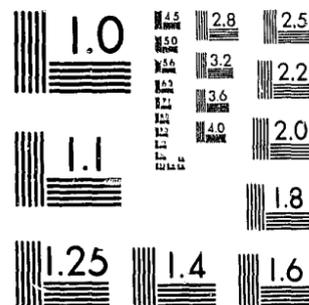


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YOUTH SERVICES IN TULSA AND OSAGE COUNTIES, OKLAHOMA

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YOUTH SERVICES IN TULSA AND OSAGE COUNTIES, OKLAHOMA

A Report to the
INDIAN NATIONS COUNCIL OF GOVERNMENTS

1975



✓ Survey and Planning Center
National Council on Crime and Delinquency
3409 Executive Center Drive, Suite 212
Austin, Texas 78731

SUMMARY OF RECOMMENDATIONS

Diversion of Children in Need of Supervision

1. It is recommended that the juvenile court policy of encouraging all law enforcement and principal youth-serving agencies in Tulsa County to refer children fitting the CHINS category of behavior first to the Youth Resources Bureau be continued.
2. It is recommended that the Youth Resources Bureau make its services well known and available to all rural communities in Tulsa County.
3. It is recommended that the police diversion project of the Tulsa Police Department transfer its functions to a fully staffed police juvenile division and that this division utilize existing social services outside police jurisdiction.
4. It is recommended that police and court-related personnel continue their close working relationship in setting policy for the handling of juveniles, making sure that all practices on the part of police are congruent with policies -- including due process -- of the court.
5. It is recommended that the juvenile division of the Tulsa Police Department have equal status with other divisions of the department and that it be administered by an officer of command rank.
6. It is recommended that the juvenile division of the Tulsa Police Department provide 24-hour coverage.
7. It is recommended that the services of the Youth Resources Bureau be utilized by the juvenile division of the Tulsa Police Department and by other police departments in Tulsa County to divert children from the juvenile justice process and to provide crisis intervention services for a broad range of human conflict situations, especially family conflict resolution.
8. It is recommended that the Tulsa Police Department remove the routine investigation of sex offenses from the responsibilities of the juvenile division.
9. It is recommended that small police departments in Tulsa County (i.e., less than 10 officers) provide training in the processing of juveniles to all their officers and that the assistance of the Tulsa Police Department, the Youth Resources Bureau, and the Law Enforcement Training Academy be utilized for this purpose.

10. It is recommended that cases not clearly in need of social services be screened out of the juvenile justice system without routine diversionary referral to the Youth Resources Bureau or other community social service agency.
11. It is recommended that the public schools in Tulsa County expand their alternative educational programs and make them a permanent part of the local school systems, utilizing such programs as Project "12," the Street School, and the Margaret Hudson Program as models.
12. It is recommended that the public schools in Tulsa County, in cooperation with INCOG, explore joint federal, state, and local funding, especially through participation in the new Juvenile Justice and Delinquency Prevention Act of 1974, to implement Recommendation # 11.

Central Intake and Referral

1. It is recommended that Youth Services of Tulsa, Inc. (YST) adopt a goal of diverting 2,750 CHINS cases per year from juvenile justice agencies to social service agencies.
2. It is recommended that YST work with the 39 youth-serving agencies identified in the survey to establish formal contractual agreements for the diversion of all first-time CHINS cases from law enforcement agencies and the court to the Youth Resources Bureau.
3. It is recommended that YST (a) identify potential and active truant patterns of youth with school officials; (b) determine number of children per year requiring services; (c) advocate permanent funding of a network of alternative educational programs such as Project "12," Margaret Hudson Program, and the Street School.
4. It is recommended that YST (a) select a statistically valid sample of the flow of referrals to the agency; (b) based on this sample, project the number within the potential service population needing, accepting, and being available (i.e., formally referred to YST) for volunteer services.
5. It is recommended that YST, in cooperation with the news media, develop a countywide public education campaign to reach business, labor, civic, and professional organizations, churches, and social service agencies with a well-defined statement of the CHINS problem in Tulsa County and specific tasks to be undertaken by each of the above elements in the community in order to solve the CHINS problem.
6. It is recommended that YST develop a method of rotating supervisory board membership, maintaining a blend of new and experienced members at all times.

7. It is recommended that YST immediately expand its staff to include a volunteer coordinator.
8. It is recommended that YST continue the practice of involving professionals from other areas of human services in direct consultation roles with YST staff.
9. It is recommended that YST obtain consulting services from the Community Service Council in the area of community organization.
10. It is recommended that the "tracking system" utilized by YST be continued for the purpose of developing a statistical baseline, with the following qualifications:
 - (a) Official forms devised to follow a nonadjudicated child through the service system should be used only with the full knowledge and consent of the child's parent, guardian, or attorney.
 - (b) These forms should not become an official part of the police or court records, if the child has not been properly arrested or adjudicated, without the full knowledge and consent of the child's parent, guardian, or attorney.
 - (c) These forms should not be used in any legal proceeding against the child.
11. It is recommended that the progress of YST be measured in terms of the degree to which the operationalized objectives stated in this chapter and the next are achieved annually. It is further recommended that followup contact be made with each client, documenting the following information upon exit from the program, at two-month, four-month, six-month, and one-year intervals: number of negative contacts with law enforcement or juvenile justice agencies; nature of such contacts; and school or employment status, to aid in assessment of the project's impact upon the client and/or community.
12. It is recommended that YST coordinate with the members of the proposed Tulsa County Youth Services Commission to develop a funding formula. Backed by the proposed commission, the formula should specify annual funding goals, expressed as percentages of YST's budget, to be obtained from (a) federal, (b) state, (c) county, (d) city, and (e) private sources. Staff time to be shared with YST by other agencies should be solicited and costed out as a part of YST's annual budget.

Youth Advocacy in Tulsa County

1. It is recommended that a comprehensive system of youth services in Tulsa County be structured around two key elements:
 - (a) A Tulsa County Youth Services Commission (to be established)
 - (b) The Tulsa Youth Resources Bureau (already operational).
2. It is recommended that the proposed Tulsa County Youth Services Commission serve as the umbrella organization through which all youth advocacy efforts in Tulsa County will be coordinated.
3. It is recommended that the Tulsa County Youth Services Commission be composed of at least the following:
 - (a) Executive Director, Office of Community Development, City of Tulsa
 - (b) Chairman of the Board of County Commissioners, Tulsa County
 - (c) Executive Director, Indian Nations Council of Governments
 - (d) Executive Director, Tulsa Community Chest
 - (e) Executive Director, Tulsa Community Service Council
 - (f) Director of the Juvenile Bureau of the District Court in Tulsa County
 - (g) Representatives of the youth of Tulsa County.
4. It is recommended that the Tulsa County Youth Services Commission give priority to performing the following primary functions:
 - (a) joint responsibility for planning of a youth services system involving both public and private youth-serving agencies
 - (b) joint responsibility for funding decisions, where appropriate, involving both public and private youth-serving agencies toward the goal of integrating public and private agencies into a comprehensive youth services system in Tulsa County
 - (c) joint responsibility for youth advocacy efforts in Tulsa County.
5. It is recommended that, initially, the executive staff of INCOG perform the administrative/maintenance matters that are too unwieldy for committees, or "staff teams," of commission members.
6. It is recommended that, initially, the executive staff of INCOG exert the necessary initiative to convene the proposed membership of the Tulsa County Youth Services Commission.
7. To insure the long-range continuity of the Youth Resources Bureau as a central element in a comprehensive system of youth services in Tulsa County,

it is recommended that the board of directors of YST and the proposed Tulsa County Youth Services Commission consider and decide upon the following two options:

- (a) The board of directors of Youth Services of Tulsa, Inc., after considered mutual discussions with the suggested Tulsa County Youth Services Commission, might decide to yield operational direction totally to the commission, with the Youth Resources Bureau becoming a functional component of the commission.
- (b) The board of directors of Youth Services of Tulsa, Inc., and the Youth Resources Bureau might maintain its present status, being cooperatively supportive of the commission but not becoming a functional component of the commission.

Osage County Youth Services

1. Emergency shelter care in lieu of jail should be a priority. A child need not be locked up in jail unless he is in danger of harming himself or others. Presently, shelter care must be arranged in an adjoining county or in temporary foster homes. Both of these alternatives are not generally feasible because of the distances involved.
2. The Youth Services Center staff should be increased. Present caseloads and large area to be served demand a minimum of four full-time counselors -- one counselor to work primarily with the shelter program, one to be assigned to the court annex in Tulsa, one to work with the court in Pawhuska, and one to coordinate services in the smaller communities in the county. At least four houseparents are needed to maintain shelter care -- two with primary houseparent responsibilities and two as relief houseparents.
3. The Osage County Youth Services system should be described in written policy form with endorsement, from the associate district judge, local law enforcement agencies, the Council of Social Agencies, and the Osage County Council on Juvenile Delinquency.
4. Formal linkages among all agencies serving youth should be developed with agency services and commitments to youth delineated.
5. Public education programs and presentations should be developed in order to involve, inform, and recruit voluntary community assistance for the system's needs.
6. A Youth Advocacy Council should be formally developed with its first responsibility to evaluate current expressed needs and recommendations and to formulate a plan for action to fulfill agreed-upon needs.

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INTRODUCTION

The Indian Nations Council of Governments (INCOG), in performance of its 1975 planning responsibilities for improved juvenile justice, targeted as an area for study the overreach of the juvenile justice system. Overreach is used here to connote an overextension of jurisdiction assumed by the juvenile justice system. This concern for justice overreach came as no surprise, since these events were paramount during the 1973 planning year:

- The Oklahoma legislature in the spring of 1972 set the age of delinquency for boys at 18, commensurate with the age of delinquency for girls. The Juvenile Bureau of the District Court in Tulsa County began handling offenders that previously were prosecuted as adults. Overreach turned into overload.
- The recognition nationally that juvenile courts must limit their scope, because full due process of law, a Supreme Court requirement for juvenile proceedings, demands more judicious court procedures and because of awareness that the traditional juvenile court as an open-ended child-care agency too often produces the opposite of the result intended, through negative labeling.
- The frequent appearance of the word "diversion" in juvenile services terminology, a word that conveys the notion that many troubling adolescents need more help than justice, that helping services could be availed outside the arena of justice, that helping services in the community could better alleviate the distress of certain adolescents and avoid the negative impact of coercive intervention.
- Youth Services of Tulsa, Inc., an agency providing alternative services for youths that would otherwise be court-processed, was grinding to a near financial halt in its third year of operation with Oklahoma Crime Commission funds. The primary youth-serving agency in Osage County was in similar circumstances. Plans for revitalizing and refunding these programs, or suitable alternatives, were imperative.

In June 1973 INCOG initiated negotiations with the National Council on Crime and Delinquency (NCCD) for professional survey assistance to help establish a service agency to facilitate diversion of youngsters from the official juvenile justice process. By October 1973 negotiations had been finalized and project performance began shortly thereafter.

Tulsa and Osage counties comprised the area of concern for this project. Both public and private agencies that offered social services to children and adolescents were surveyed within this two-county region. Additionally, the scope of inquiry was extended to include law enforcement and court-related agencies that deal with youth in trouble within the survey area.

NCCD sought through this project to enable INCOG and the youth-serving and juvenile justice agencies within the study area to achieve the following primary goals:

- To divert from the juvenile justice process children who have committed violations that would not be criminal were they committed by adults. The word diversion connotes the delivery of social services outside the juvenile justice process.
- To screen out of the juvenile justice process those children who have come to the attention of law enforcement agencies but are not in need of specific social services. Screening is an acknowledgement that many children come to the attention of law enforcement agencies for behavior that is typically adolescent, and family strengths are sufficient to manage and control the child unassisted by resources outside the family.¹
- To determine the range and variety of social service resources within the survey area -- those community resources which could be expected to render appropriate assistance to young people diverted from the juvenile justice process.

In quest of the above goals, the survey team pursued the following objectives:

- As a primary survey method, a standard survey questionnaire was developed and presented to 39 participating social service agencies in order to compile information as to the range and extent of services to children within the survey area.
- The survey team examined the procedures, policies, and techniques of law enforcement and court-related agencies in diverting eligible children that come to their attention.
- The survey team, assisted by INCOG staff, served as convenors of the various agencies participating in the survey along with representatives from the several governmental and nongovernmental planning and funding agencies. From the inception of this project both NCCD and INCOG have concerned themselves with the matter of

1. As used in this report, diversion connotes the substitution of a service resource for court-related resources and screening connotes the decision to invoke neither juvenile justice nor social service resources on behalf of the subject child.

implementing survey findings and recommendations. The objectives sought in convening the various agency representatives have been to share survey findings and to facilitate the development of a youth service system in each county in the survey area.

- Determination of organizational development for the operation of a central intake and referral agency to facilitate diversion. Included in this objective was the question of advocacy for positive youth development.

What follows is a report of the survey team's findings and recommendations. It must be acknowledged that programmed diversion of young people from the juvenile justice process is experimental, because diversion has existed in a major way for only the past six years. For the first 68 years of this century, multi-purpose juvenile courts typified the major procedural response to children that came to the attention of law enforcement agencies. Diversion and service alternatives to the juvenile justice process represent an evolutionary direction promulgated by the requirement of due process of law in juvenile proceedings and our heightened contemporary awareness of the impact of negative labeling. The survey team's recommendations are in line with the contemporary state of the art for youth services and NCCD acknowledges the absence of categorical absolutes in relation to diversion.

CHAPTER I
DESCRIPTION OF SURVEY AND OF THE PATTERNS
OF JUVENILE ARRESTS AND REFERRALS IN TULSA COUNTY

The NCCD survey team and INCOG staff identified 34 agencies in Tulsa County which deliver social, educational, health, mental health, rehabilitative, and residential services to children. The following agencies were asked to participate in the survey:

Tulsa City-County Health Department
Tulsa Public Schools
Turley Children's Home
Dillon Family and Youth Services
Tulsa County Juvenile Bureau of the District Court
Youth Services of Tulsa, Inc.
Margaret Hudson Program
Planned Parenthood Association of Tulsa, Inc.
Project Misdemeanant
Associated Catholic Charities
Department of Institutions, Social and Rehabilitative Services
Tulsa Indian Youth Council
Moton Health Center
Community Service Council
Sand Springs Children's Home
Westside Family Services
Childre;'s Medical Center
Juvenile Division of the Tulsa Police Department
Project "12"
Tulsa Boys Home
Frances E. Willard Home for Girls
Hotline/Tulsa County Association for Mental Health
Street School, Inc.
Tulsa County Schools
Tulsa Vianney School for Girls
Salvation Army
Drug Rehabilitation Center
Neighborhood Youth Corps
Neighborhood Counseling Services
Broken Arrow Police Department
Sand Springs Police Department
Office of Economic Opportunity
Model Cities
Family and Children's Service

DESCRIPTION OF QUESTIONNAIRE AND OTHER DATA INPUT

In 1970 the Department of Institutions, Social and Rehabilitative Services (DISRS) received a grant from the Youth Development and Delinquency Prevention Administration of the U. S. Department of Health, Education and Welfare, for the purpose of preparing a comprehensive plan for delinquency prevention and control in Oklahoma.

As a survey instrument for the project, DISRS selected a questionnaire developed by Desmond Cartwright of the University of Colorado's Bureau of Sociological Research. The Cartwright questionnaire was designed to identify problems and needs across the full spectrum of agencies dealing with children in trouble. It had the advantage of being quite comprehensive; properly filled out by participating agencies, the questionnaire had the potential of identifying and offering for comparison problems and needs in the areas of staff, programs, physical plant, budget, and demographic information. With permission, the questionnaire was used in completing the INCOG survey of youth services. With a considerable amount of help from INCOG staff, a number of items were added to make the questionnaire specific to the INCOG region. (See Appendix B.) A survey questionnaire was also administered to youth, and that questionnaire and the results of the survey are described in Appendices C and D.

Countywide data were provided by the Juvenile Bureau of the District Court in Tulsa County, enabling comparisons of offenses with age, sex, and race of offenders. Citywide data in Tulsa were provided by the juvenile division of the Tulsa Police Department. Daily arrest records were made available, indicating primarily the type of offense; age, sex, and race of the child; and police disposition of the case. Juvenile offenses in the smaller towns in Tulsa County were assessed by referrals made to the juvenile court from each town's police department and the sheriff's office.

RESULTS OF THE SURVEY

Completion of the survey questionnaire by participating agencies was, of course, voluntary. Consequently, a problem similar to that experienced during the 1970 statewide survey was encountered: some agencies opted to complete only certain items and leave others blank. Some questionnaire items required a great deal of time to complete and some (especially in the areas of physical plant and budget) were extremely complex for divisions of larger agencies with centralized fiscal and administrative structures. As a result, some responses were clearly rough estimates, and many responses included lots of blank spaces. As a consequence, results of the survey were uneven on some questionnaire items. The survey team tabulated and utilized only those questionnaire items judged to be reliable.

The primary objectives of this survey -- to facilitate diversion of children from the juvenile justice process, to facilitate a central intake and referral system, and to facilitate effective youth advocacy -- were served as well by utilizing data provided by agencies which had primary responsibility for these objectives: namely, law enforcement agencies, the Juvenile Bureau of the District Court in Tulsa County, and Youth Services of Tulsa, Inc.

Data gathered in the course of the survey are presented throughout this report. In addition, the following is a descriptive analysis in support of recommendations made about children processed by law enforcement and judicial agencies in Tulsa County. This analysis will provide background for the discussion of diversion, central intake and referral, and youth advocacy which follow in Chapters II, III, and IV of this report.

JUVENILE OFFENSES. In 1973, 2,249 juveniles were booked by the Tulsa Police Department. Table 1 identifies the source and disposition of these youths. Table 2 illustrates frequency and disposition of various categories of offenses. Runaways made up the single largest category of offenders, consisting of 395 offenders or 17.6 percent of all offenses. The next largest category was theft, accounting for 17.3 percent, with 390 offenders. Ungovernable behavior accounted for 334 youths, or 14.9 percent. Thus runaway and ungovernable behavior, which are status offenses, accounted for 729 of the arrests: 32.5 percent. Offenses occurring next most frequently were: burglary, 12.4 percent; drugs, 9.6 percent; alcohol-related offenses, 5.8 percent; petty larceny, 5.3 percent; auto theft, 4.9 percent; sniffing, 3.2 percent; trespassing, 2.4 percent; sex offenses, 0.6 percent; and murder, 0.3 percent.

The heavy incidence of status offenses corresponds with national trends, which indicate that 70 percent of all females detained and 23 percent of all males¹ detained were being held for offenses for which only juveniles can be charged.

DISPOSITION BY POLICE. The disposition of these juvenile offenders, by which we mean here the action taken by the police after arrest and prior to adjudication, was categorized into three main areas: released to parents' custody, placed in juvenile detention, or placed in jail. There is a trend as to the act committed and the disposition of the case. The chances of being released to parents are three out of four or better when committing petty larceny, vandalism, receiving stolen property, and unauthorized use of motor vehicle. The chances are better than even of being released to parents for crimes of theft, drugs, alcohol, assault and battery, burglary, and auto theft. Overall, about 50 percent of all offenders were released to parents.

1. A status offense is one which would not be a violation of any statute or ordinance if it were committed by an adult. Source of figures: U. S. LEAA, National Criminal Justice Information and Statistics Service, *Children in Custody: A Report on the Juvenile Detention and Correctional Facility Census of 1971* (Washington: 1973).

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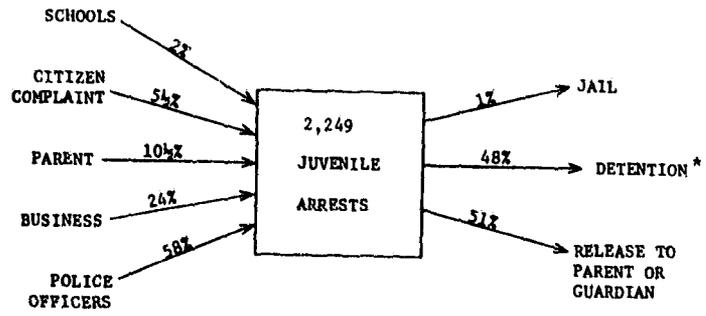


TABLE 1
 JUVENILE ARRESTS AND DISPOSITIONS,
 JUVENILE DIVISION, POLICE DEPARTMENT
 CITY OF TULSA (1973)

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* As a police disposition, "detention" indicates that the police conveyed the affected juvenile to the detention center. Police, however, do not control detention admission in Tulsa County; control is in the hands of the Juvenile Bureau of the District Court. Consequently, of the approximately 1,111 juveniles taken to detention by police, only 700 (according to admissions records) were actually admitted. The remainder were released to their parents.

TABLE 2
 JUVENILE OFFENSES AND DISPOSITIONS (1973)
 CITY OF TULSA POLICE DEPARTMENT

OFFENSES	FREQUENCY		DISPOSITION*					
			Parents		Detention		Jail	
Runaway	395	17.6%	58	14.7%	336	85.1%	1	0.2%
Theft	300	17.3%	275	70.5%	106	27.2%	9	2.3%
Ungovernable Behavior	334	14.9%	71	21.3%	348	74.3%	2	0.6%
Burglary	280	12.4%	170	60.7%	99	35.4%	6	2.1%
Drugs	217	9.6%	146	67.3%	68	31.3%	3	1.4%
Alcohol	131	5.8%	86	65.6%	41	31.3%	4	3.1%
Petty Larceny	120	5.3%	91	75.8%	28	23.3%	1	0.8%
Auto Theft	111	4.9%	59	53.2%	49	44.1%	3	2.7%
Sniffing	74	3.2%	26	35.1%	46	62.2%	1	1.4%
Trespassing	65	2.4%	40	72.7%	15	27.3%		
Assault & Battery	31	1.3%	18	58.1%	11	35.5%	2	6.5%
Vandalism	30	1.3%	25	83.3%	5	16.7%		
Assault with a Deadly Weapon	27	1.2%	15	55.6%	12	44.4%		
Knowingly Receive Stolen Property	15	0.6%	12	80.0%	3	20.0%		
Rape & Sex Offenses	14	0.6%	4	28.6%	6	42.8%	4	28.6%
Unauthorized Use of Motor Vehicle	12	0.5%	11	91.7%	1	8.3%		
Truancy	7	0.3%	3	42.9%	4	57.1%		
Murder	6	0.3%			2	33.3%	4	66.7%
TOTAL	2249	100.0%	1110	49.4%	1080	48.0%	40	1.8%

* For the purposes of this table, "disposition" refers to the action taken by police prior to adjudication: the child was released in his parents' custody, conveyed to detention, or held in jail. In a very few cases there were other dispositions. There are, therefore, a few offenses for which the figures in the disposition columns do not add up to the figure in the frequency column; in those cases, the disposition percentages do not add up to 100.

Most children involved in status offenses were held in detention: the combined detention rate for runaways, ungovernable behaviors, and truants was 79.8 percent. Another act having a more than average detention rate was sniffing (62.2 percent). Overall, 48 percent of all children were conveyed to and detained by the police.

Murder suspects were jailed 67 percent of the time (four out of six). The only other category that showed signs of consistency in being jailed was sex offenses, 28.6 percent, although nine theft suspects and six burglary suspects were jailed. Approximately two percent of all suspected offenders were jailed. Approximately one percent of dispositions were either not recorded on the bookings or else were released to some source other than family.

COURT DISPOSITIONS OF CASES. Records were available from the Juvenile Bureau of District Court in Tulsa County on the dispositions of cases referred to court for 2,195 of the 2,686 cases referred to court in 1972. These dispositions are reported in Table 3. Of these, 61.2 percent were dismissed; because the cases were not proved or after being warned, adjusted, or counseled; the dismissal category also included a small number of cases which were "held open without further action." An additional 17.9 percent of the cases were placed under some form of supervision by a probation officer. Records showed no cases being committed to public institutions for delinquents, although small percentages of cases were committed to other public institutions, other public agencies, or private agencies or institutions. Four cases (less than 0.2 percent) were waived to criminal court.

AGE. Juvenile offenses by age are reported in Table 4. The 16-17-year-olds accounted for 51.6 percent of the juvenile arrests. Acts which were more likely to be committed by the 16-17-year age group included drugs, alcohol, sex offenses, and unauthorized use of motor vehicle. This age group is not likely to be arrested for truancy or runaway.

Acts committed by the 14-15-year-old range are likely to be sniffing, runaway, truancy, and assault and battery. Receiving stolen property and unauthorized use arrests are low in this age group. The 14-15-year-olds were responsible for 32.9 percent of all juvenile arrests.

The 10-13 age group was significantly responsible for arrests concerning vandalism and knowingly receiving stolen property. They were unlikely to be responsible for drugs, sniffing, and alcohol-related offenses. This age group was responsible for 14.8 percent of all arrests.

The 7-9-year-olds accounted for 0.4 percent of the arrests and those under seven, 0.2 percent. There were four children under seven booked for ungovernable behavior and one for runaway.

TABLE 3
DISPOSITIONS OF CASES, JUVENILE BUREAU OF TULSA COUNTY (1972)

Dismissed ¹	1343	61.2%
Supervision by Probation Officer ²	393	17.9%
Waived to Criminal Court	4	0.2%
Referred to Other Agency or Individual	36	1.6%
Public Institution for Delinquents	0	0.0%
Other Public Institution	41	1.9%
Public Agency or Department	106	4.8%
Private Agency or Institution	64	2.5%
Other	218	9.9%
TOTAL³	2195	100.0%

1. Includes: "dismissed not proved," "dismissed, warned, adjusted, counseled," and "held open without further action."
2. Includes: probation, judicial supervision, inactive supervision, and nonjudicial supervision.
3. This represents 81.7 percent of the total 2,686 cases; it does not include 491 cases (18.3 percent) on which no disposition records were available.

RACE. Juvenile arrests by race are reported in Table 5, and arrests and referrals as a proportion of the total juvenile population by race are reported in Table 6. Racial groups are categorized as white, black, and Indian. There were a few instances of arrests of Mexican-American juveniles, but not enough to affect the data significantly.

Turning first to Table 5, we see that drug offenses, vandalism, sniffing, and runaway are offenses committed disproportionately more frequently by white juveniles than by other racial groups. Offenses disproportionately characteristic of blacks were theft, burglary, assault and battery, and knowingly receiving stolen property. Indian youths were more likely than other racial groups to be arrested for alcohol offenses and sniffing, and accounted for very minimal amounts of the arrests for drugs, theft, and petty larceny.

Table 6 reports the racial makeup of the juvenile population in Tulsa County and the City of Tulsa. The racial makeup of the general juvenile population (aged seven to eighteen) is juxtaposed against the racial makeup of the juvenile offender population as shown in arrests by the Tulsa Police Department and referrals to the Juvenile Bureau of Tulsa County.

In the City of Tulsa, whites make up 84.45 percent of the juvenile population and account for 78.58 percent of the juvenile arrests; blacks make up 13.81 percent of the juvenile population and account for 17.67 percent of the arrests; and Indians make up 1.74 percent of the juvenile population and account for 3.76 percent of the arrests. In all, 3.02 percent of the juvenile population was arrested. This breaks down as follows: 2.81 percent of the white juveniles were arrested; 3.87 percent of black juveniles were arrested; and 6.51 percent of Indian juveniles were arrested.

In Tulsa County, whites make up 85.74 percent of the juvenile population and account for 77.33 percent of the referrals to the Juvenile Bureau; blacks make up 12.30 percent of the juvenile population and account for 19.68 percent of the referrals; and Indians make up 1.96 percent of the juvenile population and account for 2.99 percent of the referrals. In all, 2.84 percent of the juvenile population was referred to the Juvenile Bureau. This breaks down as follows: 2.56 percent of the white juveniles were referred; 4.54 percent of the black juveniles were referred; and 4.34 percent of the Indian juveniles were referred.

Standard statistical tests applied to the data from which Table 6 was compiled reveal no statistical significance to these differences in proportions; the probability that chance accounts for the distribution is greater than 50 percent.² This does, then, indicate that the juvenile delinquency problem is not related specifically to any one racial group but is rather a problem of youth in general.

2. To use one of the simpler tests, the data were compiled in all possible 2x2 tables and 3x2 tables; chi square is large in each table, of course, because of the very large N (N=87,264 [1972 estimated]), which is the total population of Tulsa County between the ages of 7 and 18). However, phi coefficients for all tables range from 0.0128 to 0.0411.

JUVENILE OFFENSES BY AGE (1973)
CITY OF TULSA POLICE DEPARTMENT

	16-17 Years	14-15 Years	10-13 Years	7-9 Years	1-6 Years	TOTAL
Runaway	143 36.2%	181 45.8%	70 17.7%		1 0.3%	395 100.0%
Theft	181 52.3%	95 27.5%	69 19.9%	1 0.3%		346 100.0%
Ungovernable Behavior	159 47.6%	111 33.2%	57 17.1%	3 0.9%	4 1.2%	334 100.0%
Burglary	132 47.1%	88 31.4%	56 20.0%	4 1.4%		280 100.0%
Drugs	183 83.2%	31 14.1%	6 2.7%			220 100.0%
Alcohol	100 76.3%	29 22.1%	2 1.5%			131 100.0%
Petty Larceny	51 42.5%	47 39.2%	22 18.3%			120 100.0%
Auto Theft	58 52.3%	41 36.9%	11 9.9%	1 0.9%		111 100.0%
Sniffing	39 52.7%	34 45.9%	1 1.4%			74 100.0%
Trespassing	26 47.3%	23 41.8%	6 10.9%			55 100.0%
Assault & Battery	14 45.2%	15 48.4%	2 6.5%			31 100.0%
Vandalism	10 33.3%	11 36.7%	9 30.0%			30 100.0%
Assault w/ Deadly Weapon	12 44.4%	8 29.6%	7 25.4%			27 100.0%
Knowingly Rec. Stolen Prop	8 53.3%	2 13.3%	5 33.3%			15 100.0%
Rape & Sex Offenses	10 71.4%	4 28.6%				14 100.0%
Unauthorized Use Motor Vehicle	8 66.7%	2 16.7%	2 16.7%			12 100.0%
Treason	2 28.6%	4 57.1%	1 14.3%			7 100.0%
Murder	4 66.7%	1 16.7%	1 16.7%			6 100.0%
TOTAL	1140 51.6%	727 32.9%	327 14.8%	9 0.4%	5 0.2%	2208 100.0%

* This table is computed from the cases on which age data were available, and the percentages were computed on the basis of the totals of cases shown.

RACE. Juvenile arrests by race are reported in Table 5, and arrests and referrals as a proportion of the total juvenile population by race are reported in Table 6. Racial groups are categorized as white, black, and Indian. There were a few instances of arrests of Mexican-American juveniles, but not enough to affect the data significantly.

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In Tulsa County, whites make up 85.74 percent of the juvenile population and account for 77.33 percent of the referrals to the Juvenile Bureau; blacks make up 12.30 percent of the juvenile population and account for 19.68 percent of the referrals; and Indians make up 1.96 percent of the juvenile population and account for 2.99 percent of the referrals. In all, 2.84 percent of the juvenile population was referred to the Juvenile Bureau. This breaks down as follows: 2.56 percent of the white juveniles were referred; 4.54 percent of the black juveniles were referred; and 4.34 percent of the Indian juveniles were referred.

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JUVENILE OFFENSES BY AGE (1972)
CITY OF TULSA POLICE DEPARTMENT

	16-17 Years	14-15 Years	10-13 Years	7-9 Years	1-6 Years	TOTAL
Runaway	143 36.2%	181 45.8%	70 17.7%		1	395 100.0%
Theft	181 52.3%	95 27.5%	69 19.9%	1 0.3%		346 100.0%
Un-governable Behavior	159 47.6%	111 33.2%	57 17.1%	3 0.9%	4 1.2%	334 100.0%
Burglary	132 47.1%	88 31.4%	56 20.0%	4 1.4%		280 100.0%
Drugs	183 83.2%	31 14.1%	6 2.7%			220 100.0%
Alcohol	100 76.3%	29 22.1%	2 1.5%			131 100.0%
Petty Larceny	51 42.5%	47 39.2%	22 18.3%			120 100.0%
Auto Theft	58 52.3%	41 36.9%	11 9.9%	1 0.9%		111 100.0%
Sniffing	39 52.7%	34 45.9%	1 1.4%			74 100.0%
Trespassing	26 47.3%	23 41.8%	6 10.9%			55 100.0%
Assault & Battery	14 45.2%	15 48.4%	2 6.5%			31 100.0%
Vandalism	10 33.3%	11 36.7%	9 30.0%			30 100.0%
Assault w/ Deadly Weapon	12 44.4%	8 29.6%	7 25.4%			27 100.0%
Knowingly Rec. Stolen Prop	8 53.3%	2 13.3%	5 33.3%			15 100.0%
Rape & Sex Offenses	10 71.4%	4 28.6%				14 100.0%
Unauthorized Use Motor Vehicle	8 66.7%	2 16.7%	2 16.7%			12 100.0%
Trauceny	2 28.6%	4 57.1%	1 14.3%			7 100.0%
Hurder	4 66.7%	1 16.7%	1 16.7%			6 100.0%
TOTAL	1140 51.6%	727 32.9%	327 14.8%	9 0.4%	5 0.2%	2208 100.0%

* This table is computed from the cases on which age data were available, and the percentages were computed on the basis of the totals of cases shown.

TABLE 5
 JUVENILE OFFENSES BY RACE (1973)
 CITY OF TULSA POLICE DEPARTMENT

	WHITE		BLACK		INDIAN		TOTAL	
Runaway	336	86.2%	34	8.7%	20	5.1%	390	100.0%
Theft	271	70.8%	105	27.4%	7	1.8%	383	100.0%
Ungovernable Behavior	261	78.6%	58	17.5%	13	3.9%	332	100.0%
Burglary	196	70.7%	75	27.1%	6	2.2%	277	100.0%
Drugs	210	95.5%	8	3.6%	2	0.9%	220	100.0%
Alcohol	105	80.2%	11	8.4%	15	11.4%	131	100.0%
Petty Larceny	97	73.2%	25	20.2%	2	1.6%	124	100.0%
Auto Theft	82	74.6%	25	22.7%	3	2.7%	110	100.0%
Sniffing	65	87.8%			9	12.2%	74	100.0%
Trespassing	37	68.5%	14	25.9%	3	5.6%	54	100.0%
Assault & Battery	20	64.5%	11	35.5%			31	100.0%
Vandalism	27	90.0%	3	10.0%			30	100.0%
Assault with a Deadly Weapon	19	73.1%	6	23.1%	1	3.8%	26	100.0%
Knowingly Receive Stolen Property	8	53.3%	6	40.0%	1	6.7%	15	100.0%
Rape & Sex Offenses	7	50.0%	7	50.0%			14	100.0%
Unauthorized Use of Motor Vehicle	8	66.7%	4	33.3%			12	100.0%
Truancy	5	71.4%	2	28.6%			7	100.0%
Murder	3	50.0%	1	16.7%	2	33.3%	6	100.0%
TOTAL	1757	78.6%	395	17.7%	84	3.8%	2236	100.0%

TABLE 6
 RACIAL MAKEUP OF JUVENILE POPULATION
 (GENERAL POPULATION VS. OFFENDER POPULATION)

	WHITE	BLACK	INDIAN	TOTAL
Proportion of Total Juvenile Population	84.45%	13.81%	1.74%	100.0%
Proportion of Juvenile Arrests, Tulsa Police	78.58%	17.67%	3.76%	100.0%
Percentage of Juvenile Population Arrested	2.81%	3.87%	6.51%	3.02%
Proportion of Total Juvenile Population	85.74%	12.30%	1.96%	100.0%
Proportion of Juvenile Bureau Referrals	77.33%	19.68%	2.99%	100.0%
Percentage of Juvenile Population Referred	2.56%	4.54%	4.34%	2.84%
TULSA CITY				
TULSA COUNTY				

TABLE 5

JUVENILE OFFENSES BY RACE (1973)
CITY OF TULSA POLICE DEPARTMENT

	WHITE		BLACK		INDIAN		TOTAL	
Runaway	336	86.2%	34	8.7%	20	5.1%	390	100.0%
Theft	271	70.8%	105	27.4%	7	1.8%	383	100.0%
Ungovernable Behavior	261	78.6%	58	17.5%	13	3.9%	332	100.0%
Burglary	196	70.7%	75	27.1%	6	2.2%	277	100.0%
Drugs	210	95.5%	8	3.6%	2	0.9%	220	100.0%
Alcohol	105	80.2%	11	8.4%	15	11.4%	131	100.0%
Petty Larceny	97	78.2%	25	20.2%	2	1.6%	124	100.0%
Auto Theft	82	74.6%	25	22.7%	3	2.7%	110	100.0%
Sniffing	65	87.8%			9	12.2%	74	100.0%
Trespassing	37	68.5%	14	25.9%	3	5.6%	54	100.0%
Assault & Battery	20	64.5%	11	35.5%			31	100.0%
Vandalism	27	90.0%	3	10.0%			30	100.0%
Assault with a Deadly Weapon	19	73.1%	6	23.1%	1	3.8%	26	100.0%
Knowingly Receive Stolen Property	8	53.3%	6	40.0%	1	6.7%	15	100.0%
Rape & Sex Offenses	7	50.0%	7	50.0%			14	100.0%
Unauthorized Use of Motor Vehicle	8	66.7%	4	33.3%			12	100.0%
Truancy	5	71.4%	2	28.6%			7	100.0%
Murder	3	50.0%	1	16.7%	2	33.3%	6	100.0%
TOTAL	1757	78.6%	395	17.7%	84	3.8%	2236	100.0%

TABLE 6

RACIAL MAKEUP OF JUVENILE POPULATION
(GENERAL POPULATION VS. OFFENDER POPULATION)

	WHITE	BLACK	INDIAN	TOTAL
Proportion of Total Juvenile Population	84.43%	13.81%	1.74%	100.0%
Proportion of Juvenile Arrests, Tulsa Police	78.58%	17.67%	3.76%	100.0%
Percentage of Juvenile Population Arrested	2.81%	3.87%	6.51%	3.02%
Proportion of Total Juvenile Population	85.74%	12.30%	1.96%	100.0%
Proportion of Juvenile Bureau Referrals	77.33%	19.68%	2.99%	100.0%
Percentage of Juvenile Population Referred	2.56%	4.54%	4.34%	2.84%
TULSA CITY				
TULSA COUNTY				

SEX. Juvenile arrests by sex are reported in Table 7. Male juveniles were responsible for 67.7 percent of the arrests, and female juveniles for 32.3 percent. Acts committed disproportionately more often by boys included burglary, auto theft, sniffing, trespassing, assault with a deadly weapon, knowingly receiving stolen property, and sex offenses. Acts committed disproportionately more often by girls included runaway, theft, and petty larceny.

TULSA COUNTY OUTSIDE CITY OF TULSA. The survey team did not collect specific statistics of juvenile workloads from the police departments in the six rural communities outside the City of Tulsa. Table 8, however, displays the number of detention admissions coming from referrals by the police agencies listed.

Of the total 1,212 children admitted to juvenile detention in Tulsa County in 1973, only 161 were referred by the rural community police departments and by the Tulsa County Sheriff's Office. The Sheriff's Office referred the bulk of admissions from these sources. In comparing the total for 1973 with the first six months of 1974, it will be observed that the projected number of detention admissions for 1974 will decrease in comparison with 1973, chiefly because of a reduction in the number of admissions by the Sheriff's Office.

The police departments of Sand Springs and Broken Arrow each have an officer designated for juvenile specialty work. The survey team was pleased to discover that the Juvenile Bureau of the District Court maintains a close working relationship with all rural police departments and the county sheriff. This association appears to be positively affecting the police screening practices followed by the rural police departments.

The survey team recommends and encourages the close working relationship between the Juvenile Bureau of the District Court with rural police departments and further recommends that the Youth Resources Bureau make its services known and available to rural communities in Tulsa County.

FAMILY INCOME. Table 9 graphically presents data on the relationship between family income and referral to the Juvenile Bureau. It shows that 54.7 percent of the referrals to court were from families with incomes below \$5,000 per year; however, only 18.2 percent of Tulsa County's families have incomes in that range. It also compares these figures for the ranges of \$5,000 to \$10,000 annual income, and above \$10,000. The respective figures are 26.7 percent of referrals versus 34.5 percent of population (\$5,000 to \$10,000), and 18.6 percent of referrals versus 47.3 percent of population (above \$10,000). These differences are highly significant statistically, and show a clear pattern of inverse relationships between court referrals and family income.

MARITAL STATUS OF FAMILIES REFERRED TO COURT. Table 10 illustrates the proportions of families with single parents in the total county population compared with the proportions of single-parent families referred to the Juvenile Bureau of District Court in Tulsa County. Although single-parent families make up only 12.5 percent of the total number of families with children under 18 in

Tulsa County, 57 percent of the families referred to the Juvenile Bureau are single-parent families. These differences are also statistically significant and show a pattern of relationship between marital status of family and court referrals.

VARIATION IN JUVENILE ARREST ACTIVITY BY MONTH. Table 11 illustrates the juvenile arrest activity by month for the year 1973. There is no clear pattern to monthly fluctuations, although it may be notable that arrests dropped in the summer months of June and July. Conventional wisdom among juvenile justice practitioners is that arrests are higher in the summer months when children are out of school with time on their hands. It is clearly not the case that arrests increase significantly in Tulsa in the summer, but in the absence of other information we can make no explanations for this phenomenon.

COURT-RELATED SERVICES TO JUVENILES. Tulsa County is an urban area with a population in excess of 400,000. By law it is allowed a juvenile bureau which functions in concert with the juvenile division of the district court.

The Tulsa County Juvenile Bureau performs services in the following functional areas: (1) intake -- the screening of referrals for the determination of the need for filing an official petition alleging delinquency, need for supervision, or dependency and neglect; (2) detention -- the provision of secure custody for children usually in the prehearing stages or awaiting transmittal to other resident resources; (3) probation services -- the performance of predisposition studies and community supervision of adjudicated youngsters in the categories of delinquency and child in need of supervision.

These, then, are the children who pass through the juvenile justice process in Tulsa County each year. The preponderance of status offenses, burdening law enforcement and courts with cases presumably handled more effectively by child welfare and family services agencies suggests that diversion of children coming to the attention of law enforcement and courts for these types of offenses is needed. This is especially true in light of the recent expansion of juvenile court jurisdiction to include 16- and 17-year-old boys. Without a corresponding increase in resources, law enforcement and courts must set priorities. The subject of diversion is discussed in the next chapter.

TABLE 7
 JUVENILE OFFENSES BY SEX (1973)
 CITY OF TULSA POLICE DEPARTMENT

	MALE		FEMALE		TOTAL	
Runaway	162	41.5%	228	58.5%	390	100.0%
Theft	219	57.2%	164	42.8%	383	100.0%
Ungovernable Behavior	212	63.9%	120	36.1%	332	100.0%
Burglary	265	95.7%	12	4.3%	277	100.0%
Drugs	163	74.1%	57	25.9%	220	100.0%
Alcohol	99	75.6%	32	24.4%	131	100.0%
Petty Larceny	60	48.4%	64	51.6%	124	100.0%
Auto Theft	101	91.8%	9	8.2%	110	100.0%
Sniffing	58	78.4%	16	21.6%	74	100.0%
Trepassing	51	94.4%	3	5.6%	54	100.0%
Assault & Battery	22	71.0%	9	29.0%	31	100.0%
Vandalism	30	100.0%			30	100.0%
Assault with a Deadly Weapon	22	84.6%	4	15.4%	26	100.0%
Knowingly Receive Stolen Property	14	93.3%	1	6.7%	15	100.0%
Rape & Sex Offenses	14	100.0%			14	100.0%
Unauthorized Use of Motor Vehicle	9	75.0%	3	25.0%	12	100.0%
Truancy	6	85.7%	1	14.3%	7	100.0%
Murder	5	83.3%	1	16.7%	6	100.0%
TOTAL	1,512	67.6%	724	32.3%	2,236	100.0%

TABLE 8
 ADMISSION TO DETENTION ON REFERRAL FROM RURAL POLICE DEPARTMENTS
 IN TULSA COUNTY 1973 AND FIRST SIX MONTHS 1974

POLICE AGENCY	1973 ADMISSIONS		FIRST 6 MONTHS 1974	
Sand Springs	41	25.5%	22	100.0%
Bixby	3	1.9%	0	0.0%
Broken Arrow	15	9.3%	9	14.5%
Collinsville	3	1.9%	2	3.2%
Owasso	3	1.9%	4	6.5%
Jenks	8	5.0%	2	3.2%
County Sheriff	<u>88</u>	<u>54.7%</u>	<u>23</u>	<u>37.1%</u>
TOTAL	161	100.0%	62	100.0%

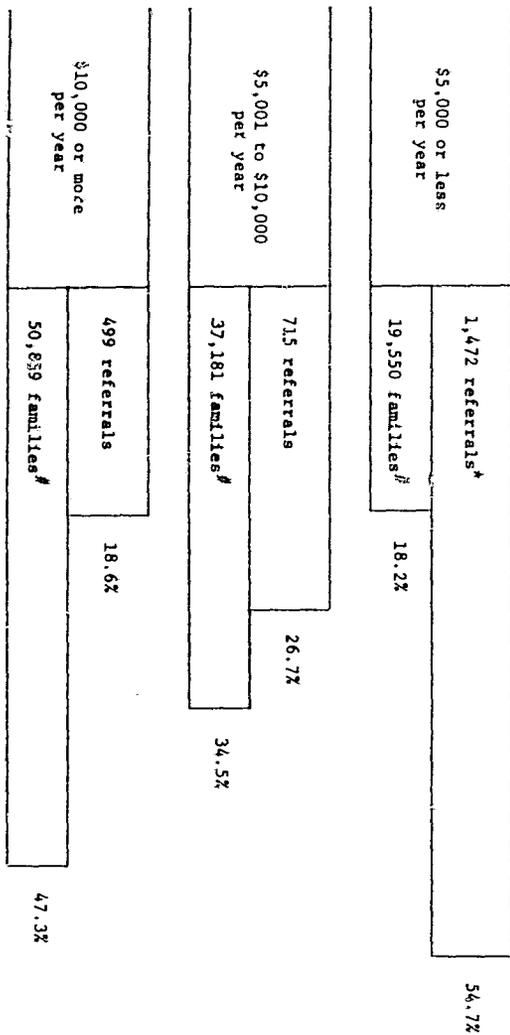
TABLE 10

MARITAL STATUS OF FAMILIES REFERRED
TO JUVENILE BUREAU IN TULSA COUNTY

	Families* Referred to Juvenile Bureau		Families* Not Referred		Total	
Families* w/ single parent	1405 57.0%	18.5%	6172 10.6%	81.5%	7577 12.5%	100.0%
Families* w/ two parents	1062 43.0%	2.0%	52010 89.4%	98.0%	53072 87.5%	100.0%
TOTAL	2467 100.0%	4.1%	58182 100.0%	95.9%	60649 100.0%	100.0%

* families with children under 18

Source: U. S. Bureau of the Census and Tulsa County Juvenile Bureau

TABLE 9
JUVENILE OFFENSES BY INCOME OF FAMILY
COMPARED WITH FAMILY INCOME IN TOTAL POPULATION* referrals to Juvenile Bureau
families in total Tulsa County population

scale: 1" = 10%

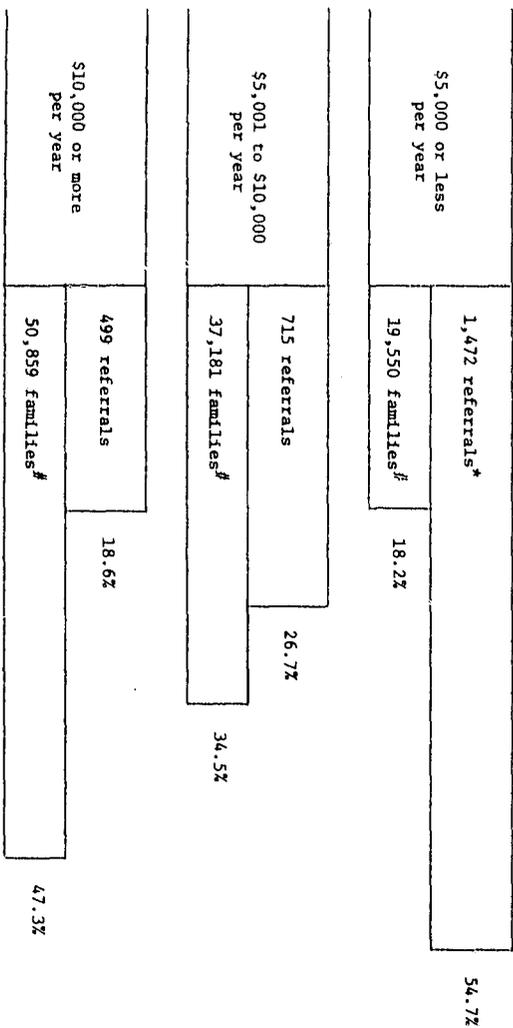
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	Families* Referred to Juvenile Bureau		Families* Not Referred		Total	
Families* w/ single parent	1405	18.5%	6172	81.5%	7577	100.0%
		57.0%		10.6%		12.5%
Families* w/ two parents	1062	2.0%	52010	98.0%	53072	100.0%
		43.0%		89.4%		87.5%
TOTAL	2467	4.1%	58182	95.9%	60649	100.0%
		100.0%		100.0%		100.0%

* families with children under 18

Source: U. S. Bureau of the Census and Tulsa County Juvenile Bureau

TABLE 9
 JUVENILE OFFENSES BY INCOME OF FAMILY
 COMPARED WITH FAMILY INCOME IN TOTAL POPULATION



* referrals to Juvenile Bureau
 # families in total Tulsa County population

scale: 1" = 10%

CHAPTER II

DIVERSION OF CHILDREN IN NEED OF SUPERVISION

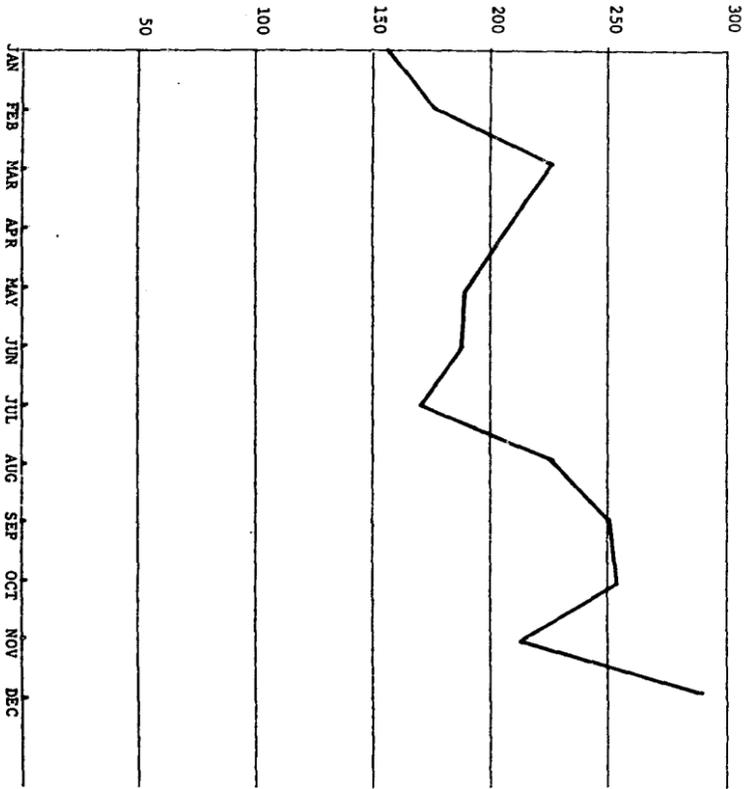


TABLE 11
CITY OF TULSA -- JUVENILE ARRESTS (JANUARY - DECEMBER 1973)

In the introduction we noted that "diversion" involves the substitution of a service resource for court-related resources, and distinguished it from "screening," which involves a decision to invoke neither juvenile justice nor social service resources on behalf of the subject child. The term diversion has come into general usage nationwide but the debate still goes on as to definition.¹ We are following here a distinction made by the National Advisory Commission on Criminal Justice Standards and Goals, which noted that the term diversion "refers to halting or suspending before conviction formal criminal proceedings against a person on the condition or assumption that he will do something in return," as distinguished from screening which involves simply "the cessation of formal criminal proceedings and removal of the individual from the criminal justice system."²

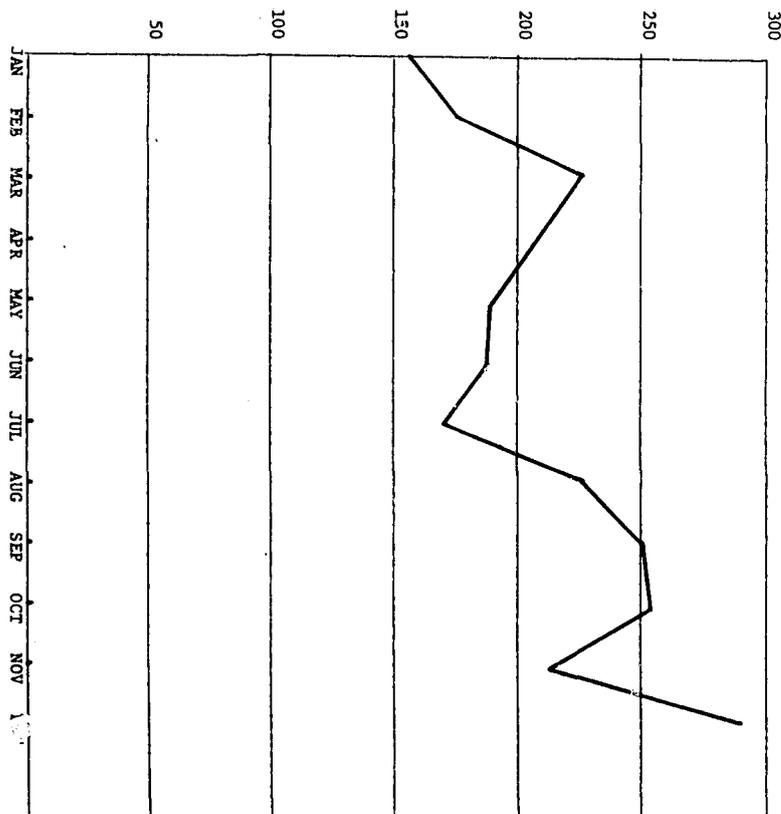
Within the juvenile justice system, such practice represents a distinct reversal of the decades-old trend toward referring children with virtually any kind of problem to the juvenile court. Diversion constitutes a deliberate effort to bring these same children to the attention of social service agencies instead. The underlying assumptions involve recognition of the fact that unnecessary contact with coercive agencies has a negative influence upon the child and that voluntary, noncoercive agencies have a better chance of actually changing unacceptable behavior. Recently adopted NCCD policy calls for removal of jurisdiction over status offenders -- and CHINS are status offenders -- from the juvenile court entirely. That policy states, in part:

We believe that the juvenile court system can utilize its coercive powers fairly and efficiently against criminal behavior that threatens the safety of the community. The court, however, cannot deliver or regulate rehabilitative services. Noncoercive community services must bear the responsibility for the unacceptable but noncriminal behavior of children. Use of family counseling and

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2. National Advisory Commission on Criminal Justice Standards and Goals, *Report on Courts* (Washington: U.S. Government Printing Office, 1973), pp. 27ff.

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youth service bureaus and increasing educational and employment opportunities would be more beneficial than depending on juvenile courts. ...

We believe that, however sincere the effort of the juvenile court to correct a juvenile's noncriminal behavior, it has frequently resulted in a misapplication of the court's power, has sometimes done more harm than good, and, as said in *Kant*, generally gives him "the worst of both worlds ... neither the protections accorded to adults nor the solicitous care and regenerative treatment postulated for children."

Whether we label children status offenders or delinquents, once introduced into the juvenile court process they become stigmatized. The benefits derived from such classification for either the child or society appear to be nonexistent.³

CURRENT DIVERSION PRACTICES OF LAW ENFORCEMENT AGENCIES IN TULSA COUNTY

Handling juveniles has long been recognized as a specialized function among virtually all metropolitan police agencies in the United States, and Tulsa is no exception. The juvenile division of the Tulsa Police Department has been delegated the task of processing all juveniles taken into custody. The phrase "taken into custody" is the preferred manner of referring to the police action of a juvenile arrest. Using the term custody as opposed to "arrest" conveys the uniqueness of special laws pertaining to children. The juvenile code conveys an attitude of protection which exceeds that afforded adults.

The juvenile division is involved in relatively few initial acts of apprehending juveniles. Most juveniles are conveyed to the police department by police patrol units, after which they are transferred immediately to the juvenile division. This is normal, inasmuch as the patrol units are available throughout the community to respond to police calls, including those calls that involve juveniles. Soon after taking custody, the juvenile division begins the process of deciding which of available actions is most appropriate. Decisionmaking is influenced by the need for both the wellbeing of the child and the safety of the community.

The survey team determined the functional tasks of the juvenile division to be as follows:

3. National Council on Crime and Delinquency, Board of Directors, "Jurisdiction over Status Offenders Should Be Removed from the Juvenile Court: A Policy Statement," *Crime and Delinquency* 21:2 (April 1975).

1. Receiving and processing all juveniles taken into custody by the Tulsa Police Department.
2. Completing followup investigations of crimes believed to have been committed by juveniles.
3. Performing first-level screening procedures incident to the decisions of: (a) completing a full investigation and making formal referral to the Juvenile Bureau of the District Court for court intake processing; (b) diverting youngsters and their families to available social service resources within the community in lieu of court referral; and (c) screening youngsters away from the police/court process without referral to community helping resources if services are found not to be needed.
4. Investigation of all sex offenses that come to the attention of the Tulsa Police Department regardless of whether a juvenile is involved. While it is difficult to determine a specific percentage of time expended by the juvenile division in investigation of sex offenses, the division personnel report that such investigations do consume a considerable amount of time, therefore reducing the time available for juvenile cases.

JUVENILE DIVISION COVERAGE. The survey team found that the juvenile division provides coverage from 7 a.m. until 11 p.m. Many metropolitan police departments have determined that full 24-hour coverage within the juvenile division is imperative. Full coverage would recognize the unique specialty involved in police handling of juveniles; it would also acknowledge the screening flexibility allowed police in handling juveniles and the impact of decisions involved in screening. Full coverage would maximize the protection required for juveniles in the juvenile code. Protection provided by law must be available to all juveniles, even those arrested in the after hours.

JUVENILE DIVISION STAFF. The juvenile division is directed by a senior investigator, a rank which the survey team understands to be of detective status. Assisting the senior investigator are three investigative officers and one full-time clerical person. Attached to the juvenile division is a "police diversion project"; a fuller description will follow later in this chapter.

It was the survey team's impression that the juvenile division officers possess considerable understanding of the uniqueness of police specialty work with juveniles. The team also had the impression that the juvenile division is understaffed. Their inability to provide full 24-hour coverage is a definite deficiency. Additional staff should be assigned to the juvenile division to provide around-the-clock coverage and to assure that there is no decrease in the present high quality of service.

JUVENILE DIVISION 1973 WORKLOAD. Records compiled by the juvenile division reveal that during calendar year 1973 the division handled 2,249 juveniles. Table 1 (page 8) displays the source from which the division received juveniles for processing and dispositions made by the division.

Police do not have admissions control over juvenile detention in Tulsa County. The Juvenile Bureau of the District Court maintains that control. Where "detention" is shown as a police disposition, the police conveyed the juveniles to the place of detention and the final decision to detain was made by the Juvenile Bureau of the court. Of the approximately 1,080 juveniles conveyed to detention by Tulsa police, only 700 (65 percent) were actually admitted to detention.

Police involvement with juveniles in Tulsa follows a pattern typical of other cities. The most frequent reason a juvenile is taken into custody is for running away from home. The top four offense categories involving juveniles (runaway, theft, ungovernable behavior, and burglary) conform to the typical national pattern of police involvement with juveniles. Runaways and ungovernable behavior comprise more than 50 percent of these top four categories. Perhaps police, realistically, must be responsible for apprehending runaways in order that the return-home process might be facilitated. But police involvement in family disputes involving ungovernable children illustrates their extra involvement with the myriad of human difficulties other than crime.

The problem is further complicated by the lack of any resource other than detention for the immediate disposition of such cases (runaways and ungovernables). Police statistics show that of the 395 runaways, 85.1 percent were conveyed to juvenile detention. Similarly, of the 334 cases of ungovernable behavior, 74.3 percent were conveyed to detention. Detention statistics do suggest that at least some out-of-county runaways were handled with alternative short-term placements in lieu of detention. It is clear that the Juvenile Bureau staff exercised great care in deciding detention admission for such children. Detention was evidently allowed only in the most dire emergencies where the child would be in danger if he were returned to his own home. Since there is a high frequency of police activity with ungovernable children, some degree of police frustration does exist.

Focusing on police dispositions, there are generally three options once a child is taken into custody:

1. Investigate sufficiently to release the child to his parents or another suitable adult custodian with subsequent court referral or referral to the police diversion project.
2. Convey the child to the Juvenile Bureau for detention admission consideration.
3. Place the child in jail. The survey team learned that the option of jail placement is exercised in matters involving older, aggressive juveniles, for which court certification

to stand trial as adults is an immanent possibility. The survey team believes that the Juvenile Bureau exercised great care in assisting the police in determining the suitability of jail placement. This is revealed by the relatively infrequent decision for jail placement.

Overall, approximately 50 percent of all children who were taken into custody by the Tulsa Police were released to their parents. Release to parents was frequently followed by subsequent referral to the Juvenile Bureau for intake processing incident to delinquency or other categorical petitioning. Involvement in the police diversion project may also occur.

POLICE DIVERSION PROJECT. The Tulsa Police Department operates a counseling project which endeavors to divert juveniles from the court process. Funding is provided in part by the Oklahoma Crime Commission. Three youth counselors provide counseling and referral services to first-time juvenile offenders brought to police attention for misdemeanor offenses. In cooperation with the Juvenile Bureau of District Court, this project has been designated to handle those youngsters who have no previous record of referral with the Tulsa Police Department. Table 12 provides an overview of the workload managed by this project with its three counselors (page 28).

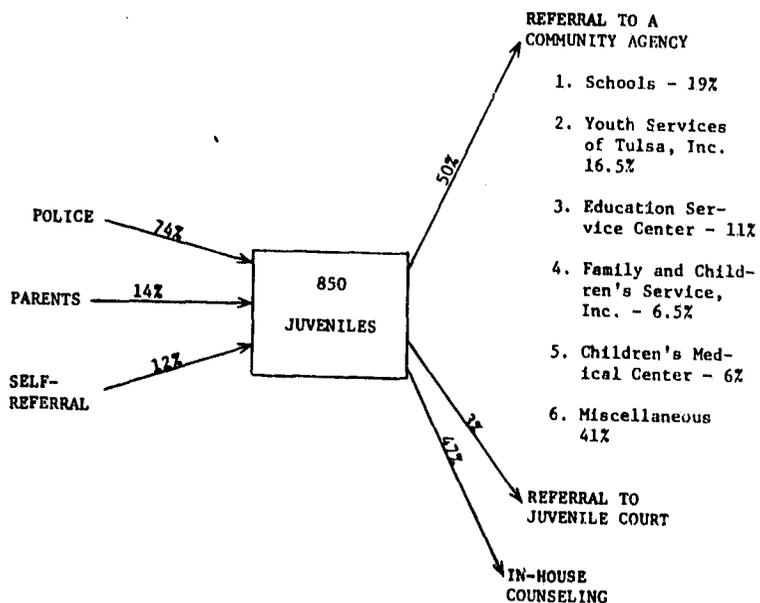
The survey team found this counseling project to be well received within the juvenile division, but its existence was not that well accepted by the larger department. The newness of the project's approach, combined with the typical function which was performed, appeared to account for the estrangement. The survey team was impressed with the energy and willingness which the project counselors exhibit toward their work.

The process of the project is as follows: after the child is referred to the project, the diversion counselor conducts an initial interview with the child. During that interview, typical identifying information and pertinent circumstances concerning the offense are obtained. Following this initial contact, an interview is held with the child's parents for confirmation of the earlier information and for the purpose of gaining parental involvement in the counseling process.

As shown in Table 12, approximately 50 percent of the project clients are referred to existing community agencies. A significant feature is that the parents are given a choice between participation in the project and referral to the Juvenile Bureau of District Court for intake processing. In the most recent statistical accounting, only about three percent of the project participants chose the referral-to-court option. Only a few more were referred subsequently owing to noncompliance. It is noted that 47 percent of the participants were handled with in-house counseling, without referral to community services.

The study team shares the following concerns as to the appropriateness of the project:

TABLE 12
POLICE DIVERSION PROJECT,
CITY OF TULSA, POLICE DEPARTMENT,
1973 (Two Quarters)



1. Although the diversion project is innovative, its clients might be subject to coercion when referred there. The survey team is concerned about the fundamental fairness of a project in which counseling of a very personal nature is delivered with either freedom of choice or protection afforded via due process of law.
2. The level of counseling service aspired to by the project appears to exceed the training of the staff. To the survey team's knowledge, the project staff is not professionally trained. Coupled with this lack of trained counselors, the project has not provided professional supervision and/or consultation to assure that counseling is conducted in accord with recognized professional social service practices, although the survey team noted no unethical practices.
3. The existence of the diversion project tends to obviate awareness of the need for a fully-staffed and trained, round-the-clock, police juvenile division for the City of Tulsa.
4. There is a tendency for isolation (or separation) between police services and helping resources in the community. It appears that the existence of this project is perpetuating this isolation because the staff of the diversion project is expected to contact appropriate community resources, thereby relieving commissioned police officers of that responsibility. Considering the range of problems experienced by the police, it would seem that increased awareness of community resources should be promoted by and for the police department.

In listing the above observations, it is recommended that the project's function be assumed by a fully-staffed police juvenile division. It should be programmed to work closely with existing social services outside the police arena. Arrangements for a working agreement between the police juvenile division and agencies should be made. The Youth Resources Bureau, for instance, might aid in the provision of police station crisis-counseling for settling family disputes and for advising stronger parental control of ungovernable children or others. This arrangement would tend to align these services more closely with existing social services. If the decision is made to continue the police diversion project, it is suggested that the staff of the existing Youth Resources Bureau be solicited for direct project involvement. Their key contribution would be to provide needed professional supervision and to expand the available service options.

The following comprise the survey team's recommendations for improving police services to juveniles, particularly that police service as performed by the juvenile division of the Tulsa Police Department:

1. Police and court-related personnel should continue their close working relationship in deriving policy for the handling and processing of juveniles, making sure that all practices on the part of police are congruent with the wishes of the district court. Particularly sensitive is police processing of juveniles on matters that relate to prolonged holding of juveniles (overnight) in jail or at the police station prior to court referral or release to parents, and conducting police investigatory interviews in accord with the lawful requirements of provision of counsel and in the presence of parents or guardian.
2. Just as it is generally recommended that juvenile matters be handled by courts of general trial jurisdiction (as is the case in Oklahoma owing to the state's unified court system), so is it generally recommended that police handling of juveniles be the business of a separate and unique division in metropolitan police departments. This is also the case in Tulsa. However, the department should carefully review the status of the juvenile division within the agency, for it should have status equal to that of any other major division such as traffic, detectives, etc. A command rank officer should head the juvenile division (which perhaps is the case now, but the survey team acknowledges confusion about the rank of "senior investigator," the rank designating the present head of the juvenile division). Command rank usually provides the necessary departmental status and experienced leadership required for police performance in this area.
3. The allocation of police personnel to the juvenile division should be increased so that full 24-hour coverage, seven days a week, might be accomplished. To repeat, processing of juveniles is a unique police specialty and experienced juvenile division staff should be available at all times.
4. The appropriateness of the present constitution of the police diversion project should be carefully reviewed. The survey team expresses concern that the diversion project counselors are operating from a circumstance of "coerced choice" in causing their clientele to participate. Individuals that are referred by police to the court have the benefit of proper juvenile procedure prior to being coercively involved in any counseling/helping process on the part of court personnel. Clients of traditional mental health/social service agencies are allowed clear freedom of choice as to whether to participate in a counseling endeavor. But the clients of the police diversion project are afforded neither court procedure nor freedom of choice; rather, they are presented with

a coerced choice of either submitting to counseling or taking their chances with a referral to the juvenile bureau for full intake processing. Professionals skilled in the practice of counseling generally concede that coerced counseling generally stiffens defenses, rendering real change improbable.

5. In reviewing the police diversion project, consideration should be given to redirecting project energies with these factors in mind:

(a) With the screening and diversion guidelines in mind, diversion project staff might actively engage prospective clients for diversion in careful consideration of the nature and extent of their personal difficulties, supporting whatever motivation might be present to stimulate the individual involved to seek mental health/social service assistance. With training and professional supervision, project staff can be equipped simultaneously to impart their desire to be helpful while engaging the client in personal problem examination and conveying the notion of clear choice as to whether they will actually pursue appropriate help.

(b) Project staff might be reviewed as to their suitability for becoming commissioned police officers and thereby aiding the provision of full, around-the-clock coverage in the juvenile division. Should this occur, project staff could add to the normal investigatory and procedural tasks the matter of pursuing diversion options. With this program alteration, counselors from the Youth Resources Bureau might be called to the police station in order to engage in client interviews in a manner similar to that practices when Youth Resources Bureau personnel go to the Juvenile Bureau intake division for the purpose of conducting initial client interviews.

(c) The basic concept and stance of the diversion project might be expanded in order to provide crisis intervention services to all persons coming to the attention of the police that are involved in human conflict situations that are not criminal *per se*. Family disputes would be included for the purposes of initial problem examination and referral to the Youth Resources Bureau for more definitive problem assessment and resource finding when youths are involved. In matters not involving youth, project operatives could become skilled in selecting appropriate resources that are generally available in the Tulsa area, and capable of responding to a wide range of adult social dilemmas.

6. In suggesting alternate purposes and performances for the police diversion project, the survey team would have it understood that what appears to be needed with the juvenile

division is expanded police coverage and the capacity to respond helpfully to a wide range of human dilemmas, but not the provision of extended, traditional counseling services, *per se*. In focusing on this diversion project, the survey team intends no derogatory inferences toward the project staff.

They have weathered the chill directed toward them by police personnel that react to nontraditional police functions being performed within the department. Also, they have weathered this chill while being rather isolated, it seems, from the mainstream of traditional mental health/social service agencies and the support that can be expected from other human services personnel. The survey team values their courage and good intentions. Highly questioned, however, is the basic program thrust which involves prolonged contact counseling in a circumstance of coerced choice for project clientele.

7. The investigation and processing of sex offenses is a duty of questionable relevance to inclusion in the juvenile division. While it is not altogether unusual to find this additional duty placed within the responsibility of a police juvenile division, the survey team observed that the performance of these additional investigative tasks detracts from the energies of this division in performing their primary responsibilities to the youth of Tulsa. The survey team strongly recommends that serious consideration be given to removing this investigatory area from the duties of the juvenile division. All crimes involving juveniles, of course, would remain within the purview of the juvenile division.

CURRENT DIVERSION PRACTICES OF THE TULSA COUNTY JUVENILE BUREAU OF DISTRICT COURT

In Tulsa County there is clear evidence of the court's support of diversion of children. The judge of the Juvenile Bureau sent a letter December 10, 1973, to all law enforcement and principal youth-serving agencies throughout the county, requesting that all children fitting the lawful category of "child in need of supervision" (CHINS) be referred first to the Youth Resources Bureau (YRB). The judge communicated that the services provided by the YRB might obviate the necessity of formal referral to the subsequent petitioning in juvenile court. Such demonstrative support is laudable. This active support for diversion acknowledges that the CHINS may best be assisted outside the formal juvenile justice system.

It is clear that the Juvenile Bureau in Tulsa County is perpetuating the tradition of leadership and innovative performance in its role as advocate for children. The overriding consideration in the juvenile process is that the best interests of the child and the community be served. To engage wantonly in negative labeling would, of course, be counter to "best interest" considerations. With these factors in mind, the survey team unhesitatingly suggests that if astutely administered juvenile diversion programs are possible anywhere, they are possible in Tulsa County. Without the active support of the court in a leadership position, efforts toward diversion would be idle gestures at best.

Table 13 (page 34) displays a gross quantification of cases processed by the Juvenile Bureau and court during 1972, showing point of origin and disposition of referrals. In comparing the 1972 dispositions with practices during 1973 and early 1974, it is interesting to note the degree of maturation of ideas and practices of diversion practiced by the Juvenile Bureau staff.

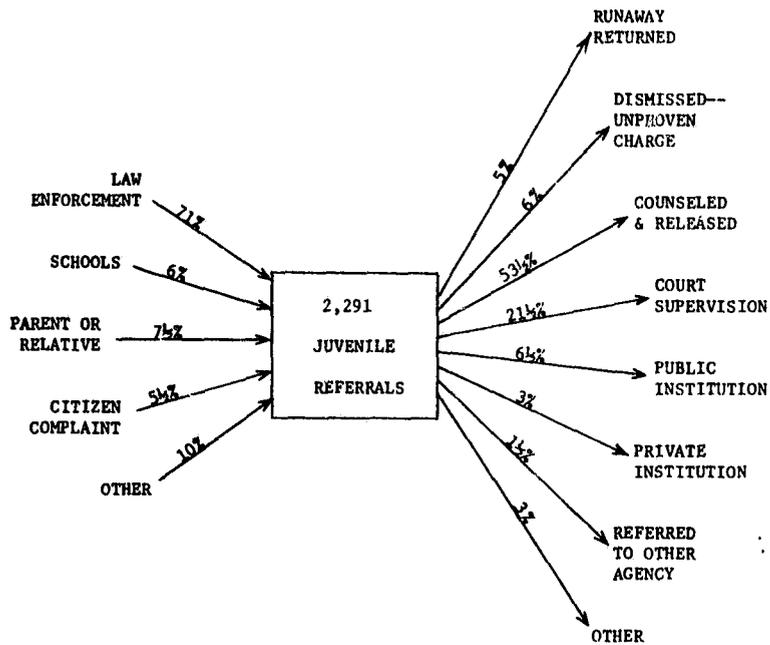
Juvenile Bureau caseload statistics were not available for the calendar year 1973 when this report was compiled. The reader will observe from Table 13 that in 1972 approximately 53-1/2 percent of referrals were closed by the Juvenile Bureau at intake, and only 1-1/2 percent were referred to other agencies. Statistics for 1973 and 1974 will show an increase in the number of children referred to other community resource agencies. The Juvenile Bureau solicits the involvement of the Youth Resources Bureau on occasions when intake determines that the juvenile can be successfully managed outside the justice system. Upon such determination, the Juvenile Bureau intake department stops the intake process and calls upon the YRB. One of its staff comes to the juvenile center and then continues the interview process with a view toward involving the child and his family with appropriate helping resources. Thus, such children are diverted from the court process. The Juvenile Bureau also continues to follow a practice of screening out of both the justice system and social service system when it is clear that intervention was unnecessary. All referrals received by the Juvenile Bureau are given full consideration for any needed services by the YRB.

The survey team interviewed both intake staff and Juvenile Bureau administrative personnel. From this encounter, the team has determined that the Juvenile Bureau follows intake practices in accordance with Oklahoma statutes and NCCD standards. The survey team concerned itself with admission policies as practiced by the Juvenile Bureau. Intake control of detention admissions is in accord with NCCD standards. Intake coverage of detention admissions exists from 8 a.m. until midnight. After midnight, detention personnel make admission decisions. Unlike practices elsewhere, the detention staff on duty from midnight to 8 a.m. is carefully trained, and during this time the staff has full control of the decision to detain. When detention admission is denied, an intake interview is scheduled for the following day. The full exercise of diversionary considerations is then administered by regular intake staff.

Tulsa's Youth Resources Bureau will be more fully discussed in Section IV of this report. The survey team recognizes the diligence shown by both the police agencies within the county and the Juvenile Bureau in their joint

TABLE 13

JUVENILE COURT REFERRALS
IN TULSA COUNTY (1972)



efforts to derive appropriate policies and practices which guide the police in referring juveniles from police custody to the Juvenile Bureau's intake division. Essentially, the joint policies derived cover police referral to the court in instances of aggravated and repeat misdemeanor offenses and felony category offenses. This policy is in line with NCCD's standards.

As earlier explained, the Juvenile Bureau of the District Court performs functions in concert that are typical of traditional juvenile courts. The survey team determined from interviews with the Juvenile Bureau staff that juvenile process in Tulsa County is performed in accordance with Oklahoma statutes and in strict compliance with proper due process of law and fundamental fairness. In matters of delinquency, court protection is afforded through hearings involving the detention phase, arraignments, and adjudicatory hearings that are separate from the court process of final disposition. In addition to the details of Juvenile Bureau intake diversion as appears below, the survey team would stress that the court has the prerogative of screening children out of the court process by dismissal, or diverting young people and families from the actual court process by stopping the proceeding, dismissing the petition, or suggesting that Juvenile Bureau staff re-engage the parties involved in careful consideration of appropriate help that is available to them outside the court arena.

The survey team strongly supports the screening and diversion procedures now being practiced by the intake division of the Juvenile Bureau. These procedures were observed as follows:

SCREENING -- an act of dismissing or closing at intake those referrals received by the police when the offense is of an innocuous nature and the youngster involved has no history of referral to the court. The family is sent a letter by the Juvenile Bureau, which letter notifies the family that the police complaint has been received, but the Juvenile Bureau chooses to take no action. The letter suggests that the family contact the Youth Resources Bureau (YRB) in order that this agency might explore with the family their need for social services assistance. Notification by the Juvenile Bureau is provided to the YRB and if the family does not contact the YRB within approximately two weeks, the YRB initiates contact for the purpose of exploring the need for services. The survey team considers this essentially a screening action inasmuch as the families involved are allowed a free choice in determining whether they will cooperate with the YRB.

DIVERSION -- an act of screening by the Juvenile Bureau intake division in which the child and family are interviewed by the intake division and the decision to divert to services is made. The decision to close the case at intake by diversion usually occurs in nonaggravated offenses, mitigating factors being determined via the interview process, with one of the parties involved requesting a full hearing

before the court. Important in this decision is the intake counselor's assessment of the willingness and capacity of the parties involved to participate directly in alternative services without forceful intervention by the Juvenile Bureau. The survey team discovered a unique and innovative practice in which children and families that are to be diverted are engaged at the point of the intake interview by a counselor from the YRB. The YRB counselor actually comes to the intake division and continues the interview process in the place of the court intake counselor. The survey team is greatly encouraged by the practicality of this practice followed by the Juvenile Bureau on occasions when juveniles referred themselves by asking the Juvenile Bureau for direct assistance. On these occasions the Juvenile Bureau, once determining that forceful intervention is unnecessary in behalf of protecting the child from harm, contacts the YRB and a counselor from that agency comes to the juvenile center and resumes the interview, thereby consummating the full diversion process.

On numerous occasions when diversion from the court process appears appropriate as an intake response, the appropriate service alternative may seem obvious to the intake counselor. As long as the YRB continues to be willing to operate closely with the Juvenile Bureau, the survey team suggests that intake counselors not make direct referrals to a specific direct service agency. Rather, it is suggested that the intake counselors follow the practice of referral from the Juvenile Bureau to the YRB in order that the functions of service needs assessment might be more fully performed, with YRB staff providing the supportive assistance that is often necessary in enabling people in need actually to present themselves for help from the appropriate agency.

The survey team acknowledges and stresses the point that many people that become involved with the Juvenile Bureau of the District Court on occasions of incidental and innocuous juvenile misbehavior are not, *per se*, in need of social service assistance. When affirmative indications of service needs are not apparent to the intake counselor, either by virtue of the written referral from police or the factual circumstances as determined in the intake interview, then the survey team would recommend screening out of both the court and social services. This would involve simply informing the parties involved of a general source (the YRB) of help if additional problems arise. Energetic diversion, however, is appropriate when the need for social service assistance is evident. The importance of continuing inservice training for intake staff incident to making these discretionary judgments of whether to screen without services, divert to services, or petition for a court hearing cannot be overemphasized. Continued close cooperation between the Juvenile Bureau and the YRB will allow accrued experience to be incorporated into practice.

CURRENT DIVERSION PRACTICES OF THE PUBLIC SCHOOLS IN TULSA COUNTY

The largest public school system in the county -- that of the City of Tulsa -- was selected for interview, to gain an overview of how the great majority of children fitting into the CHINS category are handled. In response to the survey, the Tulsa Public Schools indicated that the method of choice for working with these particular children is to seek alternative educational settings for them in the community. Specifically mentioned as referral resources of choice were Project "12," the Street School, and the Margaret Hudson Program.

Asked about needed programs, the response was to increase the number of "street schools" and programs similar to Project "12" and the Margaret Hudson Program. Yet it was noted in the interview that federal funding for these kinds of programs is a matter of concern, suggesting a possible reduction in available funding rather than the needed expansion.

In view of the facts that only two percent of the Tulsa Police Department's juvenile referrals and only six percent of the juvenile court's referrals came from the public schools in Tulsa County, and that only 15 percent of the Tulsa Public Schools' referrals were to the juvenile court, it is evident that diversion to community resources is being practiced.

The greatest perceived need is for alternative educational programs to which children can be diverted from the regular classroom setting when behavioral problems or chronic absenteeism preclude continued placement of the child in the regular classroom. This need is urgent, in view of time-limited federal funding of existing alternative programs. It is therefore recommended that the public schools in Tulsa County expand alternative educational programs and make them a permanent part of the local school systems. It is also recommended that joint federal, state, and local funding be explored for this purpose. It is especially recommended that the public schools work closely with INCOG to explore funding of alternative educational programs through participation in the new Juvenile Justice and Delinquency Prevention Act of 1974.

SUMMARY OF RECOMMENDATIONS

1. It is recommended that the juvenile court policy of encouraging all law enforcement and principal youth-serving agencies in Tulsa County to refer children fitting the CHINS category of behavior first to the Youth Resources Bureau be continued.
2. It is recommended that the Youth Resources Bureau make its services well known and available to all rural communities in Tulsa County.
3. It is recommended that the police diversion project of the Tulsa Police Department transfer its functions to a fully staffed police juvenile division and that this division utilize existing social services outside police jurisdiction.

4. It is recommended that police and court-related personnel continue their close working relationship in setting policy for the handling of juveniles, making sure that all practices on the part of police are congruent with policies -- including due process -- of the court.
5. It is recommended that the juvenile division of the Tulsa Police Department have equal status with other divisions of the department and that it be administered by an officer of command rank.
6. It is recommended that the juvenile division of the Tulsa Police Department provide 24-hour coverage.
7. It is recommended that the services of the Youth Resources Bureau be utilized by the juvenile division of the Tulsa Police Department and by other police departments in Tulsa County to divert children from the juvenile justice process and to provide crisis intervention services for a broad range of human conflict situations, especially family conflict resolution.
8. It is recommended that the Tulsa Police Department remove the routine investigation of sex offenses from the juvenile division.
9. It is recommended that small police departments in Tulsa County (i.e., less than 10 officers) provide training in the processing of juveniles to all their officers and that the assistance of the Tulsa Police Department, the Youth Resources Bureau, and the Law Enforcement Training Academy be utilized for this purpose.
10. It is recommended that cases not clearly in need of social services be screened out of the juvenile justice system without routine diversionary referral to the Youth Resources Bureau or other community social service agency.
11. It is recommended that the public schools in Tulsa County expand their alternative educational programs and make them a permanent part of the local school systems, utilizing such programs as Project "12," the Street School, and the Margaret Hudson Program as models.
12. It is recommended that the public schools in Tulsa County, in cooperation with INCOG, explore joint federal, state, and local funding, especially through participation in the new Juvenile Justice and Delinquency Prevention Act of 1974, to implement Recommendation # 11.

CHAPTER III

CENTRAL INTAKE AND REFERRAL IN TULSA COUNTY

With the increasing emphasis upon diversion from the juvenile justice process, the question arises about what agency will serve as a referent point, a collecting point, as the juvenile court has served for many years. For years, the court has been a single agency to which children with a broad range of behavioral and emotional difficulties could be referred. The court, in turn, made the decision about whether to work with the child directly, or refer the child to another helping agency in the community, or dismiss the case. The court was also responsible for following up the case. In other words, the juvenile court has actually been a central intake and referral agency for children whose behavior has placed them in the CHINS category.

Unless children, families, and helping agencies are to be left the task of finding each other on their own, some agency must serve as a link between children and families needing help and the whole spectrum of helping agencies in the community offering specialized help.

The nature of the task suggests that this agency will also have to go beyond a telephone referral service. It is unrealistic to expect a family or child in distress to articulate problems to a sympathetic telephone listener who will, in turn, diagnose the problem and select the agency of choice for referral. Rather, a thorough intake and screening process is required in order to determine what kind of help from what particular agency is needed and available.

The youth service bureau is designed to deliver precisely this kind of service. Following is a discussion of Youth Services of Tulsa, Inc., which has been funded by the Oklahoma Crime Commission to serve as a Youth Resources Bureau delivering central intake and referral services.

OPERATIONAL OBJECTIVES OF CENTRAL INTAKE AND REFERRAL

In response to the survey questionnaire, YST stated the following agency goals:

1. Advocacy for the youth of Greater Metropolitan Tulsa and Tulsa County.
2. Diversion of CHINS children from the juvenile justice system into community resources.
3. Work with community resources to accomplish cooperation in services to youths and their families.

4. Identification of potential and active truant patterns of youth with school officials and then work with these youth to help them back into the school system.
5. Work within the entire community to instill interest, concern, tolerance, and acceptance of the community's responsibility for the acting-out child.
6. Work with others toward the creation of a Youth Advocacy Council.

At the time that our questionnaire was filled out, YST also stated as a goal the recruitment, screening, and training of volunteers to work with young people in a one-to-one relationship. Since then this one-to-one volunteer program has been picked up by the United Way under Family and Children's Services, so the goal is inoperative for YST. It has therefore been omitted from this discussion of YST operational objectives. However, the program's relationship to YST is discussed at the end of this section.

Utilizing these stated goals and results of the survey, the survey team has attempted to operationalize the stated goals.

GOAL 1: "Advocacy for the youth of Greater Metropolitan Tulsa and Tulsa County."

An umbrella goal, stated thus broadly, is probably needed to set the boundaries of the Youth Resources Bureau's mission. Advocacy, in its broadest sense, involves the promotion in the community of the entire range of opportunities, services, and education needed to raise healthy children. The subject of youth advocacy is discussed at greater length in Chapter IV.

GOAL 2: "Diversion of CHINS from the juvenile justice system into community services."

Survey data indicates that the potential target population to be reached by a central intake and referral process in Tulsa County is in excess of 2,750 children per year from two primary referral sources: the Juvenile Bureau of the District Court and the juvenile division of the Tulsa Police Department. This is a highly conservative estimate, since it does not add referrals from the Tulsa Public Schools (which responded to the survey questionnaire with a long-range estimate of more than 10,000 children, generally within the CHINS category of behavioral difficulties, who will need helping services), referrals from other agencies, referrals by parents (a potentially large referral source), or self-referrals. There is no accurate way of projecting referrals from all these sources at this time, and in fact, one of the tasks to be accomplished by YST, recommended by

the survey team, will be collection of statistics on these referral sources for the purpose of funding, staffing, and program projections.

Until that task is accomplished it is recommended that the YRB base its program on the clearly defined target population of 2,750 children per year. Thus Goal 2 can be simply stated in measurable terms, as recommended for adoption:

ALTERNATIVE GOAL 2: Diversion of 2,750 CHINS per year from the juvenile justice system into community resources.

GOAL 3: "Work with community resources to accomplish cooperation in services to youths and their families."

Alternative Goal 2 assumes the availability of community resources for 2,750 children per year who previously have been serviced by juvenile justice agencies. Cooperation among agencies is indeed necessary to facilitate absorption of these additional children -- and their families in many cases -- into the network of existing social services in Tulsa County.

In order to operationalize Goal 3, prior questions are: (1) which agencies? and (2) what kind of cooperation? The survey team and INCOG staff identified 39 youth-serving agencies for inclusion in the survey which aimed at identification of the elements of a youth services system in Tulsa County. It is recommended that these be the agencies among which the YRB will promote cooperation.

In fact, it was found that a good deal of cooperation already exists among many of these agencies. For example, primary referral linkages were identified between several agencies, who responded to a questionnaire item concerning referral sources. These are detailed in Table 14.

An examination of these responses indicates clearly that central to the network of services in Tulsa County is the Juvenile Bureau of District Court. Since that agency is now by policy diverting all first-time CHINS cases to YST, it can be expected that YST will move into a more central position vis-a-vis other service agencies, eliminating the unnecessary step of referring many CHINS cases to the court with the negative labeling which accompanies that referral.

The juvenile court's policy makes it possible for YST to be quite specific about what kind of cooperation is needed

TABLE 14

YOUTH-SERVING AGENCIES AND THEIR PRIMARY REFERRAL LINKAGES

<u>AGENCY (random order)</u>	<u>TOP 3 REFERRAL LINKAGES (rank order)</u>
Project "12"	1. Neighborhood Youth Corps 2. Tulsa Public Schools 3. Juvenile Bureau of District Court
Margaret Hudson Program	1. Tulsa Public Schools 2. Juvenile Bureau of District Court 3. Planned Parenthood
Indian Youth Council	1. Tulsa Public Schools 2. Tulsa County Schools 3. Youth Services of Tulsa, Inc.
DISKS	1. Juvenile Bureau of District Court 2. Tulsa Police Department 3. Tulsa Public Schools
Westside Family Services	1. Tulsa Public Schools 2. DISKS 3. Family & Children's Services
Neighborhood Counseling Service	1. Tulsa Public Schools 2. Juvenile Bureau of District Court 3. DISRS
Youth Services of Tulsa, Inc.	1. Juvenile Bureau of District Court 2. Tulsa Public Schools 3. DISRS
Tulsa Boys Home	1. Children's Medical Center 2. Family & Children's Services 3. Juvenile Bureau of District Court
Dillon Family and Youth Services	1. Juvenile Bureau of District Court 2. Tulsa Public Schools 3. Children's Medical Center
Tulsa Police Department	1. Youth Services of Tulsa, Inc. 2. Tulsa Public Schools 3. Juvenile Bureau of District Court
Tulsa Public Schools	1. Juvenile Bureau of District Court 2. Project "12" 3. Family & Children's Services

among the youth-serving agencies to facilitate diversion. The survey team recommends adoption of the following alternative goal:

ALTERNATIVE GOAL 3: Work with 39 youth-serving agencies in Tulsa County to establish formal contractual agreements for the diversion of all first-time CHINS cases from law enforcement agencies and the courts to the Youth Resources Bureau.

GOAL 4: "Identification of potential and active truant patterns of youth with school officials and then work with these youth to help them back into the school system."

When asked, "What are the main troubles or reasons that bring children and youth to your attention?" the Tulsa Public Schools responded with "truancy" as the most frequent problem. When asked what programs were needed to solve its CHINS-type problem, the Tulsa Public Schools named lighted schools, more "street schools," more Margaret Hudson-type programs, and "holding centers" in each junior high and secondary school. Based upon these responses, it is evident that YST's decision to target on patterns of truancy as one of its goals is a well-founded priority.

ALTERNATIVE GOAL 4: (a) Identify potential and active truant patterns of youth with school officials. (b) Determine number of children per year requiring services. (c) Work for permanent funding of a network of alternative educational programs.

GOAL 5: "Work with the entire community to instill interest, concern, tolerance, and acceptance of the community's responsibility for the acting-out child."

This is an ambitious goal and the need is certainly present. To state it in operational terms requires a delineation of "community" and a definition of "acting-out child." Also required is a clear statement of how interest, concern, tolerance, and acceptance will be instilled in the community.

It is recommended that the target community be Tulsa County, not just the City of Tulsa. It is the survey team's understanding that the YST staff already views its operation as countywide in nature, and this view should be supported.

It is recommended that the term "acting-out child," which is psychiatric in nature, be changed to the broader term of CHINS, which includes a wider range of behavior and problems and also conforms to YST's mandate to work with these children in a diversion effort.

It is recommended that a systematic public education campaign be developed with the assistance of the news media in Tulsa County to inform the public about CHINS problems and solutions which can be implemented by these major components of the community: business, labor, civic and professional organizations, churches, the news media, and social service agencies.

Based upon these three recommendations, Goal 5 can be stated as follows:

ALTERNATIVE GOAL 5: In cooperation with the news media, develop a countywide public education campaign to reach business, labor, civic and professional organizations, churches, and social service agencies with a well-defined statement of the CHINS problem in Tulsa County and specific tasks to be undertaken by each of the above elements in the community in order to solve the CHINS problem.

GOAL 6: "Work with others toward the creation of a youth advocacy council."

The survey team will propose an alternative approach to the task of youth advocacy in Chapter IV of this report.

Finally, we turn to the inoperative goal originally stated as the "recruitment, screening, and training of volunteers to work with young people in a one-to-one relationship," which we noted above refers to the one-to-one volunteer program now taken over by Family and Children's Services. The survey team is glad to see this direct service function taken over by a service agency, and removed from the purview of YST. However, YST should continue a certain involvement with the one-to-one program. YST should assist the program by estimating the need for volunteers. It is recommended that YST: (1) select a statistically valid sample of the flow of referrals to the agency; and (2) based on this sample, project the number within the potential service population needing, accepting, and being available for volunteer services.

CENTRAL INTAKE AND REFERRAL AGENCY STRUCTURE: YOUTH SERVICES OF TULSA, INC.

Special laws regulating the law enforcement and juvenile court process for children date back to the turn of the century and the child rescue movement that sought to save children from the abuses of factories, jails, asylums, and prisons. Motivated by this child rescue spirit, juvenile courts evolved through this country during the first 68 years of this century. With the U.S. Supreme Court mandate for extension of full due process of law to juveniles, juvenile courts have come to be recognized as badly in need of basic reconceptualization as to purpose and function.

Tulsa County ranks among the first to attempt the development of programmed alternatives to court processing of troubling youngsters found to be amenable to social service assistance instead of routine processing through the courts. To perform service alternative functions, Youth Services of Tulsa, Inc. (YST), a nongovernmental agency, was developed in 1969 and received LEAA funds through the Oklahoma Crime Commission in 1970.

As is typical and predictable for any pioneering venture, YST struggled to establish needed trust and significance among both law enforcement and court-related agencies and among established mental health/social service agencies. As determined by the survey team, YST established credibility in the provision of service-directed diversion practices for juveniles from 1970 through mid-1973. In so doing, this agency expended three annual rounds of funding from the Oklahoma Crime Commission and found itself in a major funding crisis in the spring of 1973.

In response to the funding crisis, YST dismantled its program of services, maintained its board of directors and corporate identity, and surfaced anew with a visible identity as the Tulsa Youth Resources Bureau (YRB). The intent of the new program was performance of active diversion in direct participation with the Juvenile Bureau of the District Court, the Tulsa Police Department, and the police departments of the rural communities throughout the county. Justly, and fortunately for the youth of Tulsa, the YRB was well received by the Oklahoma Crime Commission and funding was renewed.

The evolutionary history of YST was a matter of great interest to the survey team. The drama of motivated citizens acting in behalf of this agency, intersecting with the various committees of the Tulsa Community Chest (committees manned by equally well-motivated private citizens), was an exercise in give-and-take, positive compromise, and good business/program judgments as the functional components of the original program of youth services for Tulsa were partialized among existing social service agencies with continuity achieved.

Having astutely attended to the matters of continuance of service and having demonstrated increasing prowess in the accumulation of operating funding from private sources and the procurement of federal grant funds, YST was freed to launch a revitalized program of diversion and youth development via the delivery vehicle known as Tulsa Youth Resources Bureau. Funds for the operation of this agency were secured from the Oklahoma Crime Commission in January of 1974. There follows a descriptive analysis of this primary diversion agency.

The survey team determined that the YRB has as its primary purposes: (1) the provision of central intake and referral as service media enabling the diversion of youth from the police/court process, and (2) the provision of a program of services to enable positive youth development for those young people that present themselves for help even though they may not have had any contact with the juvenile justice process.

As predictable for a new agency funded by the Law Enforcement Assistance Administration, the Youth Resources Bureau currently is emphasizing its purpose of

linking young people in trouble with appropriate remedial services. Full actualization of their purpose, i.e., positive youth development, will evolve at a slower rate than their activist involvement on behalf of youth with the remedial services, because appropriate services directed toward positive youth development require a functional scope which exceeds the present capacity of this agency. Service endeavors on behalf of positive youth development require energy from the entire service community. The tasks far exceed the capacity of any one agency to perform fully. The matter of advocacy for the positive development of youth and for filling gaps within the range of needed remedial services will be subsequently and separately addressed.

YST serves as a corporate umbrella for the YRB. This same corporate body also manages "Tulsa's RAP Program," which is officially titled Remedial Action Program for Truancy. Although officed in close proximity to each other, the RAP Program and the YRB: (1) are funded separately; (2) have separate administrative and professional staffs; and (3) perform different service programs. To the survey team's knowledge, the RAP Program has been well received by the Tulsa Public Schools. RAP is staffed by two full-time professionals, practicum students from the social science departments at Tulsa University and Oral Roberts University, and in the fall of 1974 community volunteers will be involved with RAP. These services include both counseling and remedial attention to areas of academic difficulties in an attempt to reduce chronic truancy and drop-out.

COMPOSITION OF GOVERNING BOARD: Youth Services of Tulsa, Inc., has a 13-member board of directors and conducts corporate business through three primary committees:

1. Program Committee - concerned primarily with the program of services delivered by the YRB, the appropriateness of services, and the effectiveness of the agency's efforts. This committee is chaired by a professional psychologist who also is in charge of psychological testing for the Tulsa Public School System, a factor which endows this committee with credibility incident to interagency relationships. Of tactical interest and importance: this committee follows the practice of including non-board members in the performance of committee tasks. This practice, long-held in theory, has proven fruitful in both agency relationship-building and community education endeavors. The staff also reported to the survey team that inclusion of non-board members with this committee has proven beneficial in the area of assessment of gaps in community services and as a gauge for appropriateness of the program of services delivered by the YRB.
2. Finance Committee - as the designation implies, this committee directly attends to the matter of agency funding. This committee has developed federal grant funds from LEAA and HEW

sources, with considerable energy having been expended in generating nongovernmental funds for agency support. Staff reports that this committee has assumed virtually total responsibility for generating funds for operations, with an expression of appreciation in words to this effect: "The Finance Committee has taken on the whole business of fundraising. This leaves us, the staff, in a position to operate this agency and do what we have been hired to do without detracting from services by having to raise money."

3. Community Relations Committee - this committee performs agency relationship tasks incident to working arrangements with other agencies within the social service arena, relating at the "board level" as explained to the survey team. Typical public relations tasks are performed by this committee in an effort to keep the general community aware of the agency's existence and of the services available. The survey team understands that the Community Relations Committee works closely with the Program Committee in developing formal relations with other community agencies incident to the provision of services on behalf of the troubled clientele that passes through the Youth Resources Bureau.

The survey team favors the activist organizational and functional stance of the board of directors. This board has clearly organized itself for intervention in areas for which it is uniquely suited. Staff necessarily must be involved in all areas, even though this particular board of directors has assumed active responsibility for task performance.

The activist involvement on the part of this board of directors, however, while laudable, is felt to be untypical. All too frequently, boards of directors tend to take an attitude of "let the staff do it." The survey team commends the board of directors of YST for avoiding this typical stance and for directly involving itself in the business of agency continuance through financing, delivery of services, monitoring, evaluation of agency services, and relationships with other service agencies. Nationally, the history to date of community-based youth service bureaus is a story of short-lived services failing to survive. The survey team has observed at other times and in other places that agency survival longevity is found to be in direct proportion to the degree of task performance commitment on the part of the agency's board of directors. In short, the typical attitude of "let the staff do it" has led to the failure of a majority of youth service bureaus nationwide.

A word of caution is appropriate here. Both staff and board of directors are caught up in the emergencies of beginning. This is a time uniquely stressful and uniquely exciting in the evolutionary history of any social service endeavor. The dangers incident to early "burn-out" on the part of board and staff alike seem to be found in two general areas: (1) the premature development

of an attitude that the primary agency goals have been totally accomplished (the "we've already done that" attitude); and (2) unrealistic assessment of the difficulties involved in making tangible progress toward the accomplishment of agency goals, resulting in board member discouragement and apathy (the "nobody can do that" attitude).

In the initial stages of agency development and service delivery, the staff and board walk a tight rope between these two attitudes. To set goals that are too easily attainable, as perhaps might be found in the case of the first attitude just identified, is just as hazardous to the life of an agency as to direct agency services toward impossible goals. Organizational maturity can be gauged by the capacity and willingness of the board of directors and staff to remain goal-directed and purposeful in the absence of crisis.

To facilitate this mix of enthusiastic direction and sound daily routine, many successful organizations have found it useful to rotate board membership on a regular basis, rotating experienced members off the board and bringing on new replacements in a scheduled manner, keeping a blend of new and experienced board members at all times.

SOURCES OF FUNDING: See discussion of Finance Committee above and opening discussion under Section C. Also refer to Summary of Recommendations.

STAFF: As related earlier, the YRB performs central intake and referral services intended to enable the diversion of nondelinquent adolescents from the juvenile justice process. This is viewed as the primary program performance area and plans exist for the delivery of agency services on behalf of positive youth development which exceeds the direct diversion process and includes a clientele not exclusively adolescent, but younger. The following staff delivers services related to central intake and referral:

-- **Staff Director:** The director of the YRB was determined by the survey team to be qualified for this position more by virtue of demonstrated experience and competency than academic credentials, *per se*. The director has four years experience in social service management in the Tulsa area, with related administrative experience for approximately six years prior to entering the area of direct services to young people. While traditional NCCD standards for administrative personnel call for a masters degree in one of the behavioral sciences as a qualifying factor for social agency directorship, the traditional standard also allows for accrued experience and demonstrated talent for administration to be considered as qualifying considerations. The general performance of this agency to date as viewed by the survey team is indicative of sound professional leadership on the part of the staff director.

-- **Counselors:** The YRB is staffed by three counselors who perform the tasks of direct client contact. Limited contact by the survey team suggests that these staff members have a sound grasp of the

tasks and duties which they are expected to perform, and that their qualifications are in line with those required in state merit system positions of a similar nature. Collateral interviews with staff of the Juvenile Bureau of the District Court confirmed the survey team's impressions. All counselors had worked in Tulsa social service agencies prior to assuming their present positions, a factor which the survey team found helpful in promoting acceptance of this new agency in the professional social service community.

-- **Support Staff:** Supporting the professional staff are a full-time secretary, possessing the full range of clerical skills necessary to the job; bookkeeper; and a part-time "statistical technician."

-- **Staff Adequacy:** The adequacy of support staff is best gauged by the judgment of the professional staff that depends upon them. According to the professional staff, the present support complement is sufficient both in number and performance.

Judging the numerical adequacy of the professional staff, however, poses a difficult area for the survey team. The cadre of counselors presently on board with the YRB necessarily performs crisis intervention, information gathering, problem assessment, and resource development tasks similar to the problem assessment tasks performed by Juvenile Bureau intake staff. In the case of intake staff for courts of juvenile jurisdiction, NCCD recommends that an intake counselor be assigned for each 500 cases. To use the juvenile court intake staff standard as a scale for determining Youth Resource Bureau staffing needs would perhaps be inappropriate. While the two positions are similar, they differ in major ways as observed by the survey team. The court-related intake worker investigates, gathers information, and reviews the facts of a given case in accordance with due process requirements -- all delicate and time-consuming endeavors. But, would a YRB do less? Probably not, but what the resource counselor does is performed differently than that of the court-related worker. Tasks incident to developing resources that stand a chance of leading to solutions of personal/family dilemma are every bit as exasperating as carrying out the functions required of the court-related worker. The survey team finds that the theoretical experts have not spoken to the issue of universal standards indicating staff needs within a metropolitan Youth Resources Bureau. But in the absence of national standards, the survey team can still present a *prima facie* case to support the contention that the existing counselor complement is much too small to accomplish satisfactorily the statement of work as revealed in case flow estimations which pre-date the actual opening of the YRB. According to the 1974 Application for Action Funds from the Oklahoma Crime Commission, the YRB estimated a case flow during the first year's operation to total approximately 3,100. Equally shared among the three counselors, this case flow expectation means that each counselor would service approximately 1,030 referrals. Using the rule of thumb of 220 customary working days in a year,

each of the three counselors would be called on to receive approximately five new referrals each day. To receive, process, and perform referral tasks on behalf of the individuals involved in five separate referrals can perhaps be accomplished on any one given day. Continued performance at this level, considering the receipt of new referrals only, is doubtful. Pausing to consider that the resource counselors must attend to followup tasks, as well as receive for processing all newly-referred cases, the probability of effectively serving five new cases each day is unrealistic. With the above factors in mind, it appears to the survey team that the YRB is rather thinly staffed with reference to real capability for handling the expected 3,100 referrals.

- Citizen Volunteers: The survey team has determined that the YRB intends to include a cadre of citizen volunteers beginning in the fall of 1974. The anticipated volunteers, coming from the Junior League of Tulsa, will be involved in a myriad of services provided by the YRB, particularly in the area of performing followup contacts in the post-referral phase of this agency's work. The survey team would point out that the inclusion of citizen volunteers usually results in an expansion of services, not relief to professional staff. Successful involvement of volunteers requires considerable staff involvement in the area of volunteer screening, training, supervision, and program management.
- Staff expansion needs: It is the judgment of the survey team that should the anticipated 3,100 annual referrals become a reality, and considering the planned inclusion of community volunteers in the delivery of the services of this agency, an expansion of the professional staff of this agency will be required. If the agency does not receive the anticipated 3,100 referrals during its first year's operation, the survey team would suggest that immediate attention be directed to the matter of volunteer management. The survey team recommends that the YRB carefully consider the feasibility of immediately expanding its staff to include one additional professional position, that of volunteer coordinator.
- Professional consultation: The survey team recommends continuance of the practice of involving professionals from other areas of human services in direct consultation roles with YRB staff. For example, mental health professionals have been involved in staff training. Weekly, the staff meets in consultation with a local clinician for the purpose of reviewing cases referred to the YRB, with an emphasis on sharpening staff skills in problem assessment and referral appropriateness. This clinical consultation means that staff training is provided on an ongoing basis, and typically this kind of clinical supervision enhances professional identity among staff and adds to their collective sense of competency.

The YRB, the survey team determined, has also engaged outside professionals in the area of measurement of the agency's workload,

the importance of which is obvious and cannot be overstated. Specific accounting of the time/task performance of individual staff members is an indispensable aid to agency planning and provides a scientific means for monitoring in the area of determining service gaps within Tulsa's human assistance arena.

While the survey team applauds the Youth Resources Bureau for involving professional resources outside their staff as described, the survey team recommends they carefully consider the feasibility of procuring professional assistance in the area of community organization and resource development. The point here is that there appears to be a natural tendency for newly-established youth resource agencies to focus on the clinical aspects of their work, which, of course, is important. However, an important area of service provided by a resource bureau is activist involvement in organizational development areas incident to the establishment of needed additional services on behalf of children. A specific body of knowledge exists within the practice area of community organization and it is recommended that the resource bureau staff work closely with Tulsa's Community Services Council in procuring staff consultation which emphasizes community organization skills.

YRB PROGRAM: As the court-connected Juvenile Bureau moves away from direct services to children in the CHINS category, the importance of the YRB in providing services to this service population becomes clearer. As understood by the survey team, the term "central intake" means just that -- a point of central reception for first-round problem assessment and needs determination. The survey team understands that no intention is implied on the part of the YRB to usurp the intake prerogatives of the various direct service agencies throughout the Tulsa community. It is necessary for autonomous operating agencies to maintain their own integrity, which integrity is expressed through the intake decision process. On occasions when an autonomous agency does not have the capacity to deliver the needed service, that agency should be expected to acknowledge an inability to be of help, thereby freeing the YRB to explore alternatives. What the survey team found within the social services arena in Tulsa was not a regularized, astutely linked system of human services, but rather a constellation of agencies possessing widely divergent capacities and aspirations. In this regard, Tulsa is considered rather typical of similar metropolitan areas.

The survey team understands the YRB to be the signal agency enabling systematic diversion of youth from the court. The survey team does not understand the YRB to be an agency that exists to regiment the delivery of helping services in Tulsa.

The study team is further of the opinion that the YRB has made commendable early strides in firmly establishing itself with credibility among the human service agencies in Tulsa. This early credibility appears to be directly attributable to this agency's activist board, a group willing to participate in tangible task performance.

The Youth Resources Bureau is new, as is the function it performs (diversion). The survey team recommends that the social service/juvenile justice community in Tulsa make formal arrangements to utilize the YRB in order that troubled young people might receive the remedial helping services that they need. The survey

team is strongly encouraged by the progress made by the YRB to date. If this agency were not now functional in Tulsa, the survey team would be strongly recommending the establishment of an agency to perform as the YRB is now functioning. Regarding the YRB's aspirations to have an impact in the area of positive youth development, the survey team would suggest that these aspirations are laudable but would point out that the tasks of positive youth development vastly exceed the resources of one agency to perform. That is, youth development is not a single agency endeavor.

Chapter IV discusses the array of human assistance services in Tulsa and amplifies the notion of positive youth development vis-a-vis a multilateral response on behalf of youth from both planning and service operating agencies.

STATISTICAL REPORTING AND EVALUATION: It is the survey team's understanding that a "tracking system" is being implemented by the YRB, involving a multi-copy facesheet, particularly for the purpose of reporting to law enforcement agencies and the court when children are referred to the YRB by these agencies. Such a followup procedure can be helpful in reassuring law enforcement agencies and the courts that cases are, in fact, being serviced. It can also serve the purpose of collecting baseline statistics on referrals flowing through the YRB -- where did the children come from? for what kinds of behavior were they referred? how old, what race, what sex were they? for how long were they seen? what type of help was given? what problems underlay the presenting problem for which the child was referred? Collection of this information can identify gaps in the community's network of services and can point up where stronger linkages between agencies need to be established.

The survey team has examined the reporting method in use, and it is recommended that, with the following concomitant recommendations, the "tracking system" be continued for purposes of statistical reporting only.

- (1) Any "tracking system" or official forms devised to follow a nonadjudicated child through the service system should be used only with the full knowledge and consent of the child's parent, guardian, or attorney. These forms should not become an official part of police or court records, if the child has not been formally arrested or adjudicated, without the full knowledge and consent of the child's parent, guardian, or attorney. In no case should these forms be used in any legal proceeding against the child.
- (2) Following closely upon the above recommendation, the survey team recommends that the YRB take precautions not to become an extension of the juvenile justice process. To create an extra-legal or "shadow" juvenile justice process without the procedural safeguards afforded by the police and the courts is counter to the whole spirit and purpose of the youth service bureau. Above all, the YSB is a voluntary agency. Holding firmly to that image, the YRB in Tulsa has an excellent chance of becoming central to a comprehensive, coordinated, and effective youth services system for Tulsa County.

Evaluation of a central intake and referral process is extremely difficult. Measures of effectiveness wanted by funding agencies -- for example, a reduction in delinquency by a specific percentage within a given period of time -- are virtually impossible to compute. There are simply too many variables at work besides the added factor of a new agency in the community so that it is not possible to attribute, say, a definite reduction in delinquency to the new agency. Failing such ultimate measures of effectiveness, federally funded agencies are forced to set more or less arbitrary objectives and then measure their performance against these objectives. They have to begin somewhere.

Such agencies are usually handicapped further by not having a statistical baseline against which to measure their progress. In fact, agencies like YST have the prior task of establishing a statistical baseline before they can begin to measure any basic improvements in the community's overall delinquency problem.

Using the operational goals of YST as stated above, evaluation becomes a more manageable task: to a measurable degree, the stated goals were or were not achieved during a given period of time. In evaluating YST's achievement of its operationally stated goals, priority should be given to establishing a statistical baseline against which multi-year comparisons can be made. The statistical reporting procedure in use will provide the necessary baseline data if it is utilized system-wide, and it is recommended that it be so utilized.

SUMMARY OF RECOMMENDATIONS CONCERNING
CENTRAL INTAKE AND REFERRAL IN TULSA COUNTY

1. It is recommended that YST adopt a goal of diverting 2,750 CHINS cases per year from juvenile justice agencies to social service agencies.
2. It is recommended that YST work with the 39 youth-serving agencies identified in the survey to establish formal contractual agreements for the diversion of all first-time CHINS cases from law enforcement agencies and the court to the Youth Resources Bureau.
3. It is recommended that YST (a) identify potential and active truant patterns of youth with school officials; (b) determine number of children per year requiring services; (c) advocate permanent funding of a network of alternative educational programs such as Project "12," Margaret Hudson Program, and the Street School.
4. It is recommended that YST (a) select a statistically valid sample of the flow of referrals to the agency; (b) based on this sample, project the number within the potential service population needing, accepting, and being available (i.e., formally referred to YST) for volunteer services.
5. It is recommended that YST, in cooperation with the news media, develop a countywide public education campaign to reach business, labor, civic and professional organizations, churches, and social service agencies with a well-defined statement of the CHINS problem in Tulsa County and specific tasks to be undertaken by each of the above elements in the community in order to solve the CHINS problem.

6. It is recommended that YST develop a method of rotating supervisory board membership, maintaining a blend of new and experienced members at all times.
7. It is recommended that YST immediately expand its staff to include a volunteer coordinator.
8. It is recommended that YST continue the practice of involving professionals from other areas of human services in direct consultation roles with YST staff.
9. It is recommended that YST obtain consulting services from the Community Service Council in the area of community organization.
10. It is recommended that the "tracking system" utilized by YST be continued for the purpose of developing a statistical baseline, with the following qualifications:
 - (a) Official forms devised to follow a nonadjudicated child through the service system should be used only with the full knowledge and consent of the child's parent, guardian, or attorney.
 - (b) These forms should not become an official part of the police or court records, if the child has not been properly arrested or adjudicated, without the full knowledge and consent of the child's parent, guardian, or attorney.
 - (c) These forms should not be used in any legal proceeding against the child.
11. It is recommended that the progress of YST be measured in terms of the degree to which the operationalized objectives stated in this chapter and the next are achieved annually. It is further recommended that followup contact be made with each client, documenting the following information upon exit from the program, at two-month, four-month, six-month, and one-year intervals: number of negative contacts with law enforcement or juvenile justice agencies; nature of such contacts; and school or employment status, to aid in assessment of the project's impact upon the client and/or community.
12. It is recommended that YST coordinate with the members of the proposed Tulsa County Youth Services Commission to develop a funding formula. Backed by the proposed commission, the formula should specify annual funding goals, expressed as percentages of YST's budget, to be obtained from (1) federal, (2) state, (3) county, (4) city, and (5) private sources. Staff time to be shared with YST by other agencies should be solicited and costed out as a part of YST's annual budget.

CHAPTER IV

YOUTH ADVOCACY IN TULSA COUNTY

THE NEED FOR A SYSTEM OF YOUTH SERVICES

Contemporary willingness of Tulsans to participate in the resolution of difficulties as experienced by children is demonstrated through the programs of service performed by 39 youth-serving agencies selected for scrutiny by the survey team. A uniform questionnaire was distributed among these youth-serving agencies, with information obtained from 25. Table 15, derived from the questionnaire, represents the essence of the survey team's findings regarding countywide awareness of youth services. This table first shows whether the agency interviewed claims to provide a service in one of the service areas. The second column gives the percentage of agencies that agreed or disagreed (level of awareness among agencies). The third and fourth columns reveal by percentage the level of awareness among youth within the study area. In short, this table shows the number of agencies claiming to deliver services within the nine social problem areas; the level of awareness among peer agencies as to "who is doing what"; and the level of awareness among youth as to where help is obtainable. See Appendix A, Youth-Serving Agencies of Tulsa and Osage Counties: Self-Concept and the Concepts of Others, for more detailed information on this subject.

On the average, less than half of the agencies knew, or agreed, about the services claimed by other agencies. From the perspective of the youngsters, less than one-fifth of them knew or agreed about the services claimed by the participating agencies.

The survey team feels that this table documents the obvious: social services to the youth of Tulsa County are not integrated into and functioning as a system at the present time. Rather than a systematically organized, integrated, and formally linked network of agencies with mutual awareness of "who can do what best for whom," social services to youth in Tulsa appear as a constellation of agencies strung together more by good will than by purposeful design. In this regard, Tulsa County is considered typical. Very few American communities have attempted to systematize their delivery of social services, for to do so necessitates tackling the difficult task of coordinating agencies that exist on both contributed dollars and government grants-in-aid.

Acknowledging the degree of autonomy that pervades the social agencies in Tulsa, the reader's attention is called to the following tables concerning "Formal Studies on Children and Youth under Supervision," "Formal Reviews of Cases under Supervision," and "Followup on Children Leaving Agency Supervision" (Tables 16-18). These tables suggest that existing youth service agencies in

TABLE 15

AGENCIES' SELF-CONCEPTS AND THE CONCEPTS OF OTHERS*

	Agency's Own Response	Other Agencies' Response	Youth Response-- General Population	Youth Response-- Youth Services Population
Drug Problems	YES: 18 NO: 7	39.8% 26.7%	12.2% 5.7%	18.8% 10.6%
Trouble with Parents	YES: 23 NO: 2	41.9% 17.4%	10.0% 5.9%	16.3% 6.4%
Trouble with the Law	YES: 19 NO: 6	29.5% 16.7%	10.9% 4.0%	15.4% 3.0%
School Problems	YES: 23 NO: 2	41.5% 6.5%	8.1% 2.2%	11.0% 2.8%
Emotional Problems	YES: 21 NO: 4	44.7% 27.1%	9.9% 7.2%	12.2% 5.7%
Job-Related Problems	YES: 14 NO: 11	19.2% 11.0%	8.1% 3.0%	8.7% 4.1%
Recreation Problems	YES: 11 NO: 14	18.5% 23.8%	7.3% 2.6%	10.4% 2.5%
Sex Problems	YES: 21 NO: 4	28.5% 39.1%	7.8% 3.6%	10.6% 4.6%
Needs Place to Live	YES: 17 NO: 8	35.0% 16.8%	7.7% 5.4%	8.6% 5.4%

Tulsa County conscientiously are tending to their own business. Two-thirds complete a formal study of children and youth in their care. Three-fourths conduct a formal, periodic review of children receiving their services. Yet only half follow up on a child after he has left the agency's care.

This lack of agency followup signals an apparent paradox. Tulsa County is rich in medical, mental health, and traditional social services. It compares favorably with any city of comparable size in the nation. Yet inter-agency organization, which could result in an impact upon social problems is clearly at a low level -- at least with respect to juvenile services.

The survey team will offer two possible reasons for this lack of inter-agency coordination. First, court services to juveniles have traditionally handled the more difficult-to-manage juveniles in Tulsa County. Thus, it has been unnecessary for the noncoercive social service community to mobilize its resources to meet the full multiplicity of youth problems. Social service agencies have therefore busied themselves with other priorities. Secondly, it appears to the survey team that Tulsa County is coming of age. It is a burgeoning metropolitan area which is just beginning to encounter many of the delinquency problems which older cities have long had (cities, we might add, which have not achieved all that effective an organization of their youth services, either, in spite of their longer experience). Inter-agency communication and coordination in Tulsa County has long depended upon an informal and casual network of personalities, which is appropriate to a small city. Urban Tulsa, however, is no longer so small and no longer can Tulsans suffer so gladly the fantasies of simple solutions to the problems encountered by its youth.

The interpersonal style of communication between agency executives, however, must continue in Tulsa, for interpersonal contact gives life to the business between agencies. But informal contact alone, the study team suggests, will prove inadequate in coping with the realities of successful diversion of status offenders from the juvenile justice process.

The facts available to the survey team clearly indicate the need for a comprehensive youth services system in Tulsa County. The survey team recommends that this system be structured around two key elements: (1) a Tulsa County Youth Services Commission (to be established), and (2) the Tulsa Youth Resources Bureau (already operational). The Youth Services Commission is of fundamental necessity in establishing systematic delivery of services to young people. The Youth Resources Bureau is fundamentally necessary as a point of central reception for youngsters being diverted from the court process.

TULSA COUNTY YOUTH SERVICES COMMISSION

The primary purpose of a Tulsa County Youth Services Commission would be to provide leadership in bringing about effective inter-agency cooperation and coordination in the delivery of services. The Youth Services Commission would provide

* Please see discussion in text of interpretation of this table.

TABLE 16
FORMAL STUDIES ON CHILDREN AND YOUTH UNDER SUPERVISION

Do you make a formal study on these children?	PERCENTAGE OF RESPONSES BY ALL AGENCIES SURVEYED
YES	65%
NO	35%

TABLE 17
FORMAL REVIEWS OF CASES UNDER SUPERVISION

Do you have a periodic formal review of cases under your supervision?	PERCENTAGES OF RESPONSES BY ALL AGENCIES SURVEYED
YES	73%
NO	27%

TABLE 18
FOLLOWUP ON CHILDREN LEAVING AGENCY SUPERVISION

Do you usually follow up on what happens to a child after he has left your supervision?	PERCENTAGE OF RESPONSES BY ALL AGENCIES SURVEYED
YES	50%
NO	50%

a forum for countywide discussions of youth problems and youth advocacy. Ad hoc work groups, task forces, and a standing youth advocacy committee could function under the umbrella of the commission. In further defining this recommended Youth Services Commission, the survey team offers the following:

COMMISSION MAKEUP: The commission should include but not necessarily be limited to the following (order of presentation is random):

1. Executive Director of the Office of Community Development, City of Tulsa
2. Chairman of the Board of County Commissioners, Tulsa County
3. Executive Director of the Indian Nations Council of Governments
4. Executive Director of the Tulsa Community Chest
5. Executive Director of the Tulsa Community Service Council
6. Director of the Juvenile Bureau of District Court of Tulsa County
7. Representatives of the youth of Tulsa County

INITIAL CONVENING: The survey team recommends that the executive staff of INCOG exert the necessary initiative to convene the above-described agency executives and youth for the purpose of exploring the desirability of creating the suggested Youth Services Commission.

CHARACTER OF PROPOSED COMMISSION: The survey team recommends that the Youth Services Commission constitute a federation of agencies that presently perform functions incident to planning for and funding of services for the youth of Tulsa. The title "commission" is preferred because official aegis is desirable, to-wit: once convened, should the decision be achieved to establish this suggested federation, then the respective initial members should seek supportive resolutions from their individual agencies, which resolutions should call for the establishment of the suggested commission. Having these supportive resolutions, then this federation literally takes on the property of being "commissioned" to perform the functions called for.

WORK OF PROPOSED COMMISSION -- WHAT FUNCTIONS ARE CALLED FOR? The survey team envisions the work of this commission to include all functions relative to ongoing problem assessment vis-a-vis the changing needs of the community's youth; ongoing assessment of adequacy of existing services to address the determined needs; joint planning for the establishment of services to fill such voids in services as may be determined to exist; serving as an arena in which interest groups might express their perceptions of need for the community's youth. Finally, the commission must attend to advocacy; i.e., become a voice of continuing and collective advocacy for the establishment of services and maintenance of an atmosphere for positive youth development throughout Tulsa County.

SYSTEMATIZING SERVICES: The Youth Services Commission, once firmly established, can become the locus at which formal, contractual agreements can be developed between agencies having various services to offer on behalf of young people. In short, the commission will become a place where "the right hand can know what the left hand is doing" and in an atmosphere of participatory decision-making, youth-serving agencies can appropriately divide service responsibility areas among themselves.

COMMISSION STAFF AND ADMINISTRATIVE FUNCTIONING -- WHO WILL DO THE WORK OF THIS PROPOSED COMMISSION? The survey team suggests that the commission adopt the operational approach commonly referred to as the "staff team." This means that commission members, among themselves, must determine the tasks to be performed and further to organize the various commission members into teams for task performance. It is recommended that, at least initially, the executive staff of INCOG perform the administrative/maintenance matters that are too unwieldy for teams, *per se*. For example, the routines of arranging meetings, the dispensing of information of general interest, etc.

POSSIBLE DUPLICATION -- WOULD THIS COMMISSION DUPLICATE THE PRESENT EFFORTS OF INCOG OR OF THE TULSA COMMUNITY SERVICES COUNCIL? The survey team is convinced that the establishment of this suggested Youth Services Commission will in no way duplicate the present activity of either INCOG or the Community Services Council. INCOG, in addition to a wide range of planning functions, performs a limited focus review incident to the U.S. Office of Management and Budget Circular #A95, an important feature concerning federal grant acquisition. The Community Services Council is involved with the entire array of nongovernmental services in the Tulsa area. Both agencies, admittedly, serve planning and convening functions. The suggested Youth Services Commission would provide a common arena for both INCOG and Community Services Council to convene in a concert of planning with the other executives as described above. It is not suggested that this commission assume any responsibility which statute has placed with existing agencies. It is important that the suggested commission maintain clear focus on the needs of Tulsa's youth.

AUTHORITY -- WILL THE COMMISSION CONTROL ALL FUNDING, AND THEREFORE ALL YOUTH PROGRAMS? The nature and extent of the authority of this proposed commission would be, necessarily, determined by the suggested membership. The survey team recommends that the commission be so established as to meaningfully conduct the business of collective self-regulation in the area of planning for services and funding. Agency cooperation in accord with the common good would appear to be an appropriate spirit for this commission. Self-imposed regulations to insure performance within the spirit of the commission would appear to be in order.

THE YOUTH RESOURCES BUREAU AND THE YOUTH SERVICES COMMISSION

A principal question struggled with by the survey team is, "Should the Tulsa Youth Resources Bureau be a functional component of the Youth Services Commission?" The answer to this question seems to fall within the parameters of desire, or wishes, of Tulsans. First of all, the existing board of directors of YST must be considered important. Secondly, the matter of having a commission, which is in fact a federation, administer a direct program of services presents many serious questions for determination. Consequently, the survey team would submit the following options:

- (1) The board of directors of Youth Services of Tulsa, Inc., after considered mutual discussions with the suggested Youth Services Commission, might decide to yield operational direction totally to the commission, with the Youth Resources Bureau becoming a functional component of the commission.
- (2) The board of directors of Youth Services of Tulsa, Inc., and the Youth Resources Bureau might decide to maintain their present status as an operating entity, being cooperatively supportive of the commission, but not becoming a functional component of the commission.

There are strong arguments in support of either option. The important consideration of either option is to insure that formal linkages, perhaps by contract, are achieved among the youth-serving agencies. In order to have a system of services (as opposed to a constellation) there must exist formal ties and a high level of understanding among youth-serving agencies. A system denotes congruently functioning parts that contribute to wholeness. In short, there must exist among human-serving agencies a clear understanding of "who is doing what." A system of services begins to evolve when the knowledge of "who is doing what" is followed by a mutual willingness to alter services until the entire spectrum of perceived need is covered. Systematic service delivery is achieved when agencies agree to formally link themselves together in a continuum, with contractual commitments to provide specified quantities and kinds of services to youth.

In summary, the Youth Services Commission would perform mutual planning and direct coordinated funding of services in accord with contractual agreements between the commission and direct service agencies. The Youth Resources Bureau performs central intake, problem assessment, resource finding, and referral services, including post-referral followup and rereferral when necessary.

The clientele of the Youth Resources Bureau are youth diverted from the justice process and young people that voluntarily present themselves in request of assistance. The network of youth-serving agencies is structured into a system via formal contractual agreements to receive referrals and provide services. Such formal linkages among agencies reduces the chance factor in the referral process and serves to insure appropriate and timely responses of services to youth in distress. Systematized services also enable meaningful evaluation to occur. Accountability as to contract performance is made possible. Ongoing evaluation of this service system, performed under the aegis of the Youth Services Commission, will provide information as to the adequacy.

The survey team feels that the development of the recommended Youth Services Commission is eminently feasible in view of the willingness displayed by planning and funding executives to convene as a group with the survey team during the information-gathering phase of this project. The Youth Resources Bureau already exists and is increasing its credibility even as this writing is being finalized. Formal linkages between youth-serving agencies is yet to be accomplished.

YOUTH ADVOCACY

We are a complicated, pluralistic society. Industrialization (and consequently, urbanization) finds us now with a prevailing utilitarian view of each other, for interdependence has long since replaced economic independence and isolated self-sufficiency. The evolution from garden patch and smokehouse to supermarket has piggy-backed technological advancement. And somewhere in this ground-swell of technology, industrialization, and urbanization, American youth became a social problem -- indeed a paradox if you buy the cliché that we are a nation that worships the appearance and fantasy-enriched memory of youth -- not young people, *per se*.

The idea of youth advocacy is related to propounding the legitimacy of youth -- that time when people are dependent (consuming more than they produce) and that we have a communal obligation to assure opportunities for young people to develop to the fullest extent of their potential. What follows is a variation on the theme of delinquency prevention, transposed to a stance of basic considerations in the area of advocacy for positive youth development.

PRIMARY ADVOCACY -- ENHANCEMENT OF FAMILY LIFE: The nuclear family (parents and immediate offspring) occupies a position of importance in our society today more than ever before. Also, the nuclear family is bombarded with more stress than ever before. It is our most basic socializing agent, having replaced the extended family (grandparents, uncles, aunts, etc.) owing mainly to mobility. People tend less now to remain in close proximity to extended family than they did in times past.

So, if the goal of youth advocacy is to promote the likelihood of young people achieving adulthood as reasonably well-integrated human beings, mentally and socially capable of autonomous functioning within the law, then the first priority of any youth advocacy endeavor is to propound the maintenance and support of intact, nuclear family units. If the child is cared for by his family, he integrates the emotional capacity to care for others -- a factor indispensable to community life. Advocacy endeavors reject, and seek to repel, those matters of public policy that tend to weaken the family unit. Advocacy work in this area is endless and examples of target problems could be without end. As a final example, though, policies and traditions that promote the unnecessary removal of children from their own home (say on occasions of adjudicated delinquency or neglect) are felt to weaken the nuclear family and, therefore, should be avoided at all costs, unless the child is in actual physical danger or is

dangerous to others. To remove a child from his nuclear family unwittingly, unnecessarily, is to separate him from the very resource that holds the most potential for positive influence (regardless of how dirty the floor, foul the language, or slovenly the parents).

SECONDARY ADVOCACY -- ENHANCEMENT OF REFERENCE GROUPS: While beyond personal identity and self-concept (for better or worse) are achieved via individual interaction with the nuclear family, as adolescence is achieved identity coevolves (bringing the previous stages along) with that of one's closest reference groups, i.e., significant others. At a secondary level, appropriate youth advocacy promotes peerism, neighborhood community, and the development of active involvement of youth with others in close physical proximity.

Factors of youth alienation are examined here as a task of advocacy. Close attention is given to the power of collective behavior and a sense of belonging. Concomitantly, factors of exclusion, both of youth as individuals and collectively, are closely examined. Individual and group participation militates against alienation and lonesome separateness from significant others. Alienation, previous observations have shown, tends to detract from adherence to positive group norms and diminishes the realization of individual potential.

TERTIARY ADVOCACY -- ENHANCEMENT OF FORMAL INSTITUTIONS: Third-level advocacy perhaps is the most convenient, for it involves advocacy among all formal human service agencies. Broadly considered, it would include all acts of government that relate to children. The official juvenile justice process is involved here, including police and child protective services. Educational services are highlighted in this area of advocacy, as are formalized employment readiness, placement, and regulatory services. Direct social services for the amelioration of functional difficulties would receive attention in this category of advocacy and classic medical/mental health services fit here.

In the arena of advocacy, the weaving art is important -- the "getting it together" -- families and children in need joined with community services. If the heralds of "New Federalism" are correct in their message, then we may be living in an historically transitional year (1974), a year when paternalistic patterns of governmental philanthropy (funding by category, the division of funding being federally decided in advance) transcend to a stance of more local determination. Thoughtful advocacy for appropriate allocation of human service program funds -- division of funds locally determined -- looms, it appears, on the immediate horizon. We are about to test the waters of democracy in the human services arena. The need for astute youth advocacy cannot be overstated.

YOUTH ADVOCACY FOR TULSA AND OSAGE COUNTIES: As stated earlier, these two counties comprise the area of this study. They also comprise the bulk of the jurisdiction of INCOG. The survey team feels that separate youth advocacy endeavors are necessary to truly meet the needs of these two counties. INCOG, however, can play an important coordinating and support role to both.

YOUTH ADVOCACY -- A PROCESS: Astute youth advocacy involves serious dedication to multilateral information gathering, problem assessment, and planning. It is much too big and important a task for any one agency. The survey team envisions that within Tulsa and Osage counties -- acting separately to accommodate geographic and jurisdictional imperatives -- that representatives of the primary governmental and nongovernmental planning and funding agencies would conjointly engage in the Youth Services Commissions as earlier described. Of prime importance here is that the envisioned Youth Services Commission (one for each county) would constitute an arena in which the process of problem discovery, problem solution, and joint funding decisions can occur.

GOALS AND OBJECTIVES: While the survey team urges the formation of the envisioned Youth Services Commission and concomitantly would encourage the commission to determine its own goals and objectives, the following is offered as an aid in conveying this idea.

GOAL 1: To examine and assess the opportunities for positive youth development and the state of the art incident to the delivery of services to youth in distress, to-wit:

- A. Remedial Services -- Activities that respond to recognized need calling for corrective measures: juvenile court, mental health clinics, counseling agencies, etc.
- B. Preventive Efforts -- Activities related to early intervention to prevent identified problems from increasing in severity: efforts related to preventing the need for remedial services at a later time. Specialized recreation programs, public health, certain welfare programs, homemaker services, etc.
- C. Promotional Efforts -- Activities related to positive youth development: character-building endeavors, etc., that are not in response to problems *per se*. Broad range recreational programs, religious activities, scouting, family life education, youth employment, etc.

GOAL 2: To plan jointly and coordinate the allocation of available resource funds that are within the decisional purview of the Youth Services Commission.

Commission objectives are those steps that must be achieved on the road to goals mutually decided by the commission. Determination of objectives is an exercise best left to the actual commission once convened. For the setting of objectives requires a determination of "who will do what by when." The specific determination of objectives and the assignment of intermediate tasks for commission participants is beyond the capacity of the survey team.

CITIZEN AND CONSUMER PARTICIPATION: In the performance of youth advocacy, the general citizenry should be directly involved via public communication media and direct participation of agency board members. The constituent clientele

of the agencies participating in the YSC can have major input, also. As a commission-sponsored and monitored exercise, the individual service agencies can administer a simplified, but objective, feedback questionnaire to elicit the consumers' response to the services received. Also, the consumers' notions as to areas of gaps in services should provide helpful information to the commission. Service availability is as important as service existence, from the would-be client's point of view. Service availability is an entire area of planning consideration for the commission.

CONCLUSION: In the matter of youth advocacy the Youth Services Commission provides an arena in which concerns on behalf of youth may be heard. The commission further provides a vehicle for the appointment, convening, and maintenance of youth advocacy task groups charged with determining workable solutions to areas of youthful distress. The two areas of youth advocacy -- (1) problem definition and (2) solution determination -- are performed within the purview of the Youth Services Commission. Consequently, the survey team feels that issues of advocacy have an enhanced likelihood for coming to meaningful fruition.

SUMMARY OF RECOMMENDATIONS CONCERNING YOUTH ADVOCACY IN TULSA COUNTY

1. It is recommended that a comprehensive system of youth services in Tulsa County be structured around two key elements:
 - (a) A Tulsa County Youth Services Commission (to be established)
 - (b) The Tulsa Youth Resources Bureau (already operational).
2. It is recommended that the proposed Tulsa County Youth Services Commission serve as the umbrella organization through which all youth advocacy efforts in Tulsa County will be coordinated.
3. It is recommended that the Tulsa County Youth Services Commission be composed of at least the following:
 - (a) Executive Director, Office of Community Development, City of Tulsa
 - (b) Chairman of the Board of County Commissioners, Tulsa County
 - (c) Executive Director, Indian Nations Council of Governments
 - (d) Executive Director, Tulsa Community Chest
 - (e) Executive Director, Tulsa Community Service Council
 - (f) Director of the Juvenile Bureau of the District Court in Tulsa County
 - (g) Representatives of the youth of Tulsa County.
4. It is recommended that the Tulsa County Youth Services Commission give priority to performing the following primary functions:

- (a) joint responsibility for planning of a youth services system involving both public and private youth-serving agencies
- (b) joint responsibility for funding decisions, where appropriate, involving both public and private youth-serving agencies toward the goal of integrating public and private agencies into a comprehensive youth services system in Tulsa County
- (c) joint responsibility for youth advocacy efforts in Tulsa County.

5. It is recommended that, initially, the executive staff of INCOG perform the administrative/maintenance matters that are too unwieldy for committees, or "staff teams," of commission members.
6. It is recommended that, initially, the executive staff of INCOG exert the necessary initiative to convene the proposed membership of the Tulsa County Youth Services Commission.
7. To insure the long-range continuity of the Youth Resources Bureau as a central element in a comprehensive system of youth services in Tulsa County, it is recommended that the board of directors of YST and the proposed Tulsa County Youth Services Commission consider and decide upon the following two options:
 - (a) The board of directors of Youth Services of Tulsa, Inc., after considered mutual discussions with the suggested Tulsa County Youth Services Commission, might decide to yield operational direction totally to the commission, with the Youth Resources Bureau becoming a functional component of the commission.
 - (b) The board of directors of Youth Services of Tulsa, Inc., and the Youth Resources Bureau might maintain its present status, being cooperatively supportive of the commission but not becoming a functional component of the commission.

CHAPTER V

OSAGE COUNTY -- A RURAL SYSTEM

In order to understand the development of social services in any geographic area, it seems necessary to view its historical development, the people of the area, their attitudes and philosophies, the institutions they have encouraged and maintained, and their ability to support these institutions financially.

The following institutions will be discussed as they presently relate to youth services within Osage County:

- o county government
- o family life styles
- o educational resources
- o vocation (employment/self-employment)
- o health services
- o recreation
- o religion
- o juvenile justice

The national strategy of the Office of Youth Development (OYD) will be utilized as a background by which to view Osage County institutions and the youth service system's goals, procedures, and resources. OYD maintains that institutions should:

- (1) Work toward developing more socially acceptable roles for youth. The primary reason most youth do not become delinquent is that they are allowed to take part in the society in ways which are acceptable to the society and are personally satisfying to themselves. They are able to participate in society in ways which are beneficial both to themselves and to the society. They have a stake in society.
- (2) Prevent the institutional labeling process that keeps youth from playing socially acceptable and satisfying roles in society. Many labels in society support and verify an individual's opportunity in society; however, other labels are inappropriate and negative and tend to deny a person access to acceptable and socially desirable roles.
- (3) Develop resources to cope with the mutual alienation between youth and social institutions. When the youth and the social institutions grow apart, the youth have less stake in the society and become more likely to commit deviant or antisocial acts. It is felt that through eliminating some damaging features, the same institutions which provide for the beneficial development of most youth can provide for all youth. An institutional system can best provide for all youth when effort is made to develop mutually agreed-upon goals, channels of communication, and shared linkages and procedures.

The following exploration of Osage County's resources, institutions, problems, and accomplishments will result in guidelines and recommendations necessary to improve services to problem youth and prevent, as far as possible, the ever-climbing rate of juvenile delinquency.¹

OSAGE HISTORY

The Osage Indians were officially settled on their Osage County reservation in 1872. Many years previous to that, the Osage had traveled and lived in this part of the Indian Territory. When the 1-1/2-million-acre Indian reservation was set aside for the Osage Indians, the only white settlers were government-licensed traders. These men were allowed to purchase lots and live on three exempt and unallotted townsites -- Pawhuska, Hominy, and Grayhorse.

The years from 1870 to 1890 left a definite impact on the Osage country. This was the era of the great cattle drives from Texas through the Territory to the railheads of Kansas. The cattlemen quickly realized the benefits of the quality and quantity of the native grasses. They slowed their cattle drives through the Osage country and made new trails in order to fatten the cattle before reaching the buyers at the railheads. The trail drivers first paid for their rights of passage and grazing for their cattle by giving weak or stray cattle to the Osage. The Indians were, in time, able to charge the cattlemen on a time and area basis for allowing right-of-way and grazing rights. This practice quickly led to most of the available grazing land being leased by competitive Texas and Kansas ranchers. Many of the large ranches today are primarily Indian leases.

FROM RESERVATION TO COUNTY: With the approach of statehood, all the Osage were enrolled for legal membership in the tribe. Enrollment was completed January 1, 1906, with the provision to add the names of all children born to the Osage before July 1, 1907. This procedure resulted in 2,229 persons being identified as members of the Osage Tribe. Each member was allotted an equal amount of land, 658 acres; but the tribe retained all the mineral rights to be held in common so that every member could share equally in all minerals.

The Osage have profited greatly by these arrangements. In 1907 they had credits of \$5,000 per capita on deposit in Washington from their land leasing arrangements

1. Historical information and statistical data used in this report were taken from: (1) 1970 U.S. Census Bureau reports and related reports compiled by the Oklahoma Office of Economic Opportunity; (2) historical writings of Paul McGuire of the *Pawhuska Daily Journal-Capital*; (3) questionnaires completed by Osage youth services staff; and (4) interviews with residents of Osage County.

with the cattlemen. Exploration for oil on Osage lands from 1905 to the present has resulted in 25,000 producing oil wells, the Burbank field alone producing 250 million barrels. Oil, farming, and ranching have been, and are presently, the most prominent contributions to the county's economic security.

The abundance of natural resources and their development in this new frontier caused a local writer and historian to compare the new way of life to the old frontier the Indian had experienced. Paul McGuire states:

On the old frontier the Indians didn't have to shave or get a haircut, they had no politicians to support and no taxes to pay, no laws and no criminals, no doctors and no diseases, clean air and unpolluted water, free meat and free groceries, horse racing every day and the women did all the work.

Then the whites moved in with lawyers and criminals, doctors and bandits, politicians and thieves, taxes and jails, licenses and permits, welfare groceries without meat and no horse racing. They told the Indian that God created man in His own image, so he would have to work or starve. They called it civilization and named the last remnant of the old frontier, Oklahoma.

Fortunately, while Paul McGuire's perceptions may have been accurate, the new frontier has not been all bad for the Osage; however, McGuire's concern with a developing society and its institutions should be shared by all who are interested in improving the quality of life for the people of Osage County.

FRONTIER IMPLICATIONS FOR MODERN TIMES: Osage County's history of red men, cowboys, and oil field "rough necks" emphasizes the popular image of the rough, tough self-made individualist, complete in the attitudes of accomplishment through hard work, physical strength and iron will. The mere mention of "government" stimulates a welling of patriotism on the one hand and negatively tinged feelings about government on the other. This dichotomy of feeling is not unique to the people of Osage County, although it is perhaps more intense than in other areas of the state. Urban Oklahomans have lived for many years with rapid population growth, increased industrialization, and general escalation of difficulties in living. This has resulted in urban Oklahomans having had more experience in dealing with increasingly complicated solutions for complex problems.

When the above-described attitudes and conflicting feelings are prevalent within a population, there is a great demand for a simple, clear-cut answer to each problem. Because of the more complicated procedures involved in implementing effective solutions for the social problem of juvenile delinquency, the citizens at large can quickly become frustrated and sometimes hostile. They usually prefer rather to place blame on someone or something, than tolerate the situation or assign the responsibility of solving the problem to a small number of elected officials and interested individuals. And, finally, the tendency is to hope that the problem will somehow be resolved without being again brought to their attention.

It is important to know that when adequate resources are available, the frustration of complicated problems and their equally involved solutions can be dealt with by attention rather than by being ignored. Creative programs and efficient implementation can be just as effective and profitable in dealing with juvenile delinquency as in dealing with problems in farming, ranching, and oil production.

It is hoped that the following description of local institutions, programs, procedures, and resources will provide insight and stimulate positive thought and action.

CURRENT SITUATION

COUNTY GOVERNMENT: As in most rural counties in Oklahoma, a great deal of the political power of Osage County resides with its county commissioners who have been serving the county well for many years. The population which has elected these commissioners has fluctuated widely since statehood. The cattle and oil booms brought in great numbers of people; however, most of these did not become permanent residents. The stable county residents have been, and are today, the Osage tribal descendants, ranchers, farmers, and the merchants and businessmen necessary for cattle and oil production. The problems with these stable residents have been few and the solutions relatively simple.

POPULATION: Although there is evidence that county population in the recent past was decreasing -- the 1960 census showed a county population of 32,441 as compared with the 1970 census population of 29,759 -- since 1970 it is felt that the population has grown significantly. Several small factories have been established. Many persons from the more highly populated areas of Tulsa, Ponca City, and Bartlesville have built in Osage County to take advantage of the lower taxes. Also, many families have settled in Osage County around the recently built lakes and recreation areas. These areas are expected to continue to grow rapidly; and with this growth, the need for solutions to increasingly complicated problems will be felt. Even now the juvenile arrest rates are rising as, in many instances, young people from out of county are taking advantage of surrounding Osage County areas which have little security or police protection.

Although there is under 30,000 population, Osage County has several problems unique to it, as well as its having those common to other rural counties in Oklahoma. First of all, since Osage County is the largest county in the state, its sheer physical size makes it very difficult to respond quickly to the needs of juveniles. The county stretches from Tulsa on the south to the Kansas border on the north, from Ponca City on the west to Bartlesville on the east. The county is sparsely populated with the majority of the population concentrated in that part of the City of Tulsa which is in Osage County, the area surrounding Pawhuska, and the areas near Ponca City and Bartlesville. Osage County is larger than Rhode Island or Connecticut in land area.

DELINQUENCY SOLUTION FUNDING: To a large degree, federal, state, and local officials control the amount of resources available to provide services to county residents. Private organizations and foundations fund service programs in certain situations.

Federal funds earmarked for services in the juvenile delinquency area are available through the Oklahoma Crime Commission. These funds are presently dispersed on a declining funding formula. The funds are to be used as seed money to develop effective programs; and if the programs are successful, the local community is expected to sustain them. Osage County Youth Services has received three years' funding. The programs have been successful; however, sustaining funding has not been made available.

State-level funding has been limited in the juvenile delinquency area. Most state funds are handled by the Department of Institutions, Social and Rehabilitative Services. Its current policy prohibits creating new positions or funding new programs due to lack of funds.

County funds seem to be the only source available at this time to sustain local service programs. It is doubtful that the present classification levels for land assessment will adequately meet the county's increasing needs for services. The best farm land in the county is presently evaluated at \$15 per acre, the poorest at \$5; pasture evaluations also range from \$5 to \$15 per acre. This evaluation, in most cases, well under 10 percent of the fair market value of the land. Many counties in Oklahoma assess at 20 percent of market value or more in order to provide for adequate services within the county. It is apparent that reevaluation of Osage County lands may become necessary. It is a difficult task to assess land fairly. Evaluation on ranch and farm land must remain based on productivity but should also keep up with inflation and increased production rates and values. Osage County is not a poor county. The 1970 per capita income was \$2,720, only \$3 less than the state average. The county has the capacity, as well as the responsibility, to support local service programs.

FAMILY LIFE STYLES: The extended family is prevalent in Osage County. In particular, the farming and ranching operations have passed from father to son. Of course, the importance of family is emphasized in the Osage Tribe because of tribal culture and the actual value of the heritage. Many family members participate in far-reaching businesses. This family culture has resulted in the families themselves taking care of many social problems.

There are comparatively few severe family problems within the county. The 1970 census lists 8,196 heads of families, 7,520 male and 676 female. There were 11,516 year-round housing units, 806 being determined inadequate; and 1,891 households were below the poverty level. The total population below the poverty level was 4,796 or six percent; 4,371 were white, 323 black, and 102 Indian. There were 282 families receiving A.F.D.C.; these included 198 white families with 483 children, 60 black families with 144 children, and 24 Indian families with 53 children.

CONTINUED

1 OF 2

The primary family service agencies in the county are the Department of Institutions, Social and Rehabilitative Services (DISRS), the Osage Indian Agency, and Youth Services of Osage County. The Mental Health Guidance Center has recently been closed for lack of operating funds.

The above statistics reveal that family problems are few, but services within the county are few also. When services are few, it only intensifies the need for those existing service agencies to plan together to organize, direct, and evaluate services and needs.

EDUCATIONAL RESOURCES: Osage County seems to do as well, and in some cases better, than the remainder of the state in serving its young people educationally. The median grade level achieved by residents over 25 years of age is 11.3 for males and 11.6 for females. This is only slightly below the state median of 12.0. The average daily attendance in 1971-72 was 4,531, with 392 graduating seniors and 61 children identified as dropouts. This represents a dropout rate of 13 per 1,000 and relates favorably to the state average of 17 per 1,000.

The educational system is the primary institution influencing the socialization of county children and statistics indicate that the Osage County system is effective with most children. The county school systems offer the best avenues for the delivery of services that will prevent future delinquency. Care must be taken to prevent premature labeling of problem children in school. A child should not be labeled as a dropout or truant until all services have been exhausted and alternative education or vocational programs have been explored. With careful attention and some changes, perhaps special programs can be developed which will further reduce the number of dropouts and problem children.

Youth services workers in the county report that the school officials are presently cooperating in identifying problem children and referring them for services. Many school people are participating in the County Council on Juvenile Delinquency in planning and developing new services.

VOCATION (EMPLOYMENT/SELF-EMPLOYMENT): Osage County is in an area of moderate unemployment (3.0 - 5.9). The recent industrial development in the county has provided many jobs for area residents. The garment factories and recreational development have opened many new jobs; however, most of these are not available for problem youth.

Youth Services of Osage County utilizes the Oklahoma Employment Service and the Neighborhood Youth Corps, as well as independently helping youth find local jobs. Because of lack of staff time, Youth Services is hampered in providing sufficient employment services for local teenagers. County and municipal government, as well as religious and service organizations, can be of great assistance in sponsoring youth employment programs. Many seasonal jobs can be efficiently carried out by area youth. Emphasis should be placed on youth employment services. Work for youth is one of the most important activities which provide socially acceptable roles for young people, reduce alienation between youth and adults, and label the youth positively as productive citizens.

HEALTH SERVICES: In 1970 Osage County health services consisted of twelve physicians and three hospitals. There were 2,479 patients per physician and 381 patients per hospital bed. Many residents received assistance from the Indian Agency or the county. The county has presently budgeted approximately \$20,000 for health-related services.

Adequate health services are a necessity, and most Osage County residents are well cared for. However, with the Guidance Center closing and other health services being somewhat limited, it becomes a difficult task to obtain professional evaluations, diagnosis and needs assessment accomplished for children who are exhibiting behavioral difficulties. Many times behavioral problems can be traced to physical impairments; in such cases, simple moralizations pale. There is a need for checking closely the sight, hearing, and perceptual functioning. Recent studies indicate that the majority of children with behavioral problems also have learning disabilities, and these problems need to be identified, with remedial measures being taken as soon as possible. Health programs emphasizing prenatal through adolescent care are necessary for developing physical strength and mental vitality.

RECREATION: Osage County has the honor of having had the first Boy Scout Troop in America. The troop was organized in Pawhuska by the Rev. John F. Mitchell under an English charter in May 1909. The outdoor recreation stressed by the early scout troops has set the trend for most recreation in Osage County today. The natural resources of the county support the activities of many residents by providing excellent fishing, hunting, and camping areas.

The county residents stage many rodeos, fairs, and community gatherings for recreational participation and observation. There are Indian tribal dances, horse racing, the Ben Johnson Memorial Steer Roping, arts and crafts shows, boat races, Boy Scout camps, and six area round-up clubs.

Recreational activities contribute largely to the prevention of youth problems. Support of good recreational programs should be high on the list of county priorities. Recreation resources are many; however, recreational programs designed for the participation of active young people are few. The director of Osage County Youth Services has facilities and ideas to promote programs for youth, but does not have the staff or time to implement these programs.

RELIGION: The spiritual aspect of life has a great influence, providing a basis for the establishment of healthy and positive values. The churches and their youth programs aid greatly in providing resources, facilities, and expertise in motivating young people to participate in meaningful activities. These resources should be included in comprehensive youth program planning areas.

JUVENILE JUSTICE

Legal process for juveniles is operated in Osage County under the auspices of the District Court. As provided by law, an associate district judge hears juvenile proceedings on petitions filed by the district attorney. Assisting this legal/court process are the county sheriff, local police agencies, and the director of youth services for Osage County. From extended interviews, the survey team determined that juvenile justice operatives in Osage County have a positive philosophy (versus a punitive stance), and that juvenile process is conducted in accordance with Oklahoma statutes relative to children.

JAIL DETENTION OF JUVENILES: The only facility at this time to house or detain children is the county jail. The jail is an imposing multi-storied brick building adjacent to the courthouse. It was built in 1912-13 soon after the erection of the courthouse. Children are placed in jail as a last resort and the placement must be approved by the judge. The children are separated from the adult prisoners but have no special area. The County Mental Health Association has remodeled a room in the jail that is used occasionally for youth. If more than one youth is placed in jail, they are detained in a cell or tank.

Children placed in jail are seen as soon as possible by the youth services director. The prevailing attitude of the district attorney, the sheriff and other officials is that time spent in jail is not necessarily harmful and may contribute to behavior change in some youth. They agree, however, that jail is not the place for most youth in trouble and support the need for a shelter facility in the county.

YOUTH SERVICES: The official juvenile justice process is complemented by the staff and program of the Youth Services Center for Osage County. The Youth Services staff works cooperatively with the judge, the district attorney, and all law enforcement officials. The youth services director spends a great deal of time working with youngsters in trouble and is on call 24 hours each day. It is obvious that he cannot continue to provide the quality and amount of services needed without some assistance.

The Youth Services Center for Osage County is the primary agency delivering helping services to troubled youth in this county. In addition to working closely with the court, as stated earlier, this agency acts as a central intake and referral center, receives referrals from all other social agencies and the schools, as well as working with self and family referrals.

As earlier described, Osage County is the largest political subdivision in Oklahoma. To serve this vast area, the Youth Services Center staff includes one director/counselor and one secretary. The court in Pawhuska has an annex in Tulsa. One day each week, cases from that area are heard at the annex which many times requires the presence of a counselor. The Youth Services Center's

staff of two attempts to provide these services:

- (1) Intake
- (2) Referral to other agencies and followup services
- (3) Direct services to the court
- (4) Crisis intervention counseling
- (5) Individual counseling

YOUTH SERVICES 1972 WORKLOAD: Table 18 below shows the Youth Services workload for the calendar year 1972. A total of 137 youngsters were received during that year.

TABLE 19

OSAGE COUNTY YOUTH SERVICES REFERRALS BY SEX AND RACE (1972)

<u>WHITE</u>		<u>BLACK</u>		<u>INDIAN</u>		<u>OTHER</u>
<u>male</u>	<u>female</u>	<u>male</u>	<u>female</u>	<u>male</u>	<u>female</u>	<u>4</u>
68	19	1	1	28	13	7
<u>50%</u>	<u>14%</u>	<u>1%</u>	<u>1%</u>	<u>20%</u>	<u>9%</u>	<u>5%</u>

TOTAL 1972 REFERRALS: 137

*Racial/ethnic or sex characteristics not known.

While specific statistical breakout by offense or reason for referral categories are unknown to the survey team, an interview with the youth services director reveals that most children are referred to this agency for reasons of nondelinquent behavior. This nondelinquent behavior is revealed in truancy, running away from home, and ungovernable behavior. In the offense categories, drunkenness and burglary predominate. As a matter of interest, drug-related offenses were associated with only 11 referrals (eight percent) during 1972.

The primary response from Youth Services to the children referred is that of one-to-one counseling. Most children seen by Youth Services are returned home. In 1972, however, six children were placed in group homes within the state, eight more were placed with relatives, and an additional five youngsters were sent to boarding schools.

STAFF AND AGENCY BOARD: As mentioned earlier, Youth Services is staffed by one professional and one secretary. This staff is qualified academically and possesses the necessary experience to function positively in the youth services area. The staff salaries are competitive with other salaries in the area.

The Youth Services Advisory Board meets periodically. The associate district judge is the chairman of the advisory board. The board sets policy and reviews current problems and accomplishments.

The physical facilities are adequate in size -- 18,000 square feet in four buildings situated on 40 acres. The buildings need remodeling, and there is a lack of equipment for the shelter and recreation programs.

The most pressing need at this time is for additional staff, especially houseparents and counselors.

COMMUNITY SUPPORT FOR YOUTH SERVICES: The area Council of Social Agencies (COSA) and the Osage Council on Juvenile Delinquency are the two most prominent groups supporting Youth Services, studying delinquency problems, and formulating solutions. The current system for providing services to the youth in Osage County was discussed at a meeting which included the attendance of persons representing these two groups. The following system was identified and defined at that meeting:

Currently, the youth of Osage County who find themselves in trouble with the schools, police, court or others are referred to the Youth Services Center of Osage County. At this point, the children and their families are interviewed by the Youth Services staff. The Youth Services staff work closely with the district attorney and have established agreement on criteria for children in certain instances to be brought to the attention of the district attorney for the filing of petitions in one of three categories: juvenile delinquency, children in need of supervision, or dependent and neglected children.

In many cases the Youth Services Center can keep the children from having petitions filed upon them and can provide services through its counseling or by referral to other social service agencies within the county. If a petition is filed upon a child, the investigation to obtain evidence is handled by local law enforcement officers.

If a child is adjudicated, the youth services staff, with the cooperation of local service agencies, make recommendation to the court for disposition of the case. If the child is placed in the custody of DLSRS and, in turn, is placed in a state institution, there is coordination when he or she is released from the institution as youth services personnel and the aftercare workers with DLSRS work closely in supervising and providing services to children upon their release from institutions.

RURAL YOUTH SERVICES SYSTEM MODEL: The above-described system contains the essential components for a model rural youth services system. The Oklahoma State Council on Juvenile Delinquency supported the following model system in October 1972 (refer to Table 19 on the next page). With a few changes, the system should meet the needs of a rural area. The flow chart indicates how youth are processed.

The most important area of the process is the linkages between the social services system and the juvenile justice system. The relationship with the district attorney in a rural county is extremely important in diverting youth from the court process. If good counseling programs are available, there should be little difficulty in convincing the district attorney to divert youth away from the formal court process. When a child is involved in the court process, the Youth Services Center should take the lead in presenting the court with recommendations for disposition and placement.

Please note the four linkages delineated on the model flow chart:

- (1) This linkage represents the joint decision of Youth Services and the district attorney regarding the individual child's need for a petition to be filed. The petition should be used as a treatment tool. If a petition is not needed for the child to receive necessary services, it should not be filed as it would unnecessarily label the child negatively.
- (2) When a petition is determined to be necessary, Youth Services should provide situational information available, but should not be expected to investigate the incident officially. Investigation is the role of the law enforcement officials.
- (3) Youth Services should facilitate the local service agencies who have knowledge of the individual to meet and consider recommendations to the court at the dispositional hearing.
- (4) Youth Services should work closely with the county aftercare worker to insure quality services to the child upon his or her return from a state institution.

YOUTH ADVOCACY SERVICES: Youth advocacy services are an integral part of the model system. Presently, the Osage County Council on Juvenile Delinquency is providing these services. The need for youth advocacy was discussed with many representatives from the council. These representatives are unanimous in their support of the need for youth advocacy services which enhance the planning of comprehensive services for the youth in Osage County. The Osage County Council on Juvenile Delinquency has identified the following needs in Osage County:

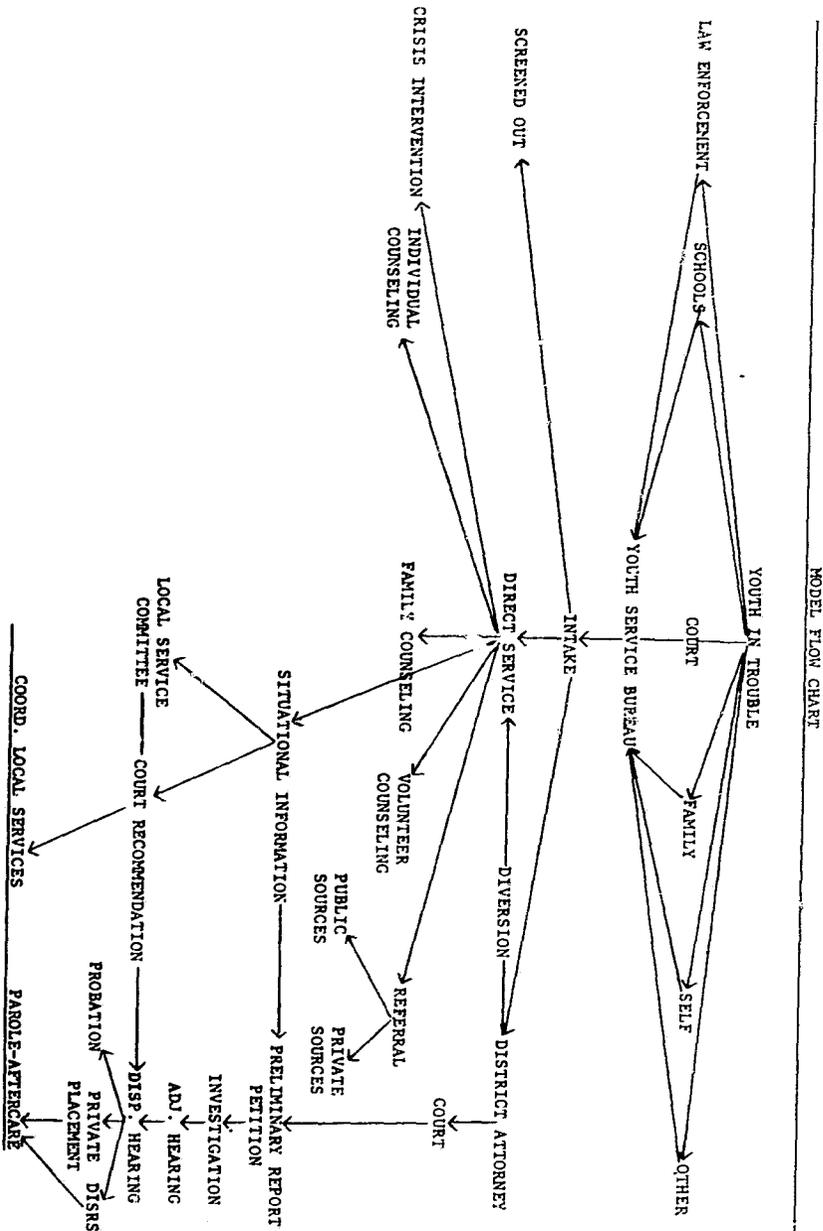


TABLE 20

- (1) A complete comprehensive "Osage County Directory of Services, Facilities, and Agencies" to be compiled for child-care placement.
- (2) A full-time youth worker in each town to work and assist youth before they are in trouble.
- (3) A youth council to be organized in each community. These councils should become a vital part in all planning programs and recreational activities, as well as in civic responsibilities. From these would be drawn a county youth council with representatives on the area council.
- (4) To facilitate meetings of all counselors, social workers, and other youth workers in Osage County for better communication.
- (5) Emergency shelter care as an alternative to jail.
- (6) A 24-hour "hot-line" to be established to help youth.
- (7) Consideration of the need for changes of certain state laws and local ordinances concerning juveniles.

The needs identified by the Osage County Council on Juvenile Delinquency indicate the awareness and study necessary to understand the many facts of delinquency problems. It is felt that selected members of the Council of Social Agencies and the Osage County Council on Juvenile Delinquency should make up the membership for a County Youth Advocacy Council. These representatives who support the youth advocacy concept should deal with more than juvenile delinquency and delinquency prevention. They should be interested in child development and should recruit the cooperation of the different agencies and individuals who are also interested. The council then should have a significant and positive effect on the availability and quality of services to Osage County youth in the areas of delinquency prevention and youth development.

FUNDING THE SYSTEM: A service system can only be effective with adequate funding. The funds currently available for youth services projects are limited. Federal monies through LEAA and the Oklahoma Crime Commission are not available for sustained funding. This means that until there is legislative support through appropriations for statewide youth services, local funds must be utilized to sustain programs. The State Children's Code creates the position of county juvenile officer. This position can contribute greatly to the Youth Services Center. Municipal government should be expected to contribute to services available to their residents on a sustaining basis.

The county and municipal funds should support a base program of necessary services. These funds can then be used as a match to obtain public or private grant funds for experimental projects. The current revenue sharing funds returned to the

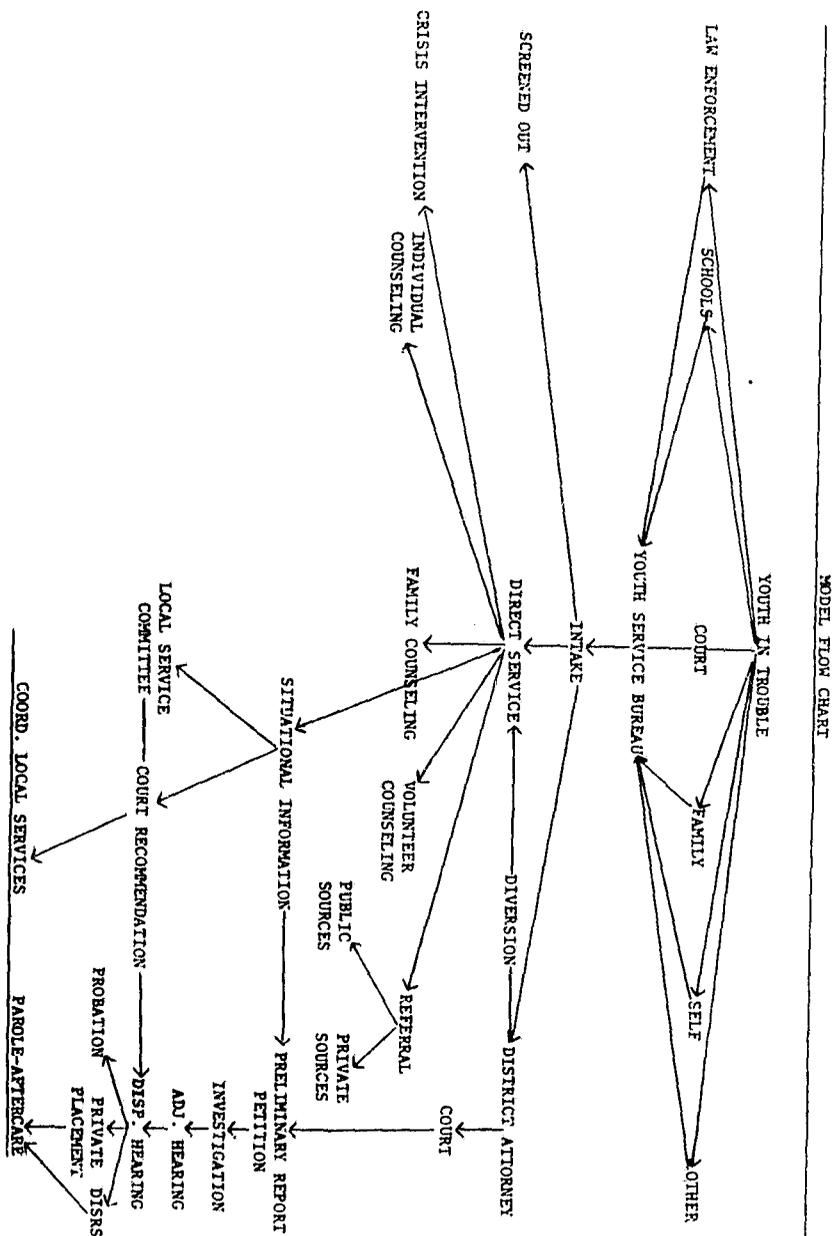


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The county and municipal funds should support a base program of necessary services. These funds can then be used as a match to obtain public or private grant funds for experimental projects. The current revenue sharing funds returned to the

local government could also be used to provide for needed facilities and improvements. If the local funds are not sufficient to support needed services, the only solution seems to be raising the additional funds through a sales tax, reevaluation of property, a millage levy, or some means of increasing local government funds.

SUMMARY AND RECOMMENDATIONS

Osage County is rich in resources, the most important being its young people. Problems with area young people are relatively few compared with other areas of the state, but needed facilities and services are inadequate or nonexistent. This is not the result of a negative philosophy or a lack of positive and creative ideas, but the result of insufficient funding.

Throughout this survey, it has been evident that many sincere Osage County residents have been working to provide quality services to area children. Various problems and needs have been discussed, with the problem of limited program funds being emphasized in most interviews. Adequate funding is a problem; but with persistent efforts to impact the community, adequate funding can be achieved. With adequate funding, the frustrations of dealing with complex problems can be alleviated. A well-staffed program can quickly respond to community needs and pressures in a positive manner, creating accomplishments that should make the most rugged individualist proud of his community.

The following recommendations are made in an effort to assist and facilitate the adequate funding and continuous development:

- (1) Emergency shelter care in lieu of jail should be a priority. A child need not be locked up in jail unless he is in danger of harming himself or others. Presently, shelter care must be arranged in an adjoining county or in temporary foster homes. Both of these alternatives are not generally feasible because of the distances involved.
- (2) The Youth Services Center staff should be increased. Present caseloads and large area to be served demand a minimum of four full-time counselors -- one counselor to work primarily with the shelter program, one to be assigned to the court annex in Tulsa, one to work with the court in Pawhuska, and one to coordinate services in the smaller communities in the county. At least four houseparents are needed to maintain shelter care -- two with primary houseparent responsibilities and two as relief houseparents.
- (3) The Osage County Youth Services system should be described in written policy form with endorsements from the associate district judge, local law enforcement agencies, the Council of Social Agencies, and the Osage County Council on Juvenile Delinquency.

- (4) Formal linkages among all agencies serving youth should be developed with agency services and commitments to youth delineated.
- (5) Public education programs and presentations should be developed in order to involve, inform, and recruit voluntary community assistance for the system's needs.
- (6) A Youth Advocacy Council should be formally developed with its first responsibility to evaluate current expressed needs and recommendations and to formulate a plan for action to fulfill agreed-upon needs.

APPENDIX A

YOUTH-SERVING AGENCIES OF TULSA AND OSAGE COUNTIES: SELF-CONCEPT AND THE CONCEPTS OF OTHERS

The charts which follow this discussion depict the self-concept and the concepts of others regarding the functions of agencies serving youth in Tulsa and Osage counties. The data used to compile the charts were extracted from three sources: the social service agencies which serve youth, a group of youths representing the general youth population of the two counties (drawn from the junior and senior high schools), and a group of youths drawn from a sample of youths receiving services from the service agencies. The objective was to provide the agencies with mirror-type feedback of how they are perceived in the community, in comparison to how they perceive themselves.

The information was collected through the use of a grid included in questionnaires administered to the three groups. (The questionnaires administered to the agencies were different from those administered to the youths, but the grids discussed here were the same.) The grid listed 35 youth-serving agencies in Tulsa and Osage counties, and nine major problems affecting youth (drug problems, trouble with parents, trouble with the law, school problems, emotional problems, job-related problems, recreation problems, sex problems, and needs place to live). A sample grid is reproduced on page

The representative of a youth-serving agency filling out a questionnaire was asked to locate the name of his agency on the grid, and to check the boxes under the problem for which the agency provides services. In addition, he was asked to fill out the rest of the grid, indicating his perceptions of the services provided by the other agencies listed.

The youth questionnaire was administered to a sampling of junior and senior high school students in Tulsa and Osage counties. They were asked to fill out the grids, indicating what services they thought were provided by the listed agencies. They were specifically asked not to respond if they did not have a clear idea of what an agency did. Questionnaires were also given to area agencies providing direct services to youth, for them to administer to youths in their service populations.

INTERPRETING THE CHARTS

The charts that follow should be interpreted as follows: taking the first one as an example, we note first that it reports on concepts of the services provided by Osage County Youth Services. The first column represents the agency's own response to the questionnaire. Under the heading "drug problems" on the grid, its representative checked the box next to its own agency's name, so a "YES" appears in the first column on our chart. The second column represents the response of other agencies. Of the other agencies filling out the grid, 17.4 percent checked the box under "drug problems" next to the name of Osage County

Youth Services, so "17.4%" appears in the second column. The third and fourth columns, representing the responses of the two youth populations, were computed in the same manner as the "other agencies' response" column: a percentage represents the percentage of the respective youth population checking the box under "drug problems" on the Osage County Youth Services line.

AGENCY SAMPLE

Questionnaires were distributed to 39 agencies involved in working with youth in the Tulsa and Osage counties area. This total included 34 or the 35 agencies listed on the above-mentioned grid. There were two questionnaires sent to the Department of Institutions, Social and Rehabilitative Services (DISRS), one to the Child Welfare Division, and one to Family and Youth Development. There were an additional three requested from law enforcement agencies, one from the Boy Scouts, and one from Tulsa County School, all five of whom would have a perception of the services available to youth. This made a total of 40 possible responses. Twenty-six, or 65 percent, returned the questionnaire, and 23 of these completed the grid. These provided the bases for the agency self-concept columns and other agencies' concept columns on the data charts that follow.

YOUTH SAMPLES

The "youth response -- general population" column reports the responses to questionnaires distributed in the public schools in the two counties. The responses for the first two agencies, which are located in Osage County, are taken from 144 completed questionnaire grids in that county. The responses for the other agencies (except DISRS) are taken from 188 completed grids in Tulsa. The responses for DISRS are taken from the combined responses -- a total of 332.

The "youth response -- youth services population" column reports the responses to questionnaires distributed to the service populations of 14 agencies. A total of 118 questionnaires were returned, and 71 of these (60 percent) completed the grid. The 71 represents the base figure for the youth service population percentage.

VARIABLES

There are two significant variables that need to be taken into consideration in evaluating the results. One is the influence of the agency name, for instance Drug Rehabilitation Center for drug problems, as a stimulus to relate the agency to a special problem. The other variable is whether the agency was at the top or bottom of the list. The ones at the top may have been given more consideration because of the element of attention span.

SAMPLE GRID FROM QUESTIONNAIRE

Question: For what kind of problems do the following agencies provide services?	Drug Problems	Trouble with Parents	Trouble with the Law	School Problems	Emotional Problems	Job Related Problems	Recreation Problems	Sex Problems	Needs Place to Live
Osage County Youth Services									
Osage County Mental Health Association									
Tulsa City County Health Department									
Tulsa Public Schools									
Wagon Wheel Children's Home									
Wagon Family & Youth Services									
Tulsa County Juvenile Bureau									
Tulsa County Sheriff's Office									
Wagon Services of Tulsa Inc.									
Wagon Hudson Programs									
Wagon Parenthood Association of Tulsa									
Wagon Misdemeanant									
Wagon Department of Institutions, Social & Rehabilitative Services									
Wagon Associated Catholic Charities									
Tulsa Indian Youth Council									
Wagon Health Center									
Wagon Community Service Council									
Wagon Springs Children's Home									
Wagon Inside Family Services									
Wagon Children's Medical Center									
Tulsa Police Youth Bureau									
Wagon "12"									
Tulsa Boy's Home									
Wagon E. Willard Home for Girls									
Wagon Mental Health Association "Hot Line"									
Wagon Street School Inc.									
Wagon Wagon School for Girls									
Wagon Wagon Army									
Wagon Wagon Rehabilitation Center									
Wagon Wagon Corps									
Wagon Wagon Neighborhood Youth Corps									
Wagon Wagon Neighborhood Counseling Services									
Wagon Wagon Family and Children's Service									
Wagon Wagon Cities Program									
Wagon Wagon Office of Economic Opportunity									

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>OSAGE COUNTY YOUTH SERVICES</i>				
Drug Problems	YES	17.4%	31.9%	15.5%
Trouble with Parents	YES	21.7%	31.9%	18.5%
Trouble with the Law	YES	17.4%	31.9%	9.9%
School Problems	YES	21.7%	25.7%	2.8%
Emotional Problems	YES	21.7%	20.8%	9.9%
Job-Related Problems	YES	8.7%	13.9%	12.5%
Recreation Problems	YES	8.7%	20.8%	9.9%
Sex Problems	YES	8.7%	13.9%	9.9%
Needs Place to Live	NO	13.0%	13.2%	2.8%
<i>OSAGE COUNTY MENTAL HEALTH ASSN.</i>				
Drug Problems		21.7%	20.8%	12.5%
Trouble with Parents		17.4%	18.8%	
Trouble with the Law		8.7%	11.8%	
School Problems		17.4%	13.2%	
Emotional Problems		26.0%	41.7%	15.5%
Job-Related Problems		8.7%	10.4%	
Recreation Problems		8.7%	6.9%	
Sex Problems		21.7%	17.4%	5.5%
Needs Place to Live		8.7%	6.9%	

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>TULSA CITY - COUNTY HEALTH DEPT.</i>				
Drug Problems		56.5%	23.4%	25.5%
Trouble with Parents		8.7%	2.7%	2.8%
Trouble with the Law			1.1%	
School Problems		17.4%	1.1%	
Emotional Problems		39.0%	10.1%	9.9%
Job-Related Problems		4.3%	5.3%	
Recreation Problems		4.3%	2.1%	2.8%
Sex Problems		52.0%	31.9%	15.5%
Needs Place to Live			5.3%	2.8%
<i>TULSA PUBLIC SCHOOLS</i>				
Drug Problems	YES	30.4%	9.0%	18.5%
Trouble with Parents	YES	30.4%	9.0%	15.5%
Trouble with the Law	YES	21.7%	5.3%	9.9%
School Problems	YES	78.3%	45.2%	36.5%
Emotional Problems	YES	34.8%	6.9%	15.5%
Job-Related Problems	YES	4.3%	11.7%	9.9%
Recreation Problems	YES	26.0%	11.7%	18.5%
Sex Problems	YES	4.3%	3.7%	15.5%
Needs Place to Live	NO	4.3%	1.6%	2.8%

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>TURLEY CHILDREN'S HOME</i>				
Drug Problems			1.1%	9.9%
Trouble with Parents		30.4%	9.6%	18.5%
Trouble with the Law		21.7%	4.3%	12.5%
School Problems		21.7%	2.7%	12.5%
Emotional Problems		17.4%	6.4%	2.8%
Job-Related Problems		4.3%	1.1%	
Recreation Problems		4.3%	2.1%	
Sex Problems		4.3%	0.5%	2.8%
Needs Place to Live		47.8%	27.7%	21.1%
<i>DILLON FAMILY & YOUTH SERVICES</i>				
Drug Problems	YES	43.4%	5.8%	2.8%
Trouble with Parents	YES	43.4%	13.8%	12.5%
Trouble with the Law	YES	30.4%	5.8%	5.5%
School Problems	YES	34.8%	3.2%	
Emotional Problems	YES	52.0%	4.8%	
Job-Related Problems	NO	13.0%	1.6%	
Recreation Problems	NO	8.7%	2.1%	
Sex Problems	YES	13.0%	2.7%	5.5%
Needs Place to Live	YES	43.4%	5.3%	

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>TULSA COUNTY JUVENILE BUREAU</i>				
Drug Problems	YES	87.0%	18.6%	28.2%
Trouble with Parents	YES	82.6%	12.2%	28.2%
Trouble with the Law	YES	82.6%	41.5%	31.0%
School Problems	YES	65.2%	7.4%	18.5%
Emotional Problems	YES	56.5%	7.4%	12.5%
Job-Related Problems	NO	21.7%	3.7%	2.8%
Recreation Problems	NO	21.7%	1.6%	2.8%
Sex Problems	YES	30.4%	3.2%	12.5%
Needs Place to Live	YES	47.8%	4.3%	9.9%
<i>TULSA COUNTY SHERIFF'S OFFICE</i>				
Drug Problems		26.0%	19.0%	25.5%
Trouble with Parents		30.4%	3.7%	15.5%
Trouble with the Law		69.6%	22.3%	31.0%
School Problems		17.4%	1.1%	9.9%
Emotional Problems		4.3%	1.6%	5.5%
Job-Related Problems		4.3%	2.7%	5.5%
Recreation Problems		4.3%	0.5%	2.8%
Sex Problems		8.7%	0.5%	2.8%
Needs Place to Live		4.3%	0.5%	2.8%

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>YOUTH SERVICES OF TULSA, INC.</i>				
Drug Problems	NO	69.6%	11.7%	12.5%
Trouble with Parents	YES	73.9%	11.2%	15.5%
Trouble with the Law	NO	69.6%	10.1%	9.9%
School Problems	YES	73.9%	8.0%	5.5%
Emotional Problems	NO	60.8%	11.2%	9.9%
Job-Related Problems	NO	26.0%	10.1%	2.8%
Recreation Problems	NO	30.4%	10.6%	2.8%
Sex Problems	NO	34.8%	8.0%	9.9%
Needs Place to Live	NO	26.0%	4.8%	
<i>MARGARET HUDSON PROGRAMS</i>				
Drug Problems	YES	4.3%		9.9%
Trouble with Parents	YES	39.0%	4.8%	12.5%
Trouble with the Law	YES			5.5%
School Problems	YES	52.0%	2.1%	15.5%
Emotional Problems	YES	39.0%	4.8%	9.9%
Job-Related Problems	YES	17.4%	1.1%	9.9%
Recreation Problems	YES			5.5%
Sex Problems	YES	78.3%	12.8%	18.5%
Needs Place to Live	YES	21.7%	3.2%	9.9%

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>PLANNED PARENTHOOD ASSN. OF TULSA</i>				
Drug Problems	NO	4.3%	4.3%	5.5%
Trouble with Parents	NO	26.0%	8.0%	2.8%
Trouble with the Law	NO		0.5%	5.5%
School Problems	NO	4.3%	1.1%	
Emotional Problems	NO	26.0%	9.0%	2.8%
Job-Related Problems	NO			
Recreation Problems	NO	4.3%	0.5%	
Sex Problems	YES	69.6%	42.6%	28.2%
Needs Place to Live	NO		3.2%	
<i>PROJECT MISDEMEANANT</i>				
Drug Problems		8.7%	2.1%	
Trouble with Parents			2.7%	2.8%
Trouble with the Law		39.0%	9.6%	
School Problems		15.0%	1.1%	
Emotional Problems			2.1%	
Job-Related Problems		8.7%	0.5%	
Recreation Problems			0.5%	
Sex Problems			0.5%	
Needs Place to Live			0.5%	

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>DEPT. OF INSTITUTIONS, SOCIAL & REHABILITATIVE SERVICES</i>				
Drug Problems	YES	39.0%	18.7%	21.1%
Trouble with Parents	YES	60.8%	9.9%	18.5%
Trouble with the Law	YES	60.8%	16.0%	15.5%
School Problems	YES	47.8%	6.9%	15.5%
Emotional Problems	YES	56.5%	16.3%	18.5%
Job-Related Problems	YES	56.5%	8.1%	2.8%
Recreation Problems	YES	26.0%	6.3%	5.5%
Sex Problems	YES	30.4%	6.0%	15.5%
Needs Place to Live	YES	78.3%	9.0%	15.5%
<i>ASSOCIATED CATHOLIC CHARITIES</i>				
Drug Problems	NO	17.4%	3.2%	
Trouble with Parents	YES	47.8%	4.8%	5.5%
Trouble with the Law	NO	4.3%	2.1%	
School Problems	YES	30.4%	2.7%	5.5%
Emotional Problems	YES	34.8%	4.8%	5.5%
Job-Related Problems	YES	17.4%	2.1%	
Recreation Problems	NO	4.3%	2.1%	2.8%
Sex Problems	NO	17.4%	3.7%	5.5%
Needs Place to Live	YES	34.8%	4.8%	

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>TULSA INDIAN YOUTH COUNCIL</i>				
Drug Problems	YES	30.4%	3.2%	12.5%
Trouble with Parents	YES	26.0%	5.8%	9.9%
Trouble with the Law	YES	21.7%	6.4%	9.9%
School Problems	YES	26.0%	3.2%	9.9%
Emotional Problems	YES	17.4%	4.8%	5.5%
Job-Related Problems	NO	17.4%	5.8%	12.5%
Recreation Problems	YES	30.4%	5.3%	2.8%
Sex Problems	YES	13.0%	2.7%	2.8%
Needs Place to Live	YES	8.7%	4.8%	2.8%
<i>MOTON HEALTH CENTER</i>				
Drug Problems	YES	56.5%	7.4%	12.5%
Trouble with Parents	YES	30.4%	1.6%	
Trouble with the Law	NO	8.7%	1.6%	
School Problems	YES	30.4%		2.8%
Emotional Problems	YES	69.6%	3.7%	2.8%
Job-Related Problems	YES	8.7%		
Recreation Problems	NO	8.7%	2.1%	2.8%
Sex Problems	YES	43.4%	8.5%	2.8%
Needs Place to Live	YES		0.5%	

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>COMMUNITY SERVICE COUNCIL</i>				
Drug Problems		21.7%	3.7%	9.9%
Trouble with Parents		4.3%	4.3%	5.5%
Trouble with the Law		4.3%	1.1%	5.5%
School Problems		4.3%	2.7%	5.5%
Emotional Problems		4.3%	2.7%	2.8%
Job-Related Problems		4.3%	2.1%	2.8%
Recreation Problems		4.3%	2.1%	2.8%
Sex Problems		4.3%	1.6%	5.5%
Needs Place to Live		4.3%	1.6%	2.8%
<i>SAND SPRINGS CHILDREN'S HOME</i>				
Drug Problems	NO	4.3%	1.1%	5.5%
Trouble with Parents	YES	17.4%	7.4%	12.5%
Trouble with the Law	NO	8.7%	4.3%	2.8%
School Problems	NO	8.7%	3.2%	5.5%
Emotional Problems	NO	8.7%	3.7%	9.9%
Job-Related Problems	NO		1.1%	
Recreation Problems	NO	4.3%	2.7%	2.8%
Sex Problems	NO	4.3%	0.5%	
Needs Place to Live	YES	69.6%	18.6%	18.5%

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>WESTSIDE FAMILY SERVICES</i>				
Drug Problems	YES	43.4%	3.7%	5.5%
Trouble with Parents	YES	56.5%	9.0%	9.9%
Trouble with the Law	YES	26.0%	1.6%	9.9%
School Problems	YES	43.4%	2.1%	5.5%
Emotional Problems	YES	47.8%	4.8%	9.9%
Job-Related Problems	YES	8.7%	1.6%	5.5%
Recreation Problems	YES	4.3%	3.7%	5.5%
Sex Problems	YES	21.7%	2.1%	2.8%
Needs Place to Live	YES	4.3%	4.8%	
<i>CHILDREN'S MEDICAL CENTER</i>				
Drug Problems	NO	60.8%	7.4%	28.2%
Trouble with Parents	YES	65.2%	4.3%	15.5%
Trouble with the Law	YES	13.0%	2.1%	5.5%
School Problems	YES	60.8%	3.2%	5.5%
Emotional Problems	YES	82.6%	22.9%	21.1%
Job-Related Problems	NO		1.6%	2.8%
Recreation Problems	NO	4.3%	3.7%	5.5%
Sex Problems	YES	56.5%	2.1%	9.9%
Needs Place to Live	NO		5.8%	9.9%

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>TULSA POLICE YOUTH BUREAU</i>				
Drug Problems	YES	39.0%	11.2%	28.2%
Trouble with Parents	YES	30.4%	5.8%	18.5%
Trouble with the Law	YES	65.2%	21.8%	33.8%
School Problems	YES	30.4%	3.2%	9.9%
Emotional Problems	YES	17.4%	3.2%	5.5%
Job-Related Problems	YES	8.7%	0.5%	2.8%
Recreation Problems	NO	8.7%	2.1%	
Sex Problems	YES	17.4%	1.1%	2.8%
Needs Place to Live	YES	8.7%	2.1%	2.8%
<i>PROJECT "12"</i>				
Drug Problems	NO	13.0%	6.4%	9.9%
Trouble with Parents	NO	8.7%	3.7%	9.9%
Trouble with the Law	NO	4.3%	5.3%	
School Problems	YES	52.0%	11.2%	5.5%
Emotional Problems	NO	13.0%	4.8%	
Job-Related Problems	NO	8.7%	3.2%	5.5%
Recreation Problems	NO		2.7%	
Sex Problems	NO		2.1%	2.8%
Needs Place to Live	NO		3.2%	9.9%

	Agency's Own Response	Other Agencies Response	Youth Response General Population	Youth Response Youth Services Population
<i>TULSA BOY'S HOME</i>				
Drug Problems	YES	26.0%	8.5%	28.2%
Trouble with Parents	YES	47.8%	16.0%	33.8%
Trouble with the Law	YES	26.0%	13.8%	36.5%
School Problems	YES	34.8%	9.6%	21.1%
Emotional Problems	YES	56.5%	13.3%	15.5%
Job-Related Problems	YES	13.0%	2.7%	2.8%
Recreation Problems	YES	21.7%	3.7%	12.5%
Sex Problems	YES	17.4%	4.3%	12.5%
Needs Place to Live	YES	76.3%	19.1%	28.2%
<i>FRANCES E. WILLARD HOME FOR GIRLS</i>				
Drug Problems	NO	17.4%	5.8%	12.5%
Trouble with Parents	YES	43.4%	12.8%	15.5%
Trouble with the Law	YES	13.0%	10.1%	9.9%
School Problems	YES	34.8%	4.8%	9.9%
Emotional Problems	YES	34.8%	11.7%	9.9%
Job-Related Problems	NO	13.0%	1.6%	5.5%
Recreation Problems	YES	13.0%	3/7%	12.5%
Sex Problems	YES	13.0%	6.9%	9.9%
Needs Place to Live	YES	65/2%	18.6%	15.5%

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>MENTAL HEALTH ASSN. "HOT LINE"</i>				
Drug Problems	YES	60.8%	38.3%	18.5%
Trouble with Parents	YES	34.8%	31.9%	15.5%
Trouble with the Law	YES	13.0%	26.6%	21.1%
School Problems	YES	17.4%	26.1%	12.5%
Emotional Problems	YES	47.8%	39.4%	25.5%
Job-Related Problems	YES	8.7%	25.5%	5.5%
Recreation Problems	YES	8.7%	18.6%	5.5%
Sex Problems	YES	39.0%	32.4%	15.5%
Needs Place to Live	YES	4.3%	14.4%	9.9%
<i>STREET SCHOOL, INC.</i>				
Drug Problems		17.4%	9.6%	15.5%
Trouble with Parents		8.7%	5.8%	5.5%
Trouble with the Law		4.3%	9.6%	12.5%
School Problems		60.8%	23.4%	9.9%
Emotional Problems		8.7%	4.3%	9.9%
Job-Related Problems		17.4%	4.3%	9.9%
Recreation Problems		8.7%	4.3%	5.5%
Sex Problems		4.3%	2.1%	2.8%
Needs Place to Live			2.1%	5.5%

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>VIANNEY SCHOOL FOR GIRLS</i>				
Drug Problems	YES	34.8%	4.8%	12.5%
Trouble with Parents	YES	43.4%	6.9%	15.5%
Trouble with the Law	YES	43.4%	7.4%	12.5%
School Problems	YES	52.0%	5.3%	12.5%
Emotional Problems	YES	52.0%	6.4%	9.9%
Job-Related Problems	NO	4.3%	1.6%	2.8%
Recreation Problems	NO	17.4%		2.8%
Sex Problems	YES	21.7%	6.4%	9.9%
Needs Place to Live	NO	73.9%	9.0%	12.5%
<i>SALVATION ARMY</i>				
Drug Problems	YES	26.0%	4.8%	33.8%
Trouble with Parents	YES	13.0%	4.3%	36.5%
Trouble with the Law	YES	13.0%	3.7%	28.2%
School Problems	YES	21.7%	3.2%	31.0%
Emotional Problems	YES	21.7%	8.0%	36.5%
Job-Related Problems	YES	21.7%	10.1%	33.8%
Recreation Problems	YES	47.8%	6.4%	36.5%
Sex Problems	YES	21.7%	3.2%	25.5%
Needs Place to Live	YES	65.2%	15.4%	31.0%

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>DRUG REHABILITATION CENTER</i>				
Drug Problems	YES	73.9%	45.7%	36.5%
Trouble with Parents	YES	21.7%	4.8%	5.5%
Trouble with the Law	YES	17.4%	5.8%	9.9%
School Problems	YES	4.3%	2.7%	2.8%
Emotional Problems	YES	30.4%	8.0%	5.5%
Job-Related Problems	YES	4.3%	4.8%	5.5%
Recreation Problems	NO		1.6%	
Sex Problems	YES		1.6%	2.8%
Needs Place to Live	NO	17.4%	2.1%	5.5%
<i>JOB CORPS</i>				
Drug Problems	YES	4.3%	0.5%	2.8%
Trouble with Parents	YES	13.0%		
Trouble with the Law	YES	17.4%		
School Problems	YES	34.8%	1.1%	
Emotional Problems	YES	21.7%	0.5%	
Job-Related Problems	YES	69.6%	29.3%	18.5%
Recreation Problems	YES	17.4%	0.5%	
Sex Problems	YES	8.7%		
Needs Place to Live	YES	43.4%	1.1%	

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>NEIGHBORHOOD YOUTH CORP</i>				
Drug Problems		8.7%	3.2%	9.9%
Trouble with Parents		13.0%	3.7%	15.5%
Trouble with the Law		8.7%	3.7%	5.5%
School Problems		30.4%	3.2%	5.5%
Emotional Problems		13.0%	4.3%	9.9%
Job-Related Problems		60.8%	7.4%	15.5%
Recreation Problems		8.7%	5.3%	2.8%
Sex Problems		4.3%	2.1%	2.8%
Needs Place to Live		4.3%	1.1%	2.8%
<i>NEIGHBORHOOD COUNSELING SERVICES</i>				
Drug Problems	YES	43.4%	4.8%	18.5%
Trouble with Parents	YES	65.2%	11.2%	25.5%
Trouble with the Law	YES	26.0%	5.8%	12.5%
School Problems	YES	39.0%	4.8%	15.5%
Emotional Problems	YES	56.5%	11.2%	18.5%
Job-Related Problems	NO	17.4%	3.2%	9.9%
Recreation Problems	NO	17.4%	3.2%	5.5%
Sex Problems	YES	26.0%	4.8%	9.9%
Needs Place to Live	YES	4.3%	2.7%	2.8%

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>FAMILY AND CHILDREN'S SERVICE</i>				
Drug Problems	YES	56.5%	2.1%	12.5%
Trouble with Parents	YES	56.5%	11.2%	33.8%
Trouble with the Law	YES	43.4%	2.1%	25.5%
School Problems	YES	69.6%	3.7%	9.9%
Emotional Problems	YES	87.0%	3.7%	18.5%
Job-Related Problems	YES	21.7%	2.1%	5.5%
Recreation Problems	NO	13.0%	1.6%	9.9%
Sex Problems	YES	65.2%	2.7%	9.9%
Needs Place to Live	YES	17.4%	2.1%	
<i>MODEL CITIES PROGRAM</i>				
Drug Problems		17.4%	0.5%	5.5%
Trouble with Parents		21.7%		9.9%
Trouble with the Law		21.7%	1.1%	9.9%
School Problems		21.7%		9.9%
Emotional Problems		13.0%	0.5%	9.9%
Job-Related Problems		43.4%	2.7%	5.5%
Recreation Problems		34.8%	3.7%	5.5%
Sex Problems		13.0%	0.5%	5.5%
Needs Place to Live		26.0%	7.4%	2.8%

	Agency's Own Response	Other Agencies' Response	Youth Response General Population	Youth Response Youth Services Population
<i>OFFICE OF ECONOMIC OPPORTUNITY</i>				
Drug Problems		8.7%	0.5%	
Trouble with Parents		13.0%		
Trouble with the Law		4.3%		
School Problems		17.4%		5.5%
Emotional Problems		8.7%	1.6%	
Job-Related Problems		52.0%	14.4%	15.5%
Recreation Problems		17.4%	0.5%	
Sex Problems		4.3%		
Needs Place to Live		4.3%	2.7%	

APPENDIX B

QUESTIONNAIRE ADMINISTERED TO YOUTH-SERVING AGENCIES

What follows is not an exact reproduction of the questionnaire administered to youth-serving agencies, but it does list all the questions asked. On the actual questionnaire, blank grids or lists were included to be checked off. The questions are listed here in this manner to conserve space; the actual questionnaire occupied 15 pages.

1. Check the type of area served by your agency. (city, county, multi-county, or state)
2. Check the approximate population of the area served by your agency. (under 5,000; 5,000-20,000; 20,000-50,000; 50,000-100,000; or above 100,000)
3. How many children and youth come to this agency in a year -- considering absolutely all the delinquent and those in need of supervision -- for the year January 1, 1972, to December 31, 1972?
4. And what are the main troubles or reasons that bring them here?
5. What percentage of offenses have involved the use of drugs? numbers?
6. Breakdown of juveniles served by sex, race, and age.
7. Referral sources. (List numbers of referrals from each of a list of 37 agencies, or "other.")
8. What preliminary investigation of the nature of the case do you make?
9. What initial intake procedures do you go through (detail) and do you screen the children?
10. If you decide to hold a child or youth or keep him under your supervision, what procedures do you go through? About how many?
11. Do you then make any formal study for those who come under your supervision? If so, please describe. How many?
12. What arrangements do you have for the physical care of children and youth?
13. What other agencies do you typically involve in a case under your supervision? (list of types of agencies provided; how involved; how used; about how many?)

14. Do you have a periodic review of cases under your supervision? If so, please describe. Roughly how many?
15. Where do the children or youth go to from here?
16. Do you usually follow what happens to a case after he has left your supervision? How?
17. Are there any difficulties with any of the procedures we have just talked about or in referrals to other agencies?
18. What are the main goals of this agency with respect to those children?
19. What general policies do you emphasize in the procedures that you follow with cases here (such as preferring to do one thing rather than another)?
20. What plans are there for introducing changes in any of the procedures that you typically follow with these cases?
21. Do you foresee anything that might require changes in your procedure- in the future?
22. If you could create an ideal situation, would you make any other changes in procedures followed with these children and youth?
23. What programs do you have which are designed specially to improve (meet the needs of, correct the condition of) children and youth under your supervision?
24. What programs do you have geared specifically to the prevention of delinquency?
25. Do you have any special needs in connection with these programs?
26. What general policies govern your use of these programs?
27. Agency service information: office hours, how are rates determined? are people turned away because they are unable to pay? are people refused service for other reasons and if so what criteria are used?
28. What plans do you have for changing, adding, or phasing out any programs?
29. Can you make any predictions as to changes (over the next five years) in the number of children or conditions in your area that will influence the need for programs?
30. If you had no limitations, what programs would you have?
31. What are all the types of staff positions in this agency so far as the staff directly concerned with children and youth; with the delinquent, predelinquent, and child in need of supervision? (grid provided to list job title, number filled, salary range, hours per week, type of work, reports to?, qualifications, required training, required experience, number meeting requirements, details about training programs)
32. What need do you have with respect to staff specifically for dealing with these children?
33. What general personnel policies govern this agency with respect to hiring, firing, promoting, working conditions, or other staff matters?
34. What plans do you presently have regarding staff, such as changes in numbers or types of positions or training programs?
35. Can you make any predictions as to changes during the next five years that will influence your staffing pattern?
36. What would be the ideal staff here for dealing with these children and youth?
37. What physical facilities are used by staff in connection with these children? (total square feet, division and use, age, condition, occupancy per unit, other comments)
38. What facilities are used by these children and youth? (total square feet, division and use, age, condition, occupancy per unit, separation by age, other comments)
39. Do you have any needs for building space, equipment, etc., for these children?
40. Do you have any plans currently for changes or additions to physical facilities?
41. Can you predict anything coming up which you feel will require changes in facilities?
42. What kinds of physical facilities would be ideal for working with these children or youth?
43. What was the separate budget for this agency - 1972-73; if not separate, what was total agency budget, number employees in total agency; calculation for this part of agency.
44. Source of funds. (state, county, other (specify))
45. Control of expenditures.
46. What problems do you have with respect to budget?
47. What plans are there for changes in budgetary matters?
48. Do you foresee anything happening in the next five years that would affect your budget?
49. Ideally, what budget should this agency have?

50. What do the staff here feel are the most important needs of the children and youth who are delinquent or in need of supervision?
51. What are the three top things this agency can do for them?
52. What do the staff here feel are the main causes that these children got into trouble or in need of supervision?
53. What is your geographic service area? (map provided to outline area)
54. For what kind of problems do the following agencies provide services? (see sample grid in Appendix A)

APPENDIX C

QUESTIONNAIRE ADMINISTERED TO YOUTH

Your community spends hundreds of thousands of dollars each year helping people that have problems in living. The problems that people experience and for which help is available runs the whole gamut from poor housing and hunger, to need for a doctor, parent/child quarrels, divorces, drug and alcohol abuse, and need for a job, as examples. Places where people can receive help are often known as social service agencies. This questionnaire is an attempt to learn how you perceive (understand) the social agencies in your community. Also, it attempts to learn how you go about seeking help with a problem of your own.

Your participation is appreciated. We ask that you do not sign your name and to be aware that there are no right or wrong answers to these questions.

What school do you attend? If you do not attend school just check.

1. How long have you lived in Tulsa?
 - (a) I have never lived elsewhere.
 - (b) Less than 3 years
 - (c) 3 to 5 years
 - (d) 5 years or more
2. How long have you lived at your present address?
 - (a) I have never lived elsewhere.
 - (b) Less than 3 years
 - (c) 3 to 5 years
 - (d) 5 years or more
3. How do you feel about the place you live?
 - (a) It's OK. I've never really thought about it.
 - (b) It's OK. I've thought about it, but my house is as good as my friends.
 - (c) It's not OK. I wish I lived elsewhere, but I don't worry about it.
 - (d) It's not OK. I worry about it a lot and wish I could move.
4. (1) If you worry about the place you live, have you ever admitted this worry?
 - (a) I am not worried about where I live.
 - (b) I am worried about where I live, but I have never discussed this with anyone.
 (2) If this is a worry and you have talked about it, with whom did you talk?

(a) my parents	(f) a teacher
(b) my brothers or sisters	(g) a school counselor
(c) other kin	(h) a social agency counselor
(d) my minister	(i) other person not listed here
(e) a friend about my own age	

5. Think of a time when you had a serious problem, a conflict, with your parents. Did you talk about this conflict with anyone?
With whom did you talk?
(a) my parents and I worked it out among ourselves.
(b) my minister
(c) my teacher
(d) my school counselor
(e) a friend
(f) a social agency counselor
(g) other person not listed
6. People attending junior high and senior high school often have worries, problems, or deep concerns that they choose not to discuss with their parents. When this happens with you, to whom are you most likely to turn?
(a) minister
(b) teacher
(c) school counselor
(d) athletic coach
(e) friend
(f) social agency counselor
(g) relative other than parents
(h) other person not listed
7. After you discussed a serious personal concern, or problem, with someone other than your parents, how did you feel?
(a) felt better--like the pressure was off.
(b) felt no difference
(c) felt bad--wished I had not said anything.
8. Do your friends ever ask your advice about serious personal matters that are too complicated for you to help?
9. If this has ever happened to you, did you suggest that your friend seek the advice of someone else?
10. If you did suggest that your friend seek advice from another person, was the other person one of the below?
(a) parents
(b) teacher
(c) another friend
(d) school counselor
(e) social agency counselor
(f) athletic coach
(g) minister
(h) other person not listed
11. Did, to your knowledge, your friend get the help he/she needed?
12. Often students feel that there is just no one that they can talk with about their personal problems. How would you gauge your feelings in this area?
(a) I seldom feel this way, but I know the feeling.
(b) I know this feeling and feel that way now.
(c) I feel that I have someone that I can always talk to about my problems.
13. If you attend school, do you also have a job?
14. Have you attempted to find a job in the past six months?
15. Are you looking for a job now?
16. Good working conditions are commonly thought of as surroundings and work circumstances that are safe, reasonably clean, and generally undistracting places to be. If you have a job, do you also have good working conditions?
17. Have you been stopped and ticketed by police for a traffic violation?
18. Have you ever been questioned by police on a non-traffic matter?
19. Have you ever been arrested for a non-traffic offense?
20. If you have had dealings with police on such occasions as briefly described above, which of the following fits your experience with the police officer involved?
(a) He was courteous, but firm, and won my respect.
(b) He was abusive and I felt hassled.
(c) He acted like he didn't know what he was doing.
21. It is commonly found that students feel several ways about their school -- not all good and not all bad.
- (A) Circle the items that relate to your good feeling about school:
(1) Most classes are interesting and the subject areas are important to me.
(2) Teachers pay attention to me and act as if I am important.
(3) We get to have a say about what most school rules will be.
(4) I am learning skills that will help me get a job.
(5) I know I'm being prepared for college level work.
- (B) Do any of these items express your bad feelings about school?
(1) Most teachers appear more concerned about policing school rules than teaching.
(2) I'm bored most of the time in class.
(3) They don't teach the subjects that interest me.
(4) School rules are made without considering how students feel about things.
(5) Everything is so loose and lenient that no one seems to be learning anything.

22. All things considered, do you feel that Tulsa is a good place for you to be at this time in your life?
23. Would you like to have more say about the laws and local regulations that affect your life away from school?
24. If you had a chance to affect local laws and regulations, do you suspect that you would really participate?
25. What is your opinion of the counseling services offered by your school? (excellent, good, fair, poor; comment if you wish)
26. Do you think youth should be allowed to take part in making decisions about schools and youth-serving agencies in the community?
27. What do you feel you need to learn from school?
28. If you or one of your friends has a problem, where do you go for help?
 - (a) about school
 - (b) emotional
 - (c) about sex
 - (d) recreation
 - (e) drugs
 - (f) trouble with the law
29. What youth programs or facilities do you think are needed in the community?
30. Which youth around here do you consider leaders?
31. What kind of adult do you trust or respect?
32. For what kind of problems do the following agencies provide services? (See grid in Appendix A.)

APPENDIX D

RESULTS OF YOUTH SURVEY

The questionnaire administered to youth populations was presented in Appendix C. It was administered to a general population of youths in the Tulsa City Schools, in the schools of two towns in Tulsa County, and in the Osage County Schools. It was also administered to a "service population" consisting of youths who were clients of the social agencies in Tulsa and Osage counties that participated in this survey. The results of the survey are presented below, and were primarily compiled by INCOG staff. The City of Tulsa general population consisted of 206 youths; Town A in Tulsa County, 34; Town B in Tulsa County, 22; Tulsa County service population, 199; Osage County general population, 117; and Osage County service population, 27. Tabulations on all questions are not included here, but the ones most relevant to this inquiry are here. The full tabulations are available from NCCD or from INCOG. We shall not attempt here to analyze these tables fully, but will briefly note some indications.

Generally, the population of the region appears to be stable, as indicated by the fact that about three-fourths of the youths questioned indicated that they had lived in their community for five years or more, and about one-third had lived at the same address that long. About three-fourths report themselves satisfied with the place they live.

There were several questions dealing with encounters with the police, although they were deleted from the questionnaires administered in the Tulsa public schools. Of those surveyed, about 40 percent said that they had been questioned by police on a non-traffic matter, but less than 20 percent said they had ever been arrested for a non-traffic offense. One question that was administered on all questionnaires concerned the nature of the youths' experience with police officers. About 34 percent of the general population youth and nearly 30 percent of the service population youth reported that in their experiences with police, the officer "was courteous, but firm, and won my respect." About 26 percent of the general population youth and about 23 percent of the service population youth said the officer "was abusive and I felt hassled." About 10 percent of the general population youth and about 11 percent of the service population youth said the officer "acted like he didn't know what he was doing." About 30 percent of the general population youth and about 37 percent of the service population youth did not answer the question.

Several other questions explored the problems youth have with regard to discussing serious problems and/or conflicts. More than 70 percent of all the youths questioned indicated that when they have serious problems or conflicts with their parents, they do discuss them with someone. About one-fourth discussed these with their parents; about one-half discuss them with a friend. When asked with whom

they discuss problems they can't discuss with their parents, about two-thirds again reported that they turn to a friend. Thus, youth seem to be much more reliant on friends than on alternatives such as their ministers, teachers, school counselors, coaches, social agency counselors, etc. Nevertheless, more than half reported that they feel that they have someone with whom they can always talk about their problems.

Another group of questions concerned youthful influence on laws and regulations. Nearly three-fourths of the youths surveyed responded that they would like to have more to say about the laws and local regulations that affect their lives, and about 65 percent said that, given the chance to have an effect, they would really be willing to participate. More than 80 percent felt that youth should be allowed to take part in community decisionmaking concerning schools and youth-serving agencies. And, as indicated in Chapter IV of this report, we concur with the youths. We have recommended there that the proposed Youth Services Commission include representatives of the youth of the community.

Responses to many of the other questions are tabulated in the remainder of this appendix, and the reader is referred to the tables for further information.

TABLE D-1

LENGTH OF RESIDENCE IN COMMUNITY

	Less Than 3 Years		3-5 Years		5 Years or More		Always		N/A		TOTAL	
<i>GENERAL POPULATION</i>												
Tulsa City	18	8.7%	18	8.7%	82	39.8%	88	41.7%	2	1.0%	208	100%
Town A	4	11.8%	5	14.7%	20	58.8%	5	14.7%			34	100%
Town B	6	27.3%	7	31.8%	8	36.4%	1	4.5%			22	100%
Osage County	9	7.7%	13	11.1%	50	42.7%	44	37.6%	1	0.9%	117	100%
<i>SERVICE POPULATION</i>												
Tulsa	34	17.1%	18	8.0%	93	46.7%	55	27.6%	1	0.5%	199	100%
Osage	5	18.5%	3	11.1%	9	33.3%	8	29.6%	2	7.4%	27	100%

TABLE D-2
LENGTH OF RESIDENCE AT PRESENT ADDRESS

	Less Than 3 Years	3-5 Years	5 Years or More	Always	N/A	TOTAL
<i>GENERAL POPULATION</i>						
Tulsa City	69 33.5%	34 16.5%	78 37.9%	21 10.2%	4 2.0%	206 100%
Town A	13 38.2%	7 20.6%	13 38.2%	1 2.9%		34 100%
Town B	10 45.4%	4 18.2%	8 36.4%			22 100%
Osage County	39 33.3%	19 16.2%	42 35.9%	17 14.5%		117 100%
<i>SERVICE POPULATION</i>						
Tulsa	115 57.8%	18 9.0%	49 24.6%	15 7.5%	2 1.0%	199 100%
Osage	7 25.9%	4 14.8%	9 33.3%	7 25.9%		27 100%

TABLE D-3
FEELINGS ABOUT PLACE OF RESIDENCE

	Answer (a)*	Answer (b)	Answer (c)	Answer (d)	N/A	TOTAL
<i>GENERAL POPULATION</i>						
Tulsa City	#	#	#	#		#
Town A	18 52.9%	5 14.7%	11			34 100%
Town B	11 50.0%	3 13.6%	5 22.7%	2 9.1%	1 4.5%	22 100%
Osage County	52 44.4%	48 41.0%	12 10.3%	6 5.1%	-1 -0.9%	117 100%
<i>SERVICE POPULATION</i>						
Tulsa	90 45.2%	55 27.6%	30 15.1%	13 6.5%	11 5.5%	199 100%
Osage	11 40.7%	10 37.0%	4 14.8%	3 11.1%	-1 -3.7%	27 100%

* Question: How do you feel about the place you live?

- (a) It's OK. I've never really thought about it.
- (b) It's OK. I've thought about it, but my house is as good as my friends'.
- (c) It's not OK. I wish I lived somewhere else, but I don't worry about it.
- (d) It's not OK. I worry about it a lot and wish I could move.

This question was deleted from those questionnaires administered in the Tulsa Public Schools.

TABLE D-4

DO YOU TALK ABOUT PARENTAL CONFLICTS?*

	Yes	No	N/A	TOTAL
GENERAL POPULATION				
Tulsa City	154 74.8%	58 28.2%	-6 -3.9%	206 100%
Town A	30 88.2%	4 11.8%		34 100%
Town B	20 90.9%	2 9.1%		22 100%
Osage County	97 82.9%	18 15.4%	2 1.7%	117 100%
SERVICE POPULATION				
Tulsa	139 69.8%	48 24.1%	12 6.0%	199 100%
Osage	21 77.7%	4 14.9%	2 7.4%	27 100%

*Question: Think of a time when you had a serious problem, a conflict, with your parents. Did you talk about this conflict with anyone?

TABLE D-5

WITH WHOM DO YOU TALK ABOUT PARENTAL CONFLICTS?

	Parents	Minister	Teacher	School Counselor	A Friend	Social Agency Counselor	Other	Total Answers	Total Questionnaires
GENERAL POPULATION									
Tulsa City	48 22.9%	3 1.4%	3 1.4%	2 1.0%	124 59.0%	5 2.4%	25 11.9%	210 100%	206
Town A	8 20.5%	1 2.6%		1 2.6%	24 61.5%	1 2.6%	4 10.3%	39 100%	34
Town B	6 27.3%				14 63.6%		2 9.1%	22 100%	22
Osage County	40 31.3%	2 1.6%	2 1.6%	5 3.9%	55 43.0%	6 4.7%	18 14.1%	128 100%	117
SERVICE POPULATION									
Tulsa	59 31.4%	5 2.7%	5 2.7%	7 3.7%	74 39.4%	9 4.8%	29 15.4%	188 100%	199
Osage	4 16.7%	1 4.2%	1 4.2%	1 4.2%	16 66.7%		1 4.2%	24 100%	27

TABLE D-4

DO YOU TALK ABOUT PARENTAL CONFLICTS?*

GENERAL POPULATION	Yes		No		N/A		TOTAL
	Count	Percentage	Count	Percentage	Count	Percentage	
Tulsa City	154	74.8%	58	28.2%	-6	-2.9%	206 100%
Town A	30	88.2%	4	11.8%			34 100%
Town B	20	90.9%	2	9.1%			22 100%
Ozage County	97	82.9%	18	15.4%	2	1.7%	117 100%
SERVICE POPULATION							
Tulsa	139	69.8%	48	24.1%	12	6.0%	199 100%
Ozage	21	77.7%	4	14.9%	2	7.4%	27 100%

Question: Think of a time when you had a serious problem, a conflict, with your parents. Did you talk about this conflict with anyone?

TABLE D-5

WITH WHOM DO YOU TALK ABOUT PARENTAL CONFLICTS?

	Parents		Minister		Teacher		School Counselor		A Friend		Social Agency Counselor		Other		Total Answers	Total Questionnaires	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage			
GENERAL POPULATION																	
Tulsa City	48	22.9%	3	1.4%	3	1.4%	2	1.0%	124	59.0%	5	2.4%	25	11.9%	210	100%	206
Town A	8	20.5%	1	2.6%			1	2.6%	24	61.5%	1	2.6%	4	10.3%	38	100%	34
Town B	6	27.3%							14	63.6%			2	9.1%	22	100%	22
Ozage County	40	31.3%	2	1.6%	2	1.6%	5	3.9%	55	43.0%	6	4.7%	18	14.1%	128	100%	117
SERVICE POPULATION																	
Tulsa	58	31.4%	5	2.7%	5	2.7%	7	3.7%	74	39.4%	9	4.8%	28	15.4%	188	100%	199
Ozage	4	16.7%	1	4.2%	1	4.2%	1	4.2%	16	66.7%			1	4.2%	24	100%	27

TABLE D-7
 AVAILABILITY OF SOMEONE WITH WHOM TO DISCUSS PROBLEMS*

	Answer(a)*	Answer(b)	Answer(c)	N/A	TOTAL
GENERAL POPULATION					
Tulsa City	82 39.8%	34 16.5%	89 43.2%	1 0.5%	206 100%
Town A	14 41.2%	3 8.8%	19 55.9%	-2 -5.9%	34 100%
Town B	10 45.5%	1 4.5%	11 50.0%		22 100%
Osage County	35 29.9%	11 9.4%	71 60.7%		117 100%
SERVICE POPULATION					
Tulsa City	46 23.1%	19 9.5%	109 54.8%	25 12.6%	199 100%
Osage	8 29.6%	5 18.5%	11 40.7%	3 11.1%	27 100%

Question: Often students feel that there is just no one that they can talk with about their personal problems. How would you gauge your feelings in this area?
 (a) I seldom feel this way, but I know the feeling.
 (b) I know this feeling and feel that way now.
 (c) I feel that I have someone that I can always talk to about my problems.

TABLE D-6
 WITH WHOM DO YOU DISCUSS YOUR PROBLEMS YOU CAN'T DISCUSS WITH PARENTS?*

GENERAL POPULATION	Minister	Teacher	School Counselor	Athletic Coach	Friend	Social Agency Counselor	Relative (Not Parent)	Other	Total Answers	Total Questionnaires
Tulsa City	6 3.4%	9 3.8%	5 2.1%	3 1.3%	122 64.6%	27 11.4%	32 13.5%	257 100%	206	
Town A	2 7.0%	2 7.0%	2 7.0%	1 2.3%	27 62.8%	5 11.6%	3 7.0%	42 100%	34	
Town B	1 4.2%	1 4.2%	1 4.2%		17 70.8%	1 4.2%	3 12.5%	24 100%	22	
Osage County	3 2.1%	6 4.2%	6 4.2%	5 3.5%	62 37.3%	2 1.4%	19 13.3%	143 100%	117	
SERVICE POPULATION										
Tulsa	6 4.3%	7 3.4%	20 9.6%	4 1.9%	64 43.2%	8 3.8%	26 12.0%	122 100%	129	
Osage	1 3.4%			2 6.9%	17 56.6%	1 3.4%	4 13.8%	22 100%	17	

*Question: People attending Junior High and senior High school often have worries, problems, or deep concerns that they choose not to discuss with their parents. When this happens, to whom are you most likely to turn?

TABLE D-7

AVAILABILITY OF SOMEONE WITH WHOM TO DISCUSS PROBLEMS*

	Answer (a)*		Answer (b)		Answer (c)		N/A		TOTAL	
GENERAL POPULATION										
Tulsa City	82	39.8%	34	16.5%	89	43.2%	1	0.5%	206	100%
Town A	14	41.2%	3	8.8%	19	55.9%	-2	-5.9%	34	100%
Town B	10	45.5%	1	4.5%	11	50.0%			22	100%
Osage County	35	29.9%	11	9.4%	71	60.7%			117	100%
SERVICE POPULATION										
Tulsa City	46	23.1%	19	9.5%	109	54.8%	25	12.6%	199	100%
Osage	8	29.6%	5	18.5%	11	40.7%	3	11.1%	27	100%

Question: Often students feel that there is just no one that they can talk with about their personal problems. How would you gauge your feelings in this area?

- (a) I seldom feel this way, but I know the feeling.
 (b) I know this feeling and feel that way now.
 (c) I feel that I have someone that I can always talk to about my problems.

TABLE D-6 WITH WHOM DO YOU DISCUSS YOUR PROBLEMS YOU CAN'T DISCUSS WITH PARENTS?*

	Minister	Teacher	School Counselor	Athletic Coach	Friend	Social Agency Counselor	Relative (Not Parents)	Other	Total Answers	Total Questionnaires
GENEAL POPULATION										
Tulsa City	6	3	5	3	152	64	27	35	227	100%
Town A	2	7	2	1	27	62	5	3	42	100%
Town B	1	4	1	1	17	70	1	5	54	100%
Osage County	3	6	6	5	82	57	20	19	143	100%
SERVICE POPULATION										
Tulsa	5	7	20	4	84	45	25	41	226	100%
Osage	1	3	9	2	17	58	4	4	26	100%

Question: People attending junior high and senior high school often have worries, problems, or deep concerns that they choose not to discuss with their parents. When this happens, to whom are you most likely to turn?

TABLE D-8

DO YOU HAVE A JOB?

	Answer (a)*	Answer (b)	Answer (c)	Answer (d)	N/A	TOTAL
GENERAL POPULATION						
Tulsa City	107 51.9%	90 43.7%		1 0.5%	8 3.9%	206 100%
Town A	7 20.6%	28 64.7%			5 14.7%	34 100%
Town B	9 40.9%	13 59.1%				22 100%
Osage County	68 56.4%	48 41.0%	2 1.7%	1 0.9%		117 100%
SERVICE POPULATION						
Tulsa	62 31.2%	101 50.8%	18 9.0%	14 7.0%	4 2.0%	199 100%
Osage	2 7.4%	23 85.2%			2 7.4%	27 100%

TABLE D-9

JOB HUNTING*

	YES	NO	N/A	TOTAL
GENERAL POPULATION				
Tulsa City	77 37.4%	121 58.7%	8 3.9%	206 100%
Town A	10 29.4%	24 70.6%		34 100%
Town B	11 50.0%	11 50.0%		22 100%
Osage County	36 30.8%	75 64.1%	6 5.1%	117 100%
SERVICE POPULATION				
Tulsa	84 42.2%	108 54.3%	7 3.5%	199 100%
Osage	21 77.8%	6 22.2%		27 100%

*Question: If you attend school, do you also have a j/b?

- (a) Yes.
 (b) No.
 (c) I do not attend school, but I have a job.
 (d) I do not attend school, and I do not have a job.

*Question: Are you looking for a job now?

TABLE D-10

GOOD WORKING CONDITIONS*

	YES		NO		Total Answers		Total Questionnaires
<i>GENERAL POPULATION</i>							
Tulsa City	130	92.9%	10	7.1%	140	100%	206
Town A	15	83.3%	3	16.7%	18	100%	34
Town B	10	100.0%			10	100%	22
Osage County	61	93.8%	4	6.2%	65	100%	117
<i>SERVICE POPULATION</i>							
Tulsa	77	81.9%	17	18.1%	94	100%	199
Osage	3	42.9%	4	57.1%	7	100%	27

TABLE D-11

TICKETED FOR TRAFFIC VIOLATION*

	YES		NO		N/A	TOTAL	
<i>GENERAL POPULATION</i>							
Tulsa City	#		#		#	#	
Town A	12	35.3%	22	64.7%		34	100%
Town B	12	54.5%	10	45.5%		22	100%
Osage County	37	31.6%	80	68.4%		117	100%
<i>SERVICE POPULATION</i>							
Tulsa	44	22.1%	138	69.3%	17	8.5%	199 100%
Osage	7	25.9%	20	74.1		27	100%

*Question: Good working conditions are commonly thought of as surroundings and work circumstances that are safe, reasonably clean, and generally undistracting places to be. If you have a job, do you also have good working conditions?

*Question: Have you ever been stopped and ticketed by police for a traffic violation?

#This question was deleted from questionnaires administered in Tulsa Public Schools.

TABLE D-12

QUESTIONED BY POLICE*

	YES		NO		N/A	TOTAL	
<i>GENERAL POPULATION</i>							
Tulsa City	#		#		#		#
Town A	17	50.0%	17	50.0%			34 100%
Town B	9	40.9%	13	59.1%			22 100%
Osage County	44	37.6%	73	62.4%			117 100%
<i>SERVICE POPULATION</i>							
Tulsa	88	44.2%	98	48.2%	15	7.5%	199 100%
Osage	9	33.3%	18	66.7%			27 100%

TABLE D-13

ARRESTED FOR NON-TRAFFIC OFFENSE*

	YES		NO		N/A	TOTAL	
<i>GENERAL POPULATION</i>							
Tulsa City	#		#		#		#
Town A	1	2.9%	33	97.1%			34 100%
Town B	2	9.1%	20	90.9%			22 100%
Osage County	13	11.1%	104	88.9%			117 100%
<i>SERVICE POPULATION</i>							
Tulsa	49	24.6%	134	67.3%	16	8.0%	199 100%
Osage	4	14.8%	23	85.2%			27 100%

*Question: Have you ever been questioned by police on a non-traffic matter?

#This question was deleted from questionnaires administered in Tulsa Public Schools.

*Question: Have you ever been arrested for a non-traffic offense?

#This question was deleted from questionnaires administered in Tulsa Public Schools.

TABLE D-14

NATURE OF POLICE ENCOUNTERS*

	Answer (a)		Answer (b)		Answer (c)		N/A		TOTAL	
GENERAL POPULATION										
Tulsa City	78	37.9%	56	26.7%	17	8.3%	56	27.2%	208	100%
Town A	14	41.2%	10	29.4%	1	2.9%	9	26.5%	34	100%
Town B	5	22.7%	8	27.3%	3	13.6%	8	36.4%	22	100%
Osage County	33	28.2%	26	22.2%	18	15.4%	40	34.2%	117	100%
SERVICE POPULATION										
Tulsa	61	30.7%	44	22.1%	24	12.1%	70	35.2%	199	100%
Osage	5	18.5%	7	25.9%	2	7.4%	13	48.1%	27	100%

TABLE D-15

GOOD FEELING ABOUT SCHOOL*

	Answer (1)		Answer (2)		Answer (3)		Answer (4)		Answer (5)		TOTAL ANSWERS	
GENERAL POPULATION												
Tulsa City	83	28.2%	48	15.6%	33	11.2%	88	23.5%	63	21.4%	284	100%
Town A	17	32.1%	7	13.2%	3	5.7%	9	17.0%	17	32.1%	53	100%
Town B	14	50.0%	4	14.3%			5	17.9%	5	17.9%	28	100%
Osage County	63	30.3%	24	11.5%	19	9.1%	50	24.0%	52	25.0%	208	100%
SERVICE POPULATION												
Tulsa	97	34.2%	52	18.3%	41	14.4%	56	19.7%	38	13.4%	284	100%
Osage	12	40.0%	2	6.7%			8	26.7%	8	26.7%	30	100%

*Question: If you have had dealings with police on such occasions as briefly described above, which of the following fits your experience with the police officer involved?

- (a) He was courteous, but firm, and won my respect.
- (b) He was abusive and I felt hassled.
- (c) He acted like he didn't know what he was doing.

*Question: It is commonly found that students feel several ways about their school -- not all good and not all bad.

- (A) Circle the items that relate to your good feeling about school:
- (1) Most classes are interesting and the subject areas are important to me.
 - (2) Teachers pay attention to me and act as if I am important.
 - (3) We get to have a say about what most school rules will be.
 - (4) I am learning skills that will help me get a job.
 - (5) I know I'm being prepared for college level work.

TABLE D-16

BAD FEELINGS ABOUT SCHOOL*

	Answer(1)	Answer(2)	Answer(3)	Answer(4)	Answer(5)	TOTAL ANSWERS
GENERAL POPULATION						
Tulsa City	75 21.9%	89 26.0%	51 14.9%	100 29.2%	27 7.9%	342 100%
Town A	19 26.4%	16 22.2%	7 9.7%	30 41.7%		72 100%
Town B	6 20.0%	4 13.3%	3 10.0%	17 56.7%		30 100%
Osage County	35 23.0%	38 25.0%	20 13.2%	46 30.3%	13 8.6%	152 100%
SERVICE POPULATION						
Tulsa	43 18.8%	51 22.3%	39 17.0%	70 30.6%	26 11.4%	229 100%
Osage	12 25.0%	11 22.9%	8 16.7%	14 29.2%	3 6.3%	48 100%

*Question: It is commonly found that students feel several ways about their school -- not all good and not all bad.

- (B) Do any of these items express your bad feelings about school?
- (1) Most teachers appear more concerned about policing school rules than teaching.
 - (2) I'm bored most of the time in class.
 - (3) They don't teach the subjects that interest me.
 - (4) School rules are made without considering how students feel about things.
 - (5) Everything is so loose and lenient that no one seems to be learning anything.

TABLE D-17

INFLUENCE ON LAWS AND LOCAL REGULATIONS*

	YES	NO	N/A	TOTAL
GENERAL POPULATION				
Tulsa City	163 79.1%	37 18.0%	6 2.9%	206 100%
Town A	21 61.8%	13 38.2%		34 100%
Town B	12 54.5%	9 40.9%	1 4.5%	22 100%
Osage County	91 77.8%	26 22.2%		117 100%
SERVICE POPULATION				
Tulsa	130 65.3%	59 29.6%	10 5.0%	199 100%
Osage	21 77.8%	6 22.2%		27 100%

*Question: Would you like to have more to say about the laws and local regulations that affect your life away from school?

TABLE D-18

WOULD YOU PARTICIPATE IN INFLUENCING RULES?*

	YES		NO		N/A		TOTAL	
GENERAL POPULATION								
Tulsa City	144	69.9%	51	24.8%	11	5.3%	206	100%
Town A	22	64.7%	12	35.3%			34	100%
Town B	15	68.2%	7	31.8%			22	100%
Osage County	78	65.0%	40	34.2%	1	0.9%	117	100%
SERVICE POPULATION								
Tulsa	121	60.8%	64	32.2%	14	7.0%	199	100%
Osage	19	70.4%	8	29.6%			27	100%

TABLE D-19

OPINIONS ABOUT QUALITY OF SCHOOL COUNSELING SERVICES

	Excellent		Good		Fair		Poor		N/A		TOTAL	
GENERAL POPULATION												
Tulsa City	24	11.7%	58	28.2%	62	30.1%	52	25.2%	10	4.9%	206	100%
Town A	11	32.4%	15	44.1%	5	14.7%	3	8.8%			34	100%
Town B	4	18.2%	9	40.9%	7	31.8%	2	9.1%			22	100%
Osage County	19	16.2%	37	31.6%	37	31.6%	18	15.4%	6	5.1%	117	100%
SERVICE POPULATION												
Tulsa	38	19.1%	60	30.2%	49	24.6%	32	16.1%	20	10.1%	199	100%
Osage	2	7.4%	6	22.2%	6	22.2%	12	44.4%	1	3.7%	27	100%

*Question: If you had a chance to affect local laws and regulations, do you suspect that you would really participate?

TABLE D-20

SHOULD YOUTH PARTICIPATE IN DECISIONMAKING?*

	YES		NO		N/A		TOTAL	
<i>GENERAL POPULATION</i>								
Tulsa City	167	81.1%	19	9.2%	20	9.7%	206	100%
Town A	34	100.0%					34	100%
Town B	19	86.4%	2	9.1%	1	4.5%	22	100%
Osage County	100	85.5%	9	7.7%	8	6.8%	117	100%
<i>SERVICE POPULATION</i>								
Tulsa	149	74.9%	29	14.6%	21	10.6%	199	100%
Osage	25	92.6%	1	3.7%	1	3.7%	27	100%

TABLE D-21

THINGS NEEDED FROM SCHOOL*

	(a)		(b)		(c)		(d)		(e)		Total Answers	
<i>GENERAL POPULATION</i>												
Tulsa City	53	24.7%	93	43.3%	38	17.7%	8	3.7%	23	10.7%	215	100%
Town A	9	21.4%	16	38.1%	15	35.7%			2	4.8%	42	100%
Town B	11	37.9%	13	44.8%	4	13.8%			1	3.4%	29	100%
Osage County	38	26.0%	59	40.4%	24	16.4%	8	5.5%	17	11.6%	146	100%
<i>SERVICE POPULATION</i>												
Tulsa	51	32.9%	44	28.4%	23	14.8%	1	0.6%	36	23.2%	155	100%
Osage	4	19.0%	7	33.3%	8	38.1%	1	4.8%	1	4.8%	21	100%

*Open-ended question:

What do you feel you need to learn from school?

answers categorized as follows:

- (a) Education--preparation for college, specific subjects (such as math and English), and a wider curriculum
- (b) Preparation for life--how to get along with people, how to make decisions, how to accept responsibility, etc.
- (c) Preparation for a job--how to get a job, basic skills
- (d) Self-improvement--self-confidence, respect, and discipline
- (e) General--everything, nothing, whatever it takes to graduate

* Question: Do you think youth should be allowed to take part in making decisions about schools and youth-serving agencies in the community?

TABLE D-22

WHERE DO YOU GO FOR HELP WITH SCHOOL PROBLEMS?

	Parents	Other Member of Family	Teacher	Friend	School Counselor	Social Agency Counselor	Coach	Minister	Lawyer	Other	Total Answers
<i>GENERAL POPULATION</i>											
Tulsa City	42	4	29	44	46	2	1	3		6	177
Town A	7	2	4	3	16		1			2	35
Town B	7	1	2	4	5		1			1	21
Osage County	29	3	13	23	12	2	1			20	103
<i>SERVICE POPULATION</i>											
Tulsa	35	3	19	27	40	1	1			11	137
Osage	8		4	4	4					2	22

TABLE D-23

WHERE DO YOU GO FOR HELP WITH EMOTIONAL PROBLEMS?

	Parents	Other Member of Family	Teacher	Friend	School Counselor	Social Agency Counselor	Coach	Minister	Lawyer	Other	Total Answers
<i>GENERAL POPULATION</i>											
Tulsa City	29	9		96	3	1	1	7		12	158
Town A	7	1		22		1		1		2	34
Town B	1	2		12						1	16
Osage County	29	3	13	23	12	2	1			20	103
<i>SERVICE POPULATION</i>											
Tulsa	33	6	1	60	6	4		3		15	128
Osage	8		4	4	4					2	22

TABLE D-24

WHERE DO YOU GO FOR HELP WITH PROBLEMS ABOUT SEX?

	Parents	Other Member of Family	Teacher	Friend	School Counselor	Social Agency Counselor	Coach	Minister	Lawyer	Other	Total Answers
<i>GENERAL POPULATION</i>											
Tulsa City	32	3	1	93		5	1	2		9	146
Town A	8	4		23		1				1	37
Town B	2	1		8						2	13
Osage County	20	7		40				2		13	82
<i>SERVICE POPULATION</i>											
Tulsa	35	9	1	53	3	5				15	121
Osage	3	2	1	11							17

TABLE D-25

WHERE DO YOU GO FOR HELP WITH PROBLEMS ABOUT RECREATION?

	Parents	Other Member of Family	Teacher	Friend	School Counselor	Social Agency Counselor	Coach	Minister	Lawyer	Other	Total Answers
<i>GENERAL POPULATION</i>											
Tulsa City	26	1	2	71		3	8	1		11	123
Town A	9	2		16			1			1	30
Town B	1	1		5			1			1	9
Osage County	15	5	2	39	1		7			5	74
<i>SERVICE POPULATION</i>											
Tulsa	14	5	5	50	3	10	12			14	113
Osage	2			12	2		1			4	21

TABLE D-26

WHERE DO YOU GO FOR HELP WITH PROBLEMS CONCERNING DRUGS?

	Parents	Other Member of Family	Teacher	Friend	School Counselor	Social Agency Counselor	Coach	Minister	Lawyer	Other	Total Answers
<i>GENERAL POPULATION</i>											
Tulsa City	15	7	4	71	3	3	1	3		14	113
Town A	6	1		17	1	1		1		2	28
Town B	1			4				1		1	7
Osage County	16	1	1	32		3		2		11	66
<i>SERVICE POPULATION</i>											
Tulsa	11	9	5	44	3	4		3	1	18	94
Osage	2			6	1					3	12

END

TABLE D-27

WHERE DO YOU GO FOR HELP WITH LEGAL PROBLEMS?

	Parents	Other Member of Family	Teacher	Friend	School Counselor	Social Agency Counselor	Coach	Minister	Lawyer	Other	Total Answers
<i>GENERAL POPULATION</i>											
Tulsa City	62	6	2	36	4		1	2	15	9	137
Town A	14	1		9				2	5	2	33
Town B	6			2						2	10
Osage County	42	4		13	1	2		1	3	11	77
<i>SERVICE POPULATION</i>											
Tulsa	40	5		23	12	13	1		15	9	118
Osage	7	2		2						5	16



