analysis, that the average number of youth referred each week to the Juvenile Center and Intake Unit is not very large for the three suburban areas. If all youth referred to the Juvenile Center and Intake Unit by these suburban police departments were referred to suburban Youth Service Bureaus, they would receive from 2 to 10 referrals per week.

In Table G-2, the residence of the youth involved in the referral are separated into three major categories, City of Minneapolis, suburban "community" served by the Youth Service Bureau, and other suburbs in Hennepin County. This analysis suggests that the average number of youth referred to the juvenile court units by the police serving the three suburban communities that live in those communities is from 1 to 5 per week.

	Juvenile Center		Intake Unit		Yearly Totals		Weekly Average		% of Referrals	
	Quick Release	Admitted	New Offense	Violation of Probation	Mini-mum for Year (1)	Maxi-mum for Year (2)	Mini-mum (1)	Maxi-mum (2)	Mini-mum (1)	Maxi-mum (2)
<u>Referred by Police in Edina-Hopkins-St. Louis Park</u>										
Total Number of Referrals	27	68	397	39	436	463	8.4	8.9		
<u>Juvenile Resides in:</u>										
Minneapolis	4	19	69	6	75	79	1.4	1.5	17%	17%
Edina-Hopkins-St. Louis Park	13	34	225	24	249	262	4.8	5.0	57	57
Other Suburbs	3	12	61	9	70	73	1.3	1.4	16	16
Out of Hennepin County	-	-	26	-	26	26	0.5	0.5	6	6
Out of Minnesota or Unknown	7	3	16	-	16	23	0.3	0.4	4	5
<u>Referred by Police in Excelsior, Long Lake, Minnetonka, Orono, or Wayzata</u>										
Total Number of Referrals	39	35	195	44	239	278	4.6	5.3		
<u>Juvenile Resides in:</u>										
Minneapolis	9	15	9	1	10	19	0.2	0.4	4%	7%
Excelsior, Long Lake, Minnetonka, Orono, or Wayzata	20	15	127	35	162	182	3.1	3.5	68	65
Other Suburbs	5	4	48	8	56	61	1.1	1.2	23	22
Out of Hennepin County	4	1	8	-	8	12	0.2	0.2	3	4
Out of Minnesota or Unknown	1	-	3	-	3	4	0.1	0.1	1	1
<u>Referred by Richfield Police Department</u>										
Total Number of Referrals	11	45	72	3	75	86	1.4	1.6		
<u>Juvenile Resides in:</u>										
Minneapolis	5	11	14	2	16	21	0.3	0.4	21%	24%
Richfield	5	13	43	1	44	49	0.8	0.9	59	57
Other Suburbs	1	10	8	-	8	9	0.1	0.2	11	19
Out of Hennepin County	-	6	3	-	3	3	0.1	0.1	4	3
Out of Minnesota or Unknown	-	5	4	-	4	4	0.1	0.1	5	5
<u>Referred by Minneapolis Police Department</u>										
Total Number of Referrals	2,008	1,821	2,615	1,171	3,786	5,794	72.8	111.4		
<u>Juvenile Resides in:</u>										
Minneapolis	1,638	1,355	2,303	1,100	3,403	5,041	65.4	96.9	90%	87%
Suburb	172	238	123	65	188	360	3.6	6.9	5	6
Out of Hennepin County	177	152	124	6	130	307	2.5	5.9	3	5
Out of Minnesota or Unknown	21	76	65	-	65	86	1.2	1.6	2	1

Notes: (1) Total of referrals to Intake Unit.  
 (2) Total of referrals to Intake Unit plus quick release (float) referrals to Juvenile Center.

Table G-2 Referrals to Juvenile Center and Intake Unit for 1973 by Source of Referral and Residence of Juvenile Involved for Four Communities

The fact that Youth Service Bureaus are designed to serve the youth that reside in the community would suggest that the most appropriate estimate of the expected weekly rate of diversions would be the referrals to the Juvenile Center and Intake Unit of those youth that lived in the community served by the Youth Service Bureau (and the police department). Such an estimate is provided in Table G-3. This analysis, consistent with the interpretation of Table G-2, also suggests that the number of youth residing in the suburban communities that are referred to a Juvenile Court Service is from 3 to 10 per week, but the referrals include those from police departments outside the juvenile's community of residence.

The analysis in Tables G-2 and G-3 includes the City of Minneapolis, but only for comparison. Unfortunately, the Juvenile Court data does not include information on the police precinct that referred the youth, so precise comparisons related to police jurisdiction within Minneapolis are not possible. However, it would appear that a Youth Service Bureau that served one-fifth of Minneapolis might expect a maximum of 10 referrals per week, if all referrals were diverted from the Juvenile Court units to the Youth Service Bureau. This is only slightly greater than the referrals that might be expected at a "typical" suburban Youth Service Bureau, although the population of the "community" may be smaller for the Youth Service Bureau serving one-fifth of Minneapolis.

For a number of reasons, these are liberal estimates, in the sense that they are based on assuming that the maximum number of referrals to Juvenile Court occur, that the maximum number of police jurisdictions are involved, and that ALL youth referred to the juvenile court units are "diverted" to the Youth Service Bureau. Even so, the three suburban Youth Service Bureaus can expect no more than one youth per day, perhaps only one per week, that represents a diversion from the criminal justice system.

	1971	1972	1973	Average/ Year	Average/ Week
<u>Deephaven-Minnetonka-Wayzata Area</u>					
Number of Cases Involving Youth Residing in this Area Referred to:					
Intake-Probation	217	261	357	279	5.4
Juvenile Center					
Admitted	42	84	97	74	1.4
Quick Release	17	46	61	41	0.8
<u>Edina-Hopkins-St. Louis Park</u>					
Number of Cases Involving Youth Residing in this Area Referred to:					
Intake-Probation	344	334	409	362	7.0
Juvenile Center					
Admitted	67	131	125	108	2.1
Quick Release	46	79	56	60	1.2
<u>Richfield</u>					
Number of Cases Involving Youth Residing in this Area Referred to:					
Intake-Probation	178	125	148	150	2.9
Juvenile Center					
Admitted	44	74	66	61	1.2
Quick Release	17	43	22	27	0.5
<u>Northside Minneapolis</u>					
Number of Cases Involving Youth Residing in this Area Referred to:					
Intake-Probation	960	905	1,440	1,102	21.2
Juvenile Center					
Admitted	581	721	-	651	12
Quick Release	494	640	-	608	12
<u>Minneapolis Model City</u>					
Number of Cases Involving Youth Residing in this Area Referred to:					
Intake-Probation	533	622	777	644	12.4
Juvenile Center					
Admitted	339	509	435	428	8.2
Quick Release	274	408	378	353	6.8

Table G-3 Cases Referred to Juvenile Center and Probation-Intake by Residence of Youth Involved for Five Communities

On the other hand, the suburban police may be inclined to increase the number of youth they pick up and refer to the Youth Service Bureau, but the increase is represented by youth that might benefit from counseling but have not become involved in activities that justify referral to the juvenile court.

### Referrals to Juvenile Court and Offenses Attributed to Juveniles

In this section, the tendency for youth residing in different communities to commit acts of victimization will be compared to the tendency for youth from different communities to be referred to Juvenile Court services. The ideal analysis would compare the rate at which the youth commit acts of victimization with the tendency for police to refer youth to juvenile court, but this is not possible with the present data.

The major problem preventing such an analysis is that all referrals from the Minneapolis Police are placed in one category, regardless of the area (or precinct or census tract) where the youth was apprehended. Therefore, it is impossible to determine the tendency of police to refer youth apprehended in different communities within Minneapolis. A practical solution to this problem is to count referrals to the juvenile court on the basis of the residence of the individual involved, on the assumption that youth tend to commit offenses near their own residence. As only about 50% of suburban youth are referred to juvenile court by the police of the community they live in, this is clearly a rough approximation. Hopefully, it may serve for the present purpose.

A second problem is not quite as important, but deserves mention. Because all information on juvenile court referrals related to the residence of the juvenile is provided on the community of residence for juveniles outside of Minneapolis and by census tract for juveniles residing within Minneapolis, several "communities" have been redefined for this analysis. This

involves a reorganization of data from the 1970 census to correspond with the areas defined for analysis of the juvenile court records. The problem is further mitigated by an analysis in terms of "rates," events per 1,000 individuals per year, that allows comparison of "communities" with slightly different boundaries.

The number of youth residing in the five "communities" served by Youth Service Bureaus in Hennepin County referred to the Juvenile Court units is presented in Table G-3 for the years 1971, 1972, and 1973. The average per year for these three years will be used as a measure of the number of youth referred from the area to the Intake Unit and the Juvenile Center.

Table G-4 provides estimates of the rate of offenses attributed to offenders in relation to the number of individuals of the same age residing in the "community." While this provides a rough estimate of the degree to which individuals of each group are responsible for incidents of victimization, there is no way to tell, from this data, if the offenses are caused by a small group of busy offenders or a general tendency for all individuals to engage in victimization. This table is based on a reorganization of data presented in Table B-10, using that data to estimate the number of offenses attributed to offenders of each age group and then dividing that by the number of residents in the same age range. The results are summarized at the bottom of Table G-4.

Estimates of the number of incidents attributed to young residents per 1,000 young residents by all residents (victims) and adult (over 20) residents (victims) are presented at the top of Table G-5 for all seven

	Model City YSB (Mpls.)	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Give-&-Take (St. Louis Park)	Store-front (Richfield)	White Bear Lake YSB	Relate, Inc. (Wayzata)
<b>Number of Residents by Age</b>							
0-9	8,143	15,144	12,995	19,028	8,348	12,609	12,531
10-15	3,939	9,116	7,685	13,478	4,819	8,160	9,312
16-20	5,453	4,012	6,694	6,652	4,758	4,427	4,947
Over 20	37,356	51,461	42,264	77,308	29,317	25,498	32,507
10-14	3,299	7,543	6,480	11,232	4,729	6,887	7,828
15-20	6,093	5,585	7,880	8,898	5,748	5,700	6,431
Total 10-20	(a) 9,392	13,128	14,379	20,130	10,477	12,587	14,259
<b>Incidents Attributed to Offenders 10-14 Years (Incidents/Year/1,000)</b>							
Victims 10-15	1,870	880	910	840	440	1,200	1,300
16-20	630	30	50	-	-	30	80
Over 20	270	60	120	40	20	-	60
<b>Incidents/Year</b>							
Victims 10-15	7,400	8,000	7,000	11,300	2,100	9,800	12,100
16-20	3,400	100	300	-	-	100	200
Over 20	10,100	3,100	5,100	3,100	600	-	1,900
Total/Year	(b) 20,900	11,200	12,400	14,400	2,700	9,900	14,200
<b>Incidents/Year/1,000 Residents 10-14</b>							
	(c) 6,300	1,500	1,900	1,300	600	1,400	1,800
<b>Incidents Attributed to Offenders 15-20 Years (Incidents/Year/1,000)</b>							
Victims 10-15	1,730	270	190	270	230	320	310
16-20	1,400	540	650	600	480	510	660
Over 20	360	140	80	70	60	100	60
<b>Incidents/Year</b>							
Victims 10-15	6,800	2,500	1,500	3,600	1,100	2,600	2,900
16-20	7,600	2,200	4,400	4,000	2,300	2,300	3,300
Over 20	13,400	7,200	3,400	5,400	1,800	2,500	2,000
Total/Year	(d) 27,800	11,900	9,300	13,000	5,200	7,400	8,200
<b>Incidents/Year/1,000 Residents 16-20</b>							
	4,600	2,100	1,200	1,500	900	1,300	1,300
<b>Incidents Attributed to Offenders Over 20 (Incidents/Year/1,000)</b>							
Victims 10-15	340	150	190	320	100	40	80
16-20	1,550	530	400	500	320	520	160
Over 20	1,120	580	410	280	320	200	400
<b>Incidents/Year</b>							
Victims 10-15	1,300	1,400	1,500	4,300	500	300	700
16-20	8,400	2,100	2,700	3,300	1,500	2,300	800
Over 20	41,800	29,800	17,300	21,600	9,400	5,100	13,000
Total/Year	51,500	33,300	21,500	29,200	11,400	7,700	14,500
<b>Incidents/Year/1,000 Residents Over 20</b>							
	1,400	600	500	400	400	300	400
<b>Summary</b>							
<b>Incidents/Year Attributed to Offenders/1,000 Residents of Same Age</b>							
10-14	6,300	1,500	1,900	1,300	600	1,400	1,800
15-20	4,600	2,100	1,200	1,500	900	1,300	1,300
Over 20	1,400	600	500	400	400	300	400
10-20	(e) 5,200	1,800	1,500	1,400	800	1,400	1,600

Table G-4 Estimate of Annual Rate of Incidents Attributed to Residents in Community By Age of Resident

	Model City YSB (Mpls.)	North-side YSB (Mpls.)	Dayton's Bluff (St. Paul)	Give-&-Take (St. Louis Park)	Store-front (Richfield)	White Bear Lake YSB	Relate, Inc. (Wayzata)
<b>Offense Rates</b>							
<b>Incidents of Victimization Per Year Attributed to Offenders per 1,000 Residents</b>							
Offenders: 10-14	6,300	1,500	1,900	1,300	600	1,400	1,800
15-20	4,600	2,100	1,200	1,500	900	1,300	1,300
10-20	5,200	1,800	1,500	1,400	800	1,400	1,600
<b>Incidents of Victimization Per Year Attributed to Offenders 10-20 by Residents Over 20 Years</b>							
	630	200	200	110	80	100	120
<b>Referrals to Juvenile Justice System by Residence of Youth</b>							
Total Population Number 10-18	54,891	75,643	12,429	48,883	47,242	8,284	8,589
<b>Average Yearly Number of Cases Referred (1971, 1972, 1973) to:</b>							
Probation	644	1,101		167	150		279
Juvenile Center Admitted	353	651		60	61		74
Quick Release	428	608		33	27		41
<b>Number of Cases per Year per 1,000 Residents 10-18</b>							
Probation	105	89		20	17		23
Juvenile Center Admitted	57	52		7	7		6
Quick Release	70	49		4	3		3

Table G-5 Estimated Rate of Offenses Attributed To Young Offenders and Referrals to Juvenile Court: By Community Served by Youth Service Bureau

communities involved in the study. For comparison, the number of youth referred to the Intake Unit and the Juvenile Center per 1,000 residents between 10 and 18 for the five communities are presented below this information. This provides a comparison of an estimate of the rate of victimization attributed to youth by all residents and adults with an estimate of the tendency of police to refer youth to the Juvenile Court units.

This information from Table G-5 is presented in graphic form in Figure G-1. This presentation makes two types of comparisons possible, one based on the estimated rate of offenses attributed to youth, the other based on whether or not the community of residence is served by the Minneapolis police department (black dots) or a suburban police department (white circles). It is clear that the major factor that affects the referrals of youth to the Intake Unit and the Juvenile Center is not the offenses attributed to youth, but the police department that serves the area where the youth resides. The rate of referrals by the Minneapolis police department is the same for two areas, regardless of major differences in rate of offenses attributed to juveniles, and more than four times higher than the rate of referral from suburban police departments.

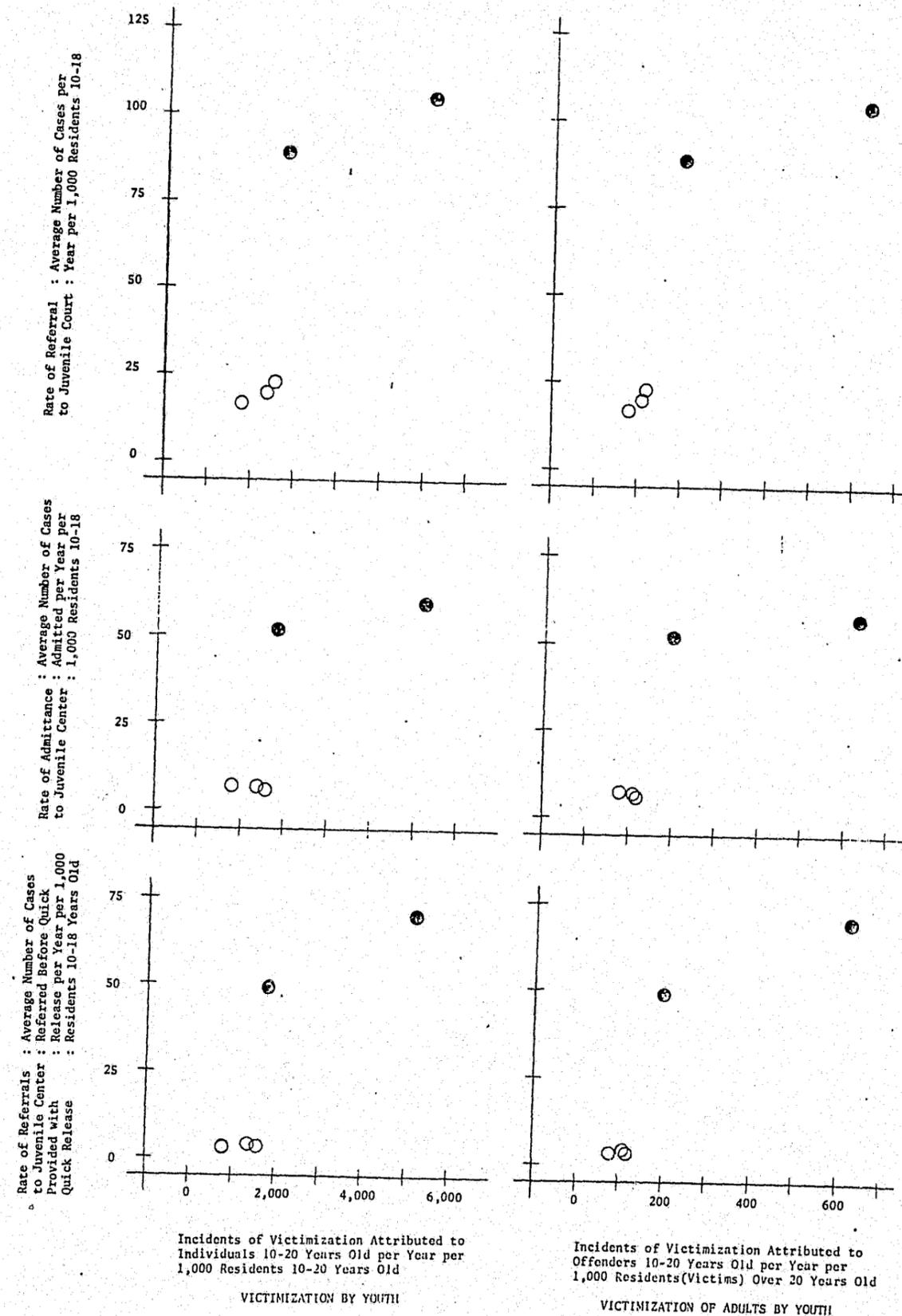


Figure G-1 Rate of Referral to Juvenile Court and Juvenile Center by Residence of Youth Associated with Measures of Victimization

## Summary

An analysis of the data collected by the Hennepin County Juvenile Court was used to examine the number of youth referred to Juvenile Court by police departments serving various communities in Hennepin County and to estimate the degree to which there were differences among police departments in the tendency to refer youth to Juvenile Court.

Two important conclusions can be made from this analysis, despite the lack of precision of some of the estimates. First, it is clear that the number of youth that a suburban Youth Service Bureau can expect to divert from the Juvenile Court system, in the sense that they provide an alternative for the police, is likely to be between one per day and one per week -- not a large number of individuals. Second, it is clear that substantial differences occur in the tendency of youth living in different areas to be referred to juvenile court, this variation seems to be accounted for by differences in police department practices, rather than in variations in the tendency of youth in different areas to commit acts of victimization.

It seems clear that the potential for affecting diversions from the criminal justice system in suburban communities is relatively low, perhaps because the police in these areas tend to handle many cases informally and those referred to Juvenile Court are of such a nature that referral to an informal agency would be inappropriate under any circumstances. In the central city communities, the tendency to refer youth to Juvenile court is considerably greater, from 4 to 10 times greater, producing a substantial

volume of referrals that may be appropriate for an informal agency. Hence, a Youth Service Bureau located in the central city area that had a cooperative relationship with the police would have a much greater potential for diverting youth from the criminal justice system.

## Chapter H

### Summary and Recommendations

This chapter will present a review of the major patterns resulting from the data analysis covered in previous chapters, summarize the effects of the Youth Service Bureaus on the communities they serve, discuss the performance of the Youth Service Bureaus in relation to the expectations held for Youth Service Bureaus, and present recommendations regarding future attempts to modify the criminal justice system and prevent crime using informal agencies oriented toward youth.

This chapter does not present an enthusiastic endorsement of Youth Service Bureaus; at best, their potential for positive impact appears limited to special conditions. However, none of the statements or conclusions in this chapter should be considered a reflection on the individuals (coordinators, counselors, or volunteers) that have staffed the Youth Service Bureaus involved in this study. They have been a hardworking, dedicated group with a sincere desire to improve the human condition. None of the problems related to the lack of effectiveness of Youth Service Bureaus is related to unmotivated, incompetent, or disinterested Youth Service Bureau personnel. The major issues are related to the community context in which they operate and their relationship to other agencies in the criminal justice system.

## Summary of Major Patterns in Data Collected for Project

## 1) Characteristics of Communities Served by Youth Service Bureaus

- \* Two of the communities served by Youth Service Bureaus were defined in terms of political boundaries; five "communities" were defined in terms of a circle that encompassed youth that could be considered potential clients.
- \* Analysis of the descriptions of these seven communities based on the data available from the 1970 census suggested that one was representative of inner city areas, two were representative of central city communities, two were representative of first-ring suburban communities, and two were representative of second-ring suburban communities.
- \* Some important patterns related to victimization and offenses attributed to juveniles resulted from surveys conducted in these seven communities:
  - a) Approximately 25% of adult victimization is attributed to juvenile offenders in all communities; approximately 80% of juvenile victimization is attributed to juvenile offenders.
  - b) Most offenders are the same age and ethnic identification as the victims; 80% of all incidents are attributed to male offenders.
  - c) Rates of adult victimization are substantially higher in the inner city area (2,000 Part I and II incidents per year per 1,000 adults) than in the other two central city areas (1,000 Part I and II incidents per year per 1,000 adults) or the four suburban communities (500 Part I and II incidents per year per 1,000 adults).
  - d) Three factors seem to be associated with the extremely high rates of adult victimization in the inner city area:
    - 1) High population density; 10,000 residents per square mile or 125 per city block.
    - 2) High density of transitory residents; 50 residents per city block had lived in their residence less than 18 months.
    - 3) High density of unemployed adults (3 per city block) and older, idle juveniles (1.5 per city block).

- e) Rates of victimization reported by young juveniles (10-15) are comparable for six communities and four times higher (5,000 Part I and II incidents per year per 1,000 young juveniles) for those residing in the inner city area. Rates of victimization attributed to older juveniles (15-20) by younger juveniles (10-15) are seven times higher in the inner city area compared to the other six communities.
- f) Rates of victimization reported by older juveniles (16-20) are comparable for six communities and four times higher (4,000 Part I and II incidents per year per 1,000 older juveniles) for those residing in the inner city area. Rates of victimization attributed to older juveniles (15-20) by older juveniles (16-20) are four times higher in the inner city than in the other six communities.
- g) The probability that a young resident of the inner city area .. has committed an act of victimization on a given day was estimated to be 10 times higher than for a young resident of a suburban community.

## 2) Characteristics of Potential Clients

- \* Based on surveys of six communities served by Youth Service Bureaus, excluding the inner city community, no differences were found among the lives and activities of youth on a wide variety of measures:
  - a) The degree to which youth are influenced by teachers, friends, and parents (parents are clearly most influential).
  - b) The degree to which youth prefer association with friends or family (friends are preferred).
  - c) The degree to which parents establish rules (not infrequent) and the extent to which these rules are obeyed (most are obeyed).
  - d) The use of stimulants (cigarettes, alcohol, marijuana, and other drugs); increases with age, no difference with sex.
  - e) Sources of help sought in response to problems.
  - f) Nature of problems experienced by youth are comparable, those nearer the central city report more medically related or drug-alcohol problems.

- g) No major differences in measures of self-concept or alienation were found among communities (heavily influenced by age or sex).

\* Differences between communities were found on several important aspects of the lives of youth:

- a) Youth living nearer the center of the urban area reported a slightly higher tendency to experience problems, an average of one every 18 months, compared to an average of one every 24-30 months for youth in three suburban communities.
- b) Youth living in communities with a large number of agencies report a substantially greater tendency to visit agencies in response to problems experienced.
- c) Major differences in experiences with problems were related to the age of the juvenile, older juveniles report 3-4 times as many problems as younger juveniles (under 15). Older juveniles tend to live near the center of the urban area, rather than in the suburbs.

### 3) Characteristics of Youth Service Bureau Clients

\* Based on "cases" (not individuals) served by Youth Service Bureaus, the individuals associated with the cases can be described as follows:

- a) The individuals associated with the majority of the cases (80%) are single youth pursuing a high school education.
- b) The problems emphasized are related to employment (28% of all cases), general personal problems (23%), family problems (17%), medical problems (14%), law violations (6%), drug/alcohol problems (5%), school related (3%), legal or financially related (3%), or sex related (2%).
- c) More than one problem is mentioned in only 15% of the cases.
- 1) When the first problem mentioned involves a law violation, a non-law violation problem is mentioned in 12% of the cases.
  - 2) When the first problem mentioned is not a law violation, a law violation is mentioned as a second problem in less than 1% of the cases.

- d) Those returning to Youth Service Bureaus for second or later visits emphasize family and personal problems more than employment, emphasized by those visiting Youth Service Bureaus for the first time.

### 4) Comparison of Youth Service Bureau Clients to "Typical" Youth

\* Based on interviews conducted with youth served by Youth Service Bureaus and information from the client description forms, clients were compared with "typical" youth (interviewed in the community surveys) with the following results:

- a) The ages of those served by Youth Service Bureaus correspond to the ages at which "typical" youth report an increasing occurrence of problems.
- b) The nature and composition of the problems represented by Youth Service Bureau cases is almost identical to the problems reported by "typical" youth.
- c) When youth that had visited the Youth Service Bureaus in two suburban communities were compared to "typical" youth in those communities, no systematic or significant differences were found between these two groups of young people on the nature of problems experienced, evaluation of local government and community agencies, actions taken in response to problems, measures of "life-style" and selected attitudes (self-esteem and alienation). Youth that had visited Youth Service Bureaus reported a slightly higher number of visits to agencies.

\* On the basis of this analysis, it seems reasonable to conclude that the Youth Service Bureaus involved in this study -- particularly those serving suburban communities -- provide general counseling services to the youth of the community, attracting a representative cross section of young residents.

### 5) Operational Characteristics of Youth Service Bureaus

\* When all cases handled by all Youth Service Bureaus are analyzed, the following patterns describe their operations:

- a) Source of referral for 50% of all cases is the initiative of the individual with the problem, the advice of friends or relatives for 19% of all cases, and referrals from other agencies for 26% (of which 11% are criminal justice system agencies). Initial contact for 63% of all cases is in person and 30% by phone.

- b) While 90% of cases referred by criminal justice system agencies involve a person under 18 years old, only 65% of cases referred by all other sources involve individuals under 18.
- c) Fifty percent of cases referred from criminal justice system agencies involve a law violation as the first problem mentioned; 72% of cases where a law violation is the first problem mentioned are referred by criminal justice system agencies.
- d) Individual counseling is the first type of assistance provided for 44% of all cases; job counseling for 18%; group counseling for 9%, coordination of existing services for 13% and referral to other agencies for 14%. Crisis intervention is required for less than 1% of all cases handled. A second type of assistance is mentioned in only 16% of all cases; it is usually similar to the first type of assistance.
- e) Individual counseling is the most frequent form of assistance provided for the majority of problems, the two major exceptions are job related problems (associated with job counseling in 97% of such cases) and medical problems (referrals to other agencies are provided for 50% of such cases).

\* Based on the data from the client description forms and structured interviews with the directors of the Youth Service Bureaus, they can be placed in four categories:

- 1) Suburban community -- Type I. (White Bear Lake Youth Resources Bureau and The Storefront in Richfield). These agencies assist from 12 to 26 cases per week; 2-3 per week are referred by the police. A substantial percentage (53-72%) of cases are associated with employment problems; job counseling and individual counseling are emphasized. Agencies are organized to provide services on evenings and weekends and most of the services are provided by paid staff, rather than volunteers. Directors stress diversion from the criminal justice system as a primary goal and report excellent relations with the police as well as substantial support from the community at large.
- 2) Suburban Community -- Type II. (Give-and-Take and Relate, Inc.) These agencies assist from 7-12 cases per week; approximately one case per week is referred by a criminal

- justice system agency. Most of the cases involve family (25-42%) or personal (27-43%) problems; very few (1%) involve employment problems. There is an emphasis on individual counseling to assist the youth, with some group counseling for specific types of problems (i.e. drugs). Agencies are organized to provide services on evenings and weekends and one (Give-and-Take) makes substantial use of volunteers. (Relate, Inc. has a larger paid staff.) Coordinators of both agencies stress treatment of problems of youth as a primary goal, report that support from the community is strong, and that relations with criminal justice system agencies are "cooperative" but "cautious."
- 3) Central City (Northside Minneapolis and Minneapolis Model City Youth Service Bureaus). These agencies assist from 2 to 3 cases per week; approximately one per week is referred by a criminal justice system agency. The cases treated by these agencies represent a wide range of problems which are treated by individual counseling and referral to other agencies. "Directors" of both agencies stress "coordination of services" as a primary goal; both are open during regular working hours (8-5) from Monday through Friday. Neither agency makes significant use of volunteers. Directors of both agencies consider the "identity" of their agency as "undefined" in the communities they serve, describe their relations with other agencies as satisfactory; their relations with the criminal justice system agencies as "cautious" or "bad."
  - 4) Dayton's Bluff "Group" (Multi-Service Center, Face-to-Face Crisis Intervention Center, and Urban Youth Referral). These present a unique combination of the features of the previous types of Youth Service Bureaus. As a group they assist approximately 20 cases per week; one per week is referred by the police. A wide range of problems is brought to these agencies; but the focus of the Crisis Intervention Center on medical problems is reflected in an unusually high proportion (46%) of cases involving such problems; clinical assistance and individual counseling are stressed by these agencies. Provision of services to youth is stressed as a primary goal; these agencies provide services during evenings and on weekends and volunteers are heavily used for some types of assistance. Directors consider the "image" of these agencies as improving, relations with other agencies, schools, and criminal justice agencies is mixed, from "cautious" to "very good," depending upon the specific agency.

## 6) Evaluation of Youth Service Bureaus by Youth Served

\* Youth evaluate agencies they had visited for assistance as follows:

- a) All agencies except criminal justice system agencies, were rated highly, with 80% of the visits to agencies associated with a positive evaluation of the assistance provided, qualifications of the staff, trust in the staff, and willingness of staff to help; for most agencies, 80% of the youth mentioned a willingness to return for more assistance.
- b) Agencies of the criminal justice system, primarily police departments, were not rated as highly, receiving a moderately positive evaluation from youth they had served (some involving law violations).
- c) Youth Service Bureaus were evaluated as equivalent to other agencies, particularly agencies emphasizing the counseling of youth.
- d) There was no significant difference between the evaluations of "typical" youth and those that had been served by a Youth Service Bureau.

## 7) Referrals to Juvenile Court

\* Data from the Hennepin County Juvenile Court on referrals of juveniles to the Intake Unit and Juvenile Center from five communities served by Youth Service Bureaus suggested the following:

- a) The rate of referrals to juvenile court from suburban communities served by Youth Service Bureaus was from one per day to one per week.
- b) The referral of youth to juvenile court was related to the police jurisdiction, four to ten times more frequent for young residents of Minneapolis compared to young residents of suburbs, and not to the estimated rate at which juveniles were responsible for offenses.

## Performance of Youth Service Bureaus

The basic purpose of this study is to determine the degree to which Youth Service Bureaus have been "effective" with regards to a number of

goals. Each goal will be discussed in relation to the two types of Youth Service Bureaus involved in the project, the four serving suburban communities and the three serving central city areas. The relative impact on each "goal" will be discussed, incorporating measures of impact with comments on the potential for achieving the goal.

Diversion of Youth from the Criminal Justice System. It would appear that the effect of Youth Service Bureaus on the flow of juveniles into the criminal justice system in the Twin Cities Region has been negligible, but the reasons for the lack of impact are important to consider.

The suburban Youth Service Bureaus in Hennepin County -- Relate in the Deephaven-Minnetonka-Wayzata area, Give-and-Take in St. Louis Park, and The Storefront in Richfield -- have had little impact because the number of youth referred to the juvenile court by the police has been relatively low, from one to five per week from each "community." It is conceivable that the policy of the suburban police to "reprimand and release" the majority of juveniles they contact provides the informal handling that Youth Service Bureaus were expected to provide; the "ideal" form of processing preceeded the suburban Youth Service Bureaus.

The two Youth Service Bureaus in Minneapolis, the Northside Youth Service Bureau and the Model City Youth Service Bureau, were located in communities where substantial numbers of youth appear to have been referred to the Juvenile Court -- but the Youth Service Bureau was poorly integrated into the criminal justice system, receiving no referrals from either the Juvenile Court or the police. Apparently, policies determined at the city

or county level prevented systematic referral of youth to these two Youth Service Bureaus. An additional problem may be the operating hours of the Youth Service Bureaus, which tend to be open in the afternoons and evenings, closed at night and on weekends. In contrast, the Juvenile Center operates continuously, providing a referral source for receiving youth at any time on any day, facilitating systematic referrals from the police.

The situation with regards to the Youth Service Bureau serving White Bear Lake is somewhat different, partly because of the differences in the way the Juvenile Court operates in Ramsey County. In this County, all youth are brought to the court before any decision is made with regards to disposition, and one form of disposition is supervision by "court counselors." These are volunteer lay individuals that have received some training and are responsible to the juvenile court judge. The practice of referring youth to the "court counselors" was initiated at least 10 years ago and was well established in the community before the Youth Service Bureau was established. Once the Youth Service Bureau was established in White Bear Lake, with substantial support from the police department, the "court counselors" were attached to the Youth Service Bureau for administrative purposes, combining a "pre-juvenile court" diversion and "post-juvenile court" supervision activities within the same agency. This combination of activities and the failure to gain the cooperation of the Ramsey County Juvenile Court in collecting information on the court counselors makes it almost impossible to estimate the effect of the White Bear Lake Youth Service Bureau on diversion of youth from the criminal justice system.

It seems reasonable to assume that in this community, a policy of handling juvenile offenders informally preceeded the Youth Service Bureau and the establishment of the Youth Service Bureau provided an agency to facilitate these policies. This Youth Service Bureau is now fully supported by the local government.

The diversions that can be attributed to the three agencies that compose the Dayton's Bluff "group" are also difficult to estimate. This "group" was incorporated into the research project about a year after the project was under way and is now being integrated into a new city-wide system of agencies in St. Paul. While they appear to have received some referrals from the police, it has been approximately one referral per week or 4% of all cases served by the group. In view of the analysis of juvenile court data in Hennepin County, it seems unlikely that this group of agencies had a substantial effect on the flow of youth to the Ramsey County Juvenile Court.

In summary, diversion of juveniles from the criminal justice system was not substantially affected in the four suburban communities for two reasons. First, the number of juveniles to divert was very small, on the order of one or two per week. Second, the tendency of police in these communities was, and is, to handle most juvenile problems on an informal basis, referring only "significant" cases to juvenile court. Unless the tendency for youth from these communities to become adult offenders is substantially higher than for youth residing in central city areas, there seems little reason to emphasize additional attempts to divert these youth from the criminal justice system.

The Youth Service Bureaus serving central city communities are in a location where the potential for diverting youth from the Criminal Justice System is substantial, but for the examples involved in this study, this potential was not realized, primarily because these agencies were not well integrated into the Criminal Justice System.

Provision of Services to Youth with Problems. There is little question that at least five of the Youth Service Bureaus, excluding Northside Minneapolis and Minneapolis Model City Youth Service Bureaus, have been very popular as a source of services to residents of the communities they serve. Two sources of data support this conclusion, 1) the high rate of cases handled by these bureaus and 2) the positive evaluation of the assistance provided by those served by Youth Service Bureaus. The low rates of referrals served by the two exceptions seem to reflect organizational problems, agency orientation (the Minneapolis Model City Youth Service Bureau did not emphasize the provision of direct services), and competition from other youth counseling agencies in the same communities.

The major issue is not in determining if these direct services were well received and valued in the community, but to determine if the provision of such services had any effect on crime or delinquency created by juveniles or diversion of youth from the Criminal Justice System. There seems to be reason to question the impact of direct counseling services on both problems.

Perhaps the most significant data related to this problem is the interrelation of non-law violation problems with law violation problems,

estimated by the degree to which cases handled by Youth Service Bureaus involved both types of problems. While 12% of the cases with law violations mentioned as the first problem mentioned a non-law violation as a second problem, only 1% of cases where the first problem mentioned was not a law violation mentioned law violation as a second problem. This suggests that while some (one of eight) cases involving a law violation reflected a need for solution of some other type of problem, only one in one hundred of the "ordinary" cases involved a law violation as a secondary problem. In short, for every 100 individuals counseled for a non-law violation problem, only 1 had a law violation problem. Even if this estimate is off by a factor of 10, this does not seem to be a very efficient way to locate youth involved in law violations.

This lack of relationship between non-law violation and law violation problems suggests that providing a broad range of services for youth is unlikely to have a major effect on the rates of victimization attributed to juveniles. Further, the level of victimization attributed to youth in suburban communities is relatively constant for all communities -- as well as a relatively frequent occurrence. This suggests that it will be difficult for a counseling oriented agency, helping youth with a broad range of problems that are not necessarily related to crime and delinquency, to have a significant effect on such a wide-spread, pervasive phenomena -- juvenile crime and delinquency.

Reduction of Juvenile Related Crime and Delinquency. While the available data does not allow a measure of changes in juvenile related crime

and delinquency, since the "after" surveys were never conducted, several comments can be made in relation to this goal. The relatively constant level of juvenile related crime and delinquency across six of the communities included in the study suggests that this is a general phenomena, difficult to affect in any major way. This is reinforced by the lack of relationship between the counseling activities and problems related to law violations. Perhaps more important, juvenile offenses are largely directed toward juvenile victims, as only 25% of adult incidents of victimization are attributed to juveniles. This suggests that the "adult crime problem" will not be substantially affected by reducing juvenile-caused offenses.

In the one community, Minneapolis Model City, where the level of victimization attributed to juvenile offenders was substantially higher than in the other communities involved in the survey, the magnitude of the problem was such as to suggest that an agency with half a dozen counselors will have little effect on the problem.

In summary, while no evidence on the change in the levels of juvenile related crime and delinquency are available, the potential for having an effect on this problem seems limited, either because of its widespread nature and magnitude in relation to Youth Service Bureau resources or because of the lack of relation of Youth Service Bureau activities to problems of juvenile caused crime and delinquency.

Coordination of Existing Services. The best evidence to indicate that such "coordination" was occurring is the source and disposition of cases handled by Youth Service Bureaus. As 14% of all cases were referred from other agencies and 14% of all cases were referred to other agencies, some

"coordination" was occurring between Youth Service Bureaus and other agencies -- but it is clear that this was not a major part of the emphasis of the Youth Service Bureaus.

For the four Youth Service Bureaus serving suburban communities, the lack of other agencies in the community makes this "goal" meaningless. Most of these Youth Service Bureaus have attempted to provide services for a wide range of problems, except those related to medical problems which were usually referred to an appropriate specialized agency.

One agency, Minneapolis Model City Youth Service Bureau, attempted to emphasize the "coordination" of other agencies in the community, but dissolved before any real progress had been made. However, the overwhelming nature of this problem in that community, served by dozens and dozens of agencies sponsored by different sources and designed for a multitude of purposes, seems insurmountable, at least for a new agency with few resources and little political influence.

#### Summary of Effects of Youth Service Bureaus on Communities Served

- \* Most Youth Service Bureaus have been effective in providing counseling to youth with a wide range of problems, but only a small proportion of these problems involved law violations or were related to law violations.
- \* Diversion of juveniles from the criminal justice system has been negligible; police in suburban communities have had few youth to divert and the central city police, particularly in Minneapolis, did not refer juveniles to the Youth Service Bureaus.

- \* While no direct data on the effect of Youth Service Bureaus on juvenile related crime and delinquency are available, estimates of the magnitude of this problem and the potential impact of Youth Service Bureaus suggest that the effects are probably insignificant.
- \* Coordination of existing agencies has been an unrealistic goal in suburban areas, where few agencies exist, and unsuccessful in urban communities where Youth Service Bureaus have been one agency among many. However, there has been an exchange of referrals between Youth Service Bureaus and other agencies.

Comment on the Performance of Youth Service Bureaus in  
Relation to the Expectations

The expectations regarding the performance of Youth Service Bureaus were formed by the commission that developed the original recommendations regarding their establishment, The Challenge of Crime in a Free Society. The commission that developed this report examined the current state of affairs and inferred that most youth were "lost" in the present society -- they had few personal contacts, much crime prevailed in their communities (involving juveniles and adults), those youth with problems did not know where to seek help, the juvenile court used formal methods for dealing with delinquent juveniles, and the police (out of habit, due to established procedures, or from lack of alternatives) routinely referred juveniles to the juvenile court, where they were frequently incarcerated with adult felons.

On the basis of this conception, the Commission felt that many juveniles were being turned into adult criminals by their contact with the criminal justice system.

The Commission suggested that the establishment of a new type of agency (designed to coordinate available services for youth, provide an alternative source of referral for the police, provide an informal treatment center for the juvenile court, and develop programs relevant to the needs of local youth) would provide a relatively low-cost solution to the problems and procedures that were helping to create adult offenders out of "typical" juveniles. In short, the Commission hoped that Youth Service Bureaus would help change central city areas into the kind of community that most Twin City suburbs have always been. Small wonder that it has been difficult to determine the impact of Youth Service Bureaus on communities that were, relatively speaking, "ideal."

An additional problem, not explicitly confronted by the Commission, was their apparent desire to solve a complex and massive problem with a relatively inexpensive solution, a new agency with modest resources. The magnitude of victimization occurring to and attributed to juveniles in Minneapolis Model City (a community similar to the "stereotype" the commission wanted to change) makes it clear that the problem is beyond the capacity of several youth counselors, with or without the cooperation of the police.

It seems reasonable to conclude, at this time, that the effectiveness of Youth Service Bureaus in the Twin Cities Region has not been demonstrated

for two reasons. First, many Youth Service Bureaus have been placed in communities with little room for improvement, the levels of referrals to the criminal justice system and juvenile related crime and delinquency were already low. Second, several Youth Service Bureaus have been placed in neighborhoods with significant problems but provided with inadequate resources and poorly integrated into the existing criminal justice system.

This analysis would suggest a more careful match between the expectations for Youth Service Bureaus, the context in which they are expected to operate, and the resources provided to meet these expectations.

#### Recommendations Regarding Future Support of Youth Service Bureaus by the Governor's Crime Commission

Programs supported by the State of Minnesota Governor's Crime Commission would appear to fall into two categories. First, experimental projects or procedures that may prove effective in dealing with the crime problem. Second, attempts to encourage the adoption of projects or procedures with proven effectiveness in coping with crime problems. Recommendations regarding Youth Service Bureaus can be classified into these two categories.

In terms of gaining additional information about the effectiveness of Youth Service Bureaus in suburban communities, it would seem that little is to be gained by continued "experimentation." For the suburban areas of the Twin Cities Region, the low level of crime and the low number of juveniles

that are referred to juvenile court, or eventually incarcerated, would suggest that most young offenders from these communities are already handled in an informal, personal fashion -- separated from the processes that may create a career criminal.

On the other hand, the evidence that these informal agencies provide a needed service to the communities in which they operate is relatively strong, none of them have much trouble attracting youth and several have attracted significant numbers of adults. There seems little doubt that suburban counseling agencies may provide valued services to the community, but there is some question as to how much these services will have an effect on crime related problems. A typical suburban Youth Service Bureau can be expected to process 20-50 cases per week, with less than 10% referred from the police. It is suggested that such agencies should receive the majority of their financial support from the community and that funds related to crime problems should reflect their modest effects on such problems, providing a modest proportion of their financial support. At least two of the suburban Youth Service Bureaus, White Bear Lake Youth Service Bureau and Relate, Inc., are now supported entirely by local funds, reflecting acceptance by the communities they serve as a source of needed services that benefits the entire community.

Similarly, there seems to be little to be gained by sponsoring additional Youth Service Bureaus in central city areas where they are asked to "do everything" in competition with other youth counseling agencies and

without the support of other criminal justice system agencies. While it is clear that there is a significant problem to be overcome in the central city area, perhaps an informal counseling agency with a modest budget can prove effective if it is properly supported and provided with a "reasonable objective."

For Youth Service Bureaus in central city areas the best solution may be to de-emphasize general counseling services (provided by many agencies in the same communities) and emphasize the specialized function of diversion from the criminal justice system. Such a "Youth Diversion Bureau" should receive support only if a) it is assured of integration into the criminal justice system (i.e. cooperation by the police and the juvenile court is established before funding and from the highest organizational levels) and b) it is organized to focus on receiving referrals from the police and juvenile court.

The analysis of the relationship between the characteristics of communities and the rates of victimization (Chapter B) and referral of youth to juvenile court (Chapter G) would suggest that placement of such "Youth Diversion Bureaus" would be most effective in a high crime community, where there is a substantial problem to "correct." Such communities appear to have the following characteristics; a high density (10,000 residents per square mile or 125 per city block), a high proportion (40%) of transient residents, and a high density of idle, older youth and unemployed adults. Any "prevention" program would seem to have a maximum opportunity for

effectiveness in a community with such characteristics, since that is where the highest rates of crime occur.

Placement of a "Youth Diversion Bureau" in such a community -- designed to serve the police and the juvenile court -- continuous operation, emphasis on clients referred from criminal justice agencies, relationship with other agencies to provide special services, perhaps some living quarters for temporary housing of youth, could have a substantial impact on the rate of referral to the "official" agencies within the criminal justice system. In a sense, such an agency becomes a neighborhood juvenile center, designed to provide assistance on a neighborhood level with an informality that may "ease" the youth to a "crime-free" solution to his/her problem.

Evaluation of such an agency should be carefully designed before it is established. If the focus of such an agency was the diversion of youth from the criminal justice system, to reduce the tendency for them to become "habitual" offenders, then the cooperation of the police and the juvenile court should be sought to assist in the evaluation. Once a set of criteria to describe the youth to be referred to the "Youth Diversion Bureau" is established, the police should be instructed to select youth that meet the criteria and after determining that a particular youth was suitable for referral, such youth should be randomly assigned to two conditions; 1) referral to the "Youth Diversion Bureau" or 2) processed as the police would normally handle such youth. This would also reduce the tendency of the police to pick up youth for the purpose of referral to the "new" agency.

If such a selection procedure were adhered to for 6-12 months, or until several hundred youth were placed in each group, then a follow-up on the lives of these youth could be conducted several years later to determine the impact of the two procedures, referral to a "Youth Diversion Bureau" could be compared to the alternatives selected by the police. While an evaluation of such a project may include other data collection activities; without a procedure similar to the one described above, there will be little opportunity to determine the effectiveness of a "Youth Diversion Bureau" on its intended purpose, reduction of the tendency of juvenile delinquents to become habitual offenders. Such a project should not be supported if a proper evaluation, conducted by individuals independent of the project, is not possible.

In summary, the following points can be made about future Youth Service Bureaus:

- a) Little will be gained by establishing more suburban Youth Service Bureaus, since there is not much of a crime or "referral to juvenile court" problem for them to affect.
- b) The modest resources devoted to Youth Service Bureaus seem to have little chance of affecting the massive rates of crime or victimization attributed to juveniles in urban areas.
- c) As an agency to provide informal assistance to youth that may be diverted from the criminal justice system in high crime inner city areas, the small investment in Youth Service Bureaus may have some payoff for some youth, but it will be necessary to focus the agency

on that one problem, ignoring direct services to large masses of youth and attempts to coordinate existing services.

As a side benefit, it may be possible to provide a genuine evaluation of the effects of a "Youth Diversion Bureau" on the lives of the youth they divert from the criminal justice system, compared to the effects of being in the criminal justice system. Such a research project, designed in advance and with substantial influence over the procedures used to refer youth to the new agency, could provide solid evidence related to the impact of the agency on the careers of these youth.

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Appendix I

Client Description Form

The most direct data on the types of clients served by the Youth Service Bureaus is provided by the "Client Description Form," completed by a counselor at the Youth Service Bureau for every problem or unique set of problems handled by the counselor. The form, presented on the next page, and the procedures for processing the form, are designed to protect the anonymity of the client and, thus, each form is identified by a code number. The name and address of the client, required for the followup interviews, is placed on a postcard, presented after the counselor has developed some rapport with the client. The postcard is thereby separated from the Client Description Form and mailed to a post office box in Fort Frances, Canada.

At the completion of the first interview with the client, a counselor at a Youth Service Bureau is asked to complete as many of the first 20 items of the Client Description Form as possible. Since the assistance given a client may require several contacts, the counselor is asked not to complete the form until they (the counselor) feel that they have done all they can to assist the client -- the "treatment" is completed. At that time, the counselors are asked to complete the

FORM NUMBER 4007

Client Description Form

YSB Code Number \_\_\_\_\_

1. First contact with client for this problem: Date     /     /     Time     :     AM     PM
2. First contact was: by phone     in person: at YSB     with group: for specific problem      
out on street     for general group therapy or discussion
3. Number of times, including this time, client has contacted YSB, or counselor has contacted client: 1     2     3     4     5     6-10     11-15     16-20     21-up     other
4. Number of different problems client has brought in: 1     2     3     4     5     6-10     11-up     several
5. Has client been in before about this problem: yes     no
6. Relation of person you are now counseling to the one with the problem. Person you are now counseling is: self     friend     father     mother     both parents     both parents & offspring     husband      
wife     both spouses     other
- INFORMATION REGARDING ONLY PERSON(S) WITH PROBLEM
7. Sex: male     female     group of both sexes
8. Age:     OR (estimated by counselor):
9. Last grade attended:     OR (estimated by counselor):
10. Hours of work per week: 1-5     6-10     11-15     16-20     21-25     26-30     31-40     none
11. Has the person quit school: yes     no
12. Occupational status: \_\_\_\_\_
13. Occupational status of head of household: \_\_\_\_\_
14. Marital status: single     married     divorced     widowed     separated     other
15. Lives with: mother only     father only     both parents     spouse     other relatives     friends      
self     opposite sex friend     other
16. Ethnicity (counselor's judgement - DO NOT ASK): American-Indian     Anglo-American     Mexican-American     Negro-American      
Oriental-American     other
17. Source of referral: Law enforcement agency     Other agency     Self     Relative-friend     Broadcast-publication     Other
18. Specify source of referral and give details if possible: \_\_\_\_\_

Figure 1-1-a  
(Top Half)  
Client Description Form

**CONTINUED**

**3 OF 3**

19. Reason(s) for referral (please indicate which is most important to the client):

Family problems \_\_\_ Relating to self, others \_\_\_ Legal, educational \_\_\_ Medical \_\_\_ Law violation \_\_\_ Other \_\_\_

20. Specify particular problem and give details if possible:

21. Counseling or help given:

General Counseling: individual \_\_\_ group situation \_\_\_  
 Special Counseling \_\_\_ Referrals \_\_\_ Other \_\_\_

22. Specify particular counseling or help and give details if possible:

23. Amount of time spent on this problem:

(estimate if necessary) \_\_\_ hrs.

24. Number of contacts with this client on this problem: (estimate if necessary) \_\_\_

25. Direct funds spent on client for this problem: \$ \_\_\_

26. Name of person completing form: \_\_\_\_\_

27. Date form completed \_\_\_/\_\_\_/\_\_\_

28. Counselor(s) or Organization(s) assisting client:

Percentage of total hours spent on client's problem(s)	Staff	Volunteer
1. _____ %	_____	_____ or _____
2. _____ %	_____	_____ or _____
3. _____ %	_____	_____ or _____
4. _____ %	_____	_____ or _____

COMMENTS or SUGGESTIONS

Total should equal: 100%

- Notes: 1) Do not jeopardize your relationship with a client just to complete this form. But do get as much information as possible.  
 2) The post card may be given to the client to complete and mail, but can also be completed and mailed by the counselor.  
 3) Please mail original of completed form, within a week to: YSB Evaluation Project, Dept. of Sociology, U. of Minn. Spis., Mn. 55455.

Please fill out as much of this postcard as you can and mail immediately. If you do not trust us, please mail the blank postcard, so our records will be complete and we will know the postcard did not get lost.

NAME: \_\_\_\_\_

STREET: \_\_\_\_\_

CITY: \_\_\_\_\_ ZIP: \_\_\_\_\_

PHONE: \_\_\_\_\_ DATE: \_\_\_\_\_

Counselor, please complete: Postcard was --  
 Given Mailed Filled out by  
 to blank by counselor, with  
 client: \_\_\_\_\_ counselor: \_\_\_\_\_ client's permission: \_\_\_\_\_  
 (Detach and mail)

ADDRESS CODE:

(Cut here)

\*\*\* TO BE STORED IN CANADA \*\*\*

ADDRESS CODE:

FORM CODE: No 4007

The University of Minnesota is trying to find ways to make Youth Service Bureaus more helpful for people with problems. To do this, it is necessary to have the name and address of all those that get help from a Youth Service Bureau. However, since many of the problems people bring to Youth Service Bureaus are private in nature, a post card, to be filled out with your name and address, will be separated from all other information, sent to Canada, and handled in such a way that NOBODY will know why you visited the Youth Service Bureau, except you and the person you talked to. Storing this information in Canada prevents any government agency in the United States from having access to the information.

While you may be contacted later, the interviewer may not know that you visited a Youth Service Bureau, will know nothing about the reason for your visit, and will only ask general questions about your opinions on various community services for young people in your neighborhood.

Figure 1-2 Self-Addressed Return Post-Card  
 For Client's Name and Address

remainder of the Client Description Form (items 21-28) and mail the original to the research project, keeping the copy for their own files.

There are several subtle features of this procedure. A form is completed for one treatment for an individual or a group of individuals. If the same individual or group of individuals returns after one set of treatment activities is completed, or if the client returns with a new and different problem, than a new form is initiated. In other words, the counselors are asked to initiate a new Client Description Form if 1) the set of treatments described on the old form has been terminated or 2) the client(s) come back with a completely new problem which cannot be handled by the original treatment program. Therefore, the forms represent the number of problems treated, not the number of clients that have been treated -- since the same client may be represented twice for two different problems.

At some time during their contact with the client, the counselors are asked to either a) hand the two-part postcard to the client or b) ask the client's permission to fill in the postcard with the client's name and address. If the client refuses to "volunteer", either by not completing the postcard or asking the counselor not to complete the postcard, then the counselor or client is asked to mail in a blank postcard. (The stamp is already provided and cannot be recovered).

While the postcard and the Client Description Form share the same number, the confidentiality of the clients is protected by the following procedures, illustrated in Figure 1-3. As soon as the postcard is

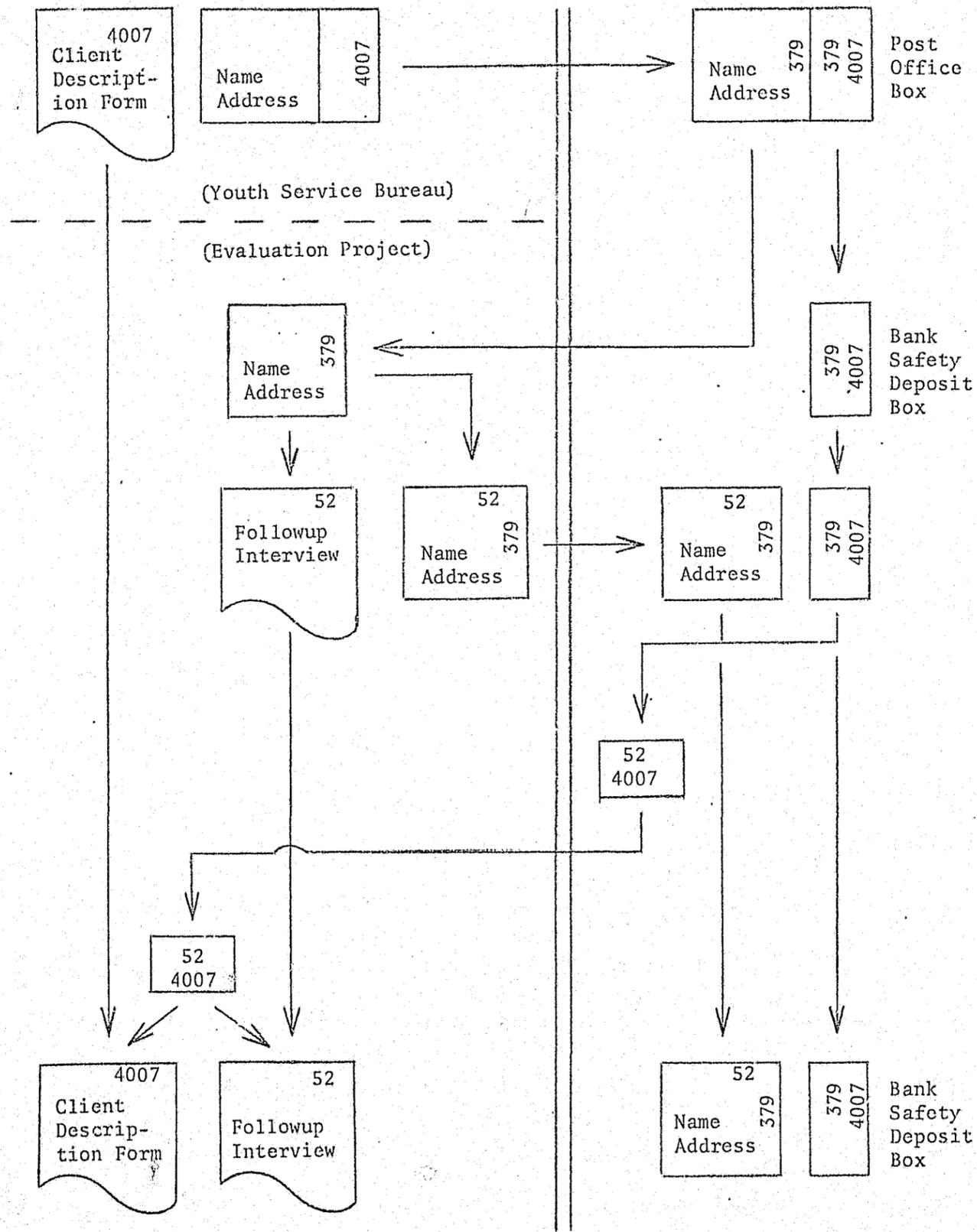


Figure 1-3 Procedure for Protecting Confidentiality of Clients Served by Youth Service Bureaus

mailed, the actual identity of the client is stored in Canada and cannot be associated with the Client Description Form, which does not carry a name and address, by anyone except the individual\* authorized to enter the post office box or, eventually, the bank safety deposit box.

Coding, data storage, and analysis related to the Client Description Forms is carried out by the research staff in Minneapolis using the Form Number as a reference. As no client names are involved, no confidentiality problems are involved in these activities.

One purpose of this procedure is to gather the names of clients for followup interviews without jeopardizing the anonymity of the clients. This is done by visiting the Canadian post office box at regular intervals, collecting the post cards, placing them in a random (or at least non-systematic) order, and adding a new number to both the name and address portion of the post card and the small stub that carries the Client Description Form Number. The small stub is then physically cut from the postcard, the name and address portion is returned to the Twin Cities Area, and the small stub is stored in a Canadian bank safety deposit box.

The name and address portions of the postcard are then used to produce the lists of clients used for the followup interviews, using the procedure described in Appendix 11. Since the number on the name and address section of the postcard has no systematic relationship to the number on the Client Description Form, there is no way to relate the

\* this has been one of the co-principle investigators, Paul D. Reynolds.

name and address to the Client Description Forms. As a result, it is impossible for the interviewers (or anyone else) to know anything about the client except that they visited a Youth Service Bureau. In fact, the interviewers cannot be sure which of the seven Youth Service Bureaus the client had visited.

Upon completion, numbers are assigned to the followup interviews and the same number is placed on the name and address portion of the postcard. On a return visit to the Canadian bank safety deposit box, the small stubs are examined to locate the Client Description Form number that corresponds to the one on the name and address portion of the postcard. A third card is used to record the Client Description Form number that corresponds to the followup interview number. The name and address portion of the postcard is then stored, along with the small stub, in the Canadian bank safety deposit box, ensuring that there will be no way to associate either the Client Description Form or followup interview with any particular individual.

The use of the "third card", bearing only the Client Description Form number and the followup interview number, allows comparison of the Youth Service Bureau counselor's perception of the client and their problem with the client's own comments in the followup interview.

The crucial feature of this procedure is that once the postcard (bearing the name and address of the client) is mailed, all information that would allow one to identify the name and address of individuals described on the Client Description Form is stored in Canada, ensuring the anonymity of the clients.

## Appendix II

Attached is a copy of the interview schedule used in the area surveys and the followup interviews with those youth that had visited Youth Service Bureaus. Following this interview schedule are copies of two additional forms, used in the interview, of special importance to the analysis in this report. The first is the form used to gain details of problems or agency visits experienced by youth and the second is the form used for description of the details of an incident of victimization.

A more complete discussion of the interview procedure occurs in the Appendix to Victimization in a Metropolitan Region: Comparison of a Central City Area and a Suburban Community by Reynolds, et al. (1973).

**END**