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THE MILWAUKEE COUNTY YOUTH SERVICE BUREAU SYSTEM

AN EMPIRICAL ASSESSMENT

Milwaukee, Wisconsin

APRIL, 1976

VOLUME I

A System Overview: Organization and Management
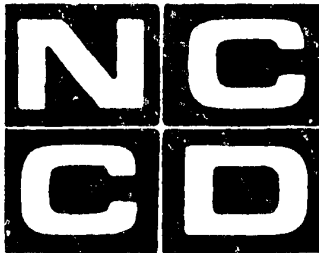
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Volume I

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Prepared by

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NCCD. NATIONAL CENTER FOR YOUTH
DEVELOPMENT

April 16, 1976

Ms. Edith Wagner, Director
Milwaukee County Youth Service Bureau System
Community Relations - Social Development Commission
161 West Wisconsin Avenue, Room 6075
Milwaukee, Wisconsin 53201

Dear Edith:

With this letter we are transmitting to you the final draft of our assessment of the Milwaukee County Youth Service Bureau System. Those of us who had the pleasure of serving on the assessment team hope you and the many people involved in the program find the report to be of constructive use.

We would like to thank you, the local area Youth Service Bureau Coordinators and the many others who are involved in the work of the YSB System for your time, your openness, and for the many ways you assisted us during our site visit. Needless to say, we could not have completed our work without the cooperation we received.

The challenge of discovering effective approaches for delinquency prevention in a large and complex metropolitan area such as Milwaukee is indeed a great one. It obviously cannot be done without the cooperation of many people, including youth, a variety of professionals, community leaders and decision makers, and citizens who are willing to become involved.

We wish you well in the continuing efforts of the Milwaukee County Youth Service Bureau System.

Sincerely yours,

William A. Lofquist
Project Director
Wisconsin Youth Service
Bureau Assessment Project

Enclosure

cc: Wisconsin Council on Criminal Justice

PREFACE

The intent of those preparing this report is to examine the operation of the Milwaukee County Youth Service Bureau System from two distinct directions. The first of those directions is a "from the top down" view. This approach is the focus of Volume I of the report. It primarily looks at the YSB System from the standpoint of the administrative practices, policies, procedures and relationships of the sponsoring organization, the Community Relations-Social Development Commission in Milwaukee County (CR-SDC). Also included in this will be some consideration of the channels through which funding for the System flows, especially looking at the relationship the Wisconsin Council on Criminal Justice has had to the formation of the YSB System.

The second direction from which the YSB System will be examined is a "from the ground up" view. This approach is the focus of Volume II of the report. It looks essentially at the five Youth Service Bureaus which comprise the delivery capability of the YSB System. While each of these five projects is unique in its own way, the assessment team discovered that there are a number of characteristics and concerns that are common to all of them. Every effort will be made in this report to respect those individual differences. It is equally important, however, with a view toward making recommendations to strengthen the overall effort, to consider the commonalities.

An underlying assumption of those preparing this report is that *juvenile delinquency is essentially a community phenomenon*. It is obviously a societal phenomenon as well, for it is found in every community and it appears to be one of those pervasive indigenous

characteristics of our society. But when an attempt is made, through a vehicle such as a Youth Service Bureau, to understand and prevent the phenomenon of juvenile delinquency as it manifests itself in the neighborhoods of our communities, it is useful, we believe, to view it as a community phenomenon.

Such an assumption as this focuses attention upon those arenas wherein young people spend their time - the home, the school, the neighborhood and, for older youth, the work situation (or lack thereof). Those arenas have a clear and complex relationship with the larger institutional structures of the metropolitan area, the state, the region and the nation. Needless to say, it is far beyond the scope of this report to assess the complexities of those institutional structures. But it is appropriate to be aware of the limits within which a modest organized effort such as a Youth Service Bureau must work. It is also appropriate to explore the possibilities that exist within those limits. We will attempt to do this as the experience of the Milwaukee County YSB System is examined.

A second assumption is that *a community approach is needed for both using existing resources and generating new ones for understanding and preventing juvenile delinquency.* This assumption has a number of implications for the development of delinquency prevention strategies.

An important one is that "collaboration" toward the effective utilization of the human, financial and physical resources available in the community is essential. It is appropriate to say that a *sense of community* develops when people work cooperatively together toward the attainment of mutually desirable goals. If juvenile delinquency is seen as a community phenomenon that is greater in scope than any single organization or group of people can deal with in isolation,

iii

then it is logical that the resources of various organizations and people utilized in concert holds some promise.

Another consideration is the likelihood that a continued expansion of financial resources is remote, given the state of the national economy in 1976. An important question, then, is "How can existing resources be used more efficiently and effectively for understanding and preventing juvenile delinquency?" As people come together to consider this question, a community approach is in the making. From a national perspective, sadly lacking in most communities is the imaginative leadership that is needed to foster the constructive, productive and cooperative use of existing resources.

The words "community based program," which are much in vogue today among those concerned about crime and delinquency, can begin to take on clear and specific meaning when a community of people collaborate to use the resources at their disposal for solving problems of concern to them.

A third assumption is that *the human service industry in a large metropolitan area, by its very nature, is not oriented toward a community approach.* One reason for this is that the decisions which govern the major components of that industry are made by people far removed from those critical arenas where the problem of concern manifests itself. The human service industry, like other industries, is primarily concerned with its own maintenance and expansion. So if the resources of some parts of that industry are constructively, productively and cooperatively brought to bear on an effort such as understanding and preventing juvenile delinquency, it will probably be because some strong advocacy was exercised and influenced the decision processes of those components of the industry.

The human service industry has many of the characteristics of other kinds of industry. Controlled by a relatively small group of people, its components are usually governed by "interlocking director- ates." The larger it becomes the more power and influence it can exercise over the various components of which it is comprised. As it grows in size, it tends to become more "conservative" in the sense that the rate of change within it becomes slower. Its decision pro- cesses become more cumbersome and its decisions more authoritarian. The "loyalty" of its personnel becomes increasingly important as it grows in size, thus minimizing the likelihood of innovation and experimentation. Because it provides jobs for large numbers of people, the individual in a particular position is expendable, and this in turn reduces the possibility that persons occupying those positions will "take risks."

These assumptions, we believe, are relevant to the continuing development of a viable and effective effort to understand and prevent juvenile delinquency in a large metropolitan area such as Milwaukee County.

It is a rare and stimulating experience to have access to an aspect of the community as those of us on the assessment team did during the week of March 14, 1976. We were indeed impressed with the large number of dedicated staff and Board members we had an opportunity to meet. The human energy that has gone into the creation and operation of the Milwaukee County YSB System cannot be measured. But it can certainly be appreciated by anyone who attempts to understand the efforts under way through that System.

Those of us on the assessment team would like to express our appreciation to Edith Wagner, Director of the Milwaukee County Youth

Service Bureau System, to each of the five area Youth Service Bureau Coordinators (Amanda Coomer of the Northside, Craig Hansen of the Northwest, John Goepel of the Southwest, Sandra Salas of the Southside and Gary Ballsieper of the Eastside), and the many other staff persons, Advisory Board members, personnel from other agencies, youth, parents and private citizens who gave us their time and perspective. The level of cooperation given us was quite high without exception, and we could not have completed the tasks of our site visit without that help.

A special word of thanks also goes to Teri Brito of Associates for Youth Development, Inc. in Tucson, Arizona for her patience while typing the manuscript of the report for long stretches and at odd hours.

We hope this report will be relevant and useful in the months ahead to all those concerned with delinquency prevention in Milwaukee County. We trust it will be especially helpful to those many people who are a part of the Milwaukee County Youth Service Bureau System.

The Assessment Team:

William Lofquist, Coordinator
Tucson, Arizona

Bernard Bennett
Tucson, Arizona

Robert Cain, Jr.
Tucson, Arizona

Linda Hindman
Austin, Texas

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Albuquerque, New Mexico

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Milwaukee, Wisconsin

April 16, 1976

TABLE OF CONTENTS

WAYS TO USE THIS REPORT

This assessment report is intended as a comprehensive statement about the Milwaukee County Youth Service Bureau System. It has been presented in two Volumes because of the size and scope of the program.

The first Volume focuses upon the entire System, its organization and its management. Section II is entitled General Findings and Major Recommendations. That section can be used as a general summary of the entire report.

Volume II deals more specifically with the five area Youth Service Bureaus. Each Bureau description follows essentially the same format.

Throughout both volumes certain statements have been italicized or underlined for emphasis. These statements can be easily identified.

Some organizational development materials have been included in Volume II which may be of interest to some people. These are found in the Appendix.

Also, in Volume II some specific suggestions have been included as stimuli for program improvement in various areas.

THE MILWAUKEE COUNTY YOUTH SERVICE BUREAU SYSTEM

AN EMPIRICAL ASSESSMENT

VOLUME I

A System Overview: Organization and Management

INTRODUCTION

Many people are saying that juvenile delinquency and youth
crime are on the increase in our nation. While the current tech-
nology and mechanisms for monitoring these phenomena may leave much
to be desired, it can certainly be said that delinquency and youth
crime are major concerns, and it is a perplexing reality that we
seem to be making little national progress toward finding workable
solutions for them.

A wide range of approaches to the problems of delinquency and
youth crime have been tried, described, and, in many instances, dis-
carded, only to be tried again in another place at another time by
other people. It is probable, too, that many effective efforts have
been undertaken by people without a documented awareness of the signi-
ficance of what happened. Needless to say, no one has yet come up
with "the answer" or a "set of answers" that convincingly attract
others as pointing in a direction that all might adopt.

It appears certain that delinquency and youth crime do not lend
themselves to that kind of solution. They seem, rather, to be
symptoms of a variety of complex forces at work in our society at
all levels and in all geographical areas. They are part and parcel
of the bewildering interplay between the individual and the human
ecology in all its complexity. Has anyone been able to explain why

one person "goes astray" while others in the same circumstances seem to be able to "make it?" Or why is a particular form of behavior accepted with a degree of tolerance in one community while being met with stringent sanctions in another? Or why does one community provide constructively for the safe and secure growth and development of its youth while another sees youth as a low priority? If these and myriad other questions could be answered, perhaps we could begin to prescribe some approaches that could be followed with reasonable certainty that our "investments" would produce the desired results.

But there are many more *questions* than there are *answers*, and that is likely to remain the situation. In fact, that reality may provide a clue to how the problems of juvenile delinquency and youth crime might be approached. Someone said that "In the long run those who change history most are not those who supply a new set of answers but those who allow a new set of questions." The same may be applicable to our efforts to , ?ek direction for constructive change in community conditions that are related to delinquency and youth crime. The questions that are asked, the way they are asked, by whom they are asked and of whom they are asked can become critically important in our search for insight into the problem.

If delinquency and youth crime are in fact community problems, and if the national trend toward community-based programs is to be pursued seriously, the appropriate questions then need to be shaped in the community and struggled with by community people.

The Youth Service Bureau is an organized effort to develop

viable approaches to the prevention of juvenile delinquency and youth crime in the community. At best, an effective Youth Service Bureau will be shaped in and by the community as people try to articulate and grapple with the difficult questions regarding the interaction of youth and the larger community.

As such, a Youth Service Bureau is an expression of a community's exploration for ways to prevent delinquency. While the experience of other communities can become valuable information in this process of discovery, it is unlikely that another's "prescription" will provide the exact blueprint needed. It is the dynamic process of questioning, exploring, experimenting, assessing and discovering that brings people and resources together in a combination that may prove workable and effective in a given locale.

There are many challenges to be confronted in this kind of quest. They come in the form of political realities, organizational restraints, ethnic and racial divisions, individual and group vested interests, community traditions, apathy, limitations of skill and other kinds of roadblocks. It appears at times that the larger the urban area in which the effort takes place, the more complex these challenges become.

The Metropolitan Milwaukee area was ranked twenty-first in size among the Standard Metropolitan Statistical Areas of the nation in 1975, according to the U.S. Bureau of the Census.[1] The City of Milwaukee is the twelfth largest in the United States.[2] Milwaukee County had a population of 1,054,249 in 1970, as reported by the Census Bureau.[3]

This means that one can appropriately assume that the people of Milwaukee County must concern themselves with a range of social problems common to the large urban areas of the nation.

The Milwaukee County Youth Service Bureau System consists of five area Youth Service Bureaus and a central coordinating office. It operates under the auspices of the Community Relations-Social Development Commission in Milwaukee County (CR-SDC). Funding for the Youth Service Bureaus comes, for the most part at present, through the Wisconsin Council on Criminal Justice (WCCJ) from the Law Enforcement Assistance Administration (LEAA) of the U.S. Department of Justice. In order to receive funding, the YSB System must be approved by the Metropolitan Milwaukee Criminal Justice Council, a regional group concerned with the distribution of federal LEAA funds in Milwaukee County. The administrative structure and funding channels for the program present a complex picture of local, state and federal agencies, each with its own regulations and expectations.

Two of the key questions that will be addressed in this report are: (1) How can a viable and effective delinquency prevention program be developed and carried out in each of the geographical areas selected in Milwaukee County? (2) How can the administrative levels that are removed from the immediacy of the projects' operation serve a facilitating role in that developmental process?

Generally speaking, the first question is the focus of Volume II of this report. The second question is the focus of Volume I. A number of key issues are related to both questions and they are quite interrelated. An effort will be made to clearly articulate some of these issues and deal with them in a systematic manner.

I. THE SCOPE AND NATURE OF THE ASSESSMENT

The Wisconsin Council on Criminal Justice (WCCJ) has contracted with the National Council on Crime and Delinquency to conduct an assessment of each of the Youth Service Bureaus in the State of Wisconsin that are supported through WCCJ with funds from the Law Enforcement Assistance Administration. These assessments are being carried out by the staff of Associates for Youth Development, Inc., located in Tucson, Arizona, through an agreement with the National Council on Crime and Delinquency.

The Program Assessment Service, described in Appendix B of the report, has been devised as an organizational development activity. It is an effort to promote and strengthen the capacity of local communities for delinquency prevention.

While the assessment takes place over a relatively short period of time, it has the potential of being a productive and dynamic experience. For this to happen, the people of the community who become involved and the members of the study team must enter into a relationship based upon open and candid communication. The assessment, to be useful, needs to focus upon the realities of the project being assessed and the community within which it exists. Another reality is that the perspectives of the study team members necessarily enter into the experience. Thus the assessment is a very human experience because people are involved, complete with their limited knowledge. The overall value of the assessment will be determined by its usefulness to the community and the project.

An important point about the nature of the assessment needs emphasis. The following paragraph is quoted from the description of

the Program Assessment included in the Appendix.

> The word ASSESSMENT is used quite consciously
> because this service is not an EVALUATION in
> the technical sense of that word. While the
> Assessment provides a number of benefits that
> an Evaluation cannot provide, the Assessment
> does not result in the compilation of object-
> ive data on which scientific conclusions about
> the program's effectiveness may be based. Rather,
> 'the Assessment provides information about the
> program's operation and a set of recommendations
> carefully calculated to assist those interested
> in building a stronger delinquency prevention
> effort for the future. This in no sense takes
> the place of Evaluation, but it can compliment
> Evaluation and encourages the development of
> Evaluation capacity where it does not exist.

The assessment team believes it is inappropriate for this report
to be viewed as an evaluation or for any conclusions to be drawn
from it about the "effectiveness" or "success" of the project. It
is understood that information in it may be useful to persons making
funding and other decisions, but such use of it should be made reason-
ably and with caution.

A second point should be given equal emphasis. The assessment,
to be useful, is something that is desired by the project and certain
key people in the community related to the project. At best it is seen
by these people as an opportunity to enhance the effectiveness of their
program. Since these assessments are being conducted on the initiative
of the WCCJ, rather than at the request of each project, it would be
easy for a particular project staff or its governing board to see the
assessment as an imposition and an intrusion. Or it might be seen as
an effort by a state agency to find fault with a local program. In
either case, the experience would probably be negative and of little
constructive value. This concern was explored with the Director of

the Youth Service Bureau System and the Coordinators of each of the
area projects.

The assessment team consisted of William Lofquist, Bernard
Bennett and Robert Cain of Associates for Youth Development, Inc.
in Tucson, Arizona; Linda Hindman, also of Associates for Youth
Development, Inc., but from Austin, Texas; David Schmidt, Director
of the New Mexico Council of the National Council on Crime and
Delinquency, Albuquerque, New Mexico; and Richard Theado, Milwaukee,
Wisconsin.

The assessment team was on site in Milwaukee from Monday, March
15 through Friday, March 19, 1976. Some follow-up work was completed
by Richard Theado during the week after the site visit.

The first event of the site visit was a meeting on Monday morn-
ing with the administrative staff of the YSB System and the Project
Coordinators. The purpose of this meeting was to review the assess-
ment process, clarify any last minute concerns anyone might have,
and make certain that everyone's expectations were realistic.

Several specific areas of concern were identified during this
discussion. One of these had to do with the need for clarification
of guidelines governing some aspects of the program, particularly those
coming from the state level. It was indicated that a lack of clarity
had created some problems in the operation of the program.

A second area of concern was that, given some of the difficulties
that developed in certain of the planning groups prior to the initiation
of the YSB System, some negative feelings and relationships have per-
sisted until the present. The hope was expressed that the report

might be able to place those past events in some perspective in order that they can be seen in an objective light. The implication was that this past history continues to weigh heavily on the present operation of the programs, and there is a strong desire to move productively beyond those restraints from the past.

A third point made was that it would be useful, if possible, to examine some of the changes in concept that have occurred during the life of the program as they relate to its operation. Also, in this connection, some observations about programs in other states would be of value for comparative purposes.

The Director of the YSB System and the Project Coordinators had prepared a full schedule of interviews with appropriate persons for members of the assessment team. These schedules were reviewed and finalized during this meeting.

The assessment team deployed itself into three sub-groups. One of these focused upon the central office operation and the Southwest YSB. A second group focused upon the Northside YSB and the Eastside YSB. The third group focused upon the Northwest YSB and the Southside YSB. At noon on Friday the assessment team again met with the YSB System Director and the Project Coordinators to give some feedback of impressions gained during the week. Later that afternoon the assessment team met with the Program Committee of the YSB System to outline the same material.

The format followed with each of the area YSBs generally was to meet first with the staff to discuss at some length the nature of the Project's activities, the operational concepts undergirding their work, the way the staff resources are deployed, relationships among

the staff and with the central office, accomplishments they have experienced, relationships with youth, Advisory Board, other agencies, and other aspects of the Project's operation. Then the assessment team interviewed a variety of persons, including Advisory Board members, collaborating agency personnel (including Purchase of Service agencies), young people and parents. In some instances assessment team members attended Advisory Board or other meetings that happened to occur during the week.

Through this process a range of opinions were gathered as the past and present operations of the YSB System were discussed. The list of persons interviewed is included as Appendix A of this volume of the report.

Written materials describing the YSB System were made available to the assessment team prior to the site visit. During the week a wealth of material from each of the area YSBs and the central office was collected. These included copies of minutes of the Policy Coordinating Committee, area YSB Advisory Board meetings, and other groups that were involved in the planning and operation of the System. Also made available were copies of numerous pieces of correspondence, memoranda, and other documents related to the development of the System. Everyone with whom the assessment team talked was quite open, candid, and cooperative in sharing information, impressions and opinions.

As it has been clearly indicated, the assessment process is based largely upon subjective observations. In some of the more critical aspects of the System's operation, the assessment team has tried to be careful to come to conclusions only when there appears to be a significant amount of opinion supporting a particular concern. Every attempt has been made, given the subjective nature of the process, to weigh

the opinions and other forms of evidence carefully. When an emphatic point is made it is because it was apparent to the assessment team that such a conclusion could be justified from several standpoints.

During the week a number of observations and suggestions were made to the assessment team about items that it would be helpful to have in the report. One of these was to include some program ideas that might stimulate the thinking of the staffs and Boards of the area YSBs. These suggestions were taken seriously and have been incorporated when possible.

The assessment team gained a deep appreciation for the complexity of the Milwaukee metropolitan area as an urban community. The hard work that went into the planning phase and the many difficult and controversial areas that were explored have been described to us in detail by a number of people in all areas of the County. The various issues that have been dominant since the implementation of the System were the focus of much discussion with numerous people.

As we brought our impressions together each night during the site visit, those of us on the assessment team became aware that there were often several valid points of view about a particular issue. After hearing a strongly stated point of view one day about some issue, we often would hear the same matter approached from another angle with equal vehemence the next day. We were impressed that there was no "right" and "wrong" stance on many of these matters, but differing interpretations depending upon one's vantage point in the System and the impact the particular issue had.

The assessment team came to some conclusions for itself that are stated forthrightly and in the clearest terms possible. We realize

that, if accepted, some of the recommendations made will have a variety of results and implications for a number of people and organizations. Our primary concern has been how the resources available can be used to best advantage to build the strongest possible delinquency prevention program for Milwaukee County. We are mindful of the fact that the final year of eligibility for LEAA funds will end June 30, 1977. A critical issue related to this is the strength and the nature of the program that might continue to exist beyond the termination of the federal funding. Our recommendations have in every instance been made with this concern in mind.

II. GENERAL FINDINGS AND MAJOR RECOMMENDATIONS

In this section of the report the general findings of the assessment team are presented in summary form along with three major recommendations. Recommendations will also be made in other sections of the report, but they will in most instances be related to these major ones. By the same token, the observations and descriptive aspects of the other sections of the report are an elaboration upon the general findings summarized here.

As the assessment team talked with an increasing number of people during the week of the site visit, several dominant themes began to emerge. These themes have been confirmed and expanded upon through our further study of the large amount of material we were provided during the site visit. We have chosen to present these themes as three major areas of concern that we believe those responsible for the YSB System at all levels would do well to address in specific and tangible ways in the months ahead.

These concerns, if addressed, would point toward some substantive changes in the way the YSB System operates at present. These changes, in turn, would affect a number of people in various ways. They would call for a cooperative approach to problem solving in order to point the System into some directions which the assessment team believes could lead to much more productive utilization of the remaining resources of the LEAA grant supporting the System. At the same time, they could be approached with a view toward planning the shape the Youth Service Bureaus should have after the termination of federal funding.

Some key questions are: What has been and is being learned at present about the prevention of juvenile delinquency and youth crime through the work and experience of the YSB System? What are the results of this expenditure of federal funds to be as regards increasing the capacity of people and organizations in Milwaukee County for delinquency prevention? Is the investment of human energy having, or to have in the future, any payoff for the youth of the County? How can those involved in the YSB System develop ways of answering these kinds of questions? Is the human service industry of Milwaukee County becoming more sensitive to, and capable of, addressing the needs and concerns of young people as a result of the work of the YSB System? What will be the legacy of the expenditure of a substantial amount of federal money for promoting the well being of young people in Milwaukee County?

None of these questions can be easily answered, but they are well worth considering as the beginning of the last year of federal funding for the YSB System approaches. The assessment team believes that with some concerted efforts, there are specific steps that can

be taken to develop the YSBs of Milwaukee into viable community based delinquency prevention programs that can have value for Milwaukee County in the months and years ahead.

The three major areas of concern relate to (1) the Utilization of Energy, (2) the Organization of the System and (3) Conceptual Development and Program Design.

A. The Utilization of Energy

It became apparent to the members of the assessment team early in the site visit that a substantial amount of human energy has gone and is going into the formation and work of the YSB System. This includes the staffs of the area YSBs and the central office, and the large numbers of people, both professional and citizen, who are and have been involved in the various boards and committees. This expenditure of energy is happening in each of the five geographical areas of the County, so it is not an isolated phenomenon.

It appeared, too, to the assessment team, that this energy has much creative potential for developing effective ways of relating to the needs and concerns of young people in the various parts of the County, at staff and board levels. While it is true that in many respects the energy is not guided by a clear sense of direction, there is an expressed willingness and a desire to put the energy to good use.

Another aspect of this energy is the apparent level of commitment people have to making the efforts of the System productive. This is in spite of an obvious dissipation of some of the energy that was generated in the early months of the System's experience.

As the assessment team talked with people around the County about their experiences with the System, and as these observations were correlated with various documents, including minutes of meetings, memoranda and correspondence, it became increasingly clear that several forces have been at work. The result has been that essentially two kinds of energy within the System itself have become pitted against one another. An analysis of this situation can lead to a satisfactory resolution if there is sufficient commitment on the part of all con-cerned to see the total energies of the System working purposefully toward discovering effective approaches to delinquency prevention.

The original impetus for developing the YSBs came from the Wisconsin Council on Criminal Justice. A planning grant was made available which carried expectations that the following products would be developed:

1. <u>Data Collection and Analysis</u> - Each planning project was to pull together available data from the juvenile justice system and conduct extensive survey research on youth and agency needs within their target area;

2. <u>Community Organization</u> - The development of a community coalition planning approach was to be facilitated. This approach allowed for the integration of a variety of perspectives reflective of public and private "helping" agencies, lay citizens, official juvenile justice agencies and youth. This approach was also to assist in the development of an ever-expanding circle of YSB knowledge and commitment throughout the planning process within the community; and

3. <u>Operational Model Which was Reality-Based</u> - An organizational and staffing model which accounted for project sponsorship, staff functions, goals and objectives, the defini-tion of inter-agency work relationships, etc. was to be the final product. The model was seen as evolving from both the data and the community organization process.[4]

The original understanding of those involved in the planning of the YSB System was that there was a substantial commitment to the concept of community involvement in determining the shape the program would take. It appears that the momentum of interest among an expanding number of persons accelerated during the planning phase. This was, no doubt, at the same time, a period of much frustration as people tried to learn to work together on the task at hand. The minutes of meetings held by some of the area planning task forces, however, do reflect purposive and efficient approaches to designing the programs, and a mounting interest in the potential of the effort for the community.

If there is any one point about which there was a consensus among the people interviewed by the assessment team, it is that they expected to have an opportunity to continue to participate in a substantive way in the growth and development of the YSB program. They began to realize after the implementation of the YSB System that this was not to be the case, however.

The situation has become quite complicated by a complex system of local area Advisory Boards and central committees which relate to the Community Relations - Social Development Commission (CR-SDC). The exact locus of policy determination is not altogether clear to many of the people interviewed, though they are clear in their understanding that it has increasingly been removed from the local area Boards. The centralization of administrative responsibility has been gradual and definite. The culmination of this process was stated clearly in a memorandum to the Policy Coordinating Committee from the CR-SDC, dated March 11, 1975. The final paragraph of this memorandum stated:

> "The direct administration of the grant and
> the overall supervision of all YSB staff as
> well as the management of all local bureaus
> is the responsibility of CR-SDC."

This shift has been accompanied by resignations from local area Boards, some staff resignations, and mounting frustration generally on the part of local Boards and staff. The history of the development of the YSB System has been anything but smooth, but it does appear that a significant amount of learning has taken place with a number of people. In spite of the frustration, and even though much of the involvement has taken on a strongly negative and resentful edge with many people, a basic concern for the program and its intent came through. People from all five areas of the County were able to discuss what has been and is happening intelligently and with conviction.

At this point it is useful to consider two different approaches to program design and development, for they relate to the process and present status of the YSB System, CR-SDC and the people involved with the program.

One approach is the developmental process approach. It begins with a consideration of a problem, need, or area of concern and moves toward the design of an approach to meet that situation. It is basically a "from the ground up" approach. If community involvement is a part of the developmental process approach, there is a possibility that a sense of ownership can develop among an expanding group of people, leading to greater commitment to the results of the process.

The other approach is the prescribed structure approach to program design and development. This approach begins with a predetermined structure that is adopted by or imposed upon those concerned.

The imposition often comes in the form of "guidelines," mandates or other kinds of directives. It is essentially a "from the top down" approach, and usually has a degree of authority behind it.

Neither approach is in itself "good" or "bad," and either can be used creatively and effectively. It appears, however, that in the case of the YSB System the early emphasis was on a developmental process approach and certain expectations were generated among a large group of people in each of the five areas of the County. Then a prescribed structural approach began to be imposed on the operation of the System. Thus, the energies of the former process were turned on the strength of the latter approach with the result that a significant amount of waste in time, creative potential and human emotion has been occurring in recent months.

This situation can be visualized as shown in Figure 1. The line at the bottom of this figure represents a time line from the initiation of the planning process to the present. The arrows represent the strength of the approaches described above, and the line in the middle represents the "level" of involvement in and commitment to the process on the part of the people who have participated.

The situation that exists at present raises a number of questions for the YSB System. Given the countervailing forces at work in the situation, in what kind of position does this place the central office staff of the YSB System? Is there concern being demonstrated about the amount of energy being absorbed by this organizational condition which could be used productively in service output? If one of the essential ingredients of a community based program is community involvement, is that involvement seen as expendable? If the level of

PRESCRIBED STRUCTURE

INTEREST
LEVEL

DEVELOPMENTAL PROCESS

7/73   3/75   4/76

TIME LINE
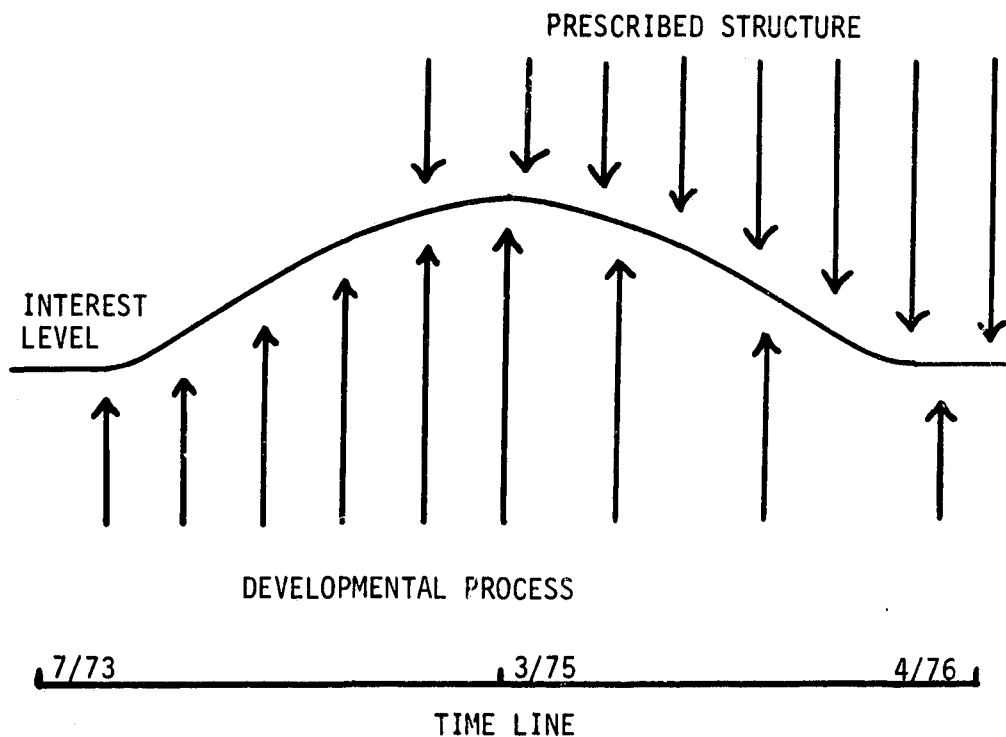
FIGURE 1

community interest continues to diminish, what is to be the basis of
support in the planning toward continuing the YSBs after the termin-
ation of federal funding? Does a large formal organization such as
CR-SDC have the interest and the capacity to foster, encourage and
support a high level of dynamic community involvement in the YSB
System?

To move from the present condition   (energies at different
levels within the YSB System and its sponsoring organization are being
directed unproductively against one another) to a more productive

condition will take leadership and skill in organizational change. It is ironic, but not at all unusual in the human service industry, that the very organizations which would seek to promote constructive change in the community are themselves often in need of organizational development assistance.

A positive way of viewing the situation is to acknowledge that the skills and capacities it will take to enable the considerable energies that exist within the YSB System and CR-SDC to begin to work together toward clearly defined goals will also be applicable to the task of promoting constructive goal attainment in the community.

B. The Organization of the System

A second area of concern about which there was widespread consensus among those with whom the assessment team talked has to do with the organizational structure of the present YSB System and its relationship with CR-SDC. In fact, a significant number of people very thoughtfully questioned the appropriateness of having the area YSBs "coordinated" in a county-wide "system" at all. There was a strong and well articulated point of view shared by many people which held that the local YSBs could fulfill their reason for being much more capably if they were free from the present organizational restraints.

At the same time, there were those who believed that the various energies of the area programs, which were often in competition and at odds with one another, needed strong direction in order to become productive and fiscally responsible.

There is no doubt that in a large and complex metropolis such

as Milwaukee, the introduction of new monies with a mandate for community participation in the decision about how to invest them was bound to lead to a complicated and at times chaotic sequence of events. At this time and in this report there is probably little value in rehashing some of the more unpleasant aspects of the experience. Nor do we want to avoid dealing with matters relevant to the functioning of the YSB System. The most constructive approach we can take, we believe, is to point to strengths, deal with selected realities, and make recommendations that can assist in using the resources of the System to best advantage in the future.

With this attitude in mind, the assessment team has some basic questions about some of the management practices which are emphasized by CR-SDC and the central office. We also have questions about the continuation of the purchase of service program. And we think it is appropriate to question the value of continuing to try to operate a "coordinated" county-wide system of administratively linked local area YSBs.
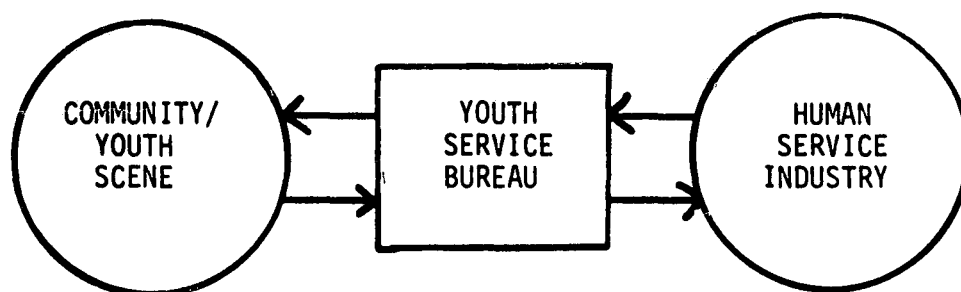
FIGURE 2

One concept of the Youth Service Bureau as a community based delinquency prevention program is that it attempts to bridge the distance between the community/youth scene and the organized resources of the human service industry. This notion is visualized in Figure 2. To be effective the YSB (its staff and Board) must have the capacity to relate well with both of these arenas. There needs to be a continual effort under way to understand, through intensive and extensive interaction, what is happening in the community regarding youth. At the same time, the YSB staff and Board need to be aware of the realities and resources of the human service industry. In a real sense the YSB that has a clear understanding of its role sees itself as an advocate for the community/youth scene with the human service industry, while at the same time being an advocate for the human service industry with the community/youth scene.

Needless to say, this is a precarious position for a modest organization such as a YSB to assume. But it is an urgently needed function and role in most communities, and metropolitan Milwaukee is certainly no exception.

It is important that the identification of the YSB does not become overbalanced toward either the community/youth scene or the human service industry if it is to have the kind of credibility in both arenas it needs to do its job. This can be approached by having within the YSB staff some people particularly adept at relating with youth on the street while others are more comfortable walking the halls of social agencies and interacting with agency executives and decision makers.

The greatest and constant danger is that the human service

industry will co-opt the YSB and engulf it in its own "bureaucratic necessities." Unless key people in the industry recognize the importance of the YSB's maintaining its community relevance and provide particular structural protections for that role of the YSB, difficulties are bound to occur. This kind of protection could be considered the function of the central office staff of the YSB System. If so, this probably makes the role of the System Director the most difficult one in the entire program, and it would not be an enviable position for anyone to occupy.

It would appear that some of the administrative structures that have been developed need to be examined, revised, or perhaps discarded in the interest of clarifying what the role and purpose of the YSB System is to be.

One very popular activity these days in most organizations is to go through a management by objectives process as a means of clarifying what the intended results of the organization's work are and devising steps to attain those results. At best this procedure is one that all persons in the organization participate in out of a desire to make their work more purposive. Used well it can become a powerful force for mobilizing and increasing the capacity of the entire organization. It becomes a way of thinking that is used on a daily basis to promote goal directed involvement among the staff.

At worst, however, it becomes another distraction mandated by management which is completed with resentment but serves little practical purpose for those who deliver the services of the organization. The distinction between the developmental process and prescribed structure approaches is relevant here. If MBO is made

available to people in a way that it is adopted and incorporated as a tool to be used for program development and design, it can, over a period of time, become a key skill in the organization. On the other hand, if it is presented as a prescribed structure that people are expected to complete, it will probably be met with resistance and be seen as serving someone else's purposes but not one's own.

The assessment team gained the distinct impression that the management by objectives procedures within the YSB System at this point in their development are seen as something to serve the central office but are of little value for the area YSBs. The practice of preparing the "annual MBO" does seem to be less than the dynamic process that goal setting and program design can and should be. It is apparent, too, from reviewing the "Systemwide Youth Service Bureau Work Plan" for 1975-76 that some of the activities designed are in pursuit of goals that were set somewhere other than at the local area YSB level.

Another administrative area of concern is the procedure used for documenting and reporting services rendered. This procedure focuses primarily on an individual case service approach which forces the area YSBs into a basically remedial program thrust rather than a concern for prevention. That will be explored in the section on Conceptual Development and Program Design. At this point, though, the reporting procedures as they relate to the administrative practices of the YSB System are seen by many people as serving some higher level purpose but being of little practical value at the local area YSB level. Little information is fed back to the local area YSB that is useful either for management purposes or for determining

whether or not the work of the project is "on target." Thus, this demanding task is seen as another activity that is done for someone else but does not enhance service capacity.

A major area of concern about the organization of the System as it is presently designed is the purchase of service program. The intent of this program is not clear. Its results virtually defy evaluation. Most of the services purchased are remedial in nature and are available through existing organizations. Little of the money is used to stimulate the development of innovative new preventive resources. The governing procedures, established to provide stringent guidelines for OEO purchase programs, place undue restraints for the operation of viable and responsive YSB activities. The fact that money is available for program operation through the YSB System places the YSB in the midst of a competitive arena which runs counter to its interest in promoting collaborative problem solving efforts. This is bound to affect the kind of credibility the YSB has among those with whom it seeks to collaborate.

There are no doubt some good programs in Milwaukee that depend upon purchase of service contracts to meet basic budgetary needs. This, too, is unfortunate, for the development of that kind of dependency is misleading and damaging to a collaborative reciprocal relationship with the YSB.

The time drain on YSB System staff to manage the purchase of service program, the amount of funds going into service activities of questionable value for a delinquency prevention program, and the essentially remedial nature of the services being purchased raise serious questions about this program.

The decision processes of CR-SDC for handling rather routine fiscal, program and personnel matters has been a source of frustration and a cause of concern. One of the characteristics of a viable YSB program is its flexibility and its ability to respond without the restraints of cumbersome administrative practices. The current pattern of CR-SDC and the central office of the YSB System does not allow this flexibility and responsiveness. The routine administrative decisions are made at a level far removed from the delivery of the System's services with an apparent lack of awareness of the impact of delays and arbitrary decisions on those services. Related to this is the practice of administrative directives developed for other parts of CR-SDC being applied to the YSB System, or even directives developed for one of the local area YSBs being applied to all of them.

Since much of the decision making responsibility has been removed from the local area YSB Boards and staff, and since the locus of policy development is not altogether clear as viewed from the local area YSB level, there is reason to question the validity of the present organizational structure of the YSB System. It may in fact represent a handicap for the present operation of the program and the future possibilities for a continuing existence as increasingly relevant programs for delinquency prevention.

C. Conceptual Development and Program Design

While the aforementioned factors have helped to shape the conditions which prevail in the YSB System at the present time, perhaps the most important considerations are those related to con- ceptual development and program design. The assessment team found

the scope of the System's conceptual development to be quite limited
and the program design to be generally restrictive. This results in
large measure from the conditions which have been described above.

An unfortunate set of circumstances has developed due to a lack
of clarity at the local area YSB level about what is "permissible."
This appears to be directly related to the fact that policy decisions
are made at a level far removed from the communities where the service
delivery takes place, and that administrative directives come from
an organizational milieu that has little relevance to the community/
youth scene around which program design needs to develop.

For the assessment team this raises a basic question as to
whether or not a very large human service administrative apparatus
can, in fact, develop the capacity to sponsor a viable community
based delinquency prevention program. It further raises the question
of whether high level administrative personnel from various components
of the human service industry should serve on a policy making board,
if the intent of the program is to relate in a relevant way to youth
at the neighborhood level. The distance between these two arenas
as depicted in Figure 2 on page 20 is so great that some other
structure probably needs to be developed to allow relevant programming
to emerge. At any rate, it is apparent that the present structure is
not allowing the kind of flexibility and freedom that is needed for
experimental programs with sufficient vitality to discover the meaning
of delinquency prevention to develop.

Again, in this area of consideration the assessment team found
virtually unanimous agreement among people at the local area YSB
level.

Having said this much about the overall structure within which

the area YSBs must operate, it should also be pointed out that the assessment team found the staffs of the area YSBs to be made up of persons who appear to have much creative potential and who generally are performing well under the circumstances. While the frustration level among the YSB staffs is quite high, there is at the same time a high level of commitment to working with young people and making the programs effective. Though recent staff changes have resulted in the loss of creative leadership, there is still strong potential in present staff. *It is of critical importance that changes in the administrative structure of the System are made so the organizational atmosphere of the area YSBs becomes less restrictive and more conducive to an exploratory process of discovery.* When compliance is achieved at the cost of creative program design, one can well wonder if the "accountability" within the System is focused in the right direction.

It is apparent that little stimulation is coming from within CR-SDC that would promote creative program design and foster the continuing conceptual development of the area YSBs at the neighborhood level. This relates back to the distinction between the prescribed structure ("from the top down"), and the developmental process ("from the ground up"). *It is essential that the conditions for a developmental process to take place are allowed if the local area YSBs are to build programs worth perpetuating after the federal money runs out.* And the time for this is growing short, indeed.

A developmental process by its very nature would allow the primary responsibility for program design to take place within each

area YSB staff and Board. This is the way the System was initiated, but the move toward centralization of administrative authority effectively "nipped in the bud" the process that was begun in the early months. It was the consensus among the area YSB staffs that the preparation of the Systemwide "management by objectives" workplan had little meaning as far as the growth and development of the program was concerned.

A point of real confusion that emerged from the discussions at each site had to do with "direct services" and just what those words mean. As the assessment team explored various program ideas with the area YSB staffs, such statements as "that wouldn't be allowed," "we're doing some things along that line but we don't report it," and "we're doing that on the sly," became common. It became apparent that the area YSB people were getting messages from central office about what was "permissible," and the boundaries this thus communicated were seen as too restrictive. Persons from one area Board described how the Board meetings would be adjourned so some discussion "off the record" could take place about the needs of young people in the community and strategies for meeting those needs.

From the direction of CR-SDC, a top level administrative person indicated it had been decided that no "systems intervention" would take place during the first year of the program.

The assessment team is of the opinion that, because there are no real "answers" about delinquency prevention, the first year of the existence of a Youth Service Bureau needs to be one of exploration, discovery and relationship building before decisions begin to be made about more selective utilization of resources for change in the

community. Out of that kind of experience wiser decisions can be
made at the community level about where the program can best use its
talents, where it needs further development, and what directions
it can best pursue. That kind of developmental experience ha not
occurred to an appreciable degree with the Milwaukee YSB System or
with its individual area YSBs. Instead the emphasis has been more
on centralization of authority and organizational structure, and this
has been damaging to the overall conceptual development and program
design of each of the area YSBs.

The earmarks of a Youth Service Bureau that is growing and
developing include (1) increasing visibility in the community as a
result of the participation of an expanding number of people, (2)
enhanced credibility in the community because people experience first
hand the work of the program and gain confidence in it and (3) a
demonstrated efficacy in the community because of the apparent ability
of the program to produce results. These characteristics and ways
to promote them will be elaborated upon in Volume II, but suffice it
to say at this point that these qualities tend to attract attention
among a growing number of people in the community, including youth,
lay citizens and professionals. A viable Youth Service Bureau
"turns people on" to new ways of achieving change in the community
as regards new opportunities for youth, the better utilization of
existing resources for youth, and an attitude toward youth that they
are potential resources for these changes rather than being "the
problem."

When a determination is made that no "systems intervention" will
be attempted during the entire first year of operation, the Youth

Service Bureau is in effect stripped of its primary reason for being. It may be that no real clarification was ever achieved as to what was not to happen during that first year, but it seems that a result has been widespread uncertainty about what was and is allowable.

The problem that the staffs of all five area YSBs are having with the words "direct services" has apparently existed a number of months with little clarification being achieved here, too. The basic program thrust has been to take and make referrals. Such an activity is a "direct remedial service" in that it is aimed at an individual who has been singled out for remedial intervention. Even when that individual is seen only one or two times to effect the referral, it is still appropriately seen as a "direct service." And yet, there seems to be a general understanding among area YSB staff that they are not to become involved in "direct services."

In order to make progress in the areas of conceptual development and program design it is useful to consider a whole range of "direct services" from which a Youth Service Bureau can appropriately choose as it shapes strategies to accomplish particular results. A viable Youth Service Bureau is one that creatively shapes strategy in a way that invites community involvement toward the accomplishment of desirable results on behalf of youth. An important ingredient of this, of course, is youth involvement in that process.

This range of direct services can be divided into direct remediation services and direct prevention/community development services. They can be listed as follows:

DIRECT SERVICE OPTIONS OF REMEDIATION

1. Individual diagnosis

2. Counseling, casework, psychotherapy
   and other individual therapeutic activities

3. Group Work

4. Family treatment

5. Crisis intervention

6. Advocacy (for individuals)

7. Referral

8. Brokerage for individual remedial
   services

9. Consultation (related to individual
   remedial concerns).

DIRECT SERVICE OPTIONS OF PREVENTION/COMMUNITY DEVELOPMENT

1. Community assessment

2. Planning

3. Community organization

4. Community education

5. Organizational Development Consultation

6. Training

7. Parent education

8. Advocacy (for changes in conditions)

9. Employment development

10. Legislation development

One distinction that can be made between the direct service
options of remediation and the direct service options of prevention/
community development is that the former are aimed at <u>individual</u>

change, while the latter are aimed at changes in conditions.

Most of the activities of the five area YSBs and of the agencies from which they purchase services can appropriately be defined as direct remedial services. There are some notable exceptions to this, however, though they appear to be somewhat rare.

An important question related to conceptual development and program design is: *Why are the resources of the YSB System so heavily allocated toward individual remediation in a program that purports to exist for delinquency prevention?*

If prevention is seen as a positive process of community development, a comparison can be made with remediation for purposes of conceptual development and program design as follows:

COMMUNITY DEVELOPMENT	REMEDIATION
1. Community Development is an effort to create the conditions that promote the welfare and best interests of youth.	1. Remediation is a corrective effort to overcome the results of damaging circumstances.
2. Community Development is active, assertive.	2. Remediation is reactive, responsive.
3. Community Development deals with causes.	3. Remediation deals with effects.
4. Community Development focuses on the organization, the community, the system, the institution, the neighborhood, on decision processes.	4. Remediation focuses on the individual, the small group, the family, the peer group.
5. Roles appropriate to Community Development are consultant, planner, trainer, community organizer, organizational development specialist, public information specialist.	5. Roles appropriate to Remediation are diagnostician, therapist, (counselor, caseworker, etc.), group worker, consultant (to others responsible for remediation).

COMMUNITY DEVELOPMENT	REMEDIATION
6. Relationships generated through Community Development can be described as collaborative, resource people working together, team problem solving (these generally are subject-subject type relationships).	6. Relationships generated through Remediation can be described as therapist - patient, worker-client, counselor-counselee, probation officer-probationer (these are subject - object relationships: a giver-a recipient).
7. In Community Development people (even those with the problem that is of concern) are seen as resources.	7. In Remediation the person is seen as a recipient of remedial services, as having the problem.
8. In Community Development people in the community are engaged in a problem solving process that can benefit large numbers of persons, as well as select individuals.	8. In Remediation a private relationship exists that benefits one or a small number of persons.
9. In Community Development there is generally in the community a fear of and a resistance to the change being sought. Therefore, Community Development is a "high risk" approach.	9. There is a high toleration for Remediation in the community. It is safer, particularly when it takes place in an office. It is acceptable. Therefore, Remediation is a "low risk" approach.
10. Community Development tends to foster participation and positive labeling.	10. Remediation tends to foster alienation and negative labeling.
11. Community Development promotes utilization of an expanding array of disciplines, insights, vantage points and "people experience" as it seeks out problem solving potential.	11. Remediation tends to depend more upon a tried and tested cadre of disciplines, skills, and insights, usually narrowly defined.
12. Evaluation is difficult in Community Development in that the essence of it is a community change process. The products of community change, such as changes in decision making processes, may best be monitored on an interagency basis, with a number of programs and organizations participating in providing data and data analysis.	12. Evaluation to the extent of monitoring and outcome description is somewhat easy in Remediation. However, measuring effectiveness of Remediation efforts is extremely difficult.

It became apparent to the assessment team that many people at the Board and staff level at the area YSBs would like to get more into prevention activities. It is also apparent that there is a need for direction and stimulation, as well as sanction, for getting more assertively into this arena. For this to happen it is important that all parts of the program learn to work together toward the end of discovering what prevention means in positive and dynamic terms. Again, to achieve this it is obvious that a number of changes will need to occur.

RECOMMENDATIONS

Based upon the general findings described above and with the intent of suggesting ways that the Youth Service Bureaus might be strengthened as viable community based delinquency prevention programs, the following recommendations are made:

1. *It is recommended that a systematic plan be developed and implemented as soon as possible whereby each of the five area Youth Service Bureaus can become an independent and autonomous, self-governing program to promote delinquency prevention capacity in its own area of the County.*

The purpose of this recommendation is to encourage immediate steps toward the rebuilding of the community support and involvement that is vital to the operation of community based programs. It is also made with the fact in mind of the three year LEAA federal funding cycle being completed in June, 1977. This provides only fourteen months for planning toward that time.

If this recommendation were followed it would place both the responsibility and the opportunity for determining the nature of the program for the future with the local Boards and staffs. It

would allow them, without many of the numerous restraints under which the programs are now working, to shape the strategies they believe their areas need.

This recommendation, if followed, would also allow the five programs jointly, or any combination of them, to explore ways they can voluntarily collaborate in areas where that would be productive, rather than the present kind of imposed coordination, which seems to serve as a restraint more than a positive factor.

There are several options which might be exercised to move in this direction. The area programs could incorporate independently and remain affiliated with CR-SDC through delegate status. This would allow them to become self-governing while remaining fiscally accountable to CR-SDC until the federal funding terminates.

A second option would be to move more quickly toward total independence from CR-SDC. It is doubtful, though, that any of the local Boards have the strength or stability at this point for this option to be desirable. A planned approach toward building the capacity of the Board to assume this responsibility would seem to be more advantageous.

One of the implications of such a move as this recommendation suggests is that there would be no more need for the Policy Coordinating Committee and its sub-committees. The channels of responsibility for the local area YSBs would be quite clear: *policy for them would be established by their own Boards.*

A planned approach to this shift of responsibility to the five local areas would require a cooperative effort between the local Boards, CR-SDC, the Metropolitan Milwaukee Criminal Justice Council

and the Wisconsin Council on Criminal Justice.

Another consideration behind this recommendation is that some of the people who have made positive contributions at the local area level in the past prior to withdrawing out of frustration or having to withdraw because of the conflict of interest requirements related to purchase of service might be engaged once again in the development of the programs.

A reality that must be faced, whether the programs remain under CR-SDC auspicies or not, is the larger local cash match for the 1976-77 year required to secure the grant from WCCJ. It would appear that the local area Boards have been assuming that CR-SDC would take care of this. Building a base of community support is not something that occurs easily or quickly, and this may prove to be a problem of major proportions.

2. *It is recommended that the purchase of service program be discontinued as soon as possible with the completion of all current contracts.*

Discontinuing the purchase of service program would rid the area YSBs of an element which the assessment team believes has been complicating their efforts to discover effective approaches to delinquency prevention. It would also enable the redeployment of some funds to a planned program of strengthening each of the local area programs.

3. *It is recommended that a program of technical assistance and training be developed to assist the area YSBs in building their management capacity and in making a shift from their present remedial emphasis to one of prevention and community development.*

There are many resources available in the Milwaukee area which can be engaged in such an undertaking as well as other resources that can be brought in. At best, the basic responsibility for shaping such a program should rest with the local area programs, either individually or in concert. This means that the local area programs would be assessing their own management and program development needs and shaping an approach to strengthen their capacity in those areas.

III. THE HISTORICAL DEVELOPMENT OF THE MILWAUKEE COUNTY YOUTH SERVICE BUREAU SYSTEM

A review of the developmental history[5] of the Milwaukee County YSB System shows that in July of 1973, CR-SDC hired four individuals who had demonstrated particular organizing skills. They were to "...develop a coordinated plan among major funding agencies and relevant community groups for implementation of a Youth Service Bureau System in Milwaukee County."

Initially there were three broadly defined "service areas" which were selected by virtue of what was seen as unique features and populations. These areas were: near southside, northside, and lower eastside.

Subsequent to the design of these three organizational areas, there was a decision that five areas would be designated as "catchment" areas which could set up a YSB. Geographical as well as socio-economic and ethnic factors played a role in YSB area boundary determination. Other considerations were population size and psychological factors such as the willingness of individuals to travel great distances.

The five areas decided upon were: <u>East</u> - which runs from Holton Street on the western boundary east to the lake, south to the freeway, and north to the county line, including seven northern suburbs; <u>Northwest</u> - which is bordered by the county lines on its northern and western boundaries, and the East-West freeway on the south, and Sherman Boulevard on the East, southward to North Avenue, and then 27th Street, south to the East-West freeway. <u>North</u> - Holton Street on the east, north to Silver Spring, Silver Spring west to Sherman Boulevard, Sherman Boulevard south to North Avenue and east to 27th Street, south to the East-West freeway; <u>South</u> - East-West freeway south to Howard Avenue, 37th Street on the west (coterminus with the West Milwaukee boundary), and the lake on the eastern boundary. <u>Southwest</u> - this last area is bounded by the county lines on the west and south running east to the lake and then north to Howard Avenue and then west to 37th Street and north to the East-West freeway. (See Appendix D for a map.)

At the initial Task Forces meetings, the option was given by CR-SDC (who had established the boundaries) of changing the boundaries. The Task Forces chose to leave them as structured.

Next - in August and September of 1973 - community meetings and agency meetings were initiated. Then packets of information (approximately 950) were distributed to various agencies, churches and residents. These information packets contained materials relevant to YSB System development.

The Task Force members were then elected from a series of community wide meetings. They were charged with identifying youth

needs and developing an area plan outlining priority programs. Each
of the five areas was to receive $2500 with which to conduct their
needs assessment. Subsequent to this, the Task Force could formulate
program development statements relevant to the identified needs.

The question of area representation on the Planning Coordinating
Committee, the central planning group, proved to be very difficult.
Finally it was decided to have equal representation of 23 "institutional"
and 23 "community representatives." The community representatives
were to come from the five catchment areas on the basis of population,
delinquency and crime rates, and the "degree of youth problems" in
the areas. The result was:

Area	# of Voting Representatives
North	8
South	4
East	4
Northwest	4
Southwest	3
	23

These proportional representation figures were accepted by the
Community Representatives Council and thereafter accepted by the
Planning Coordinating Committee.

Following this a process of identifying and enlisting "institutional"
membership on the PCC was undertaken. Included were government, agency,
law enforcement, education, court, and ex-officio members. Initially,
they were to review the needs assessments to see where their programs
fit in and how they might relate to these needs. They were also to
conduct their own needs assessment and a working model YSB from their
perspective. The final product of these efforts was to be a well
coordinated YSB plan for each area and a system by which the areas

and institutions could relate to each other.

The Planning Coordinating Committee was the primary planning committee for the YSB System. Forty-six members were assigned to working sub-committees. They were: Consultant Proposal, Prevention, Systems Modification, Diversion, Program Development, and Purchase of Services. The consultant proposal sub-committee was to oversee the development of the needs assessments in each of the five YSB areas.

As the planning process for the County-wide YSB System progressed, a group of private, County-wide agencies requested and were granted placement on the PCC along with the already seated institutional and community representatives.

Out of these beginnings can be seen the emphasis on careful community involvement. The overall development of the Milwaukee County YSB System occurred in three phased steps:

1. Formation   January, 1974 - July, 1974

2. Implementation   August, 1974 - February, 1975

3. Operation   February,1975 - Present

The Formation phase began with the approval of the YSB System grant award. CR-SDC planning staff continued to provide major staffing for the initiation of the project. The five area Task Forces which had done the earlier planning and needs assessments were reduced and reorganized and became the area Advisory Boards. Each area Advisory Board selected two members to represent them on the central Policy Coordinating Committee. This Committee was also to have representatives of government, social agencies, law enforcement, courts, etc. Also during the formation phase, the local Advisory Boards worked on their budgets and began the selection of the area YSB Coordinators. (Of

course, these decisions were subject to the review and concurrence of the PCC and CR-SDC.)

The _Implementation_ phase saw the local Advisory Boards and CR-SDC seek to complete the hiring of area staffs. Time and effort were also spent on space acquisition, furniture and equipment purchases, etc. Project administration was transferred from the CR-SDC Planning and Research Department to its Community Action Programs Division. Other elements and components of CR-SDC were brought into play (i.e. the Training Department, the Program Development Unit, the Program Committee of the PCC, etc.). In mid-November, 1974, the PCC's Personnel Committee hired the first Project Director. The Purchase of Service Committee was the most active committee during this phase. After much disagreement, the purchase of service funds were divided in such a way as to provide a standard base for all area YSBs. The remaining purchase of service funds were allocated differentially to the YSB areas on the basis of "need." Local staffs began the task of building relationships in their areas. Some survey and public information activities were also undertaken.

The _Operation_ phase has witnessed the purchase of service contract negotiations receiving major attention. Referrals to the individual YSBs have been increasing. The CR-SDC Management Information System was installed. The Management by Objectives plan for each Bureau and the central office was developed and has been introduced into the work planning of the YSB System.

IV. ORGANIZATION AND MANAGEMENT

This section of the report reviews the overall organization and management of the YSB System, looking at the System basically "from the top down." It includes a discussion of management structure, committee structure, goals, project methodology, CR-SDC management support services, policy development and purchase of services.

A. Management Structure

The Community Relations-Social Commission (CR-SDC)*, as the grantee agency, takes full responsibility for the day-to-day administration and overall supervision of the Milwaukee County YSB System, including the five local area bureaus.

The Project Director of the YSB System is supervised by two persons: the Associate Director of CR-SDC for Community Action Programs Division on all matters related to Purchase of Service, and by the Administrator of the CR-SDC Child Development Programs on all other matters. The five area YSB Coordinators and the YSB System Central Office Staff are supervised by the Project Director. Local bureau staff in each area are supervised by the individual area YSB coordinators. Figure 3 illustrates these relationships.

The Central Administration Office of the YSB System is located within the CR-SDC headquarters office complex at 161 West Wisconsin Avenue, in the City of Milwaukee.

The five area Youth Service Bureau main offices are located as follows:

* A brief description of the CR-SDC is located in Appendix C.

Northside YSB, 928 W. Burleigh Road, Milwaukee; Northwest YSB,

4707 Lisbon Avenue, Milwaukee; Eastside YSB, 2000 N. Farwell Avenue,

Milwaukee; Southside YSB, 523 W. Mitchell Street, Milwaukee;

Southwest YSB, 4404 S. 68th Street, Greenfield.

In addition to the above, there are several "outpost" stations
which are used to facilitate access to YSB staff by area residents.
All but one outpost are staffed on a part-time basis and the space is
provided at no cost to the YSB system by cooperating agencies. One
outpost, Southside (Bayview) located at 435 E. Lincoln Avenue, is rented
and is staffed on a full-time basis.

MANAGEMENT STRUCTURE


```
┌─────────────────────────────────┐
│       EXECUTIVE DIRECTOR         │
│      COMMUNITY RELATIONS-        │
│  SOCIAL DEVELOPMENT COMMISSION   │
└─────────────────────────────────┘

┌─────────────────────────────────┐
│       ASSOCIATE DIRECTOR         │
│   COMMUNITY ACTION PROGRAMS      │
│            DIVISION              │
└─────────────────────────────────┘

┌──────────────────────┐
│    ADMINISTRATOR      │
│  CHILD DEVELOPMENT    │
│     PROGRAMS          │
└──────────────────────┘

┌─────────────────────────┐
│    PROJECT DIRECTOR      │
│  YOUTH SERVICE BUREAU    │
│         SYSTEM           │
└─────────────────────────┘

┌───────────────────────────────────┐
│            COORDINATORS            │
│ NORTHSIDE YOUTH SERVICE BUREAU     │
│ NORTHWEST YOUTH SERVICE BUREAU     │
│ EASTSIDE  YOUTH SERVICE BUREAU     │
│ SOUTHSIDE YOUTH SERVICE BUREAU     │
│ SOUTHWEST YOUTH SERVICE BUREAU     │
└───────────────────────────────────┘
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FIGURE 3

B. Committee Structure

The Education, Youth and Recreation Committee is a Standing Committee of the CR-SDC and is responsible for overseeing the YSB System. The EY&R Committee has a subcommittee on the YSB System to assist it in carrying out this responsibility.

The Policy Coordinating Committee (PCC), however, is the central policy body for the YSB System operation. The PCC develops YSB policy for concurrence with CR-SDC, recommends standards for purchase of service, recommends the hiring of the Project Director and related personnel actions, and recommends over-all program strategies. The PCC has four standing committees: (1) Program, (2) Purchase of Service, (3) Personnel, and (4) By-Laws and Concurrence. The PCC consists of representatives of ten major human service institutions and two elected representatives from each YSB Area Advisory Board. Each of the standing committees of the PCC is comprised of members representing institutions and members representing local Advisory Boards.

Each area YSB Advisory Board is comprised of both institutional representatives and community representatives and has a committee structure similar to the PCC. The local Advisory Boards are responsible for serving in an advisory capacity to the local bureaus and providing community input into the policy planning of the Commission through representation on the PCC.

COMMITTEE STRUCTURE

```
┌─────────────────────────────────────┐
│        COMMUNITY RELATIONS-          │
│   SOCIAL DEVELOPMENT COMMISSION      │
└─────────────────────────────────────┘
                  │
┌─────────────────────────────────────┐
│  EDUCATION, YOUTH AND RECREATION     │
│     STANDING COMMITTEE, CR-SDC       │
└─────────────────────────────────────┘
                  │
┌─────────────────────────────────────┐
│  EDUCATION, YOUTH AND RECREATION     │
│        SUBCOMMITTEE ON THE           │
│     YOUTH SERVICE BUREAU SYSTEM      │
└─────────────────────────────────────┘
                  │
┌─────────────────────────────────────┐
│    POLICY COORDINATING COMMITTEE     │
│   (Purchase of Service Committee)    │
│        (Program Committee)           │
│       (Personnel Committee)          │
│ (By-Laws and Concurrence Committee)  │
└─────────────────────────────────────┘
                  │
┌─────────────────────────────────────────────────────────┐
│ NORTHSIDE YOUTH SERVICE BUREAU ADVISORY BOARD            │
│ NORTHWEST YOUTH SERVICE BUREAU ADVISORY BOARD            │
│ EASTSIDE  YOUTH SERVICE BUREAU ADVISORY BOARD            │
│ SOUTHSIDE YOUTH SERVICE BUREAU ADVISORY BOARD            │
│ SOUTHWEST YOUTH SERVICE BUREAU ADVISORY BOARD            │
│          (Purchase of Service Committees)                │
│                (Program Committees)                      │
│               (Personnel Committees)                     │
└─────────────────────────────────────────────────────────┘
```
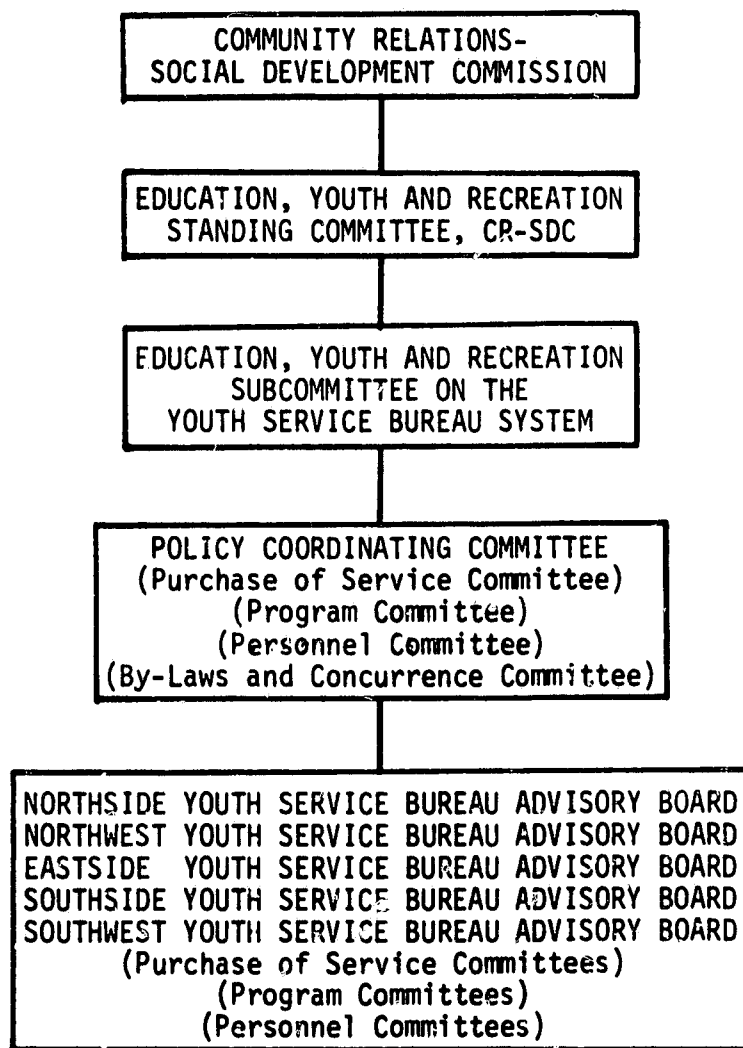
FIGURE 4

C. Goals

The three major general goals of the YSB System are:

1. To minimize the development of delinquent patterns of behavior by intervening with appropriate services for "high risk" youth prior to their penetration into the juvenile justice system.

2. To divert youth from the juvenile justice system
    by serving as a responsible community-based
    alternative to referral agents such as schools,
    police, social agencies, family and court intake
    officers.

3. To work towards modification of institutional
    policies, practices and laws that causally
    contribute to the development of delinquent
    behavior among youth of Milwaukee County. [6]

D. Project Methodology

The general methodology of the Youth Service Bureau
System includes development with major youth referral
agencies, a coordinated system whereby "high-risk"
youth will be referred to the Youth Service Bureaus
as an alternative to further penetration into the
juvenile justice system. The role of the Youth Ser-
vice Bureaus with appropriately referred youth is
problem identification, case planning, referral,
advocacy, purchase of service where necessary and
follow-up. The Youth Service Bureaus also play a role
in identifying service gaps and the need for modifi-
cation of the juvenile justice system, strategies to
eliminate serious gaps in youth services and to pro-
mote institutional changes will be developed on a
systemwide basis. [7]

Within the general scope of methodology outlined above, detailed

objectives were developed for the YSB System in the following areas:

1. Rate Reductions: To effect a 10% reduction at
    court intake from each of the YSB areas.

2. Referral Sources: To formalize, in writing, re-
    ferral arrangements with major referral sources to
    clarify conditions of referral and follow-up and
    feed back procedures.

3. Service Coordination, Development and Brokerage:
    To receive referrals, develop individual service
    plans, and refer clients to service agencies on
    both a purchase and non-purchase of service basis.
    Also, to identify service needs, develop specifi-
    cations for negotiated procurement and contracting
    for purchase of services.

4. Systems Modification: To develop written documen-
    tation of service gaps and needed changes in
    institutional practices in the handling of youth-
    ful offenders.

5. <u>Volunteer Development</u>: To recruit, train, utilize and supervise volunteers throughout the YSB System.

6. <u>Staff Training</u>: To develop and provide, through the Training Department of CR-SDC, in-service training in career and skill development for YSB System staff.

7. <u>Public Information</u>: To plan, develop and coordinate a public information program using metro-wide media to present the YSB System concept to the community for support as an alternative to the juvenile justice system.

8. <u>Data, Evaluation and Research</u>: To automate reporting needs to provide accurate and efficient feedback information to all elements of the YSB system, including vendor agencies. And to provide a data base for an evaluation design and for future YSB planning.

The general management system utilized by the Youth Service Bureau System is management by objectives (MBO). A detailed MBO plan has been developed for the entire YSB System, including the central office and each area bureau.

E. CR-SDC Management Support Services

"All of the facilities and support units of CR-SDC are made available to the YSB project to insure adequate functioning and success of the program." [8]

Based on the information gathered by the assessment team it appears that the major focus of management support services has been in the areas of financial and personnel administration and control. However, needed support services in several other areas appear to be lacking.

1. Staff Development and Training

There is no design and/or systematic approach for staff development and training. While there are frequent staff meetings, these are for routine operational purposes and are neither appropriate or sufficient to meet the development and training needs of the YSB

System staff. The assessment team is aware that while there have been a few staff "get togethers" in the interest of skill development, and that while some staff have had an opportunity to attend periodic conferences and/or seminars, this has not been sufficient to fulfill the need for this management support service. The fact that staff training is not provided is a point of considerable consternation by some key YSB staff members.

In recognition of this, it is suggested that an in-depth staff development and training program be designed and conducted. Consistent with other findings and recommendations in this report, this training could include substantive content in the areas of (a) management development, (b) resource development, (c) community change processes, (d) community development concepts and methods, (e) community program development and management, (f) community assessment and priority planning, (g) youth advocacy and involvement, (h) lay leadership recruitment and development, and (i) community policy planning and implementation. Such training should not be planned for the area YSB staff by other people, but they should participate fully in the design of the training program as well as receive the benefits of it.

2. Public Education

There has been no planned on-going public education program to date. Some local bureaus have generated considerable effort to initiate public education programs in their respective areas. However CR-SDC has required that all public education activity be centrally managed and local bureaus have been restricted from conducting their own public education programs. Several arguments can be made for

central management and coordination of such efforts as long as the special needs of each area are recognized and served in the process.

However, based on the comments received by the assessment team members, it is apparent that no substantive and on-going public education program has been developed.

It is suggested that a comprehensive public education program be designed and undertaken which gives careful recognition and support to the program activity and community support needs of each local area YSB. The coordinator, staff and local board of each area YSB should be fully involved in the development of public education programs targeted to special needs in their community areas.

The importance of a carefully designed and on-going public information program should not be underestimated. A properly conducted program can be an effective tool to help develop community awareness of, support for and involvement with a Youth Service Bureau. It can also be an important aspect of certain types of advocacy programs to stimulate public response to priority issues which affect the well-being of young people in a community. If a Youth Service Bureau expects to survive as a viable community program on a long-range basis, it must be visible and must effectively sell itself to the community if it is to generate broad community involvement and financial support.

3. Management Information System

> The development of a management information system has been undertaken. This system will provide profile data on youth served, service plans developed, services provided, costs incurred in the delivery of services, follow-up information, and client reactions to services received. This data will be summarized and reviewed

> monthly and will provide the basis for evaluating the
> utilization of resources within each bureau. This data
> will also be shared and reviewed with the appropriate
> YSB committees.[9]

The development and operation of a Management Information System
such as described above is a worthwhile objective. However, the obser-
vation of the assessment team is that such a system has not been
operationalized, and that the data system which does exist is of very
little, if any, practical value to the YSB System Project Director
and Area YSB Coordinators for management purposes. The ultimate design
of this system may have the capability of serving management needs,
but it certainly has not been operationalized. From the comments and
information received, it seems that the system is really geared more
toward data "collection" than toward "collection, analysis and output
of information that could be useful for program management purposes."

According to information received by the assessment team, this
system does not provide timely and useful feedback to YSB line or
management staff. This lack of useful output is acknowledged by
staff at all levels within the System.

YSB System staff and some other persons interviewed see the data
system as a tool which should be of benefit for program management
and planning purposes. The perception of some persons, however, is that
the individuals responsible for administering the data system, upon
which the YSB System depends, see it as a tool for different types
of studies that may be good but do not necessarily help the YSB
System in the management of day-to-day programs.

It is clear that this system is not operating as proposed in the
1975 YSB System Project Proposal. An interesting observation is that

there is no written agreement between the YSB System and the CR-SDC Data and Evaluation Unit regarding what data services are to be provided, though such services are paid for out of the YSB System budget.

The "head count" focus of the data system is obviously designed to meet certain management and funding source expectations regarding the "number", "type" and "location" of clients served. Another observation and concern, however, is that the data system, as designed and operating, is of questionable value because it cannot possibly record and generate data on a substantial amount of the YSB System program activity.

F. Policy Development

The Policy Coordinating Committee has served as the central policy body for the YSB System since its inception. The role of the committee, however, has changed from that of a "policy making board" to its present role of "developing policy for concurrence" by CR-SDC.

The history of the PCC, as with the rest of the YSB System, has been one of constant change. The PCC, during the planning phase of the YSB System, was the "Planning Coordinating Committee." At the time of transition from the "planning" phase to the actual design of the YSB System as presented to WCCJ in the first year grant application and funding proposal, the PCC became the "Policy Board" for the YSB System project. The PCC was designed to have equal representation "of neighborhoods and institutions." When the grant award was approved by WCCJ, Special Condition Number 13 required:

> That the YSB System Policy Board by the end of the
> second month of the grant be (1) reconstituted to give
> equal representation to all local YSB areas and in so

doing maintain the present local task force to institution
ratio; (2) reduce its total membership by at least
1/2; (3) establish an agreeable concurrence procedure
with the SDC Board of Directors; (4) develop a work
plan in conjunction with central staff to assure common-
ality of referral and follow-up procedures.[10]

Also, special condition number 17 of the grant award required
"that each local YSB establish a community advisory board."[11]

The PCC was subsequently reconstituted to provide for representa-
tion from ten major human service institutions and two representatives
from each local YSB area Advisory Board. Also, By-Laws were
developed providing for a standing committee on Procedure and Con-
currence to "establish and review the operating procedures of the
Youth Service Bureau System..." and to "develop consistency between
the policy guidelines of the PCC and those of the Social Development
Commission..."[12]

The requirement that local YSB area Boards become "advisory" was
counter to many expectations that had been developed during the com-
munity planning activities that resulted in the creation of the YSB
System. Each local area Task Force had developed plans for a YSB
for their area which assumed that the local Boards would be "policy"
boards for all aspects of local YSB operation, and that the PCC would
be a "coordinating and policy" body for system-wide issues and concerns.

Other significant shifts which occurred in the policy roles of
CR-SDC, the PCC and the local area Boards included the centralization
of personnel screening and selection and additional changes in the
composition of the PCC and local YSB Advisory Boards to comply with
the conflict of interest regulations of LEAA and the Office of Economic
Opportunity (OEO). These changes are documented in a series of com-
munications between CR-SDC and WCCJ, the February 21, 1975 minutes

of the PCC and a March 11, 1975 memo from CR-SDC to the PCC.

This series of decisions clearly placed management control of personnel and financial administration with CR-SDC. According to comments received by the assessment team during interviews with persons who have administration and management responsibility for the YSB System, this standardization and centralization of control and accountability was necessary because of serious personnel and financial problems that had developed. Some of these decisions were also attributed to the need to bring the YSB System project into compliance with WCCJ special conditions, and LEAA and OEO requirements. This is especially so in relation to conflict of interest regulations governing the allocation and management of federal funding. As the grantee for the YSB System project, CR-SDC is legally accountable for the management and fiscal control of the grant.

The local area YSB Advisory Boards, however, view these changes as "taking away their authority" by CR-SDC. Although local Advisory Boards are still responsible for determining priorities and programs for their areas, they see their motivation and freedom to do so as severly restrained.

In addition to interviewing YSB System staff, the assessment team interviewed several members of the PCC to gain their perspective on the YSB Advisory Board representatives to the PCC.

Some of the comments about CR-SDC and the PCC received during these interviews are as follows:

> "The early involvement of the PCC seemed to be floundering because of the lack of understanding of CR-SDC and the squabbles between local Bureaus and the Central Office. Also, some of the personalities added fuel to the fire. Now, the past six months, it seems that the PCC is doing a much better job

of governing and also projecting of future problems and helping to give credibility to the YSB."

"It would be nice to have the PCC and the local boards exist on beyond federal funding because the major hurdles that they have gotten over that are really destructive are now behind them. Maybe they can go on and be much more productive..."

"I see the slowness of decision making as not only CR-SDC, it is also the reaction of the PCC or the local Boards to each other, wondering who's really holding the purse strings."

"I think the PCC is a relatively weak group. If you examine the composition of the group and its relationship I do not believe it comes in as a strong policy board. It's a relatively weak role for several reasons. Some of the membership is in a constant transient state - heavy turnover so there is little continuity in the membership of the committees. The other was the previous struggle that existed, beginning with the five districts - they struggling for the power role - compared to the PCC - compared to the parent agency CR-SDC."

"Now, I think the essence of what has occurred is that the five districts, quite openly, lost the power struggle. The clear power now remains with CR-SDC. But the PCC is weak, compared to CR-SDC.

"The local Advisory Boards see CR-SDC as primarily in control as opposed to the PCC."

"At the PCC, when there are funds to be divided, a lot of infighting goes on for each Bureau to get its share of what it thinks it needs."

A local YSB Advisory Board Chairperson characterized attending PCC meetings as "listening to decisions already made by CR-SDC."

Another PCC member, an institutional representative, was critical of the co-chairperson structure as being "fundamentally weak" which contributes to the problems, and went on to say "there is no strong leadership."

It is obvious that the "policy development" structure is not working

well. Many persons are not at all certain how policy is developed or how decisions are made. There is also an apparent lack of communication and understanding of this process throughout the YSB System. The experiences outlined above and this lack of understanding about how the system "really works," and the fact that it is not working well, have clearly contributed to the feeling by many persons that their desire and opportunity to become or remain involved with the YSB System has been effectively stiffled by "the system."

One observation that seems worth making at this point is that the YSB System Director is responsible for staffing all of the centralized YSB System committees, in addition to the day-to-day management responsibilities for the overall project. It is very obvious that the Director has to literally spend hours upon hours of her time to maintain and work with this committee structure. Just handling the volume of paperwork this structure and process require is an immense task.

Given the volume of time required to maintain, facilitate and work with this structure, added to the vast amount of time required to monitor and manage the Purchase of Service (POS) effort, the YSB System Central Office staff does not have time to facilitate the design and give leadership to the development of some of the more creative programs the YSB System should be undertaking. This would include such activities as resource development and community change, volunteer recruitment and development, public education efforts and conceptual program design and development throughout the YSB System.

Another perception is that the Education, Youth and Recreation subcommittee that is responsible for overseeing the YSB System for

CR-SDC is not actively monitoring or keeping in touch with the System. If this is really the case, then this particular committee is superfluous to the whole process. For example, the chairperson of this subcommittee visited all five local area YSB sites. Following these visits a memorandum presenting the subcommittee's assessment and some recommendations was forwarded to the EY&R Committee of CR-SDC. At the time of the assessment team site visit, he had no idea what happened to the report, whether any action was taken, or whether the recommendations were or were not carried out.

He commented positively about the quality of the service the YSB System is providing. He also stated, however, that the YSB System is engaged exclusively in remedial activities and should be more involved in systems modification and community development.

G. Purchase of Services

The concept behind the Purchase of Service (POS) program of the YSB System is that POS funds are a resource to be used to purchase services needed to serve youth when the needed resource is not otherwise available.

The POS activities stated in the 1975 YSB System proposal for the current project year are:

1. Review and evaluation of youth needs by local Bureaus to determine appropriateness of previously established needs and develop service specifications to procure service to meet those needs.

2. Public advertisement for youth-serving agencies to become certified as potential vendor agencies.

3. Solicitation of bids and proposals to respond to specifications; review and evaluation of proposals and negotiation of contracts to provide on-going provision of services through purchase.[13]

The assessment team collected and reviewed a great volume of material related to the POS, including background information, procedures, standards, individual program contracts and the minutes of POS committee meetings. The assessment team also interviewed several members of the POS committee.

Due to the volume and scope of the information necessary to fully describe the POS activities in detail, it will be described only briefly here.

As described to the assessment team, the following process is applied:

1. The need for a particular type of service is identified through a needs assessment process conducted by a local area YSB;

2. A solicitation document is then drafted and forwarded through a lengthy process of CR-SDC-YSB approval;

3. The solicitation document is then circulated to certified vendors for review and response;

4. Based on the responses received a process of negotiated procurement then takes place to develop a contract with a specific vendor to provide the service.

According to the chairperson of the POS Committee, each local YSB determines what services are needed in its area and which vendor to purchase it from. The POS Committee considers all requests for POS through the local POS Committees and Advisory Boards. The bids go to the local POS Committee and the local Advisory Board for approval. If approved, the bid then goes to the Central POS Committee which considers the quality of service proposed, cost analysis, etc. A negotiation team is then formed which includes one member of the Central POS Committee, the YSB System Director, and one staff representative from CR-SDC to negotiate the specific details of the contract.

After the negotiation team completes its task, the proposed contract is referred to the PCC, and at times, back to the local YSB Advisory Board for approval before the final agreement is signed by CR-SDC.

The use of POS funding was intended as an incentive to draw agencies into cooperation with the YSB System, the presumption being that these agencies could not take on additional responsibilities without new financial resources.

There have been numerous problems with the POS program since its inception, beginning with the initial allocation of funds to each local area YSB. Also, there have been serious problems with vendor agencies which have resulted in several suits being filed against CR-SDC.

One major area of negative reaction by persons interviewed is related to the application of very stringent OEO regulations regarding conflict of interest being applied to the YSB System. An unfortunate aspect of this situation is that these regulations were not applied to the YSB System and the POS activities until during the second grant year of the project.[14] The negative reactions which occurred, and to a very large degree are still present, resulted from the fact that several current vendor agencies are not eligible for new POS contracts and the fact that this decision sharply reduced the number of potential vendors eligible for certification to bid for POS programs. These decisions occurred as a result of the centralization of POS management and the application of CR-SDC, OEO and LEAA conflict of interest regulations.

It is the understanding of the assessment team that POS finances are monitored and controlled by the Central Office of the YSB System, but that any quality control regarding services provided is a local Advisory Board responsibility.

One PCC member interviewed indicated that the local Advisory Boards are responsible for monitoring service quality, but that there probably is not any real monitoring except through negative feedback. This person also indicated that there is no impact evaluation of POS programs.

During the site visit the assessment team learned that United Community Services of Greater Milwaukee opposed the POS concept and placed a condition on their local matching funds for the YSB System that they could not be used to match POS funds. The UCS local match can only be used for other operational and development activities of the YSB System.

Several persons suggested that it would be well for the YSB System to discontinue the POS program. One observation that can be made is that several of the POS vendor agencies have become or are becoming dependent on the YSB System for financial resources and when the POS funds are gone there is no other resource which will be able to pick up on the financial burden. This is contrary to the type of long-range resource development that the YSB System should be doing.

Also, the fact that the YSB System central office staff does the fiscal monitoring, negotiating and contract writing does not leave them any time for other management and creative development activities that are essential if any aspect of the YSB System is to become viable and develop the broad base of community support necessary to survive beyond the available federal funding.

In addition to the above concerns, the assessment team also has questions about: (a) the quality of the needs assessments upon which the POS agreements are based; (b) the seeming inability to enter into

county-wide POS agreements; (c) the inability or reluctance to give
"block grants" for the purpose of "seeding" new resources, or for
the purpose of stimulating innovative community program development,
and (d) the lack of evaluation of POS services.

V. TRANSITION TO VOLUME II

As indicated earlier, this first volume serves as a "view from
the top" of the Milwaukee Youth Service Bureau System. We have been
somewhat selective in the points on which we have focused because of
the great amount of material we were given and because time has not
allowed us to explore some areas as much as would have been desirable.

One arena we have not assessed sufficiently at the systemwide
level is the relationship of the System with the large components of
the human service industry of the County. One of the key considerations
in attempting to understand the youth opportunities of any community is
how the various components of the human service industry that have a
concern for youth determine how the resources at their disposal will
be allocated. As one probes into this arena much can be learned about
how the community views its youth. This is an appropriate domain for
a Youth Service Bureau to examine, for the way that the major institutions
and organizations of the community relate with youth and make their
resources available to youth may be one of the most important factors
affecting juvenile delinquency and youth crime.

There are several common conditions that prevail in most communities,
large and small, that vitally affect the well being of youth. These
conditions have to do with the policy and the economy of youth serving

organizations. They are conditions which daily impact the lives of young people in a variety of consequential ways. Yet, strange as it may seem, they are conditions that few people, even the professionals who have assumed positions of importance in the human service industry, recognize, acknowledge, or take specific steps to change. These common conditions can be described as follows:

1. Young people are systematically excluded from participation in the planning, operation and evaluation of opportunities and organizations that exist for their well being.

2. Decisions determining the allocation of resources (human, physical, financial) earmarked for benefitting young people are not based upon a systematic assessment of the needs, informed choices or desires of youth. They are usually the result of the perceptions, subjective conclusions and biases of adult decision makers, expectations placed upon them by other adults, and traditions in decision patterns.

3. The corporate behavior, atmosphere and lifestyle of youth serving organizations is determined primarily by their own internal needs and a concern for the smooth and efficient functioning of the organization. Consideration for developing programs that actively attract and engage youth is usually secondary.

The first condition, to the extent that it exists, is descriptive of a prevailing condition of alienation of youth from the very organizations that exist to serve them. Too often youth serving agencies see youth as the _objects_ of their good intentions, and not as _subjects_, human resources, to be engaged as participants in efforts to achieve the goals of the organizations. It is not uncommon for well intentioned organizations, unwittingly or through obvious insensitivity, to exclude and thereby alienate the very young people whose well being the public has entrusted them to enhance.

A quick and easy survey of the extent to which this condition exists in a community is to ask what measures have been developed for youth to participate in substantive ways in the planning, operation and evaluation of the organization. Telephone calls to the executive offices of a random selection of social service, educational, recreational and youth organizations will provide the answer.

The second condition is more subtle and elusive, but it, too, can be assessed. A more structured survey can identify that group of persons who occupy positions which afford them the opportunity to make decisions about the allocation of resources in the types of youth serving organizations listed above. Telephone calls to these individuals can provide an opportunity to ask them on what kinds of information they base their decisions.

The third condition may be even more difficult to understand, though an informal survey of "consumer" opinion about youth serving organizations can begin to give some clear indications of the "quality of life" of the organization.

These rather basic realities about youth oriented institutions and organizations are mentioned briefly at this point to simply suggest that there are some ways that people may work together to begin to promote positive change in arenas of the community that vitally affect youth.

The assessment team did not get the impression that a significant portion of the energy of the Youth Service Bureaus is focused in this direction. Nor are their more obvious strategies calculated to promote positive change in the manner in which the community relates

to its youth.

For this kind of substantive program thrust to develop, it must happen both "from the top down" and "from the ground up." There is a commitment to positive advocacy among many of the staff and Advisory Board members of the Youth Service Bureaus. A key to the future of the program may be the extent to which people in the community can be "turned on" to participating in this kind of endeavor in the months ahead.

Volume II will consider the relevance of the area Youth Service Bureaus to the "youth scene," and ways the resources of the YSB System are being utilized at the neighborhood level.

FOOTNOTES

Volume I.

1. The World Almanac and Book of Facts: 1976, New York; Newspaper Enterprise Association, Inc, 1976. page 208.

2. Ibid. page 210.

3. Ibid. page 257.

4. "Wisconsin - The State Crime Commission and Planning for YSB's," by Michael C. Becker, SOUNDINGS ON YOUTH, September - October, 1974, page 5.

5. Sources for the information contained in this section were: "The Milwaukee County Youth Service Bureau System Study and Implementation Grant Application," written by CR-SDC and dated December 14, 1973; and a "Summary Progress Report" taken from the CR-SDC "Youth Service Bureau System: 1975 Project Proposal."

6. "Youth Service Bureau System: 1975 Project Proposal," Community Relations - Social Development Commission, April, 1975, p. 6.

7. Ibid. page 10.

8. Ibid. page 24.

9. Ibid. page 33.

10. "YSB System Grant Award," Wisconsin Council on Criminal Justice, January 25, 1974.

11. Ibid.

12. Amended "Youth Service Bureau System Policy Coordinating Committee By-Laws," August 28, 1974.

13. "Youth Service Bureau System: 1975 Project Proposal," CR-SDC, April, 1975, p. 15.

14. Memorandum regarding "Conflict of Interest in the Purchase of Service," by Richard Perry, CR-SDC Attorney, November 11, 1974; Staff Recommendations to the PCC, November 15, 1974; and Memorandum to the PCC from CR-SDC, March 11, 1975.

APPENDICES

APPENDIX A

LIST OF PERSONS INTERVIEWED

YSB System Overview and Management

1. Donald J. Ballanger
   Management Coordinator, Program and Allocations
   United Community Services of Greater Milwaukee

2. Harold A Breier
   Chief of Police
   City of Milwaukee
   (Telephone Interview)

3. John T. Cain
   Program Analyst
   Milwaukee County YSB System

4. Eileen Ciezki
   CR-SDC Planning and Research Department

5. David Duke
   Director of Volunteer Services
   Salvation Army
   (Central P.O.S. Committee Chairperson)
   (NWYSB Representative to PCC)
   (NWYSB Advisory Board member)

6. Lee Foley
   CR-SDC Planning and Research Department

7. George Frohmader
   Director
   Children's Court Center

8. Fraces Johnson
   Resource Developer
   Milwaukee County YSB System

9. Gloria Logan
   Secretary
   Milwaukee County YSB System

10. Harriet McCraney
    Administrator
    CR-SDC Child Development Programs

11. Anthony Maggiore
    Associate Director
    CR-SDC Community Action Programs

12. Liz Maroda
    YSB System Data Analyst
    CR-SDC Data and Evaluation Unit

13. Frieda Mitchem
    Director
    CR-SDC Program Development

14. Charles Perry
    Program Developer
    CR-SDC

15. Kenneth Ramminger
    Deputy Director I
    Milwaukee County Department of Public Welfare
    (MCDPW Representative to the PCC)

16. Jim Ryan
    Chief, Direct Services Section
    Division of Family Services
    Wisconsin Department of Health & Social Services
    (Policy Coordinating Committee Co-Chairperson)

17. Robert Stolhand
    Chief Probation Officer
    Children's Court Center
    (CCC Representative to the PCC)

18. Pat Towers
    Supervisor
    Intake Diversion Project
    Children's Court Center

19. Phillipe Von Hemert
    Chairperson
    CR-SDC EY&R Subcommittee on the YSB System

20. Edith Wagner
    Project Director
    Milwaukee County YSB System

21 Tom Williams
    Director
    CR-SDC Data and Evaluation Unit

Eastside YSB

22. Norm Adelman
    Director
    Children's Outing Association

23. Gary Ballsieper
    Coordinator
    Eastside Youth Service Bureau

24. Alex Deleon
    Outreach Counselor
    Eastside Youth Service Bureau

25. Jeff Egan
    Director
    Eastside Housing Action Committee

26. Patrick Griffin
    University of Wisconsin - Milwaukee

27. Carolyn Harnett
    Director
    Pathfinders

28. Terry Horton
    Secretary
    Eastside Youth Service Bureau

29. Perry Huyck
    Director
    P.R.I.D.E.

30. Andrew Kane
    Executive Administrator
    Counseling Center of Milwaukee

31. Rollie Kohl
    Assistant Vice Principal
    Riverside High School

32. Leroy Konrath
    Juvenile Office
    Whitefish Bay Police Department

33. Jack Lindsay
    "Resident"

34. Jim Mayer
    Outreach Counselor
    Eastside Youth Service Bureau

35. Jerry O'Brien, Ph.D.
    Supervisor
    Wisconsin Family Counseling Services

36. Bill Post
    Detective
    Glendale Police Department

37. Jim Seeger
    Juvenile Officer
    Brown Deer Police Department

38. Ronald Spitz
    "Resident"

39. Cliff Venable
    Outreach Counselor
    Eastside Youth Service Bureau

40. Larry Woytek
    Eastside Housing Action Committee

41. Several ESYSB Clients & Parents

42. Several ESYSB Advisory Board Members

Northside YSB

43. Brenda Bergeran
    Community Independent Learning Project

44. William Brooks
    Supervisor
    Family Outreach Social Services

45. Amanda Coomer
    Coordinator
    Northside Youth Service Bureau

46. Florence Duke
    Director
    Inner-City Arts Council

47. Phil Estrada
    Administrative Assistant
    Career Youth Development

48. Audrey Harris
    Secretary
    Northside Youth Service Bureau

49. Irv Heinzelman
    Executive Director
    Wisconsin Correctional Services

50. Jo Koebert
    Assistant Administrative Specialist
    Milwaukee Public Schools

51. Jenell McVicker
    Supervisor
    Family Outreach Social Services

52. James Miller
    Counselor
    Project WHERE

53. Jewell Mothisk
COMMANDOS

54. David Nichols
Director
Project WHERE

55. Nancy Noeske
Coordinator of Pupil Diagnostic & Programming Services

56. Tommie Novick
Outreach Worker
Northside Youth Service Bureau

57. Emily Perry
Associate Director
Universal Counseling Clinic

58. Francis Pitts
Director
Universal Counseling Clinic

59. Clarissa Price
Women's Outreach Director
Family Outreach Social Services

60. Jeanetta Robinson
Director
Career Youth Development

61. Larry Steel
Outreach Counselor
Northside Youth Service Bureau

62. Charles Walton
Outreach Counselor
Northside Youth Service Bureau

63. Hazel Washington
Director
Family Outreach Social Services

64. Alonzo Watkins
Associate Director
Project WHERE

65. Irving Williams
Outreach Counselor
Northside Youth Service Bureau

66. Several Clients of NSYSB & Their Parents

67. Several Members of the NSYSB Advisory Board

Southwest Youth Service Bureau

68. Chief Gerald Barrett
    St. Francis Police Department

69. Marge Donaubauer
    (SWYSB Advisory Board Chairperson)
    (SWYSB Representative to PCC)

70. John Goepel
    Coordinator
    Southwest Youth Service Bureau

71. Sally Goodwin
    Milwaukee Christian Center

72. Detective Sargeant Don Hareng
    (SWYSB Advisory Board Member)

73. Mr. Hinkel
    Director of Guidance
    St. Francis School District

74. Gail Hoffman Komro
    Outreach Social Worker
    Southwest Youth Service Bureau

75. Vicki Mashoff
    Student
    Southwest Youth Service Bureau

76. Juvenile Officer Andy Misarek
    Cudahy Police Department

77. Joe Montana
    Outreach Social Worker
    Southwest Youth Service Bureau

78. Michael Mullins
    Coordinator II
    Southwest Youth Service Bureau

79. Dr. Gerry Mullins
    Vice Principal
    St. Francis High School

80. Chief Norm Pohlman
    Franklin Police Department

81. Robert Pribyl
    Vice Principal
    Oak Creek High School

82. Del Savin
    Secretary
    Southwest Youth Service Bureau

83. Henry Schwartz
    Vice Principal
    Oak Creek High School

84. Erwin Smith
    Principal
    Oak Creek High School

85. Christy Stevens
    District Social Worker
    St. Francis School District

86. Juvenile Officer Gary TeKampe
    St. Francis Police Department
    (Southwest Youth Service Bureau Advisory Board Member)

87. Tom Wanta
    (Southwest Youth Service Bureau Advisory Board)

88. Bill Wawrzonek
    Juvenile Officer
    Oak Creek Police Department

Northwest Youth Service Bureau

89. Lula Anderson
    Student
    Northwest Youth Service Bureau

90. Pam Deseve
    (Northwest Advisory Board Member)

91. Rich Dorn
    Student
    Northwest Youth Service Bureau

92. Gary Erdmann
    Cornerstone Youth Center

93. Jim Feldman
    Family Services

94. Phil Gloudeman
    Kingsley-Galena Youth Program

95. Tom Gole
    MPS Recreation Division

96. Steve Haynes
    School Social Worker
    Custer High School

97. Charlotte Ithier
    Outreach Worker
    Northwest Youth Service Bureau

98. Peggy Kendrigan
Shalom High School
(Former NWYSB Advisory Board Chairman)

99. Royale Knight
Juvenile Officer
Wauwatosa Police Department

100. Steve Marshall
Probation Officer
Children's Court Center

101. Nancy Nodell
(Northwest Youth Service Bureau Advisory Board Member)

102. Jerry O'Brien
Wisconsin Family Counseling Service

103. Dixie Ostermeyer
(Northwest Youth Service Bureau Advisory Board Member)

104. Barbara Pilarski
Student
Northwest Youth Service Bureau

105. Ronald J. Rian
The Human Element, Inc.
(Northwest Youth Service Bureau former Board Member)

106. Chuck Saleska
(Northwest Youth Service Bureau Advisory Board Member)

107. Mike Savage
Student
Northwest Youth Service Bureau

108. Sharon Schroeder
MPS Recreation Division

109. Michael Harrington
MPS Recreation Division

110. Gene Smith
Outreach Worker
Northwest Youth Service Bureau

111. Kathy Sohne
Probation Officer
Children's Court Center

112. Jane Thompson
Neighborhood House
(Northwest Youth Service Bureau former Board Member)

113. Darcy Timm
Secretary
Northwest Youth Service Bureau

114. Pat Windorski
(Northwest Youth Service Bureau Advisory Board Member)

115. Ed VonFeldt
Vice Principal
John Muir, Jr. High School

116. Several Northwest Youth Service Bureau Students & Clients

Southside Youth Service Bureau

117. Terry Brulc
Director
Automotive Repair and Training Center

118. Glenn Cobbs
Director
Southeast Community Center

119. Marion Collette
Director
Independent Learning Center

120. Rita Dielen
Inner City Development Project

121. Janice Ereth
Inner City Development Project
(Southside Youth Service Bureau Advisory Chairperson)
(Southside Youth Service Bureau Representative to the PCC)

122. Carmen Hernandez
Outreach Worker
Southside Youth Service Bureau

123. Mary Anne McNulty
(Former Southside Youth Service Bureau Coordinator)

124. Susan Nugent
Secretary
Southside Youth Service Bureau

125. Audrey Orlich
Assistant Director
Southeast Community Center

126. Maria Rodriguez
Bilingual-Bicultural Program
(Former PCC Member)

127. Sandra Salas
Coordinator
Southside Youth Service Bureau

128. Tammy Stark
Consumer Health Consultants
(Southside Youth Service Bureau Advisory Board Member)
(Southside Youth Service Bureau Representative to the PCC)

129. Isidro Villa
Principal
Kosciuszko Junior High School

130. Santiago Zarate
Outreach Worker
Southside Youth Service Bureau

131. Several Southside Youth Service Bureau Clients & Parents

APPENDIX B

THE PROGRAM ASSESSMENT

An Organizational Development Service

ASSOCIATES FOR YOUTH DEVELOPMENT
2125 S. Torrey Pines Circle
Tucson, Arizona 85710
(602) 296-8383

The Program Assessment is a service offered by ASSOCIATES FOR YOUTH DEVELOPMENT to assist programs in local communities concerned with delinquenc prevention in strengthening their efforts. This service is also available to governmental and other agencies which render support and technical assistance to local prevention programs.

The word ASSESSMENT is used quite consciously because this service is not an EVALUATION in the technical sense of that word. While the Assessment provides a number of benefits that an Evaluation cannot provide, the Assessment does not result in the compilation of objective data on which scientific conclusions about the program's effectiveness can be based. Rather, the Assessment provides information about the program's operation and a set of recommendations carefully calculated to assist those interested in building a stronger delinquency prevention effort for the future. This in no sense takes the place of Evaluation, but it can compliment Evaluation and encourages the development of Evaluation capacity where it does not exist.

THE SCOPE OF THE PROGRAM ASSESSMENT

The Program Assessment includes a detailed consideration of:

(1) the conceptual base upon which the program operates; (2) the history and experience of the program to date; (3) the organization and management of the staff and its resources; (4) the policy making processes governing the program and the relationships between the program staff and the program's clientele; (6) the utilization of and relationship with other resources in the community; and (7) other factors considered important to the functioning of the program.

Preparation for the Program Assessment involves extensive inter-action with the program prior to the arrival of the Assessment Team in the community. This results in the development of a plan for the Assessment with a clarification of arrangements to be made in the community by program staff. The Assessment team prepares itself by studying all relevant materials that are available and preparing any instrumentation to be used in the Assessment.

The Assessment Team is on-site for a length of time determined beforehand as appropriate for the size of the program. This is decided in collaboration with the program administrator.

Following the site visit a report is prepared in draft form and submitted to the program administrator for comment before the final draft is prepared. These steps follow an agreed upon timetable, with the final draft usually being submitted to the program within six weeks after the site visit.

THE SITE VISIT

The site visit is an intensive exploration of those factors listed under "The Scope of the Program Assessment". The Assessment Team, which includes persons knowledgeable of community based

delinquency prevention programs, spends an appropriate amount of
time with the program's staff, governing Board members, volunteers,
community decision makers, clients and parents of clients, colla-
borating agency personnel, and others with a vantage point on the
program. The information and impressions thus gathered are com-
bined with knowledge gained from records and other sources that are
available, and this is examined through interaction with various
persons during the progress of the site visit. Thus, the site visit
itself is a dynamic and stimulating experience during which a sig-
nificant amount of communication takes place between the Assessment
Team and a variety of community people.

Every effort is made to make the Assessment experience a
positive and growth producing one. The Assessment Team places special
emphasis on meeting the program, the staff, and the community where
it is, and to be constructive in considering with the appropriate
people specific steps for the future. Strengths are pointed up with
a view toward building upon them. Needs are analyzed in a manner that
is aimed at positive problem solving. The purpose of the Assessment
ultimately is to assist the community in using its resources to the
best possible advantage and to develop new resources where needed.

The site visit gives the program a substantial amount of visibility
in the community. The Assessment process calls attention to the
program and stimulates a variety of people to consider its accomplish-
ments and ways it might become more effective. Thus a certain amount
of interpretation can result for the program during the site visit.

THE FINAL REPORT

The final report is a summary of the findings and the experience of the site visit. It includes a set of recommendations related to the program calculated to provide ideas useful for immediate and long range planning.

As the final Assessment report includes a description and interpretation of the program, it can be useful as an educational tool in the community.

The contents of the final report will, of course, be related to the realities of the program and the community within which it works. It will generally deal, however, with the items listed under "The Scope of the Assessment."

COSTS OF PROGRAM ASSESSMENTS

The costs of a Program Assessment will vary with the size of the community and will depend upon the plan developed between the program and Associates for Youth Development. Items needing to be covered include the staff time of the Assessment Team, clerical staff, travel and per diem expenses, telephone and postage, reproduction of the final report (depending upon the number of copies to be submitted), and administrative overhead costs.

It can generally be stated that an Assessment which involves a team of two persons on site for three days will cost between $3,000 and $4,000.

BENEFITS OF THE PROGRAM ASSESSMENT

The following comments are excerpted from the evaluation of a Program Assessment by the Director of the program studied.

We felt that all of the expectations we had when requesting the assessment were met or exceeded in the work done by the assessment team. The participative process used in developing the assessment goals and methods, the manner in which the data was collected and feedback provided, and the subsequent report were all of superior quality. We felt that the total process further increased our awareness of our project strengths and weaknesses and helped us immensely in the on-going process of reducing the general notion of delinquency prevention into specific program activities. Our discussions with the assessment team further enabled us to perceive more clearly the manner in which our project had evolved from one primarily remedial in nature to one which was oriented more and more toward truly preventive activities. The additional positive side benefit has been the continued contact with the assessment team during the year since the assessment was completed, enabling us to get further feedback on new ideas.

We do feel that the technical assistance we received through the assessment was of highest professional calibre, was of direct benefit to us in terms of observations and suggestions, and was of further benefit to us in the process of generating additional project funding.

APPENDIX C

COMMUNITY RELATIONS-SOCIAL DEVELOPMENT COMMISSION OF MILWAUKEE COUNTY*

The Community Relations-Social Development Commission (CR-SDC) was created by a 1963 State Statute and enabling ordinances of its five (5) local funding bodies - Milwaukee County, the City of Milwaukee, the Milwaukee School Board, Milwaukee Area Technical College and the United Community Services. The Commission is an inter-governmental social planning agency charged with responsibilities of assessing social, economic and cultural needs of the Milwaukee community and making re- commendations relative to these needs to local governmental bodies. In 1964, as a result of the passage of the Economic Opportunity Act. the Commission was designated as Milwaukee's Community Action Agency. In 1966, in response to Federal requirements for "maximum feasible part- icipation" of the poor in planning and conduct of anti-poverty programs, the Community Action Program (CAP) Resident's Council was formed from representatives of central city organizations and minority group organ- izations. In 1968, the Commission again expanded to include represent- atives from business, labor, commerce, and religion.

The Community Relations-Social Development Commission in Milwaukee County has established eight (8) permanent standing committees on the Commission. They are the following:

> Executive Committee
> Budget Finance Committee
> Personnel Committee
> Committee on Aging
> Education, Youth and Recreation Committee
> Employment, Training and Adult Education Committee
> Health and Welfare Committee
> Housing and Neighborhood Development Committee

These committees serve in an advisory capacity to the Community Relations- Social Development Commission.

Local funding supports the Commission's administration, and enables it to generate and administer a total of approximately $16,000,000 in local State and Federal Funds. Federal funding bodies include the Office of Economic Opportunity, the Department of Labor, the Department of Agricul- ture, the Department of Justice, Law Enforcement Assistance Administration, and others. The Commission's central administration is the staff unit directly responsible through its chief executive officer to the Board of Commissioners for proper conduct of Commission business.
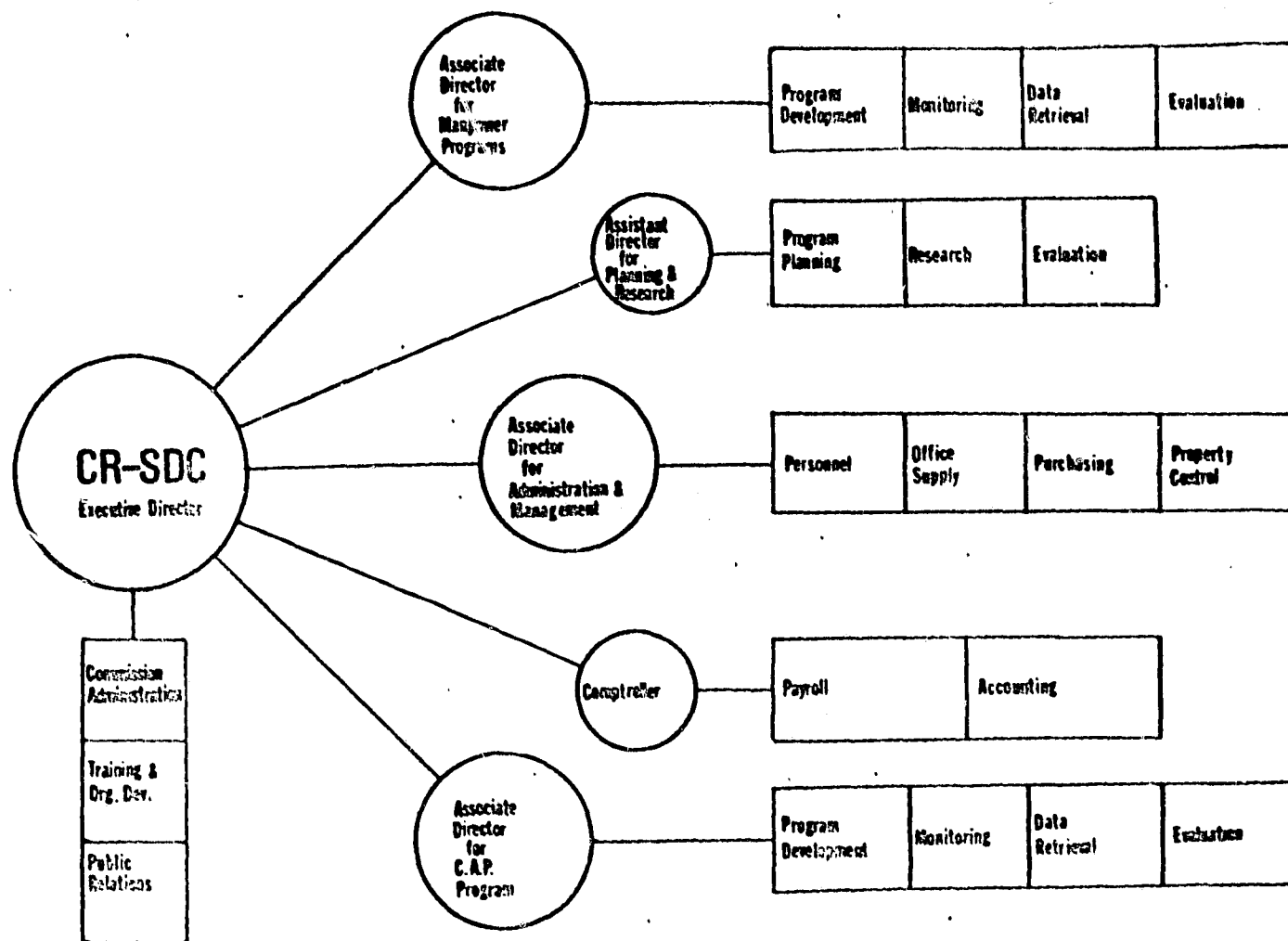
*Adapted from Milwaukee County Youth Service Bureau System Study and Implementation Grant Application, The Community Relations-Social Development Commission, Milwaukee, Wisconsin, December 14, 1973, pp 254-255.

The Commission administration performs the following general functions, all of which translate into detailed sets of activities and procedures:

Accounting and fiscal administration
Issuance of payroll
Personnel administration
Purchasing
Community relations activities
Staff, board, resident training and career development
Liaison with federal, state and local funding sources
Program monitoring and analysis
Program data retrieval and reporting
Program evaluation
Technical assistance to funded programs
Research and information provision
Planning
New project development
Proposal packaging and resource development
Technical assistance to community groups
Liaison with community resources

A staff of more than 100 persons comprises the current Commission central administration, including professional, non-professional and clerical staff.

The Community Relations-Social Development Commission sponsors and funds the Commission's delegate agencies. The Commission signs a contract with delegate agencies agreeing to release funds to them for a given period of time in return, for conduct of a set of programmatic activities aimed at achieving specified objectives. The Commissions's central adminis- tration monitors these programs on an on-going basis, requests and receives program progress reports, evaluates program outputs, provides technical assistance, and provides accounting and fiscal services for the programs.

Organization chart showing CR-SDC Executive Director reporting structure.

- **CR-SDC** Executive Director
  - Commission Administration
  - Training & Org. Dev.
  - Public Relations
  - **Associate Director for Manpower Programs**
    - Program Development | Monitoring | Data Retrieval | Evaluation
  - **Assistant Director for Planning & Research**
    - Program Planning | Research | Evaluation
  - **Associate Director for Administration & Management**
    - Personnel | Office Supply | Purchasing | Property Control
  - **Comptroller**
    - Payroll | Accounting
  - **Associate Director for C.A.P. Program**
    - Program Development | Monitoring | Data Retrieval | Evaluation

SOURCE: <u>Youth Service Bureau System; 1975 Project Proposal</u>,
Community Relations-Social Development Commission,
Milwaukee, Wisconsin, April, 1975. p.25-A.

83.

OZAUKEE CO. OZAUKEE CO.

2,510,000'E 2,550,000' 2,590,000'E

R-21-E R-22-E

LEGEND

	U.S.& STATE
Portland Cement or Bitum. Concrete	COUNTY
Bituminous	
Gravel	
Earth	
*Town Road	
Fire Lane	==========
Multilane Divided	
Freeway	
Interchange	
Highway Separation	
Interstate Highway No	(90)
U S Highway No	(41)
State Highway No	(13)
County Hwy. Letter	[A]
Railroad	
Dam	
State Boundary	
County Boundary	
Civ'l Town Boundary	
Corporate Limits	
Nat'l & State Forests	
Airport	
Fish Hatchery	
Game Farm	
County Seat	
Unincorp Village	O
Schools	
Public Hunt or Fish Grds	
Hospital	
Lookout Tower	
Ranger Station	
Public Camp & Picnic Grds	
State Park	With Campsites / Without Campsites
County Park	With Facilities / Without Facilities
Wayside	With Facilities / Without Facilities

*Surface types on town roads not shown

MICHIGAN

LAKE

Mequon
River Hills
Bayside
Brown Deer
Fox Point
Whitefish Bay
Shorewood
Wauwatosa
Milwaukee
Milwaukee Bay
W. Allis
St. Francis
Cudahy
Green field
South Milwaukee
Greendale
Hales Cors.
Franklin
Oak Creek

WORK FARM
UNIV. OF WIS. - MILW.
STATE FAIR PARK
WOOD VETERANS HOSP.
MILW. CO. STADIUM
MILW. CO. ZOO
MARQUETTE UNIV.

CHESAPEAKE & OHIO R.R. CAR & AUTO FERRY
MILWAUKEE TO LUDINGTON, MICHIGAN

Kinnickinnic

WAUKESHA CO.
Menomonee Falls
Butler
Brookfield
Elm Grove
New Berlin
Muskego

RACINE CO.
Town of Raymond
Town of Caledonia

R-21-E R-22-E RACINE CO.

T-8-N T-7-N T-6-N T-5-N

MILWAUKEE CO.

Land Area .... 239 Sq. Mi.
Population 1,046,268
Co. Seat .... Milwaukee

+ Grid based on Wisconsin coordinate system, south zone

MILES OF HIGHWAY
as of Jan. 1, 1971

STATE	253
COUNTY	78
LOCAL ROADS	2247
OTHER ROADS	0
TOTAL FOR COUNTY	2578

DISTRICTS

END