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1980 LOS ANGELES COUNTY YOUTH SERVICES NETWORK EVALUATION

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EXECUTIVE SUMMARY OF THE 1980 EVALUATION ACQUISITIONS

The evaluation data reported here was collected under a contract with the Los Angeles Regional Criminal Justice Planning Board and administered by Los Angeles County. One charge of that contract was an evaluation of the program operations, service delivery, and community role of the thirteen projects of the Los Angeles County Youth Services Network. The present report responds to that charge.

Major Evaluation Findings

Magnitude of the Network

The Youth Services Network constitutes a significant youth service delivery system in Los Angeles County. It serves over 10,000 youth per year, includes 69 incorporated cities and approximately 96 other separate unincorporated communities, covers police jurisdictions representing 83% of the WIC 602 juvenile arrest pool in Los Angeles County, and has over 200 separate youth service agencies on contract.

Project Goals

The goals of the individual projects that make up the Youth Services Network continue to emphasize diversion of youth from the juvenile justice system and the prevention of juvenile delinquency.

Coordination of Youth Services

Because of their extensive involvement with local city officials (who serve on project policy boards), youth service agencies, and representatives of community schools, law enforcement agencies, probation offices, and similar groups, the projects of the Youth Services Network provide a unique coordinating function in the community. They facilitate communication, contact, and cooperation among the various agencies and groups that are involved with youth in the community. They help coordinate, promote, and support community-based youth service planning and needs assessment on a local and regional basis. They facilitate the referral of needy youth from agencies that otherwise would have difficulty arranging service. They provide case management for clients moving from referral agency to service agency. They stimulate new youth services in the community and discourage redundancy and competition among service agencies. They attract funding for youth services that would not be available otherwise. And they act as advocates for youth and for community based service organizations.

Projects' Reputation in the Community

The projects of the Youth Services Network generally have a very positive reputation in the communities they serve. They are rated

as "very valuable" by the groups with which they work--city officials, police officers, school personnel, and youth service providers (including those not on contract to the projects).

Level of Implementation

The level of implementation of the projects of the Youth Services Network is sufficiently extensive to offer the potential for significant impact on juvenile delinquency in the community. The total volume of clients in the Network for 1980 was equivalent in number to 21% of the WIC 602 juvenile arrest pool in the areas served. Project funding in the Network averaged $58 for each juvenile in the annual arrest pool. About 6% of all juvenile arrests are referred directly by the police to the projects of the Youth Services Network.

Delinquency Risk and Recidivism

About 24% of the law enforcement referrals to the projects of the Youth Services Network had prior arrest records, indicating a relatively high level of delinquency risk. The six-month recidivism rate for those juveniles was 22%. It was beyond the scope of the present evaluation study to determine the extent to which recidivism was reduced among Youth Services clients in comparison to untreated youth.

Juvenile Arrest Trends

In a previous evaluation study, juvenile arrest trends in Los Angeles County for the period from the inception of the Youth Services Network about 1974 through 1977 showed greater reductions in areas served by vigorous Youth Services Projects than in comparison areas. The present study added the 1978-1980 period to the previous trends but found no association between the activity of the projects of the Youth Services Network and changes in the juvenile arrest rate. However, juvenile arrest rates in recent years showed unusual fluctuations that made analysis problematical.

Management Information System

The management information system (MIS) that was begun in 1980 throughout the Youth Services Network was not sufficiently complete at the time this evaluation report was prepared to yield accurate information about client characteristics and service delivery at the thirteen projects. Work on that information system is continuing in 1981.

Juvenile Clients

Based on the limited information available, the typical juvenile client in the Youth Services Network was male, age 15 years, and an ethnic minority. About half came from single parent families or lived with neither parent. Over 40% were referred to the Youth Services Project by the police or probation subsequent to a chargeable offense.

Service Costs

The average cost per client for diversion service in the Youth Services Network was $303. Of that, 55% went directly into services, the remainder into administration and operating expenses. Many projects of the Network were able to substantially reduce their costs to major grantors by capitalizing on donations and contributions from other sources.

FACT SHEET
Los Angeles County Youth Services Network

Organization

Thirteen private nonprofit or joint powers Youth Services Projects confederated into a Youth Services Network and represented by the Delinquency Prevention Association, a committee of project directors, and the Youth Policy Council, the DPA policy body.

Origin

All but two recent projects were founded during 1974-76 using LEAA funds under auspices of the Los Angeles County Regional Criminal Justice Planning Board (now defunct).

Goals

Delinquency prevention and juvenile diversion through provision of community based youth services.

Governance

Through a Policy Board of elected city officials at each project in consultation with an Advisory Board representing police, schools, probation, citizens, and service providers. The thirteen projects of the Network are governed by a total of 137 members, elected officials or their designated representatives on the Policy Boards and 237 police, schools, probation or other such members on their Advisory Boards.

Funding

In 1980, largely through JJDP, AB90, and contributions from local cities; some projects also received CETA money and, in LA City, DISCO money. The funding level for the entire Network was in excess of $5 million, of which $3 million were diversion funds and $2 million were CETA funds.

Catchment Area

Sixty-nine incorporated cities in Los Angeles County, including the City of Los Angeles; approximately 96 other separate unincorporated communities. Covers the police jurisdictions of the Los Angeles City Police Department, most of the stations of the Los Angeles County Sheriff's Department, and approximately 40 municipal police departments representing, altogether, 83% of the WIC 602 juvenile arrest pool in Los Angeles County.

Client Sources and Volume

Over 10,000 youth per year are treated by the Youth Services Projects. This number is equivalent to about 21% of the WIC 602 juvenile arrest pool in the areas served. Local police stations refer an average of 6% of their arrests directly to the projects. Virtually all diversion cases are referred by police, probation, or schools. The employment programs also attract many self referrals.

Client Characteristics

Sixty percent of the Youth Services clients are male; median age is 15 years. About 55% are minorities. Almost half come from single parent families or live with neither parent. Over 40% are referred to the Youth Services Project by police or probation subsequent to a chargeable offense. The remainder are referred by schools for behavioral problems.

Services

A mixture of individual, group and family counseling, academic tutoring, recreational programs, employment and employment training and other related services. An attempt is made to refer youth to the services most appropriate for their needs. Service is designed to be short-term, over 8-15 weeks, focused on the behavioral problems of the youth that brought him/her to the attention of the authorities.

Service Delivery

Most of the Youth Services Projects obtain services from local youth service providers under contract, on a purchase of service basis. One project provides all its own services directly; several others provide some service directly, e.g., employment training, and purchase other service. There are over 200 community youth service providers on contract to the projects of the network.

Service Costs

The average total cost per client for the projects of the Network is $303. Of that, 55% goes into direct services, the remainder into administration and operating expenses. These costs compare favorably with those published by CYA for other diversion projects in California and very favorably with the probation costs of an "informal probation."

Client Recidivism

For those juveniles served by the network who have an officially recorded arrest prior to treatment, the six-month recidivism rate is 22.4%. Evaluation studies in some of the projects have shown that the recidivism of treated youth is less than would be expected had these juveniles not received services.

Coordination and Development of Youth Services

In addition to providing or arranging direct services for youth, the projects provide regional planning, coordination, and development of youth services through formal needs assessment and coordination of youth service providers and through informal interaction among project staff, elected officials, and school, police, and probation representatives. Many new services have been developed; many redundant services have been discouraged.

Program Evaluation

From inception, each Youth Services Project was required to have an annual evaluation. Beginning in 1979, Network wide evaluation was begun under independent evaluators, first through AB90 funding, then with two years of OCJP funding. Overall documentation is available in the form of two large reports of studies on the whole Network, and several dozen reports of studies on individual projects. A computerized program monitoring system is currently being set up Network-wide which will provide continuing evaluation.

Major Evaluation Findings

The highlights of the evaluation studies done over the years are as follows:

1. A significant amount of service is delivered to a high proportion of the referrals to Network projects.

2. Cost per client for service is low compared to similar youth services or probation services in California.

3. Experimental and quasi-experimental research in selected projects have shown lower recidivism for treated juveniles than for control groups.

4. Surveys of elected officials, personnel from police, schools, and probation, and directors of community youth service agencies yield high ratings for the Network projects with emphasis on their valuable role in coordinating and enhancing youth service programs in the community.

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PREFACE

This report was prepared under contract #80-1 funded through the
Los Angeles Regional Criminal Justice Planning Board and administered
by Los Angeles County. The primary purpose of that contract was develop-
ment and technical assistance for a centralized management information
and evaluation system for the Youth Services Network in Los Angeles
County. A secondary purpose of that contract, however, was to collect
and compile program evaluation data for the projects of the Network,
particularly with regard to such issues as program operations, delivery
of service, and the role of the projects in the community. This report
summarizes what was found in the various investigations that were
made of the role and functioning of the Youth Services Network for the
period from January 1, 1980 through December 31, 1980.

Plan of This Report

Because of the limited scope of the research commissioned for this
report, a comprehensive evaluation of the Youth Services Network cannot
be provided, nor was it intended that such a report should result.
Information will be presented, however, in five areas, each of which
was covered to some extent by the research and development activities
performed under the central evaluation contract.

First, after a review of Network structure and goals, close atten-
tion will be given to describing and assessing the role of the various
projects of the Youth Services Network in planning and coordinating
services in the local communities. This issue was a particular focus of
the 1980 research. Secondly, because of the predominant orientation of
the Youth Services Network to the goal of delinquency prevention, one
section of this report will summarize the available information pertinent
to the Network's activities in that area. That section is followed by an
analysis of Network costs and cost effectiveness. Finally, available
information about the clients and service delivery of the projects will
be presented. This latter information resulted primarily from the
computerized management information system that was to be developed during
1980 in support of the evaluation research reported here. Since that
computerized MIS has not yet generated full data for each project of the
Youth Services Network, this part of the report is limited. The conclud-
ing part of the report consists of capsule summaries highlighting the
most interesting findings for each project of the Youth Services Network.

Acknowledgements

We wish to thank the numerous persons whose generous contributions
of time and effort have made this research possible. Among these are
the Youth Services Network Project directors and staff, Bob Johnston
(the DPA Administrator), and many members of project Policy and Advisory

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THE YOUTH SERVICES NETWORK IN LOS ANGELES COUNTY

The Los Angeles County Youth Services Network is a confederation of thirteen individual youth services projects distributed throughout the county and united through an association of project directors (the Delinquency Prevention Association) and its board of directors (the Youth Policy Council). Most of the projects were begun during the period from 1974 through 1976 as "juvenile diversion" projects under LEAA funding channeled through the state OCJP. Between 1977 and 1979, the original LEAA demonstration funding began being phased out and, since then, each project has made a transition to some combination of funds, largely from AB90 appropriations, continuing JJDP monies, contributions from local cities, CETA, and miscellaneous other sources. In the process, the range of services offered by the projects has broadened as have the range of clients and the administrative arrangements for providing service.

Organization of the Projects of the Youth Services Network

The projects of the Youth Services Network are quasi-public agencies with "private, nonprofit" status. They are funded almost entirely on public monies in the form of grants from County, State and Federal agencies and contributions from city governments. They are governed by Policy Boards of elected city and county officials without being an operating arm of any public agency.

There are thirteen Youth Services Projects distributed throughout Los Angeles County. Table 1 lists each project, the communities it serves, and its major funding sources for 1980.

Table 1: Projects of the Los Angeles County Youth Services Network, Areas Served, and Major Funding Sources

Project	Cities Served	Major 1980 Funding Sources
Centinela	Lawndale, El Segundo, Hawthorne, Gardena, Inglewood, Uninc. County Area (Lennox)	JJDP, AB90
Cerritos Corridor	Artesia, Lakewood, Bellflower, Cerritos, Hawaiian Gardens, Paramount, Downey, Uninc. County Area	AB90, JJDP, LASD
Foothill	La Canada Flintridge, Burbank, Glendale, Uninc. County Area (La Crescenta, Montrose)	JJDP

Table 1 (cont.):

Project	Cities Served	Major 1980 Funding Sources
HEAVY-Central	Los Angeles City: 10 Divisions of LAPD, Carson	JJDP, DISCO, AB90, local city, CETA
HEAVY-San Fernando Valley	San Fernando, Los Angeles: 5 Divisions of LAPD	JJDP, DISCO, AB90, CETA
HEAVY-West	Santa Monica, Beverly Hills, Culver City, Malibu, Los Angeles: 3 Divisions of LAPD, Uninc. County Area (West Hollywood)	JJDP, AB90, DISCO, CETA
JADE	Lynwood, Bell, Cudahy, South Gate, Huntington Park, Maywood, Uninc. County Area (Willowbrook)	JJDP, AB90, local cities
Midvalley	Duarte, Bradbury, South El Monte, Baldwin Park, West Covina, El Monte, Uninc. County Area	JJDP, AB90, local cities, client fees
Pasadena (D.A.Y.)	Pasadena, South Pasadena, Sierra Madre, Uninc. County Area (Altadena)	JJDP, local cities, local school districts
PAY*	Montebello, Commerce, Uninc. County Area (East Los Angeles)	JJDP, AB90, LASD
Pomona Valley	San Dimas, Pomona, Claremont, La Verne, Walnut, Uninc. County Area (Diamond Bar)	JJDP, AB90, local cities, CETA
SEED*	Norwalk, La Mirada, Santa Fe Springs, Pico Rivera, Uninc. County Area (Los Nietos)	JJDP, AB90, local cities, LASD
South Bay	Lomita, Rolling Hills, Rolling Hills Estates, Rancho Palos Verdes, Redondo Beach, Manhattan Beach, Hermosa Beach, Palos Verdes Estates, Torrance, Uninc. County Area	JJDP
West San Gabriel Valley	Temple City, Rosemead, Alhambra, Monterey Park, Arcadia, Monrovia, San Gabriel, San Marino, Uninc. County Area	JJDP, AB90, local cities, CETA

*PAY and SEED are under a single project administration.

Each project is administered by a project director who serves at the pleasure of the Policy Board and who has responsibility for the day-to-day operation of the project. The staffing of the projects varies considerably. Some have little more than a project director and a secretary to handle clerical work. Others have larger staffs that include assistant directors, fiscal officers, case managers, counselors, and so forth. In addition to the Policy Board, most of the projects maintain an advisory board of representatives from schools, police, probation, and youth services who plan and monitor the service program of the project.

The services provided by the projects to their juvenile clients and their families cover a broad range but the predominant mode is counseling, either individual or family. Next most frequent are employment services, generally on-the-job vocational training funded under CETA. Though all of the projects offer some counseling services, not all offer employment services.

The manner in which service delivery is organized also varies among the projects. Generally, the projects can be divided into three categories. Historically predominant is the pure purchase of service project. In this service model, all youth services are purchased on a per service unit basis from a variety of independent youth service agencies and providers in the local community. The project serves as a sort of broker in this system--encouraging referrals from police and schools, supervising the delivery of service, paying for services, and planning and coordinating services among the various providers.

At the other end of the spectrum, one project of the Youth Services Network provides all of its services directly through its own counselors and staff, making no use of other service providers in the community. In between these two formats is a mixed model arrangement. These mixed model projects purchase some services, particularly counseling, and provide some of their own services directly, often employment training. Table 2 depicts the major categories of service and service organization within the Youth Services Network and identifies the projects that fall into each category.

Table 2: Service Delivery Organization for Projects of the Youth Services Network

Organizational Format

Service		Purchase of Service	Mixed	Direct Service
	Primarily Counseling	Centinela Cerritos Corridor Foothill Pasadena (D.A.Y.) PAY/SEED South Bay	JADE	Midvalley
	Counseling and Employment Training		HEAVY-Central HEAVY-San Fernando HEAVY-West Pomona Valley West San Gabriel Valley	

Each project of the Youth Services Network is represented by its project director in the Delinquency Prevention Association, the group which represents the confederation of the projects into a coordinated service system. The Delinquency Prevention Association concerns itself with those shared goals and functions of the projects--service, funding, and planning. In addition to its elected officers, it is staffed by an administrative officer and part-time secretary. Overall policy guidance for the Delinquency Prevention Association is provided by the Youth Policy Council comprised of elected officials drawn from the Policy Boards of the individual projects.

The Goals of the Youth Services Network

In 1974, when the phase-in of the projects of the Youth Services Network was begun, there was little doubt about their goals. The major LEAA funding which initiated the projects carried guidelines that directed the programs toward "diversion," i.e., the treatment of youth that would otherwise be sent to the juvenile justice system, and, to a certain extent, delinquency prevention and remediation. Now, however, the projects are no longer under those guidelines. The major LEAA funding is being phased out and the projects are supported by multiple funding sources of diverse character.

It is interesting, therefore, to inquire about the present goals of the projects of the Network. Project governance and administration is in

the hands of the project directors, the policy boards, and the advisory boards so it is to them we turn for a statement about project goals. Table 3 shows the distribution of responses when representatives from these groups were asked, "What are the overall goals and purposes of the Youth Services Project?"

Table 3: Reported Goals and Purposes of the Projects of the Youth Services Network

Goal Reported	Project Directors (N = 13)	Policy Boards (N = 51)	Advisory Boards (N = 77)	Service Providers (N = 38)	Referral Agents (N = 48)	Total (N = 227)
Diversion of offenders; Provides alternative to juvenile justice system	6 (23%)	29 (37%)	57 (44%)	17 (37%)	12 (23%)	121 (36%)
Reduction or Prevention of Delinquency	10 (38.5%)	15 (19%)	18 (14%)	8 (17%)	29 (55%)	80 (24%)
Provides a clearing house, matching youth and youth services; Increases communication in youth services system	10 (38.5%)	27 (34%)	42 (32%)	9 (20%)	6 (11%)	94 (28%)
Other	0	8 (10%)	13 (10%)	12 (26%)	6 (11%)	39 (12%)
Total*	26 (100%)	79 (100%)	130 (100%)	46 (100%)	53 (100%)	334 (100%)

*All goals mentioned by any respondent were counted. Thus, there are more responses than people.

The responses reported by the project directors and project boards in Table 3 leave no doubt that the projects continue to be committed to the original goals adopted when the projects were founded. The predominant

goals that were cited had to do with diversion, i.e., providing an alternative to the juvenile justice system, and the reduction or prevention of juvenile delinquency. Furthermore, these goals are substantially shared by the referral agents and the service providers that work with the projects even though they themselves are not part of project governance.

The responses reported in Table 3 also reveal a second major category of project goals that receive strong support from directors, boards, and service providers. These goals refer to the projects' role in coordinating youth services in the community and increasing communication among the various public and private groups concerned with youth problems. This is a different set of goals, having to do not so much with the effects of the services on clients but, rather, having to do with the organizational functions of the Youth Services Projects themselves. The Youth Services Network and the constituent projects individually have some unique organizational features that give them great potential for facilitating development and coordination among community youth service providers. This matter will be reviewed more thoroughly in a later part of this report.

A finer grained assessment of the goals of the Youth Services Network was obtained from project directors, policy board, and advisory board members using a format in which they rated various specific objectives for their "importance." The list which they were given to rate included items relating to aspects of diversion, delinquency prevention, and coordination of community youth services. All of these objectives were seen as important but some were more likely to be rated as very important and thus indicate the strongest commitment of the Youth Services Projects. Table 4 presents the full list of goals and the ratings from the various groups.

The more systematic ratings reported in Table 4 allow a close look at some areas of particular ambiguity in the emphasis the projects of the Youth Services Network put on various goals. For example, the history of these projects has been marked by some tension between the goals of delinquency prevention and "diversion" from the juvenile justice system. Prevention has generally been favored by the officials of the local communities represented in the projects and has been interpreted to mean service to minor and moderate offenders arrested and referred by law enforcement and to youth with behavior problems in school. Diversion from the justice system, in contrast, was emphasized by the LEAA program under which these projects were originally funded. This goal requires that the projects handle those youth with sufficiently serious offenses that they would ordinarily be sent to the probation department for official action. Though the original LEAA funding has been phased out for all of the Youth Services Network projects, the issue remains. Some of the present funding sources (e.g., AB90, JJDP) put at least some emphasis on youth involved or potentially involved with the juvenile justice system. Other funding sources (e.g., contributions from cities) are directed toward delinquency prevention.

Table 4: Percentage of "Very Important" Ratings for Various Project Goals by Project Directors and Board Members

Goal	Project Directors (N=11)	Policy Boards (N=51)	Advisory Boards (N=77)	Total (N=139)
Delinquency prevention for pre-delinquents	55%	63%	74%	68%
Provide alternative to juvenile justice system	73	59	66	64
Reduce juvenile crime by any reasonable means, including general youth programs	82	39	58	53
Delinquency remediation (i.e., rehabilitation)	64	37	44	43
Provide a planning and coordinating function for youth services	64	31	44	41
Help reduce cost of operating justice system	55	31	36	36
Assist all needy, troubled youth	18	27	36	32

Table 4 shows that the directors and boards put a greater impor-
tance on prevention than diversion. But, it also shows that diversion
continues to be a major project goal, ranking very close to the top in
overall importance. The projects thus continue to incorporate both
diversion and delinquency prevention in their view of their goals and
are open to the orientation of those funding agencies that emphasize
handling the more serious offenders as well as predelinquent youth.

Though delinquency prevention is clearly the major project goal,
its meaning is not completely agreed upon. One distinction is between
working with specific predelinquent youth and working with general
youth programs at the community level. Though both of these are seen
as important, most directors and board members put more emphasis on
the individual client oriented approach. A similar matter is whether
the projects should emphasize service to "predelinquent" youth who do
not yet have significant law enforcement involvement or work more with
youth who already have an established pattern of delinquency, i.e.,
delinquency remediation. The responses indicate that prevention is
seen as much more important than remediation.

Another issue that comes up occasionally in the Youth Services
Projects is whether they should broaden their scope beyond delinquency
issues and offer services for all needy youth irrespective of their
potential delinquency. On this issue, the respondents maintain a
strong priority for emphasis on delinquent youth.

The "true diversion" goal of providing a community alternative to
probation processing also appears to be a complex objective. By itself,
it was rated by directors and boards as the second or third most impor-
tant goal for the Youth Services Projects. The juveniles who are
eligible for probation processing, however, tend to be those with
established arrest records, the type of delinquent for whom "remediation"
is more appropriate than "prevention." The relatively low importance
attached to the goal of remediation seems somewhat inconsistent. Also,
one of the major benefits of an active diversion program is that it
lowers the caseloads and hence costs of the juvenile justice system.
That goal was given very low priority by the respondents from the projects.

It would appear that project directors and members of the project
boards do not mean quite what LEAA means by diversion. Under federal
guidelines, diversion referred to juveniles with moderately serious
offenses who were rather certain to receive probation and court action.
The Youth Services Projects are targeting a less serious offender, one
in the "predelinquent" rather than "delinquent" category. What they
apparently have in mind is "diverting" that youth from more serious
offenses, offenses which would, in time, bring him or her to the point of
official probation and juvenile court action.

It should be noted, however, that the project directors and board
members do not show complete unanimity on this issue. A significant
minority feel that remediation of more established delinquents and, hence,
true diversion are very important goals. In the pluralistic governance

structure of the Youth Services Projects, this means that support is
available for the projects to increase their involvement with more
serious offenders if they are called upon to do so.

On a different note, Table 4 shows that, while delinquency and
diversion issues are foremost, the planning and coordinating of youth
services is also rated as an important goal for the projects of the
Youth Services Network. This rating corroborates the open-ended responses
given by directors and board members, reported earlier.

Consensus and Diversity on Project Goals

The broad pattern of priorities reported in Table 4 illustrates
two reciprocal aspects of the goals of the Youth Services Network. On
the one hand, there is a notable commonality of purpose represented.
Project Directors, Policy Boards, and Advisory Boards are in substantial
agreement about the general thrust of the program. There can be little
doubt about their overall commitment to delinquency prevention and
their orientation toward client-centered service to predelinquent youth.

On the other hand, Table 4 reveals a certain interesting diversity.
Every goal in the list is viewed as "very important" by at least a size-
able minority. Indeed, even the lowest priority goal overall receives
high ratings from about 30% of the respondents. This diversity reflects
a pluralism that is characteristic of the projects of the Youth Services
Network. Because of the wide representation on the project boards, many
different views and priorities are reflected and accommodated. The
administration and governance of the projects thus tend to be democratic
in the sense that policy is set on the basis of a balance of opinion
across somewhat diverse points of view. Large public agencies generally
work on a different plan in which policy is set from the top down and
represents chiefly the views of the key administrators.

For the Youth Services Projects, the primary significance of their
democratic governance structure is the flexibility it allows in the
direction of the projects. As circumstances change, the balance of
opinion may tip easily toward somewhat different policies allowing a
redirection of the project. Such redirections have been apparent in
several projects which, for example, have elected to take on CETA
employment programs even though the range of youth served extended beyond
the previously defined "predelinquent." On another front, many projects
are reassessing their position with regard to the more serious offenders,
delinquents needing remediation more than prevention. These are signs of
healthy, flexible governance structures.

THE YOUTH SERVICES NETWORK AS AN ORGANIZATIONAL SYSTEM

The projects of the Youth Services Network and the Network itself have an unusual organizational structure which we would like to explore in this section of the report. Though technically private non-profit or joint powers organizations, the projects are neither completely public nor completely private. They are a sort of quasi-public agency performing social service functions with public monies yet independent of direct governmental control. Their boards of directors are primarily composed of elected city officials yet they manage the projects as independent, private agencies.

What makes the projects of the Youth Services Network most unusual, however, is their confederation into a coherent and cooperative organization that embraces virtually all of the urban areas of Los Angeles County. Because of this confederation and the unity of purpose and function displayed by the individual projects, the Youth Services Network is more appropriately viewed as a social service delivery system than as separate social service agencies.

It is instructive to review at this point the way in which social service delivery systems are typically organized in our society. At one end of the spectrum are the large public bureaucracies with mandated responsibilities in certain areas of social service. In Los Angeles County, youth services that relate to juvenile delinquency fall within the scope of such agencies as the Probation Department, the Department of Community Development, and the Department of Mental Health. These agencies have some significant advantages. They are backed by legal authority and legislation, they command large resources, they cover substantial catchment areas, they are stable and enduring, they can undertake coordinated action over a large area, their programs are large enough to have the potential for real impact on a problem, and they often are able to support important secondary functions such as planning, research, and needs assessment. On the other hand, they also have important disadvantages. They may be rigid and inflexible in responding to changed circumstances, they may not be in close touch with the needs of the individual communities they serve, and their large overhead may keep them from providing the most cost-effective services.

At the other end of the spectrum are the great diversity of independent, private and non-profit social service agencies. In the youth services sector these are represented by such organizations as family counseling centers, therapists in private practice, boys clubs, recreational organizations, remedial reading clinics, vocational training programs, and a great host of others. The advantages and disadvantages of these organizations as a social service delivery mechanism are almost exactly the reverse of those for the large public agencies. These private community based agencies are flexible and responsive to community needs and changing conditions, they work close to their funding margins and thus must provide cost-effective services,

and they often reflect a real devotion to the problems of the community. But, unlike the public agencies, they generally lack the advantages of large resources, the ability to mount coordinated action over broad program areas, and the resources to do careful planning and needs assessment in their program area.

Between these two ends of the social services continuum we find sparsely populated terrain. There is a smattering of large, private service organizations with specialized functions (e.g., YMCA, Red Cross) and some that simply try to facilitate the work of the diverse smaller agencies (e.g., United Way). Few of these undertake broad, regionally oriented social service work. Yet it would seem that there should be some way of organizing social services within this broad middle area that would combine the best of both extremes. It should be possible to design a social services organization that is community based, responsive to local needs and circumstances, and cost-effective while still having it command significant resources, mount broad programs with potential for significant regional impact, and engage in coordinated planning for services.

Viewed in this context, the Youth Services Network can be seen as an interesting and important experiment in the organization of social services. Its governance is provided by over one-hundred elected officials representing each of the many communities served. Its services are delivered largely through contractual arrangements with literally hundreds of private community service agencies and are supervised by boards of advisors from schools, law enforcement, probation, and youth services. Its funding is a mix of local money from cities and schools and grants from the County and the State. The result is a social services delivery mechanism with predominant control exercised at the community level and a great capacity for change and responsiveness to local needs.

Collectively, however, the thirteen projects of the Youth Services Network have confederated themselves as the Delinquency Prevention Association, committed themselves to common goals and coordinated activity, and pooled their resources to support crucial joint activities. As a Network, their budget is in excess of five million dollars a year. Their catchment area covers 83% of the juvenile arrest pool in Los Angeles County and 69 separately incorporated cities are represented in their governance. The Youth Services Network thus has considerably greater resources and scope than the typical private, non-profit social service agency. Yet it remains essentially a decentralized community based organization.

The Research Study

In order to take a closer look at the unusual features of the organization and activities of the Youth Services Network, a special study was developed as part of the overall evaluation research for the Network. Extensive face-to-face and telephone interviews were conducted with representatives from every group significantly involved with the

organizational aspects of the Youth Services Projects in each of the thirteen project areas. Included in these interviews were members of the projects' policy and advisory boards, representatives of the referral agencies that direct juveniles to the projects, counselors and administrators in the service agencies that treat the youth and in some of the agencies outside the Network, Youth Services Project staff themselves, and miscellaneous other political and administrative representatives of interest. Table 5 summarizes the groups interviewed and the number of interviews in the sample.

Table 5: Number of Interviews Conducted with Major Constituent Groups of the Youth Services Network

Group	Number of Interviews
Project Directors	13
Policy Board Members	51
Advisory Board Members	77
Referral Agency Representatives	48
Representatives of Service Providers on Contract to the YSP	38
Representatives of Service Providers not on Contract to the YSP	60
Miscellaneous Others	10

The interviews were broad in scope and focused not so much on the service functions of the projects but rather on their organizational dimensions, their common goals, and their role in coordinating and enhancing youth services in the communities served. The response was overwhelming in its detail, cooperativeness, and candor. That in itself is a very positive indicator. The people involved in the Youth Services Network are not guarded and cautious in describing its strengths and weaknesses but rather show a healthy willingness to discuss all aspects of its functioning. In the following pages we will attempt to summarize some of what we learned through these interviews and other sources.

The Role of the Youth Services Projects in Developing Community Youth Services

As noted earlier, the planning, coordination, and development of

youth services is viewed by project boards as an important goal of the Youth Services Network. Furthermore, it is a different kind of goal than the projects' delinquency prevention objectives. It is, first, an organizational goal rather than a goal for changed client behavior. Secondly, it is not a goal that has ever been part of the projects' direct mandate from LEAA, from L. A. County, or from the local cities that they serve. In this section of the report we will attempt to assess the extent to which the projects of the Youth Services Network are having a significant effect on the nature and organization of youth services in the communities they serve.

As a preliminary to this task, we must first identify the specific functions and effects that might reasonably be expected from the Youth Services Projects given their characteristic mode of operating. Based on our own analysis of the projects and on discussions with people familiar with the Network, we find six general functions which the projects of the Youth Services Network might perform, individually and collectively.

1) _Facilitating interagency cooperation._ Each youth services project covers a multi-city jurisdiction and deals with a host of agencies, officials, and service providers. The project policy boards include officials from each political jurisdiction represented in the project area. The advisory boards represent the major public, and often private, agencies that deal with youth problems--schools, police, probation, social services, and so forth. The contract service agencies usually represent a substantial portion of all the direct service providers for youth in the community. The nature of the project operation requires that these various groups give some attention to such issues as youth needs in the community, coordination among agencies, and improvement of youth services. Under these circumstances, the projects appear to be in an almost ideal position to stimulate improved communication and cooperation among agencies, to undertake needs assessment and service planning for youth in the community, and to develop the youth services sector through new or enhanced services and elimination of redundant services.

2) _Service agency selection, funding, and support._ In addition to its potential broad role in coordinating and developing youth services, most of the projects of the Youth Services Network deal directly with a variety of individual service agencies. Their role requires that they monitor the nature and availability of services in their communities, select those agencies that are effective, and help those agencies obtain clients and funding for the clients. The characteristic vehicle for this is purchase of service contracts from the Youth Services Projects to the service agencies. Through this mechanism, the Youth Services Projects can work to support the good service agencies in the community and discourage the poor agencies. In addition to facilitating the referral of clients to those agencies and paying for the resulting services, the Youth Services Projects might also provide other forms of support. For example, they might serve to alert the agencies to possible funding opportunities, provide technical assistance on accounting, grant

proposals, etc., or speak on their behalf in the community. The Youth Services Projects thus have the opportunity to be a general support vehicle for individual community service agencies that are selected because of the quality of their service.

3) <u>Service locator for referral agencies</u>. Many of the public agencies that deal with juveniles, particularly "problem" juveniles, are not in a good position to be well informed about the broad range of youth services available in the community. For example, personnel in the schools, probation department, and police departments are very busy with their own specialized functions and are generally unable to obtain detailed information about the nature, quality level, and procedures of the many youth service agencies in their community. Even if a proper service agency is located, someone must be persuaded to bear the costs of the service since the referral agency itself is generally unable to do that. Consequently, when a juvenile who may need services is identified, it can be difficult for schools or police, say, to make a proper referral and follow through. An important function of the Youth Services Projects is to simplify this process. The Youth Services Project does the necessary searching and monitoring for community youth service agencies and is thus in a position to provide the information needed by the potential referral agency. Furthermore, they handle much of the paperwork and pay for much of the service when a referral is made. This activity should serve to encourage referrals from the public agencies, should better coordinate the interaction between referral agency and service provider, and should result in more needy youth actually receiving appropriate service.

4) <u>Case management of clients</u>. In addition to being a facilitating link between referral agent and service provider, the projects of the Youth Services Network are in a position to provide continuous beginning-to-end monitoring of the juvenile client. For example, they can identify clients who have "fallen between the cracks," e.g., have been referred by some agency but have not shown up for service with the service provider. In addition, since they pay for the service, they can exercise some leverage on the service providers to maintain appropriate outreach to the clients, to follow-up missed appointments, and to keep proper records. Moreover, the Youth Services Project can encourage, or even require, multiple service from multiple agencies when it is needed by a client. Individual service providers often show an unfortunate tendency to focus on the problem they can deal with and ignore problems that would require the assistance of some other, possibly competitive, agency.

5) <u>Augmented youth services funding</u>. Left on their own, the fund-raising capability of many community youth service agencies is somewhat limited. They are frequently small operations with limited staff and expertise for that purpose. The Youth Services Projects, however, have a broader regional base and embrace a greater diversity of concerns regarding youth problems. In addition, each project belongs to the Countywide Youth Services Network and can draw support, advice, and influence from that group. As a result, the Youth Services Projects should be able to attract funding that would not be readily available to individual youth service

providers. To the extent that this happens, the region served by the Youth Services Project receives an augmentation to the funds that would otherwise be available for problem youth. The original LEAA grants which founded the Youth Services Network provide an example. They were not available for individual service providers, only for broader regionally based programs.

6) <u>Advocacy for youth and for community based organizations</u>. The projects of the Youth Services Network do not have a vested interest in any particular youth service agency or approach to treatment of problem youth in their communities. In addition, as noted above, they have a broad regional base and belong to a countywide network. This puts them in a position to speak effectively on behalf of youth and the need for youth services in Los Angeles County. It also puts them in a position to defend the value of community based service organizations without being as overtly self-interested as any individual youth service agency. Thus we might expect the Youth Services Network to be active in dealing with Los Angeles County on youth issues, lobbying for favorable youth and youth service legislation in Sacramento, and possibly even contributing at the federal level.

With this list we have identified six areas in which the singular organizational format of the Youth Services Projects might contribute in a unique way to the coordination, planning, and development of youth services in Los Angeles County. In the remainder of this section of the report we will review the evidence available to us regarding the actual performance of the projects in these six areas.

<u>Is a Unique Contribution From the Youth Services Projects Recognized?</u>

To determine the extent to which the persons associated with the projects of the Youth Services Network were aware of a possible broader organizational contribution from those projects, our interview format asked, "Do you think the project offers any unique contribution to the community, that is, does it add anything to what would be available without the project?" The responses that were made by the various groups are reported in summary form in Table 6.

Table 6: Response of Various Constituent Groups Regarding the Unique Contribution of the Youth Services Project to the Community

Does the Project Provide a Unique Contribution?

Response	Project Directors (N = 13)	Policy Boards (N = 44)	Advisory Boards (N = 75)	Service Providers (N = 33)	Referral Agents (N = 48)	Total (N = 214)
yes	13 (100%)	43 (98%)	73 (97%)	30 (91%)	41 (85%)	201 (94%)
no	0	1 (2%)	2 (3%)	3 (9%)	7 (15%)	13 (6%)

Table 6 (cont.):

What is the Nature of the Unique Contribution?

Contribution	Project Directors (N = 13)	Policy Boards (N = 43)	Advisory Boards (N = 73)	Service Providers (N = 30)	Referral Agents (N = 41)	Total (N = 20)
Enhances coordination of community youth services	8 (31%)	12 (44%)	29 (42%)	9 (33%)	8 (30%)	66 (38%)
Results in improved services for youth	10 (38%)			17 (63%)	15 (55%)	42 (24%)
Financial assistance for community services	1 (4%)	6 (22%)	23 (33%)			30 (17%)
Generates new programs for community youth	5 (19%)	9 (33%)	17 (25%)			28 (16%)
Provides alternative to juvenile justice system	2 (8%)			1 (4%)	4 (15%)	7 (4%)
Total*	26	27	69	27	27	173

*All unique contributions mentioned by any respondent were counted. Not all respondents who believe there is a unique contribution provided an example.

Virtually all respondents agreed that the projects of the Youth Services Network were indeed providing a unique contribution. Furthermore, when asked what that contribution was, most mentioned some aspect of the projects' role in coordinating, supporting, developing, or improving youth services in the community. Table 7 provides a sample of the actual responses that were made. Clearly, the various constituent groups that participate with the projects of the Youth Services Network believe that the projects are contributing something beyond their effects on juvenile delinquency.

Table 7: A Sampling of Various Respondents' Remarks Concerning the Youth Services Network's "Unique Contribution"

"Provides a watchdog function by screening agency applicants and monitoring their operations through personal contact and feedback from other agencies. The project does a better comparison followup than a federal funding program would provide. This results in a better cost benefit function."

"Without the project, agencies would have to make referrals on a 'hit or miss' basis."

"The project provides a central repository of service agencies."

"The project gets separate agencies focusing on common problems."

"Very few of the services now available would be affordable to youth and their families without the project's assistance."

"The project has established a way for parts of the community to work together collectively."

"Parents now have someone who can direct them to services their children need."

"The project has provided the schools an alternative way for handling problem youth."

"Police manpower can be used elsewhere, so there is less drain on police resources, and officers can focus their time in areas where their expertise is greatest."

"The project reaches kids who normally wouldn't use traditional services."

"The project's capability to monitor, follow up and keep track of the youth as they are trained and educated is very useful."

"More traditional helping groups in the community, such as churches, don't really know how to work with the type of youth the project serves."

"Because of its law enforcement connection, the project is able to get services provided to youth in a conservative area where social services aren't generally popular."

"The project is locally accountable and centralized at the same time; this helps keep administrative costs down."

"The projects use unique, nontraditional services staffed by personnel with backgrounds similar to those of the youth."

"The project encourages unique approaches that 'paperpushers' would never think of."

We will now examine each of the six areas previously identified to determine the projects' contribution in more detail.

Facilitating Interagency Cooperation

When asked directly if the Youth Services Project had brought together elements of the community that would not have interacted otherwise, 77% of the board members, 74% of the service providers, and 50% of the referral agents said yes. We also asked respondents from the various project, service, and referral groups if they could give us specific examples of how the Youth Services Project had increased or decreased relationships involving various agencies and groups. Table 8 summarizes the responses of each group and Table 9 provides a sample of the actual responses.

Table 8: Responses of Various Constituent Groups of the Youth Services Projects About Increased Relationships Among Community Agencies

	Increased/Improved Relations		No Effect	
Responses From Project Board Members				
Relations among service agencies	64	89%	8	11%
Relations among law enforcement agencies	51	78%	14	22%
Relations between school/parents	48	76%	15	24%
Relations among individual cities	60	74%	21	26%
Responses From Youth Service Agencies				
Relations among service agencies	16	89%	2	11%
Relations between service agencies and schools	23	77%	7	23%
Relations between service agencies and law enforcement	19	66%	10	34%
Relations between service agencies and local government	1	5%	19	95%
Responses From Referral Sources				
Relations between referral source and service agencies	13	81%	3	19%
Relations between referral source and schools	11	79%	3	21%
Relations between referral source and law enforcement	7	47%	8	53%
Relations among referral sources	3	23%	10	77%
	316	72%	120	28%

Table 9: A Sampling of Various Respondents' Remarks Concerning Improvement of Interagency Relations

"The project has brought the idea of cooperation out of a political limelight and placed the emphasis on cooperation in order to provide services."

"Leaders of the various agencies have been brought together in a case conference atmosphere where ideas and service information are shared."

"Now, resource agencies (e.g., police, counseling services) work together."

"Before the project, various agencies remained ignorant about the work other agencies do."

"By sitting on the Board, different community services are able to work together; there is no other opportunity for this kind of interaction."

"Perhaps agency people could meet each other one-at-a-time, but serving on the board allows you to meet with several agency representatives all at once."

"Service agency representatives and Board members developed a lobby for fund raising."

"The project has been quite successful in bringing together disparate groups in the community."

"The cynicism of the police and probation members has been tempered by the (sometimes naive) optimism and ideas of community members; we have all learned from one another."

"Information received by members of the Board will get filtered down and throughout the organization they represent."

"Board members come to understand problems of neighboring communities and problems of service agencies that they wouldn't be aware of otherwise."

"The project is a good central clearinghouse for finding various community resources."

"Through the Board, we can take advantage of each other's special areas of expertise."

"The interaction of the various agencies represented on the board is responsible for much project success."

"The project has made the schools aware of various community agencies which deal with certain kinds of problem youth."

"The project can 'screen' agencies and provide information to help schools decide which agencies are good and which aren't."

Overall, 72% of the responses cited improved or increased relation-ships between the various groups involved in the community with youth. Particularly frequent were reports of increased relations among service agencies and between referral sources and service providers. Improved relations between local government and referral sources or service providers were much less likely, hardly surprising since the representa-tives of local government serve primarily on the policy boards of the projects and have little involvement in the day-to-day operation of the projects.

In addition to the general facilitation of relationships among members of the youth services sector, the projects of the Youth Services Network have undertaken a number of specific functions directed toward planning and coordination of youth services. For example, 52% of the Network Board members reported that they personally or the board in general had participated in planning and developing youth services in the project area. Sixty percent reported that they had been involved in assessing youth needs in their area. Virtually all of the project directors reported participation in relatively systematic needs assess-ments and service assessments also. Table 10 presents a sample of the specific incidents of needs assessment and service planning coordination reported.

It seems quite apparent that the projects of the Youth Services Network have been effective in facilitating increased contact and coopera-tion among the various constituents of the youth services sector in their respective communities. In addition, they have undertaken more or less systematic needs assessment and service planning in their communities and have involved many elements of the youth service sector in the process.

Service Agency Selection, Funding, and Support

All but one of the projects of the Youth Services Network engages in purchase of service from community youth service providers. The selection of those services generally proceeds through a RFP phase in which agencies are invited to submit proposals for the service they would provide, a screening and investigation phase in which the quality and appropriateness of the service is judged, and a contract phase in which the service receives referrals under contract to the Youth Services Project. Selecting and monitoring the service providers is a task that involves project staff and project boards, most particularly the Advisory Boards. In our interviews, 69% of the sample of Advisory Board members said they had been involved in monitoring service agencies and cited specific instances of that activity. Fifty-nine percent of the Policy Board members reported that they had been involved. Table 11 presents a sampling of the types of activities in this category that were described to us.

We cannot assess at this time how effective the selection and monitoring of service providers is among the Youth Services Projects. It is clear that such selection and monitoring does take place, however,

Table 10: A Sampling of Remarks by Project Boards and Project Directors Concerning Service Planning, Coordination and Needs Assessment

"The city government people suggested a curfew sweep program and the project people worked with police to accomplish it."

"A city council member concerned about drug use in his district got the mayor to give $300,000 to the project to start a PCP program."

"The Board sent a staff team out to ask teenagers about their needs, their problems, and what services they'd like to have."

"Board members investigate why certain referral sources aren't sending many kids through the project."

"The referring agencies assess the needs of youth."

"Board members saw a need for parent education and formulated a program for this purpose."

"Board members fill out need assessment surveys for each of their areas."

"Community meetings and hearings are conducted to help assess need."

"The Board was involved with discussions which created a women's softball team to help alleviate gang activity."

"The project director brings in representatives from service agencies to inform Board members about youth needs."

"The Board assesses which community agencies could benefit most from increased funding."

"Each Board member has a particular view because of different work involve-ment. We can all share what each of us sees as a particular community need."

"Board members work with the director in conducting needs assessment to write grants."

"Board members provided a community assessment for the project director."

"Several members of the advisory board helped develop a task force report on a continuing juvenile diversion program."

"Board members assessed need for tutorial help in their area."

"The Board is looking at special needs of Asian youth in the community."

"The Board has tried to encourage satellite agencies for counseling in the community."

"The Board was involved in developing youth retreats in the mountains and police-youth groups."

Table 11: A Sampling of Project Board Member Remarks
Concerning Monitoring Service Providers

"When a new source of funds becomes available and an agency applies for them, the Board spends hours at four different levels checking past performances and getting reports of past monitoring instruments."

"Some Board members who represent cities oversee agencies anyway, so they can get information for the project during the course of their regular work."

"Board members may drop into an agency unannounced, keeping agencies on their toes."

" A Board member discovered an agency was picking up little leaguers and charging their treatment to the project; the agency was dumped."

"Various Board members representing referral sources (e.g., police, schools) get feedback from their jobs about the service agencies' performance. Representatives from police get feedback from cops on the beat about what's really going on at various agencies."

"Board members have lots of contacts and can get a 'community pulse' on a personal basis."

"Each Board member receives a monthly print-out containing a complete financial statement, number of cases seen and continuing, and the number and cost of services provided. This information is used to discuss revisions in project activities."

"The project staff make periodic visits to and contacts with the agencies. If members of the advisory board could be trained in what to look for and what questions to ask, they could take over this burden."

"Board members periodically take bus tours of the agencies."

"Monitoring the agencies is mostly done by project staff."

"Board members ask other agencies about new ones."

"Board and staff members make personal spot checks on participating agencies."

"Board members only get involved with service agencies if an agency places a grievance about its relationship with the project."

"Service agencies take turns coming to Board meetings to discuss their programs and their difficulties."

"The Board has the staff perform monitoring activities."

"The project director may formally report to the Board, but really runs the project independently."

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and that there is fairly extensive involvement among project staff and board members. It is plausible to assume that they are performing this quality control function reasonably. The expected result would be a flow of purchase of service money to those agencies judged to be effective and, hence, enhanced support for them.

Some notion of the impact on the community service providers of the funding from the Youth Services Projects comes from the reports of the service providers themselves. We asked our sample, "What difference has the funding available for serving Youth Services Project clients made to your agency?" Seventy-six percent of the sample cited a beneficial effect. Table 12 presents a summary of their responses. By far the largest category was the initiation or expansion of new programs. Some agencies indicated that the Youth Services funds helped them survive during tight times; others said they served more clients or were able to serve clients who otherwise could not have afforded services.

Table 12: Service Providers' Reports of the Difference Youth Services Funding Made in Their Agencies

Response Category	Number	
Start or expand new programs	11	39%
Agency survival via funds	4	14%
Serve more clients	3	11%
Help clients pay	3	11%
Affirmative response, no specifics	3	11%
Other	4	14%
Total	28	

Note: The sample included 37 agencies.

In addition to whatever direct benefits the service providers might have realized from the Youth Services funding, there is also the possibility that they received encouragement and support in further developing their services. This might happen informally through contact with the Youth Services Projects' staff and board members or, more directly, through the RFP process by which the service providers propose specific services they believe the project needs.

Again, our best source of information about any new or enhanced services comes from the service providers themselves. We asked our sample of service provider representatives if their agency had developed

any new programs as a result of the Youth Services Project. Almost two thirds of the sample said yes and cited specific programs, mostly representing expansion beyond the traditional individual counseling, e.g., group counseling, recreation, or tutorials. A summary of the responses is provided in Table 13; Table 14 gives a sampling of the specific programs that were named.

Our interviews with project directors also turned up numerous instances in which they reported that they had provided assistance to service providers associated with the Project. For instance, several project directors gave agencies information about potential funding sources and, in a few cases, even helped them put together proposals for the funding. In other cases, assistance was given in political or promotional representations.

In summary, the projects of the Youth Services Network invest some effort in the screening and monitoring of the community service providers they choose to work with. Once an association is made, the service agencies appear to benefit from it. They obtain a direct advantage from the additional funding. They also report developing new programs, expanding their client base, improving their program quality, and other such favorable responses. The Youth Services Network appears to play a significant role in the support and development of the youth services providers with which it works.

Service Locator for Referral Agencies

In a general way, the sheer volume of referrals to the projects of the Youth Services Network is indicative of the fact that they offer an attractive channel to police, schools, probation, etc., for the referral of juveniles. In 1980, more than 10,000 juveniles were referred to services through the Youth Services Network. Increased use of community youth service agencies by the police since the inception of the Youth Services Network can be particularly easily documented. Records for the disposition of juvenile arrests in the Los Angeles Police Department and the Los Angeles County Sheriff's Department show an increase of about 400% in youth service referrals between 1972 and 1977. During that period, the proportion of all juvenile arrests that were referred increased from 2-3% to about 10%. In 1980 the referral proportion was about 6%, a decrease from the previous high but still two or three times as great as the 1972 level. Since 1974, virtually all law enforcement referrals to community services have gone through the projects of the Youth Services Network.

In our interviews with a sample of representatives from agencies that refer juveniles to the projects of the Youth Services Network, we asked what difference the Projects had made. A summary of the responses is presented in Table 15. Forty-one percent of the respondents said that it had made the services more available to the youth and/or had increased their referrals. On another question, nearly 60% said that the projects' most positive contribution had been to provide them with alternatives and additional services.

Table 13: Service Provider Reports of New Programs Developed as a Result of the Youth Services Project(s)

	N = 38
Group Counseling	7
Recreation/Sports Programs	4
Tutorial/School Services	4
Job/Business Program	3
Bilingual Services	1
Youth Shelter	1
Miscellaneous	4
	24 (63%)

Table 14: A Sampling of Specific New Programs Cited by
Service Providers Who Began New Programs

"The whole agency is a result of the diversion project."

"More adolescent groups, family groups, and parent groups."

"Girls softball league developed."

"Diversion started in response to project funding; it is ending now without that money."

"Agency staff went from part-time to full-time because the project provided additional money. Also, the agency hired Spanish speaking interns so that bilingual services could be offered."

"The agency expanded to include vocational guidance and more counseling."

"The agency now provides job preparation, body building, recreational counseling."

"The agency has started family counseling, a youth basketball association and a tutorial program for kids."

"Originally, single parent family counseling was on an individual basis; now treatment is expanded to have family counseling."

"The agency now provides more recreational outlets to kids."

"The agency has expanded its client population."

"More staff has been hired."

"The program's quality has increased dramatically."

Table 15: Responses From Referral Agents About What Difference the
Youth Services Projects Made to Them

Response Category	Number	
Services more affordable/available	15	31%
Increased caseload/referrals	5	10%
Other benefits	9	19%
No difference	8	17%
No response	11	23%
Total	48	

Another way to look at the response of the referral sources to the projects of the Youth Services Network is to consider what they might have done with the juveniles they referred if there had been no Youth Service Projects. Table 16 reports what the sample of referral agents said about this issue. The largest number thought they would try to refer to public agencies. More than one-third expected they would make no referral at all (deal with youth on their own, counsel and release, or no service at all). Quite a number simply did not know what they would do.

Table 16: Referral Agents' Report of How They Would Handle Juvenile
Cases if There Were No Youth Services Projects

Response Category	Number	
Refer directly to public agencies	18	29%
Try to deal with youth in own system	10	16%
No service for youth	7	11%
Counsel and release	5	8%
Other	11	17%
Don't know	12	19%
Total*	63	

Note: The sample included 48 persons.

*All alternatives mentioned by any respondent were counted.

The Youth Services Network appears to have been effective in facilitating the referral of problem juveniles from the police, schools, and other sources. Such referrals, from the police for example, have shown a considerable increase since the projects began. Furthermore, the referral agents credit the projects with making a positive contribution by making services more available and accessible. Without the projects, many of them report that the juveniles would receive no special service or be sent to whatever public agency might be available.

Case Management of Clients

Most of the projects of the Youth Services Network have procedures in place to monitor the progress of a juvenile client from the point of referral to the conclusion of service. No detailed evidence is available to us at this time, however, to indicate how effectively this monitoring is performed or the extent to which it succeeds in increasing the amount of service actually received by the clients.

Procedurally, case monitoring requires that the Youth Service Project receive notification at each major step in the referral and service process and, when things go awry, either intervene directly or request the service provider to intervene. All the projects, with the notable exception of those dealing with the Los Angeles Police Department, and a few scattered others, receive direct notification from the referral agent whenever a juvenile is referred to a service provider. If the scheduled intake appointment is not kept, typically the contract with the service provider requires a certain number of outreach attempts to be made, i.e., the service agency tries to contact the youth in person or on the telephone to re-establish an intake appointment. Once a youth is in service, all the projects require monthly reports on the amount of service delivered as part of their billing routine. Outreach is also frequently required when a juvenile fails to show for scheduled sessions. Finally, a termination report is required when service is concluded. The Youth Services Project, then, monitors all phases of the service delivery except for the actual substance of the treatment itself. The individual projects vary in how assiduously they perform this function, but all assume it as a responsibility. Table 17 summarizes the monitoring procedures in place for each of the projects of the Youth Services Network.

Augmented Youth Services Funding

Funds for all social services have been so tight in recent years that it is difficult to assess just what funding the projects of the Youth Services Network have brought to youth services in their communities that might not have been there otherwise. As noted earlier, however, the service providers that contract with the projects clearly view it as a funding source that has supported new and expanded programs.

The major funding for the projects of the Youth Services Network

Table 17: Client Monitoring Procedures Used by the Projects of the Youth Services Network

Project	YSP notified at time of referral	YSP notified at time of service intake	Service provider required to do outreach at time of intake	YSP does outreach at time of intake	YSP notified of scheduled service sessions	Service provider required to do outreach for missed sessions	YSP does outreach for missed sessions	YSP notified of service termination and status
Centinela	Yes	Yes	No	No	Yes	Yes	Some	Yes
Cerritos Corridor	Yes	Yes	Some	Yes	Yes	Yes	Some	Yes
Foothill	--	--	--	--	--	--	--	--
HEAVY-Central	No	Yes	Yes	Some	Yes	Yes	No	Yes
HEAVY-SFV	No	Yes	No	Seldom	No	No	No	Yes
HEAVY-West	Some	Yes	Yes	No	Yes	Yes	No	Yes
JADE	Yes	Yes	Yes	Yes	Yes	Yes	Some	Yes
Midvalley	Some	Yes	Yes	Yes	Yes	Some	Some	Yes
Pasadena (DAY)	Yes	Yes	Some	Yes	Yes	Yes	Yes	Yes
PAY/SEED	Yes	Yes	Yes	Some	Yes	Yes	Yes	Yes
Pomona Valley	Yes	Yes	No	Seldom	Yes	No	Some	Yes
South Bay	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
West San Gabriel V.	Yes	Yes	Some	Some	Yes	No	Yes	Yes

comes from JJDP grants, AB90 grants, contributions from local cities, CETA (in some projects), and miniblock grants in L. A. City (DISCO). It is fair to say that half or more of that money would not have otherwise been available to the youth service providers in the communities they serve. JJDP funding is a follow-on of the LEAA money that founded the Youth Services Network and is not generally available to local service agencies. The local agencies can, and do, compete for the AB90 money but relatively few of them are successful. With their broader base and more easily documented involvement in delinquency issues, however, the projects of the Youth Services Network have been quite successful in the AB90 allocations.

The money contributed by local cities might also be available to individual local service providers but few have established themselves so well that they have been able to convince local government to fund them directly. Because of the broader regional appeal and their support of a variety of individual service providers, however, many of the projects of the Youth Services Network have obtained significant support from the local cities.

CETA funding presents a somewhat different case. Although few local youth service providers would be likely to attract such funding on their own, it is quite likely that the money would be spent in the area anyway. Some other sponsor, such as a school district, would be found. The L. A. City DISCO money, similarly, is available to some other agencies but a significant amount is channelled through the Youth Services Projects.

Virtually all of the directors of the Youth Services Projects reported involvement in fund-raising efforts of various sorts. In addition, 41% of the policy board members and 39% of the advisory board members indicated that they had participated in identifying or developing potential funding sources. Table 18 lists a sampling of the specific activities that were reported in this regard. An even more active area for the boards, however, was general promotion of the project—representing it before the public, the media, and so forth. About two thirds of the policy board members and 65% of the advisory board members reported such activities. Though not directly aimed at raising funds, this general promotion was directed toward enhancing the reputation and visibility of the project, factors which, in turn, aid the fund-raising effort.

Another dimension of the Youth Services Network's contribution to the funding of youth services in the community is represented by the activities of the Delinquency Prevention Association, the confederation of project directors. As part of that group, the project directors and the DPA staff person have been actively attempting to develop new funding sources for delinquency prevention and community based youth services. They have exercised some collective influence on the policies for disbursing AB90 and JJDP funds. In addition, they have stimulated one piece of state legislation (AB965) with funding implications, as yet unrealized, and have worked to influence other legislation with funding implications.

Table 18 : A Sampling of Project Board Member Remarks Concerning Fundraising Efforts

"The Board writes letters of recommendation for the project to get funds."

"At every meeting, the Board discusses funding opportunities. We try to contact people involved with funding, either in person with the Board of Supervisors or by letter/phone to Sacramento."

"The Board is thinking of ways to get funds from local manufacturers."

"We keep our eyes out for new funding possibilities, and we try to build our credibility so that we can ask cities for more funds. Last year we asked one of the cities for extra money and got it with no questions asked."

"The director makes the initial efforts to get funds, and the Board members follow up using their political clout."

"Board members are trying to identify additional funding opportunities, such as foundation funds and private, corporate donations."

"The Board worked with a lawyers' wives association in fundraising for a special program."

"Direct fundraising is inappropriate activity for the Board."

"Board members are usually involved with other agencies and programs, and this involvement helps them become aware of various funding opportunities as they arise."

"The Board is involved with lobbying and politics to help the project get more funding."

"The Board tries to think of additional ideas for funds, such as incorporating as a nonprofit organization in order to get private funds."

"Board members have contacted city, county and state officials to obtain bail-out money."

"Board members bring statistics from their cities in order to help the project write grant applications."

"Board members in the private sector are trying to get financial help from the business community."

"The project got a bill introduced in Sacramento that would mandate more funds for community-based services."

"Board members have gone to Washington and have talked with private industry in an effort to get more funds."

Advocacy for Youth and for Community Based Organizations

To date, the projects of the Youth Services Network have not taken youth advocacy as a major common objective. A certain amount of such advocacy, however, has occurred in the course of the group's involvement in delinquency issues. The DPA staff liaison is a representative to the California Child, Youth, and Family Coalition and represents the views of the Delinquency Prevention Association to that body. The Delinquency Prevention Association and its own "Policy Board," the Youth Policy Council, on numerous occasions have passed resolutions and contributed formal statements to state legislators regarding youth policy issues.

A potentially powerful influence on behalf of youth and youth services programs is the policy and advisory boards of the projects. Comprised of elected city and county officials and representatives of public and private agencies that deal with youth, they are both influential and informed. It is quite frequent for project board members to write letters, make phone calls, and otherwise attempt to intercede with local and state legislators in support of youth programs. Of our sample of policy board members, 63% reported getting involved with legislation related to the delinquency prevention program. Over half of the advisory board representatives also indicated that they had been involved in attempting to influence legislation. Table 19 provides a sampling of the activities that were reported to us in this category. In addition to the boards, project directors themselves, in many instances, are very active at the local level and, for a few, at the county and state level, in groups that address issues of delinquency and youth service.

Another advocacy function performed by the Youth Services Network has involved support for community based youth service organizations. A good example of this was provided during the hearings for the AB90 allocations. At issue was the proportion of the funds that should be earmarked for community services in contrast to such public agencies as the L. A. County Probation Department. The Delinquency Prevention Association testified on behalf of all community based agencies instead of merely presenting its own program and saying, "we need money."

Projects' Reputation Among Involved Groups in the Community

Finally, we can examine the extent to which those various groups in the community who work with the Youth Services Project hold a favorable opinion of them. The groups who have the most contact with the projects are the policy and advisory boards themselves, the youth service agencies in the community, and the referral agencies such as schools, police departments, and so forth.

The members of the project boards would naturally be expected to hold favorable opinions of the projects since each has agreed to serve on

Table 19: A Sampling of Board Member Remarks Concerning Youth and Delinquency Legislation

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"At every meeting the Board discusses a summary of pending legislation."

"Board members send letters to pertinent legislators."

"The project director keeps in touch with pending legislation, and when something important comes up he calls people who can get in touch with key legislators."

"Board action with respect to legislation would be inappropriate; it would be a conflict of interest because the project receives federal and state funds."

"Board members and staff should not be involved with legislation or lobbying activities unless a councilman or supervisor who appoints the Board member gives permission to take a stand on an issue."

"Board members have political contacts in the area and can do heavy lobbying on particular bills that affect diversion. Sometimes this helps and sometimes it doesn't."

"The Board sometimes sends people to Sacramento in order to influence legislation."

"On two different occasions City staff drafted special letters from the mayor to the Board of Supervisors requesting legislative action on gang-related problems in the area and for funding assistance."

"Attempts are being made to change legislation regarding funding for community based agencies through contacts with politicians in Sacramento."

"Board members find out how Sacramento is distributing funds and then tries to change the distribution if necessary."

"Board members in city government often have informal contacts and personal friends who they call upon for support."

"Board members met legislators at a conference for the contract cities association."

"If adverse legislation is coming up, Board members will contact representatives at the State level."

"No one on the Board has any formal responsibility for getting involved with legislation, although many members do perform this activity."

"In the Youth Policy Council we try to create a political coalition regarding diversion and youth programs in the county."

"Board members 'hit everyone they know' in trying to influence legislation."

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the board. It should be kept in mind, however, that the board members
are essentially independent. The policy boards are generally comprised
of elected city officials or their representatives and have their own
perspectives and priorities. Similarly, members of advisory boards
generally represent various public agencies and in no way are under
the control of the Youth Services Project staff.

During the course of our interviews, we asked each of the sampled
board members to provide a specific rating for each component of the
Youth Service Project with which they were associated. Their responses
are reported in Table 20. Since the ratings by members of the two
different boards were very similar, they are combined in Table 20.

In general, the response from the boards was strongly positive.
Indeed, 90% of them rated the overall project with which they worked as
"good" or "very good." Almost none rated it in the "poor" range. The
project directors and staff received the highest ratings. The lowest
ratings went to the service agencies and the schools. Even so, however,
the predominant response was strongly positive.

Another perspective on the projects of the Youth Services Network
comes from the service agencies who work with the projects. We asked our
sample of service provider representatives if their relationship with the
Youth Services Project had been a good one. More than 80% said, yes, it
had been. When we asked them to make a specific rating of the project,
about 57% rated it as "extremely valuable," and another 38% said it was
"somewhat valuable." Only 5% rated it as not valuable. When the respon-
dents were pressed to describe what problems existed in their relation-
ship with the Youth Services Project, almost 60% of them simply said there
were none. Those who raised problems primarily complained about the
paperwork, lack of prompt reimbursement for services, or poor communica-
tion.

All of the respondents described above, of course, represented
service agencies that held a contract with a Youth Services Project.
We thought it would be interesting to determine what views were held by
youth service agencies that had no association with a project. Accord-
ingly, a sample was drawn from the Los Angeles CRIB books and represen-
tatives of 60 projects not on contract with the projects of the Youth
Services Network were interviewed.

Our first question was whether or not the representative had even
heard of any of the projects of the Youth Services Network. About two-
thirds of them were familiar with the project in their area or in a
neighboring area. It thus appears that the projects are well known
among local youth service providers, even those that have no affiliation
with them. In fact, about half of the non-network service agencies
reported that they had at some time or another discussed the possibility
of contracting with the project to provide youth services.

Those non-network service agency representatives who were familiar
with one of the projects of the Youth Services Network were asked to give

Table 20: Board Member Evaluations of Project Components

	Very Good	Good	Poor	Very Poor	Don't Know/ No Response
The Project Staff	49%	34%	3%	1%	13%
The Project Director	57	24	3	1	15
The Youth Service Agencies	17	62	1	1	19
The Cooperation of Law Enforcement	33	45	8	3	11
The Cooperation of the Schools	20	47	15	2	16
The Policy Board	26.5	45	6	1.5	20
The Advisory Board	33.5	40	6	1	19.5
The Overall Project	46	36	2	1	15

a specific rating of that project. Most declined to make a rating, saying they did not feel they knew enough about the project for that. Of the 16 who did rate the project, over half said it was good or very good. Roughly 25% said it was "adequate" and another 25% (including some agencies whose contract proposals had been rejected) rated it "poor."

We were also able to obtain responses evaluating the Youth Services Projects from our sample of representatives of referral agencies, primarily school personnel and law enforcement officers. More than three-fourths of those respondents said their relationship with the project in their area was good. Some were uncertain but only 2% reported a poor relationship.

The referral agents rated the project they were familiar with on the same scale as the service agencies had used. Two-thirds rated the project as extremely valuable. Another 27% rated it as valuable, 4% had no opinion, and only 2% gave the project low marks. When asked what problems they had had with the Youth Services Project, 52% said they had no problems. What problems were mentioned had to do primarily with paperwork, diminished funding for services, and occasional misunderstandings with project personnel.

Overall, the projects of the Youth Services Network appear to have a very positive reputation in the local communities. All the groups who work with them—project boards, service agencies, and referral agents—give them very favorable ratings. Even the service agencies who do not work with them are aware of their activities and generally view them positively. Where complaints were made, they largely had to do with such issues as paperwork and lack of sufficient funds rather than with any fundamental shortcoming of the Youth Services Projects themselves.

DELINQUENCY PREVENTION

Program Implementation

In order to be a significant factor in preventing juvenile delinquency in Los Angeles, it is necessary that the Youth Services Network provide extensive coverage of the urban areas of the county. This it has accomplished. The 13 projects of the Network provide services in approximately 165 defined communities and incorporated cities. They receive law enforcement referrals from virtually all the divisions of the Los Angeles Police Department, from all but a few of the stations of the Los Angeles County Sheriff's Department, and from an additional 38 municipal police departments. Viewed in terms of the size of the juvenile arrest pool, the projects of the Youth Services Network cover jurisdictions representing roughly 83% of all the WIC 602 juvenile arrest reported in Los Angeles County in 1980. In terms of coverage, however, the projects are not of uniform size. As Table 21 shows, most of the project areas represent between two and five percent of the total juvenile arrest pool. Three projects represent 6-10 percent of the arrest pool each. The largest project, HEAVY-Central, however, represents 19% of the total arrest pool by itself.

Table 21: Proportion of the Los Angeles County WIC 602 Juvenile Arrest Pool covered by each Project (1979-80)

Project	Percent of Total Arrests
Centinela	8
Cerritos Corridor	5
Foothill	3
HEAVY-Central	19
HEAVY-SFV	10
HEAVY-West	7
Jade	5
Midvalley	4
Pasadena (DAY)	3
PAY/SEED	6
Pomona Valley	3
South Bay	5
West San Gabriel V.	4
Non Project Areas	17

The extensive geographical coverage of Los Angeles County would be of no avail if the projects of the Youth Services Network were handling a small volume of juveniles in each area. To assess referral volume, the total number of clients received by each project from all sources during 1980 was compared with the size of the WIC 602 juvenile arrest pool in that area. Of course, every client was not necessarily an arrested juvenile. Nonetheless, this comparison provides some basis for determining if the client volume in the projects was sufficiently large to have any realistic prospect of influencing the level of juvenile delinquency in the communities served. Table 22 reports those comparisons. For the entire Network, the volume of referrals was roughly equivalent to 21% of the size of the juvenile arrest pool. The differences among projects were very great, however. A few projects had referral volume as low as 4-8% of the arrest pool while several were well over 30%. In any event, it appears that a significant volume of juveniles is being handled through the projects of the Youth Services Network. That volume is sufficiently large to make it plausible that the Network might have an effect on juvenile delinquency levels in the communities served.

Table 22: Total 1980 Client Volume in each Youth Services Project expressed as a percentage of the WIC 602 Arrest Pool in the project area

Project	1980 Juvenile Referrals	WIC 602 Arrest Pool	%
Centinela	477	5759	8
Cerritos Corridor	596	3668	16
Foothill	--	--	---
HEAVY-Central	1468*	13582	11
HEAVY-SFV	2122*	6824	31
HEAVY-West	2007	5278	38
Jade	1110	3310	34
Midvalley	251	3200	8
Pasadena (DAY)	372	2192	17
Pomona Valley	1412	2141	66
PAY/SEED	956	4335	22
South Bay	147	3410	4
West San Gabriel V.	784	2960	26
Totals	11702	56659	21%

*Youth in employment program not included

A somewhat narrower assessment of the level of activity of the projects in the Youth Services Network can be made by directly examining the proportion of arrested juveniles that are referred to the local project by the police at the time of arrest. Law enforcement dispositions are reported by the Los Angeles Police Department and the Los Angeles County Sheriff's Department for the juveniles they arrest. Social service dispositions are not reported, however, for the other police agencies in Los Angeles County. Table 23 provides a breakdown, by project, of the proportion of social service dispositions made at LAPD and LASD stations.

Table 23: LAPD and LASD Diversion Disposition By Project and Law Enforcement Station (1980)

Project & Station	WIC 602 Juvenile Arrest	Diversions	%
HEAVY-Central			
LAPD:Central	650	5	1
LAPD:Rampart	851	66	8
LAPD:Southwest	1117	81	7
LAPD:Hollenbeck	671	24	4
LAPD:Wilshire	811	65	8
LAPD:Northeast	665	19	3
LAPD:77th St.	1321	44	3
LAPD:Newton	923	33	4
LAPD:Harbor	1860	28	3
LAPD:Southeast	1206	10	1
HEAVY-SFV			
LAPD:Devonshire	606	61	10
LAPD:N. Hollywood	740	133	18
LAPD:Van Nuys	1495	158	11
LAPD:Foothill	981	48	5
LAPD:West Valley	1040	29	3

Continued
Table 23

Project & Station	WIC 602 Juvenile Arrest	Diversion	%
HEAVY-West			
LAPD:West Los Angeles	606	42	7
LAPD:Venice	852	54	6
LAPD:Hollywood	669	91	14
LAPD:Malibu	581	26	4
LAPD:West Hollywood	522	29	6
PAY/SEED			
LASD:Norwalk	2071	138	7
LASD:Pico Rivera	718	43	6
LASD:East Los Angeles	1142	56	5
Cerritos Corridor			
LASD:Lakewood	2943	217	7
West San Gabriel			
LASD:Temple	1737	37	2
Pomona Valley			
LASD:San Dimas	584	71	12
Mid Valley			
LASD:Temple	1737	37	2
Centinela			
LASD:Lennox	1963	120	6
South Bay			
LASD:Lomita	565	29	5
Pasadena (DAY)			
LASD:Altadena	452	2	0
JADE			
LASD:Lynwood	1441	31	2

Continued
Table 23

Project & Station	WIC 602 Juvenile Arrest	Diversion	%
Foothill			
LASD:Crescenta Valley	391	0	0
Totals	32911	1827	6%

Note: LAPD figures include only juvenile arrests made during the first three quarters of 1980.

As Table 23 indicates, only 6% of the official law enforcement dispositions by LAPD and LASD are shown as referrals to social agencies. There is considerable variation from one station to another, however. Some stations refer virtually none of their juveniles to community agencies; others refer 10-20%. During the period when the projects of the Youth Services Network were funded by LEAA, it was common for them to set a goal of receiving 10% of the juvenile arrests from the local police stations. By that standard, few of the projects in the Network are presently receiving as many law enforcement referrals as they should.

Additional insight into the nature of law enforcement referrals to the projects of the Youth Services Network is provided by examining the offenses for which those juveniles were arrested just prior to referral. Table 24 lists the most frequent offenses as identified on the referral forms sent by police to the projects when a referral was made. As Table 24 indicates, the largest numbers of juveniles were referred subsequent to arrest for substance abuse or a property crime (burglary, theft). Few juveniles who commit crimes involving any violence (e.g., assault) were referred to the projects and, at the other end of the spectrum, few juveniles were referred for minor offenses like curfew violations.

Table 24: Offenses Reported for Law Enforcement Referrals to the Youth Services Network

Offenses	Number of Referrals	Percent
Burglary	268	17
Theft	128	8
Shoplifting	75	5
Fraud	144	9
Other Property	82	5
Robbery	19	1
Assault	33	2
Other Threat or Violence	8	0
Disorderly Conduct	42	3
Malicious Mischief	54	3
Other Disturbance	15	1
Possession of Marijuana	193	12
Other Drug	76	5
Incorrigible	29	2
Curfew	20	1
Runaway	102	6
Truancy	44	3
All other	288	18
Total	1620	

Note: Not all projects are represented in these figures and missing cases have been excluded.

In summary, the Youth Services Network has provided extensive coverage of the urban areas of Los Angeles County and currently serves areas representing about 83% of the juvenile arrest pool. Futhermore, the total volume of juveniles treated through the Network is sizeable, equivalent to roughly 21% of the juvenile arrest pool. Relatively few of those juveniles are actually drawn directly from that arrest pool via referrals from law enforcement, however. On all factors, the variation among the different projects of the Youth Services Network is quite large. There is little doubt that the most active projects are large enough in scale to have the potential for significant impact on juvenile delinquency in the communities they serve.

Recidivism

A widely used indicator of the extent of delinquency prevention by the projects of the Youth Services Network is the recidivism of their clients. In these terms, the project provides successful service when a juvenile with a prior arrest record leaves treatment and has no subsequent contacts with the police. To the extent that a program can take juveniles with records for moderately serious offenses and consistently have no recidivism with those juveniles, there can be little doubt that it is reducing the incidence of juvenile delinquency. In practice, of course, no delinquency prevention program has a zero recidivism rate. That fact produces some problems for evaluation. Since it is difficult to know what the recidivism rate would have been without treatment, it is difficult to judge how much, if any, it might have been reduced by treatment. Special research designs are required for such an assessment.

In previous research, careful research designs did indicate that juveniles who received service from projects of the Youth Services Network had lower recidivism than control groups who received no such service.* That research had somewhat limited scope since it studied only three projects. The present evaluation study did not include any additional controlled studies, though some may be possible in the future. Recidivism rates have been determined for each of the thirteen projects of the Youth Services Network, however, and those results can be reported here.

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*See, for example, M.W. Lipsey, D. Cordray, and D.E. Berger, Evaluation of juvenile diversion programs: The use of multiple lines of evidence, Evaluation Review, 1981; also M.W. Lipsey and J.E. Johnston, "The impact of juvenile diversion in Los Angeles County: A report to the Los Angeles County (AB90) Justice System Advisory Group," July, 1979.

In each project, all juvenile clients referred during the first six months of 1980 and designated as law enforcement referrals, with the exception of CETA clients, were included in the recidivism checks. For some projects this was quite a sizeable number of juveniles. For other projects which experienced funding delays or which had only small diversion programs operating, the number of juveniles in this group was small. It is important to keep in mind that recidivism rates based on small samples are not very stable.

All juveniles in the designated sample were put through arrest record checks using the JAI (Juvenile Automated Index) maintained by the Probation Department. Twenty-six percent of those juveniles were found to have no arrest record at all, i.e., they had no file in the JAI. These were excluded from the sample at that point. Full arrest reports were printed for all the remaining juveniles (N=1335).

Two further adjustments were made to the sample. First, all juveniles who were 17 years of age or older at the time they were referred to the Youth Services Project were excluded from consideration. Juvenile arrest records are purged from JAI at age 18, thus arrest reports subsequent to services for this group are likely to be incomplete.

Secondly, we judged that the concept of recidivism requires that there first be a delinquent act and an official police contact and then that the record be examined for subsequent (recidivistic) police contacts after treatment. We therefore removed from the sample any juvenile whose record showed no police contact within the six months prior to referral (or intake) into Youth Services Project. These youth would generally be appropriate clients but recidivism simply cannot be calculated if they have no pattern of offenses reported prior to referral. Table 25 shows the number of cases drawn as law enforcement referrals from the files of the individual projects of the Youth Services Network and the number remaining in the sample after these various exclusions.

Table 25: Recidivism Samples for the Individual Youth Services Project

Project	Number of "law enforcement" referrals Jan-June 1980	Number remaining in sample after exclusions	%
Centinela	114	70	61
Cerritos Corridor	156	72	46
Foothill	--	--	--
HEAVY-Central	455	267	59
HEAVY-SFV	26	18	69
HEAVY-West	123	59	48
JADE	248	109	44
Midvalley	37	18	49
Pasadena (DAY)	57	20	35
PAY	83	45	54
Pomona Valley	51	25	49
SEED	214	141	66
South Bay	42	18	43
West San Gabriel V.	201	65	32
Total	1807	927	51%

The significance of Table 25 is that overall, 49% of the clients designated as law enforcement cases in project files were either over 17 years of age or, in most cases, did not actually have any official record of police contact at any time near to the point when they were referred to the project. In some of these cases, there may have been a significant police contact but the police did not report it to JAI, choosing, instead, to treat it as an informal matter. In other cases, the juvenile may have come to the attention of the police for some reason other than a chargeable law enforcement violation and then been referred to a Youth Services Project for assistance. In most of the projects, over half the law enforcement referrals fell into these categories.

For those cases that remained in the samples, recidivism was defined simply as an officially recorded police contact within six months subsequent to the date of first contact with the project (referral date or, in some cases, intake date). Table 26 reports the proportion of cases that recidivated in each project using this definition.

Table 26: Six-month Recidivism rates for the Youth
Services Projects

Project	Sample Size	Percent Recidivating
Centinela	70	34.3
Cerritos Corridor	72	31.9
HEAVY-Central	267	23.6
HEAVY-SFV	18	11.1
HEAVY-West	59	20.3
JADE	109	24.8
Midvalley	18	11.1
Pasadena (DAY)	20	40.0
PAY	45	37.8
Pomona Valley	25	20.0
SEED	141	19.9
South Bay	18	27.8
West San Gabriel V.	65	30.8
Total	927	22.4%

Table 26 must be interpreted very cautiously. First, we consider any recidivism estimate based on fewer than about 50 cases to be very instable; 100 cases is preferred. Secondly, a good bit of what is reflected in the different recidivism rates of the different projects is simply the severity level or risk level of the delinquents with which they deal. A project that takes higher risk juveniles naturally has a higher recidivism rate. One rough indicator of the severity of the juveniles in the recidivism sample for each project was the proportion of cases with prior arrest records beyond the offense for which they were originally referred. Table 27 reports the percentage of the sample with priors and the rank order among the projects for comparison with the recidivism rates.

Table 27: Percentage of Recidivism Sample with 12 month
Priors Compared to Recidivism rates

Project	% With Priors	Recidivism Rate	N
Midvalley	44.4	11.1	18
PAY	33.3	37.8	45
West San Gabriel V.	32.3	30.8	65
Centinela	31.4	34.3	70
Pasadena (DAY)	30.0	40.0	20
JADE	29.4	24.8	109
Cerritos Corridor	25.0	31.9	72
Pomona Valley	24.0	20.0	25
HEAVY-SFV	22.2	11.1	18
HEAVY-Central	19.4	23.6	267
HEAVY-West	18.6	20.3	59
SEED	17.7	19.9	141
South Bay	11.1	27.8	18
Total	23.6%	22.4	927

Table 27 shows the rough correspondence between the percentage of the sample with priors and the recidivism rate in each project. Where there are discrepancies, much of it is due to the small sample sizes on which some of the percentages are based. Some projects, however, do appear to have recidivism rates that are notably higher or lower than would be expected on the basis of the proportion of their cases with priors. To provide a better basis for judging when a project's recidivism rate was different from the expected value, we used a statistical procedure called discriminant analysis to "predict" the recidivism rate that would be expected based on the characteristics of the juveniles in the sample. First, we fit a discriminant function to the existing recidivism data using juvenile's age, sex, race, 12 month priors, and severity of the priors to "predict" recidivism. Age, sex, and race did not prove to have much predictive power, but the information regarding priors was more useful. The resulting discriminant function correctly classified 73% of the juveniles as recidivists or non-recidivists when applied to the entire sample.

The discriminant function was then applied to the samples for each project and a separate determination was made of the expected recidivism based on priors, severity, age, etc. Comparing that expected recidivism to the actual recidivism allows us to judge each project in terms of the actual nature of its client population. Because there is error associated with the predicted recidivism rates, we have expressed each as a range within which the actual recidivism would be expected to fall for each project.* Table 28 reports the results of this procedure.

Table 28: Project Recidivism compared with Recidivism expected based on client age, sex, race, number and severity of priors

Project	Actual Recidivism	Expected Recidivism Range	N
Centinela	34.3	16.5–37.7	70
Cerritos Corridor	31.9	17.2–38.4	72
HEAVY-Central	23.6[+]	13.3–22.7	267
HEAVY-SFV	11.1	2.6–41.8	18
HEAVY-West	20.3	8.5–29.7	59
JADE	24.8	17.3–34.1	109
Midvalley	11.1[+]	21.0–67.8	18
Pasadena (DAY)	40.0	9.5–50.5	20
PAY	37.8	19.2–47.4	45
Pomona Valley	20.0	4.0–36.0	25
SEED	19.9	11.4–24.4	140
South Bay	27.8[+]	0.0–25.6	18
West San Gabriel V.	30.8	13.9–35.3	65

[+]Recidivism rates falling outside the expected range.

*Confidence limits of ±2 standard errors about the predicted values.

Not surprisingly, the actual recidivism rates for most of the individual projects fell within the range expected on the basis of the characteristics of their clients. There were three exceptions. Two of these exceptions were based on very small samples of 18 each. Midvalley had a recidivism rate lower than would be expected for its clients. South Bay YSP had a rate somewhat higher than would be expected for its clients. Because of the small samples these results may be instable. Heavy-Central also showed a higher recidivism rate than would be expected and that result was not based on a small sample.

It should be emphasized that the calculations to determine expected recidivism rates were based entirely on data from juveniles who actually received service. Thus they provide no information whatsoever about the recidivism that would have been expected if these juveniles had not received service from the Youth Services Network. What the recidivism "predictions" do is allow each project's recidivism rate to be adjusted to represent, at least in part, the nature of their clients. When that adjustment is made, most of the projects show comparable recidivism rates. Only the three mentioned can be appropriately described as higher or lower than any of the others. And, even with them, there may be some distinctive characteristics of their clients that were not included in the discriminant function "predictions" that account for the results. The findings do not necessarily imply that the lower or higher recidivism was a function of the service provided by the project.

Juvenile Arrest Trends

If the projects of the Youth Services Network are successful in their delinquency prevention efforts, the recidivism of their clients will be lower than it would have been without treatment. The results should show up in reduced arrests for those juveniles and, hence, reduced juvenile arrests in the communities with vigorous youth services projects. Thus it is interesting to examine the juvenile arrest trends in those areas with active projects and compare them with trends in areas without such projects. At best, however, this is a highly approximate procedure. There are numerous factors that influence juvenile arrest rates including season, size of the juvenile population, fads in juvenile behavior, migration patterns, and the level of activity of the local police officers. Many of these factors are capable of affecting juvenile arrest rates as much or more than the Youth Services Projects could hope to. The net effect of these extraneous factors may obscure arrest decrements due to the Youth Services Network even if there are such decrements.

The projects of the Youth Services Network were phased into operation beginning about 1974. As it happens, there has been a trend of decreases in the WIC 602 juvenile arrest rate statewide in California since that time. More interestingly, in Los Angeles County the trend has shown greater decreases than the rest of the State by a small margin. As Figure 1 shows, between 1974 and 1978 there was a net decrease of about 3.5% per year in juvenile arrests from the base year, 1974. In Los Angeles County, the decrease averaged about 3.7% per year. Los Angeles has many distinctive characteristics in comparison to the rest of the State. One of them, of course, is the operation of the extensive Youth Services Network working with juvenile offenders and other problem juveniles. It is tempting to speculate that the somewhat steeper juvenile arrest decreases in Los Angeles County may be, in part, due to the activity of the Youth Services Network.

An earlier analysis by the present author of the juvenile arrest trends in Los Angeles County* showed a pattern of sharper decreases in those areas served by active projects of the Youth Services Network in comparison to other areas. That pattern held true for arrest reports from the Los Angeles County Sheriff's Department and for various municipal police departments throughout the county. It did not, however, apply to the juvenile arrest trends reported by the Los Angeles Police Department.

The earlier report covered the period from the inception of the Youth Services Network in 1974 through 1977, the last year for which full juvenile arrest statistics were available. Since then, two additional years worth of data have become available from the Bureau of Criminal Statistics for municipal police departments and three years directly from LASD and LAPD (1978-1980). In the following pages, we will update the previous analysis with this additional data to determine if there continues to be a pattern of relative arrest declines associated with the areas served by active projects from the Youth Services Network.

First, however, one caution is in order. While the juvenile arrest data for Los Angeles County was rather stable for the 1974-1977 period, our figures show a great deal more variability in the years since then. This is particularly true for 1979 and 1980. Indeed, overall juvenile arrests increased in 1979 a slight amount, reversing the long previous downward trend, and then plunged downward again in 1980. Some individual law enforcement stations reported arrest volumes that differed by as much as 100% from the previous year. We do not know what has caused these perturbations; perhaps reallocations of police manpower subsequent to Proposition 13 in California. Whatever the cause, they have greatly complicated the analysis and interpretation of juvenile arrest trends in Los Angeles County.

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*M.W. Lipsey & J. E. Johnston, "The impact of juvenile diversion in Los Angeles County: A report to the Los Angeles County (AB90) Justice System Advisory Group," July, 1979.

Figure 1: Total WIC 602 Juvenile Arrests per 100,000 Juveniles in California and Los Angeles County (1974-1978)

● California
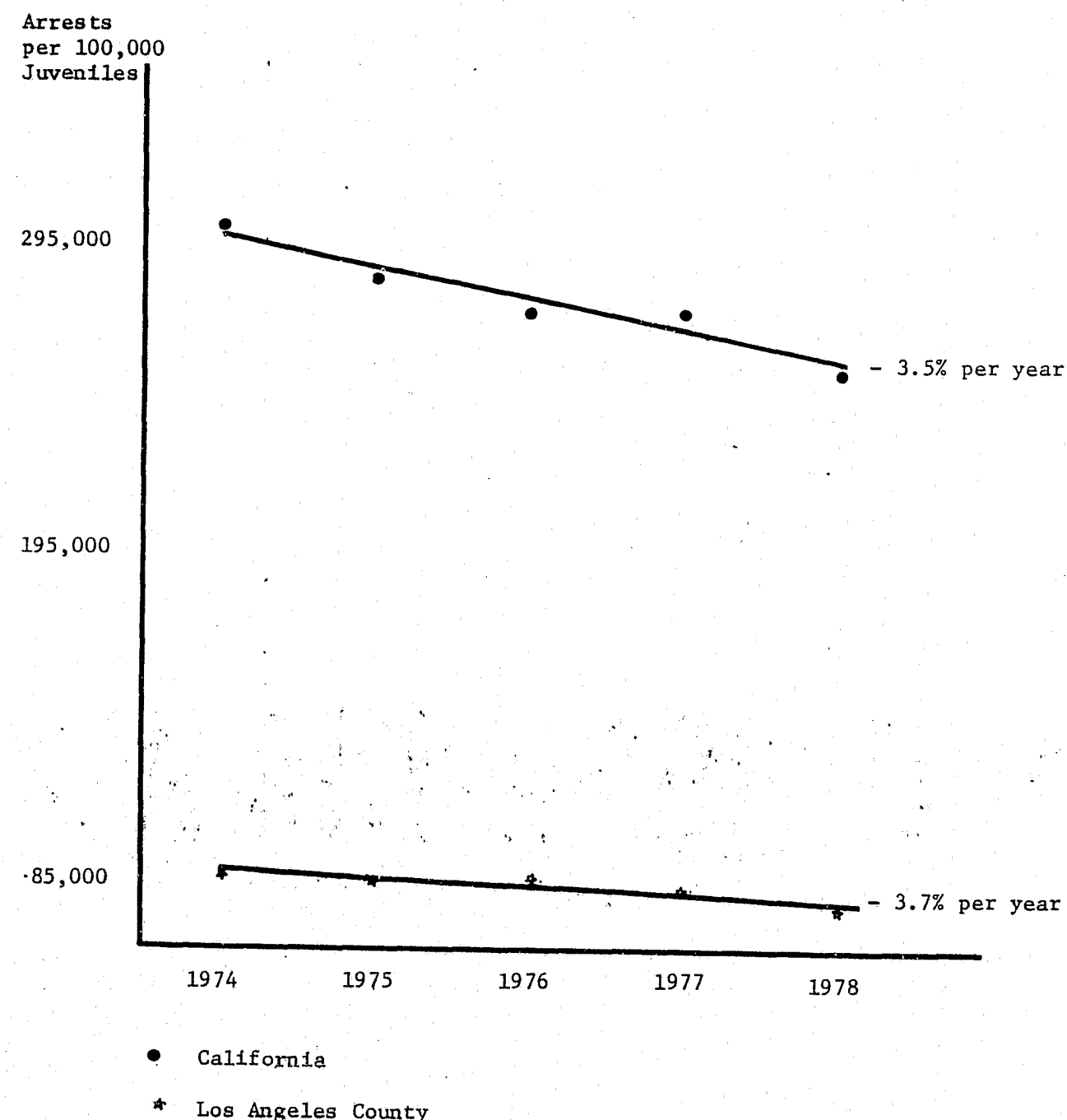
* Los Angeles County

The analysis proceeds separately for each of the major data sources available in Los Angeles County: records of the Los Angeles Police Department, the Los Angeles County Sheriff's Department, and the Bureau of Criminal Statistics reports for the remaining independent law enforcement agencies in Los Angeles County. Though the Bureau of Criminal Statistics includes all police agencies in the County, we have found that it is preferable to obtain arrest records for LAPD and LASD directly from those agencies--the information is more recent and more detailed.

Los Angeles Police Department. There are 18 divisions of the Los Angeles Police Department which divide up the L.A. City jurisdiction. All of these divisions are served by one or another of the HEAVY projects of the Youth Services Network. HEAVY-San Fernando Valley covers the northeast area, HEAVY-West the western part, and HEAVY-Central covers the remainder. Not all of the divisions of LAPD make full use of the HEAVY projects, however. Some refer a significant portion of their juvenile arrests to the appropriate project; others refer virtually no juveniles.

For purposes of analysis, it is convenient to divide the LAPD divisions into the nine that are most active in referral to the HEAVY projects and the nine that are least active.* As a group, the nine active divisions have refered an average of 12.7% of their juvenile arrests over the last three years (1978-1980). The less active divisions have referred only 4.7% of their juvenile arrests over the same period. If the youth services program were having a significant effect on juvenile arrest rates, we might expect that there would be at least a slightly greater decline in the areas that made many referrals in contrast to the areas that were less active. Figure 2 reports the trends for WIC 602 juvenile arrests per 100,000 teenage youth in the two areas for the period from 1974 through 1980. The trends themselves are represented by the best fitting (least squares) line and assessed as percent average decline each year compared to the base year of 1974. The adolescent youth population is determined from school enrollment figures for junior and senior high schools in the areas of interest.

As Figure 2 shows, since 1974 juvenile arrests per 100,000 adolescent youth have shown an average decrease of 4.6% per year since 1974 in the area with high referrals to the HEAVY projects. In the area with low referrals, however, the decrease over the same period has averaged 5.1% per year. These reductions are very similar irrespective of the activity of the Youth Services Projects. Thus there is no real evidence that the activities of the projects have effected the juvenile arrest rates in the jurisdiction served.

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*See Table 23 for the referral rates of individual divisions.

Figure 2: Los Angeles Police Department Total WIC 602 Arrest Rates in High versus Low Diversion Areas (1974-1980)

● High Diversion

☆ Low Diversion
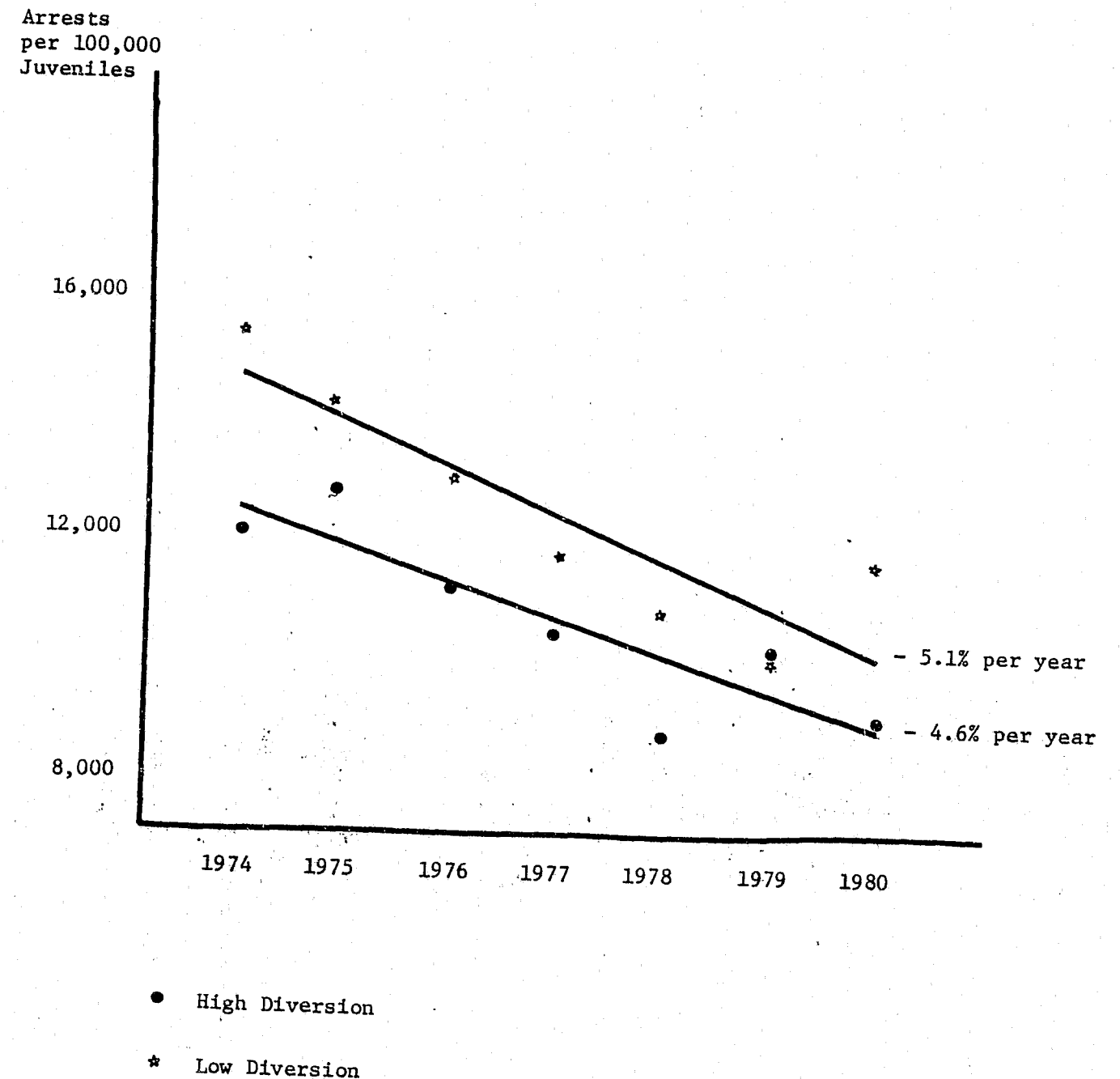
To further examine the relationship between juvenile arrest
trends and the activity of the projects of the Youth Services Network
in the LAPD jurisdiction, the entire analysis was repeated using
only a subgroup of the juvenile arrests. That subgroup included
only the following offenses: burgulary, larceny/theft, liquor law
violations, drunk, disturbing the peace, and disorderly conduct.
These are offenses of the type frequently chosen for referral to
the Youth Services Projects. They are also offenses for which there
have been no significant changes in the law or in police practice in
recent years. Thus they should be capable of acting as more sensitive
indicators of any impact of the Youth Services Projects on juvenile
arrest rates. Figure 3 shows the results of comparing the juvenile
arrest trends on these selected offenses for the areas that participate
actively with the youth services program and the less active areas.

Once again, there is no evidence of a decrease in juvenile arrests
associated with the LAPD divisions that have been active in making
referrals to the HEAVY projects. In fact, for these selected
offenses the arrest decrease in the less active area (5.3%) was
actually greater than in the more active area (1.1%). This difference
doubtless is for reasons that have nothing to do with the Youth
Services Program since there is no reason for the program to increase
arrest rates. On the other hand, the program could be having a
beneficial effect that simply was obscured in the rather variable
arrest statistics available for analysis. In the absence of clear
positive evidence, it cannot be concluded that the program has any
effect on juvenile arrests.

Los Angeles County Sheriff's Department. The juvenile arrest
records maintained by the Sheriff's Department were also analyzed
in a manner analogous to the LAPD statistics. Sixteen individual
stations of LASD were identified which have had reasonably stable
jurisdictions since 1974. Those sixteen stations were divided into
one group of nine stations which have participated actively with
projects of the Youth Services Network. The remaining seven stations
did not participate actively in the program. In the case of four of
those stations, the area is not served by the Youth Services Network.
For three, the program is available but the stations have not elected
to make a significant number of referrals.

Figure 4 presents the WIC 602 juvenile arrest trends for these
two groups of stations during the period from 1974 through 1980. As
in the previous analysis, the arrests are calculated as a rate per
100,000 junior and senior high school students in the areas of interest.

The results of this comparison indicated that there was no
greater reduction in arrests in the areas associated with the Youth
Services Program than in the less active areas. Indeed, what
difference there was tended in the opposite direction. In Figure 5
the same areas are compared for the selected offenses that characterize
referrals to the Youth Services Program. In this case, those offenses
were burglary, grand theft, petty theft, liquor law violations,
drunkness, disorderly conduct, and malicious mischief.

Figure 3: Los Angeles Police Department Arrest Rates for Selected
Offenses in High versus Low Diversion Areas (1974-1980)

Arrests
per 100,000
Juveniles

● High Diversion
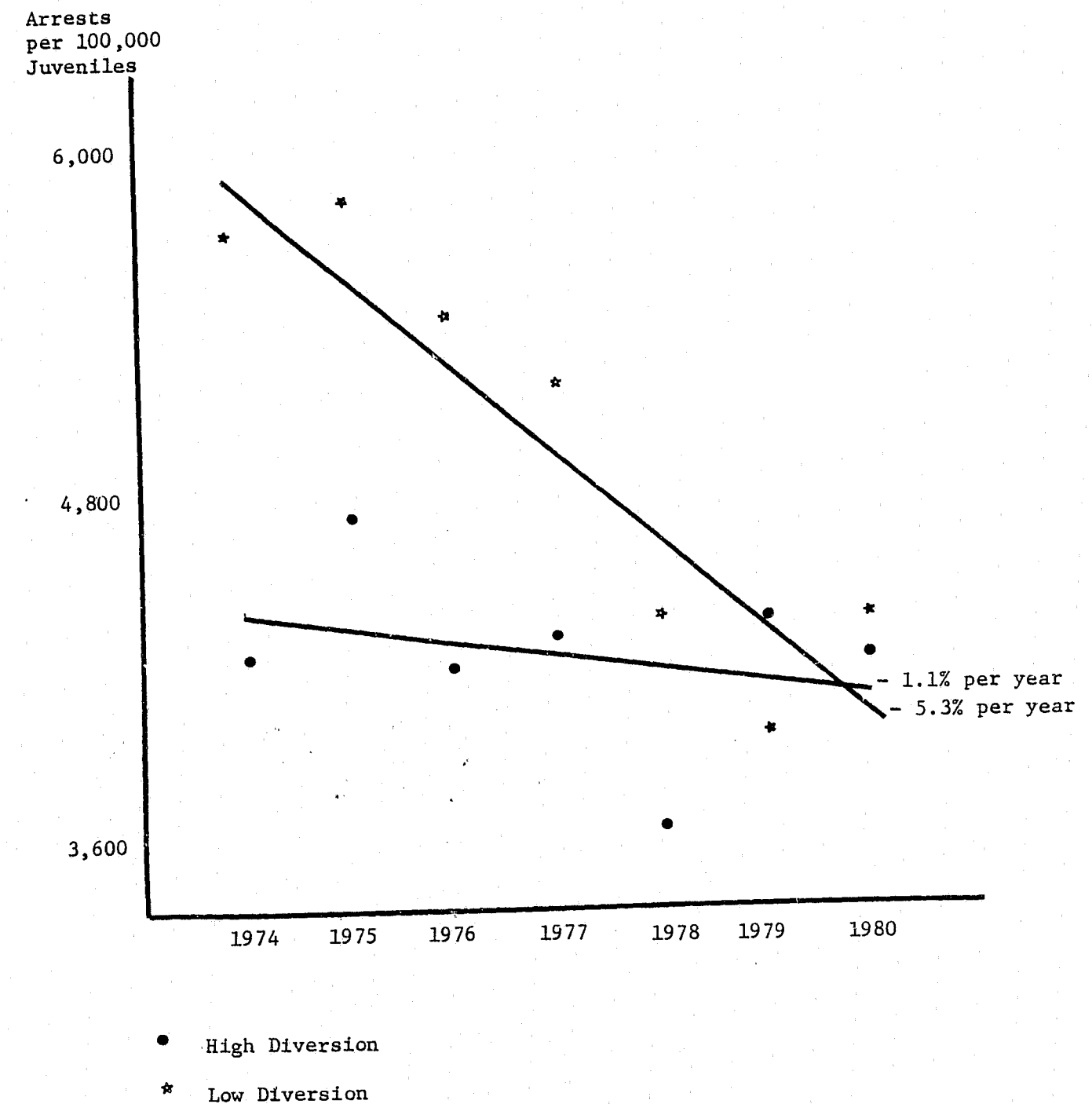
* Low Diversion

Figure 4: Los Angeles County Sheriff's Department Total WIC 602 Arrest
Rates in High versus Low Diversion Areas (1974-1980)
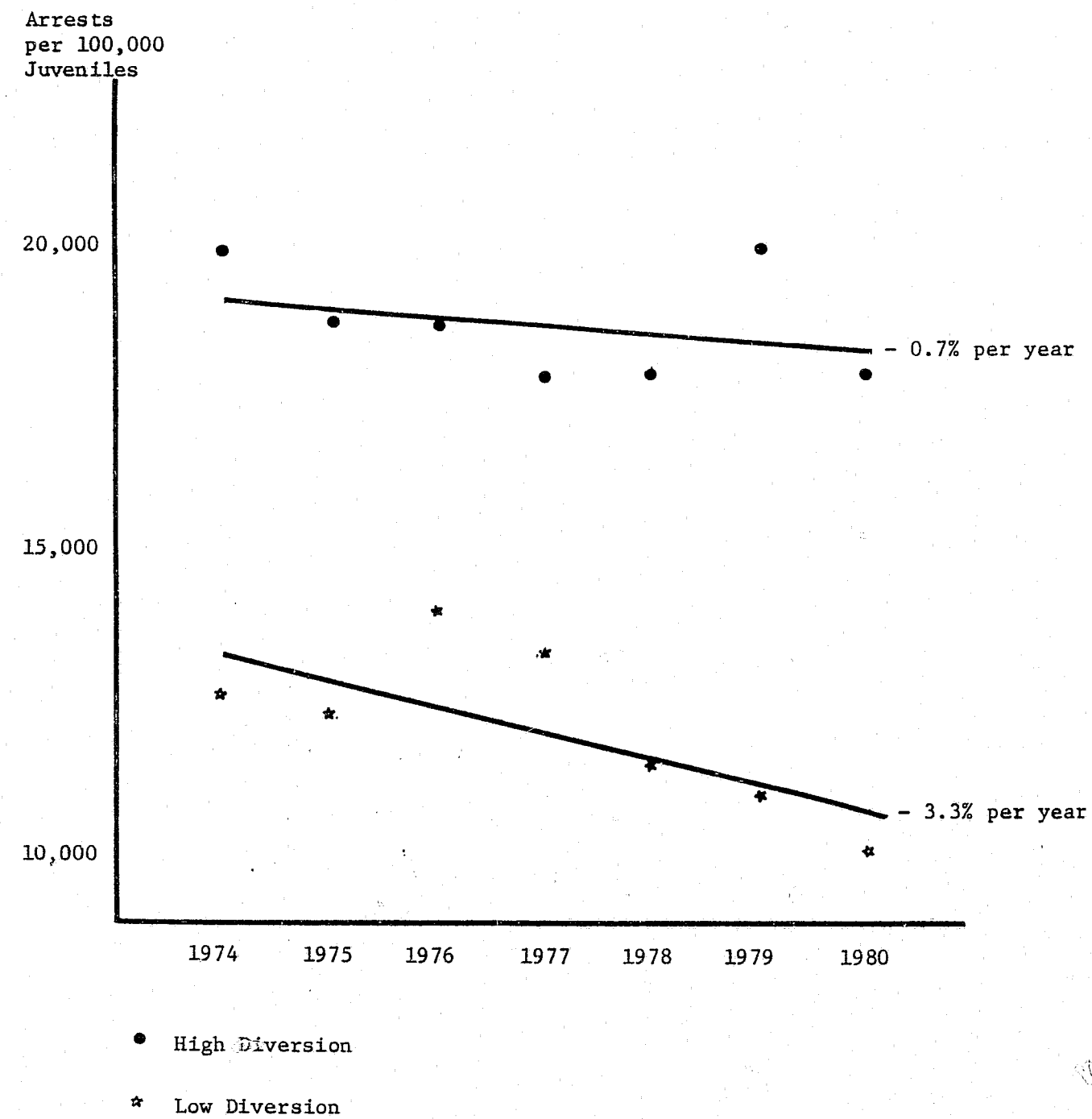
Figure 5: Los Angeles Sheriff's Department Arrest Rates for Selected
Offenses in High versus Low Diversion Areas (1974-1980)

Arrests
per 100,000
Juveniles

20,000

15,000

10,000

— 0.7% per year

— 3.3% per year

1974   1975   1976   1977   1978   1979   1980

● High Diversion

☆ Low Diversion

Arrests
per 100,000
Juveniles

9,000

6,600

4,200

— 0.2% per year

— 0.0% per year

1974   1975   1976   1977   1978   1979   1980

● High Diversion

☆ Low Diversion
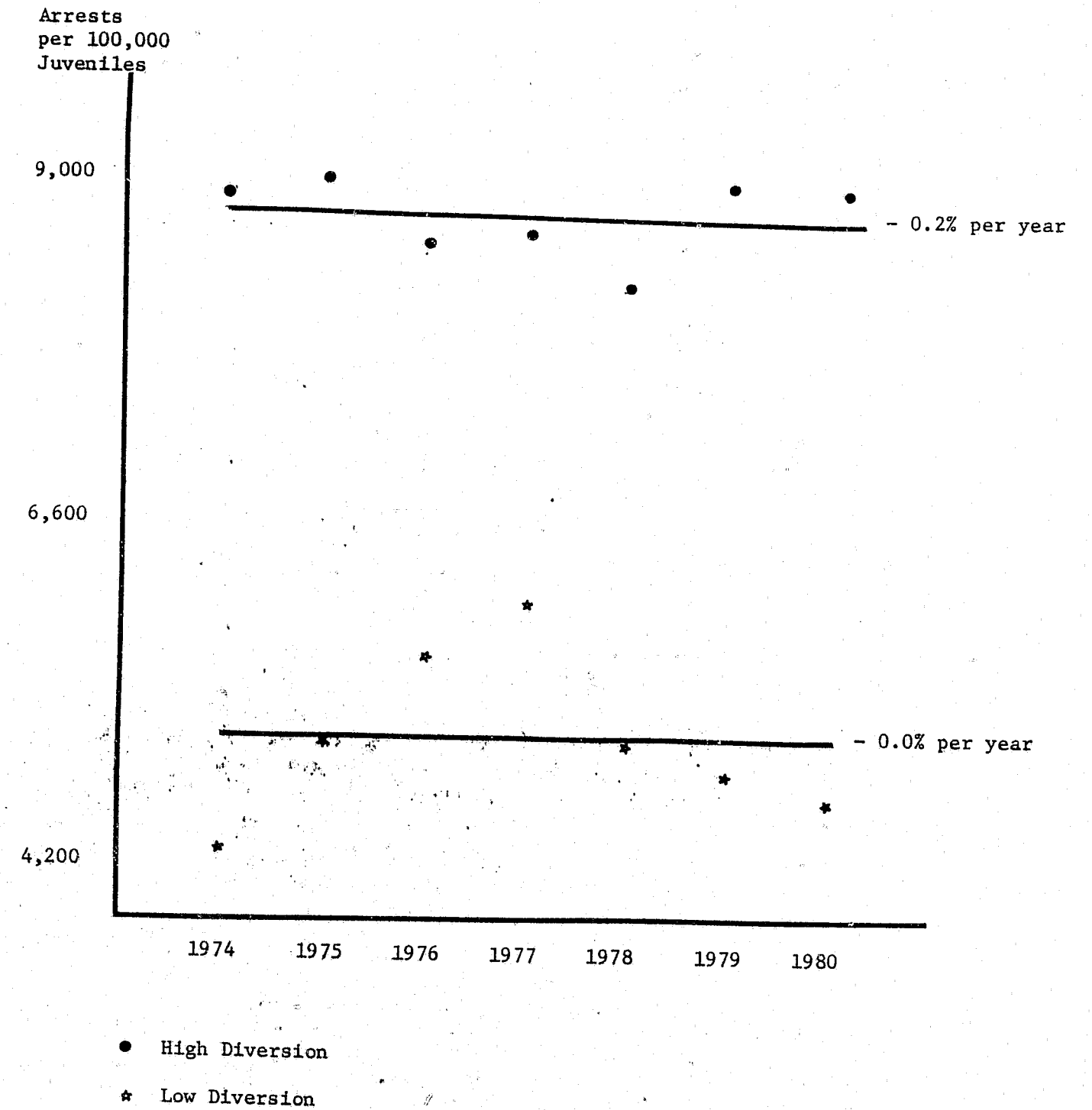
The comparison of selected offenses does show a slight decline in the project areas compared with the non-project areas but it is too small to be of consequence. In effect, the two areas show virtually identical juvenile arrest trends. Again, it cannot be concluded that the Youth Services Project produced a decrease in the juvenile arrest rate.

<u>Municipal Police Departments.</u> The final analysis was performed using arrest data from 46 independent municipal police departments (other than LAPD) as reported by the Bureau of Criminal Statistics. These departments were also divided into two groups--one group of 19 stations associated with very active projects of the Youth Services Network and a second group of 27 stations not served or not active with the Youth Services program. School enrollment figures were used to determine the number of junior and senior high school students in each area and the number of WIC 602 juvenile arrests per 100,000 adolescents was calculated for each area. The comparison is shown in Figure 6.

The police departments in Figure 6 do show some difference in arrest trends between the areas participating actively with the projects of the Youth Services Network and the comparison area. Juvenile Arrests have shown an average decline of about 5.0% per year since 1974 in the active project areas. In comparison areas, the decline has only averaged 2.5% per year. Furthermore, there continued to be a difference when only the selected offenses were examined (burglary, theft, petty theft, drunk, liquor, disorderly conduct, disturbing the peace, vandalism, malicious mischief). In the project areas the selected offenses showed a 2.8% per year decline; in the non-project areas the decline was only 0.9% per year (Figure 7).

By themselves, the arrest comparison for municipal police departments appears favorable for the Youth Services Network. In conjunction with the analysis of arrest trends for LAPD and LASD, however, any such interpretation would be tenuous. If the projects of the Youth Services Network were having a substantial effect on juvenile arrest rates, we would expect it to show up in all three data sets. Without a consistent overall pattern, no conclusion can be drawn.

It might be remembered that an earlier analysis (Lipsey & Johnston, 1979) found greater decreases for Youth Service Project areas than for comparison areas between 1974 and 1977 for the LASD arrests and for those of the municipal police departments. LAPD did not show the trend, but the HEAVY projects in L.A. City were not particularly active until late in that period. The failure to replicate the earlier pattern when the additional years 1978-1980 are included in the analysis is puzzling. It is possible that the instability of the arrest rates in recent years has obscured an underlying effect. The second year of the present evaluation study is designed to make a more careful study of the impact of the Youth Services Network on juvenile delinquency. At that time it may be possible to better assess the conflicting information that is now available.

Figure 6: Municipal Police Department Total WIC 602 Arrest Rates in High versus Low Diversion Areas (1974-1979)

* High Diversion
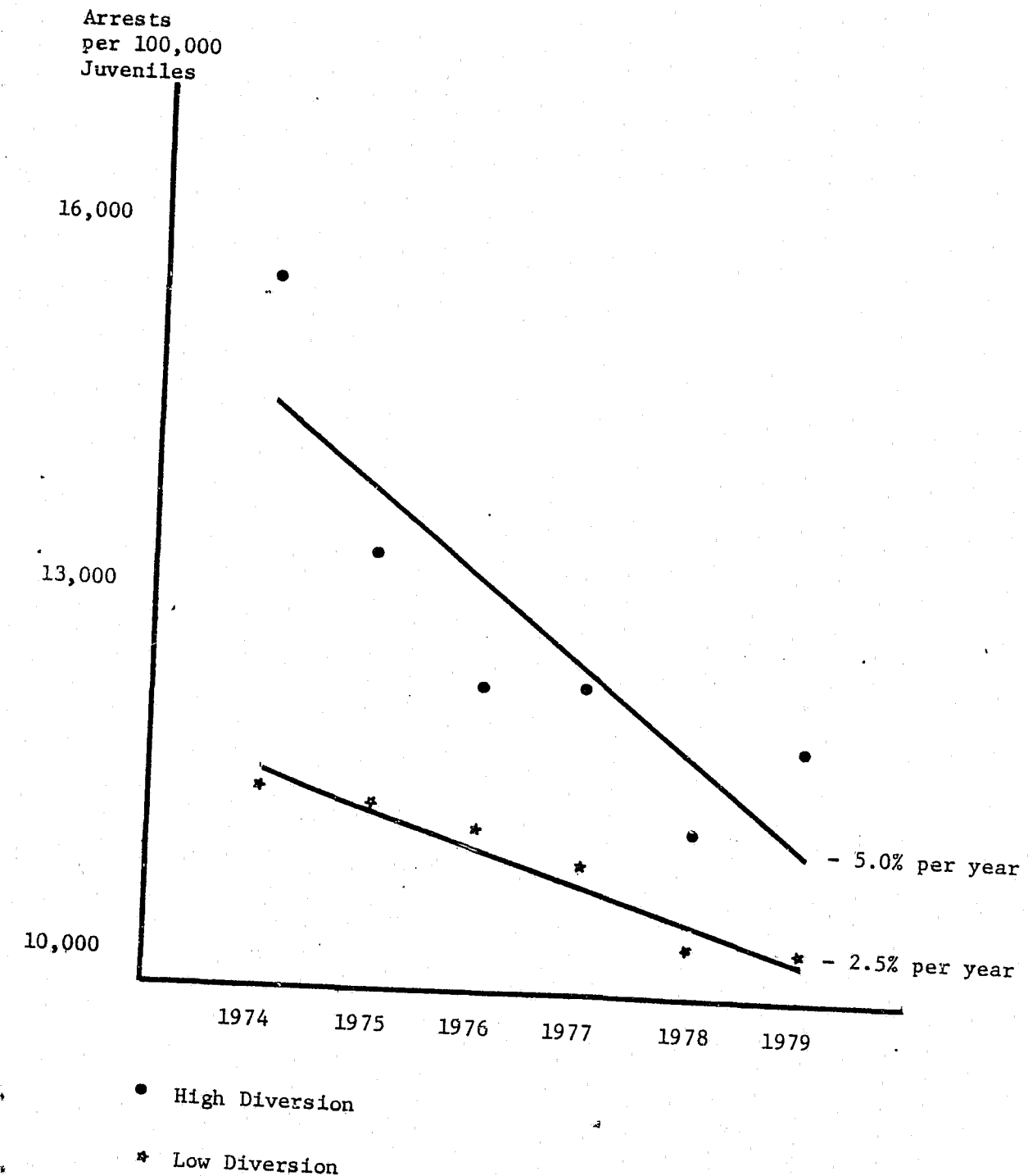
* Low Diversion

Figure 7: Municipal Police Department Arrest Rates for Selected
           Offenses in High versus Low Diversion Areas (1974-1979)

● High Diversion

✳ Low Diversion
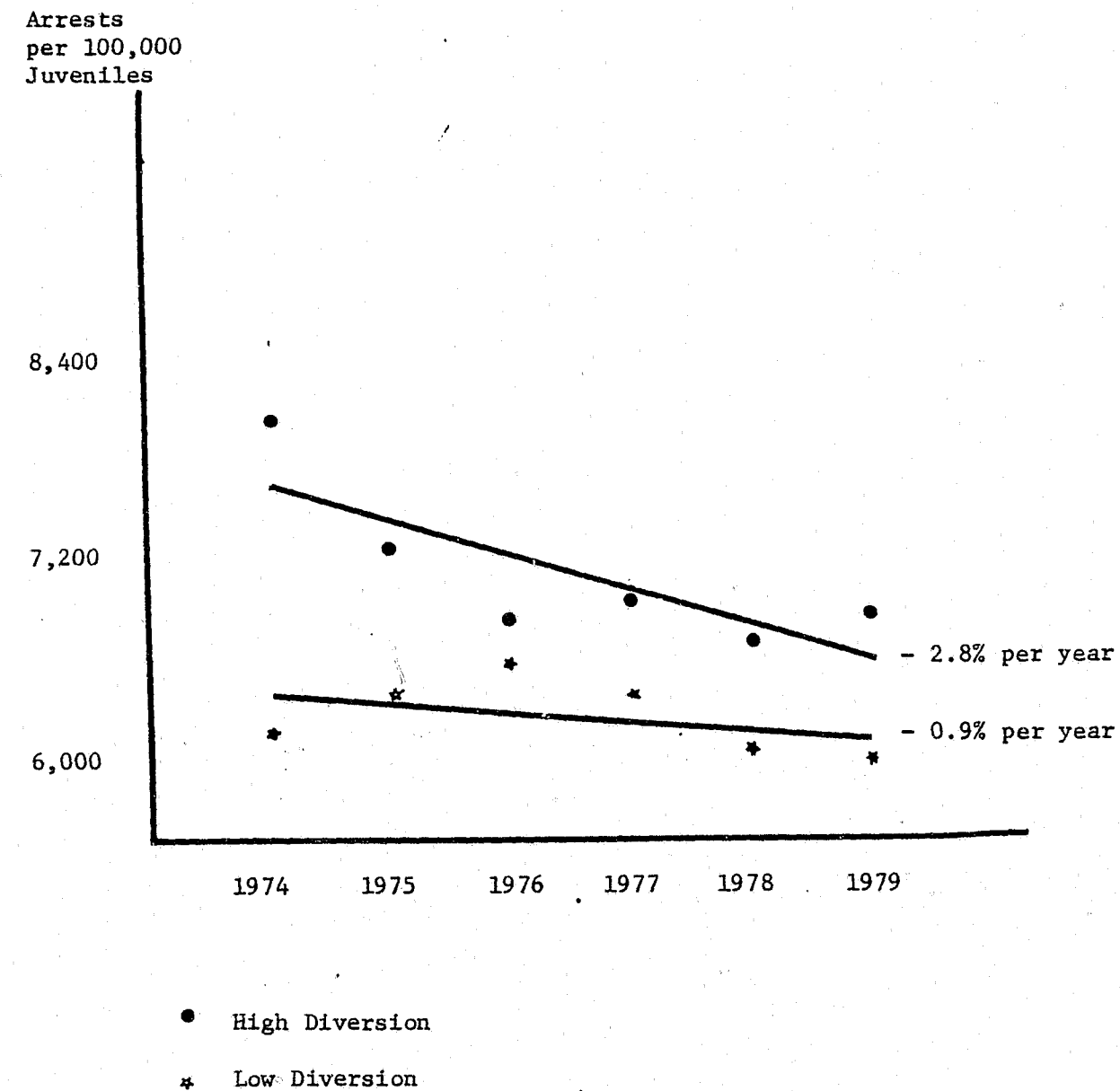
The projects of the Youth Services Network are funded through a variety of grants, contracts, and contributions from local and state sources. The major categories are AB90 funds, JJDP, and contributions from local cities. Some of the projects also receive substantial funding under CETA for employment programs and the L.A. City projects receive money through the DISCO program.

Table 29 reports the 1980 funding level for each of the projects of the Youth Services Network. Excluded from that table are some of the CETA employment programs which serve adults only. The entire Network, as Table 29 indicates, administers youth programs with a total funding in excess of five million dollars. Of that, a little over three million is for the "diversion" program, i.e., youth counseling and related services. Most of the remaining two million represents CETA youth employment programs of various sorts.

Table 29: 1980 Funding Level for Projects of the Youth Services Network

Project	"Diversion" Funding	Youth Employment Funding	Other Youth Funding	Project Totals
Centinela	174,288	--	--	174,288
Cerritos Corridor	174,201	--	--	174,201
Foothill	--	--	--	--
HEAVY-Central	782,643	103,655	308,213	1,194,511
HEAVY-SFV	295,968	678,313	--	974,281
HEAVY-West	707,034	70,017	--	777,051
JADE	218,183	--	1,080	219,263
Mid Valley	145,887	--	7,800	153,687
Pasadena (DAY)	74,703	--	4,383	79,086
PAY*	49,243	--	--	49,243
Pomona Valley	178,292	727,273	2,989	908,554
SEED*	191,026	--	--	191,026
South Bay	53,513	--	--	53,513
West San Gabriel Valley	166,366	213,075	--	379,441
Totals	3,211,347	1,792,333	324,465	5,328,145

*PAY and SEED are under a single project administration.

The figures shown in Table 29 represent the gross costs of the programs; that is, they are the best estimates available of the actual total costs of running the programs. In some cases, therefore, the figures include the value of donations such as office space and bookkeeping, as well as the value of any participating personnel charged to some account other than the major diversion funding sources. The gross costs for the diversion program at the individual projects ranges from about 50 thousand dollars to over three-quarters of a million dollars. With the youth employment programs included, some project budgets reach a million dollars.

The distinctive program for these projects, however, is the diversion component. Without a Youth Services Project in an area, there probably would be no significant diversion program. The CETA youth employment money, on the other hand, is available in most areas whether the Youth Services Program is the recipient or some other agency handles the program.

Since the Youth Services Projects' primary commitment is to delinquency prevention, it would be ideal to have the money available to the projects be distributed in proportion to the extent of the delinquency problem in the project areas. One indicator of the extent of delinquency in each area is the WIC 602 juvenile arrest rate. Table 30 shows the size of the 1980 juvenile arrest pool in each project jurisdiction.

Table 30: Funding Level for Each Youth Services Project in Relation to the Size of the WIC 602 Juvenile Arrest Pool in the Project Area

Project	1980 WIC Arrest Pool	1980 Diversion Funding	1980 Total Project Funding	Diversion Dollars per Arrest	Total Dollars per Arrest
Centinela	5,759	174,288	174,288	30	30
Cerritos Corridor	3,668	174,201	174,201	47	47
Foothill	(2,357)	--	--	--	--
HEAVY-Central	13,582	782,643	1,194,511	58	88
HEAVY-SFV	6,824	295,968	974,281	43	143
HEAVY-West	5,278	707,034	777,051	134	147
JADE	3,310	218,183	219,263	66	66
Mid Valley	3,200	145,887	153,687	46	46
Pasadena (DAY)	2,192	74,703	79,086	34	36
PAY/SEED*	4,335	240,269	240,269	55	55
Pomona Valley	2,141	178,292	908,554	83	424
South Bay**	2,064	53,513	53,513	26	26
West San Gabriel Valley	2,960	166,366	379,441	56	128
Totals	55,313	3,211,347	5,328,145	58	96

*PAY and SEED are under a single project administration.

**Juvenile arrests in the city of Torrance are prorated to deduct the proportion covered by the Torrance P.D.'s own diversion program.

The volume of juvenile arrests in each project area can be compared with the budget for the local Youth Services Project as shown in Table 30. A simple calculation provides the average number of Youth Services dollars available in each project area for each juvenile arrest reported in that area for the 1980 calendar year. For the entire Network, the funding level of the diversion program was about $58 for each juvenile arrest in the areas served; with the youth employment program included, the figure rises to $96 per arrest. There is no way of determining just what the optimal funding level is for a Youth Services Project but $50 per arrested juvenile in the project area seems large enough to offer the potential for significant program impact.

Not all the projects of the Youth Services Network are funded at the same relative level, however. Some, such as HEAVY-West and Pomona YSP, have been successful in bringing in considerably more funding, relative to local arrests, than the average for the Network. More notable, perhaps, is the fact that three projects fall considerably below the Network average. Pasadena (Project D.A.Y.) and Centinela YSP only received funding at the level of about $30-35 per juvenile arrest in their area. The South Bay project appears to be even more drastically underfunded. Its 1980 budget represented only $26 for each juvenile in the local arrest pool—an amount well below the Network average.

Cost Per Client

In an earlier evaluation report* it was determined that the average cost per diversion client for the projects of the Youth Services Network was under $300. Furthermore, that report showed that $300 per client was a low figure for the type of service delivered when compared with other similar youth services projects in the state of California and in a neighboring county. The cost per client figures of the Youth Services Project compared especially well to the costs of the Los Angeles County Probation Department which averaged in the $400-600 range for juveniles who received six months "informal" probation.

Those earlier comparisons were based on cost accounting from the year 1977. Since then, inflation has taken its inevitable toll and, additionally, the funding situation has changed significantly at many of the Youth Services Projects. The 1980 expenditures for the Projects were therefore compared with their diversion client pools in order to determine the present cost rate for the various projects. The summary data for this comparison are reported in Table 31.

Table 31 reports two cost per client figures for each project. The first is based on total or gross costs; that is, the cost of all contributions to the diversion program irrespective of who paid for them. For example, gross cost would include the value of donated office space that

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*M. W. Lipsey and J. E. Johnston, "The impact of juvenile diversion in Los Angeles County: A report to the Los Angeles County (AB90) Justice System Advisory Group," July, 1979.

was paid for by a local city. The average gross cost per client for the 10,608 clients served by the Network in 1980 was $303. This is a surprisingly low figure when compared to the 1977 figure (about $270). The cost per client for service in the Network has increased only about 10% in three years, well below the rate of inflation.

Table 31: 1980 Costs per Client for the Diversion Programs of the Youth Services Projects

Project	1980 Diversion Expenditures	1980 Diversion Clients	Average Gross Cost per Client	Amount per Client from Donations & Subsidies	Average Net Cost per Client
Centinela	174,288	477	365	29	336
Cerritos Corridor	174,201	596	292	79	213
Foothill	--	--	--	--	--
HEAVY-Central	782,643	1,468	533	12	521
HEAVY-SFV	295,968	2,122	139	7	132
HEAVY-West	707,034	1,967	359	50	309
JADE	218,183	1,054	207	3	204
Mid Valley	145,887	235	621	1	620
Pasadena (DAY)	74,703	372	201	22	179
PAY*	49,243	184	268	76	192
Pomona Valley	178,292	569	313	15	298
SEED*	191,026	772	247	52	195
South Bay	53,513	147	364	24	340
W. San Gabriel V.	166,366	645	258	--	258
Totals	3,211,347	10,608	303	26	277

*PAY and SEED are under a single project administration.

Of course, there were important differences among the various individual projects of the Youth Services Network. On the low end, Project HEAVY-San Fernando Valley averaged only $139 per diversion client and several other projects were in the $200-250 range. At the high end, cost per client reached $621 in Mid Valley, a community mental health center that provides all of its own service directly. Project HEAVY-Central also had relatively high per client costs.

The "net" costs per client reported in Table 31 represent the costs actually passed on to the grantors with a direct interest in service (e.g., JJDP, AB90). That is, these are the cost figures after removing the value

of all donations and subsidies, e.g., free office space, salaries paid by CETA grants, etc. A number of the projects of the Youth Services Network have taken advantage of various sources of supplementary support to stretch the dollars they receive from the service-oriented grantors.

Table 31 shows that, on average, the projects of the Network received $26 per client from supplementary sources leaving a net cost per client of only $277 that was charged to the primary service sponsors. This represents an efficiency that allows the projects to deliver more service for a fixed number of JDDP, AB90, local city or DISCO dollars. As Table 31 shows, some individual projects managed to get a considerable amount of supplementary support. Cerritos Corridor and P.A.Y., for example, each obtained more than $70 per client in supplementary payments.

Another dimension of a project's efficiency is the proportion of its funds it is able to put into direct service for the client in contrast to personnel and operating expenses for the Youth Services Project itself. For example, if a project received $100 and spent $60 on "overhead" and $40 on services for clients we might judge it less efficient than a project that spent $40 on overhead and $60 on client services. Table 32 breaks down the gross cost per client for each project into the components that went for project personnel, for project operating costs, and for direct service to clients.

Table 32: Breakdown of the 1980 Diversion Costs per Client for the Youth Services Projects

Project	Gross Cost per Client	Personnel $	Personnel %	Operating Expense $	Operating Expense %	Service $	Service %
Centinela	365	120	(33)	32	(9)	214	(59)
Cerritos Corridor	292	128	(44)	15	(5)	149	(51)
Foothill	--	--	--	--	--	--	--
HEAVY-Central	533	206	(39)	38	(7)	289	(54)
HEAVY-SFV	139	36	(26)	8	(6)	95	(68)
HEAVY-West	359	83	(23)	60	(17)	216	(60)
JADE	207	114	(55)	13	(6)	80	(39)
Mid Valley	621	211	(34)	158	(25)	252	(41)
Pasadena (DAY)	201	88	(44)	39	(20)	74	(37)
PAY*	268	102	(38)	16	(6)	150	(56)
Pomona	313	117	(37)	52	(17)	144	(46)
SEED*	247	92	(37)	21	(8)	135	(55)
South Bay	364	113	(31)	46	(13)	205	(56)
West San Gabriel V.	258	71	(27)	39	(15)	148	(58)
Averages	303	104	(34)	34	(11)	165	(54)

*PAY and SEED are under a single project administration.

There are several interesting features of Table 32. First, notice the average dollar amount that went for direct service for each client in the various projects. For the entire Network, the average figure was $165 direct service per client. The individual projects, however, varied considerably. Some expended only $70-100 in direct services per client. Others were over $200 per client. These differences largely reflect variations in policy and philosophy among the individual projects. Some emphasize short-term "crisis counseling" and generally restrict the amount of service provided to an individual client. Others attempt to provide more extensive service to the individual client and, naturally, the costs are commensurate.

The costs of personnel and operating expenses per client vary almost as much as service costs among the projects. There is, however, a rough correspondence between service costs and overhead costs since it requires more time and effort from the project to deliver a greater amount of service. One fairly straightforward way to examine the cost distribution for the projects is to look at the percentage of the total cost per client that is devoted to service versus overhead. This percentage is not sensitive to the total amount of the costs, only to the relative balance between service and overhead.

Table 32 shows that for the Network overall, 54% of the expenses per case went into direct service for the client. In other words, more than half of each dollar of funding that comes to the projects goes into direct service for the juvenile clients. Most of the individual Youth Services Projects are similar to the Network average on this factor. Four of the projects are notable for spending more on overhead than on services (JADE, Mid Valley, Pasadena, and Pomona). At the other end of the spectrum, two projects (HEAVY-SFV and HEAVY-West) convert 60% or more of their funding into direct services.

Note that it is not necessarily desirable that a project have an extremely high proportion of its funding converted into direct service for clients. That might reduce the overhead portion down to such a small amount that the project could not perform its other special functions. In the extreme case, a project might simply be a banker, writing checks for purchase of service with minimal overhead. Such a project would not be able to provide the planning, coordination, and development of community service agencies or any of the important case management, referral, or advocacy services that were discussed earlier in this report. Since these broader functions constitute one of the unique contributions of the projects of the Youth Services Network, it would not be wise to trim them excessively in order to maximize the proportion of each funding dollar that went into direct service. We would advocate that each project aspire to keep its overhead to around 40% of its expenses, with 60% going to direct service, but that project personnel and operating expenses not be reduced below that.

CLIENTS AND SERVICES

The 13 projects of the Youth Services Network obtain their clients by referral from law enforcement agencies, probation area offices, schools and, in some cases, through direct contact by juveniles or their parents. When the projects were started during the 1974-76 period they were under a requirement from the funding agency (LEAA/OCJP) to receive at least 51% of their clients as referrals from law enforcement agencies. As the projects have diversified their funding, many have expanded their referrals from schools and have opened their doors to juveniles who wish to apply directly for services, particularly employment services.

Table 33 shows the client referral sources during 1980 for all projects for which data are available.** For the Network as a whole, police referrals remain a major client source but school referrals now rank as the largest referral source.

Table 33: Client Referral Services for the Projects of the Youth Services Network With Data Available

Project	Police		Probation		Schools		Other		Data Missing		Total
Centinela Valley	109	57%	11	6%	45	24%	22	12%	3	2%	190
Cerritos Corridor	217	42	49	10	206	40	32	6	9	2	513
HEAVY-West	146	11	23	2	684	50	504	37	1	0	1358
JADE	353	48	11	2	271	37	96	13	2	0	733
Midvalley	52	40	24	18	22	17	31	24	1	1	130
PAY*	207	67	4	1	78	25	20	6	1	0	310
Pomona Valley	34	20	16	9	79	47	39	23	1	1	169
SEED*	414	50	42	5	298	36	55	7	23	3	832
W. San Gabriel Valley	306	36	76	9	239	28	221	26	5	0	847
Totals	1838	36%	256	5%	1922	38%	1020	20%	46	0%	5082

*PAY and SEED are combined under a single administration.

**Not all projects nor all data for some projects were entered in the computerized client tracking system in time to be included in this report.

Several of the projects in Table 33 receive a significant portion of clients from "other" sources. This includes primarily self referrals ("walk-ins") and parent referrals and are directed almost entirely toward the youth employment programs these projects are operating under CETA funding.

Client Characteristics

All projects of the Youth Services Network direct their primary and, in most cases, their exclusive attention upon providing services to you aged approximately 12-18 years. Table 34 reports the full age distribution for the projects for which data are available. A few projects serve youth in the 18-24 year range, chiefly under CETA employment fundings.

Table 34: Age Distribution of Youth Services Clients for Projects With Data Available

| | Age | | | | | | | | |
Project	12 or less	13	14	15	16	17	18 or more	Data Missing	Total
Centinela Valley	35 18%	26 14%	42 22%	40 21%	20 10%	21 11%	1 0%	5 3%	190
Cerritos Corridor	68 13	66 13	65 13	88 17	109 21	68 13	18 3	31 6	513
HEAVY-West	205 15	84 6	112 8	191 14	267 20	271 20	216 16	12 1	1358
JADE	183 25	77 10	103 14	125 17	119 16	72 10	39 5	15 2	733
Midvalley	16 12	13 10	11 8	28 21	19 15	21 16	18 14	4 3	130
PAY	23 7	23 7	40 13	56 18	57 18	67 22	40 13	4 1	310
Pomona Valley	30 18	30 18	14 8	38 22	28 16	21 12	5 3	3 2	169
SEED	48 6	71 8	119 14	164 20	148 18	133 16	64 8	85 10	832
W. San Gabriel Valley	133 16	83 10	100 12	124 15	170 20	131 15	77 9	30 3	847
Totals	741 15%	473 9%	606 12%	854 17%	937 18%	805 16%	478 9%	189 4%	5082

Tables 35 and 36 provide sex and ethnicity breakdowns of the Youth Services Network clients. About 60% of those clients are male, the remainder, female. The ethnic distribution represents Caucasians, Hispanics, and Blacks in significant numbers with a sprinkling of Asians and other ethnic groups.

Table 35: Sex of Youth Services Clients for Projects With Data Available

Project	Male	Female	Data Missing	Total
Centinela Valley	132 69%	57 30%	1 1%	190
Cerritos Corridor	334 65	173 34	6 1	513
HEAVY-West	784 58	568 42	6 0	1358
JADE	256 35	473 64	4 0	733
Midvalley	91 70	39 30	0 0	130
PAY	220 71	90 29	0 0	310
Pomona Valley	102 60	66 39	1 1	169
SEED	557 69	232 28	23 3	832
W. San Gabriel Valley	569 67	273 32	5 1	847
Totals	3065 60¢	1971 38%	46 1%	5082

Table 36: Ethnicity of Youth Services Clients for Projects With Data Available

Project	Caucasian	Black	Hispanic	Asian	Other	Data Missing	Total
Centinela Valley	58 31%	83 44%	24 13%	1 0%	2 1%	22 12%	190
Cerritos Corridor	397 77	10 2	76 15	0 0	2 0	28 5	513
HEAVY-West	576 42	465 34	204 15	29 2	56 4	28 2	1358
JADE	202 28	53 7	464 63	4 1	7 1	3 0	733
Midvalley	53 41	2 1	72 55	0 0	2 1	0 0	130
PAY	43 14	0 0	263 85	2 1	0 0	2 1	310
Pomona Valley	126 75	7 4	18 11	0 0	1 1	16 9.5	169
SEED	502 60	0 0	272 33	3 0	1 0	54 6	832
W. San Gabriel Valley	316 37	23 3	459 54	19 2	18 2	12 1	847
Totals	2273 45%	643 13%	1852 36%	58 1%	89 2%	165 3%	5082

A more descriptive picture of the Youth Services Network clientele requires examination of the life circumstances of these juveniles. Table 37 shows that the majority of these youth are still enrolled in school though the amount of missing data makes it difficult to judge how many have dropped out or otherwise completed their schooling. Less than half of the juveniles were reported as living with two parents, most of the remainder live with their mothers only (Table 38). The

largest number of clients had 1-2 siblings in the home. The proportion
of missing data was very high on these items.

Table 37: School Enrollment Status of Youth Services Clients for
Projects With Data Available

Project	Enrolled		Not Enrolled Working		Not Enrolled Unemployed		Data Missing		Total
Centinela Valley	156	82%	1	1%	4	2%	29	15%	190
Cerritos Corridor	433	84	0	0	0	0	80	16	513
HEAVY-West	22	2	0	0	1	0	1335	98	1358
JADE	578	79	0	0	0	0	155	21	733
Midvalley	106	81	1	1	0	0	23	18	130
PAY	259	84	4	1	15	5	32	10	310
Pomona Valley	162	96	1	1	1	1	5	2	169
SEED	676	81	2	0	7	0	147	18	832
W. San Gabriel Valley	704	83	13	1	51	6	78	10	847
Totals	3097	61%	22	0%	79	2%	1884	37%	5082

Table 38: Family Composition of Youth Services Clients for Projects
With Data Available

Parents in Home

Project	Mother Only		Father Only		Neither		Both		Data Missing		Total
Centinela Valley	48	25%	8	4%	2	1%	80	42%	52	28%	190
Cerritos Corridor	162	31	32	6	19	4	271	53	29	6	513
HEAVY-West	384	28	39	3	105	8	307	23	523	38	1358
JADE									733	100	733
Midvalley	48	37	3	2	3	2	73	56	3	2	130
PAY	122	39	4	1	21	7	156	50	7	2	310
Pomona Valley	45	27	9	5	6	4	2	1	107	63	169
SEED	188	23	35	4	57	7	478	57	74	9	832
W. San Gabriel Valley	334	39	32	4	44	5	415	49	22	3	847
Totals	1331	26%	162	3%	257	5%	1782	35%	1550	30%	5082

Table 38 (cont.):

Number of Siblings

Project	0		1-2		3-5		Less Than 6		Data Missing		Total
Centinela Valley	24	13%	76	40%	32	17%	6	3%	52	27%	190
Cerritos Corridor									513	100	513
HEAVY-West	262	19	415	31	141	10	17	1	523	38	1358
JADE									733	100	733
Midvalley	24	18	60	46	41	32	5	4	0	0	130
PAY									310	100	310
Pomona Valley	43	25	85	50	38	22	3	2	0	0	169
SEED									832	100	832
W. San Gabriel Valley	207	24	388	46	194	23	36	4	22	3	847
Totals	560	11%	1024	20%	446	9%	67	1%	2985	59%	5082

Of those youth with fathers or stepfathers living in the home, the
largest group was reported as being employed and 4% were described as
unemployed, seeking work. A large number of the youths' mothers were
employed and many others were reported to be seeking work (Tables 39 and
40). No reports were available on the employment status of most of the
parents of clients, however.

Table 39: Father's Employment Status for Youth Services Clients in Projects With Data Available

Project	Employed		Unemployed, Looking for Work		Unemployed, Not Looking for Work		Data Missing		Total
Centinela Valley	71	37%	4	2%	7	4%	108	57%	190
Cerritos Corridor	175	34	3	0	4	1	331	65	513
HEAVY-West	399	29	44	3	18	1	897	66	1358
JADE							733	100	733
Midvalley	72	55	45	35	5	4	8	6	130
PAY	97	31	10	3	14	4	189	61	310
Pomona Valley	104	61	1	1	3	2	61	36	169
SEED	354	43	20	2	7	1	451	54	832
W. San Gabriel Valley	413	49	85	10	27	3	322	38	847
Totals	1685	33%	212	4%	85	2%	3100	61%	5082

Table 40: Mother's Employment Status for Youth Services Clients in Projects With Data Available

Project	Employed		Unemployed, Looking for Work		Unemployed, Not Looking for Work		Data Missing		Total
Centinela Valley	82	43%	6	3%	34	18%	68	36%	190
Cerritos Corridor	208	41	29	6	2	0	274	53	513
HEAVY-West	384	28	78	6	217	16	679	50	1358
JADE							733	100	733
Midvalley	55	42	23	18	49	38	3	2	130
PAY	95	31	68	22	20	6	127	41	310
Pomona Valley	98	58	28	16	7	4	36	21	169
SEED	269	32	98	12	5	1	460	55	832
W. San Gabriel Valley	407	48	184	22	146	17	110	13	847
Totals	1598	31%	514	10%	480	9%	2490	49%	5082

The criteria for referral to one of the projects of the Youth Services Network generally emphasize the level of delinquency risk of the youths as indicated by offenses for which they are arrested or behavior problems at school.

The youth most readily identified as delinquency risks are those referred by law enforcement agencies subsequent to apprehension or arrest for a violation of law. Tables 41-43 report the arrest or offense circumstances for those juveniles referred by law enforcement to the Projects of the Youth Services Network for which data are available. The majority of those youth were referred subsequent to a code violation, generally the 602 Welfare & Institutions Code. The largest general category was for W.I.C. 602 misdemeanor offenses. Relatively few juveniles were referred for 601 status offenses (e.g., runaway, truancy, curfew). A significant number of youth, however, were apparently referred by law enforcement even though they were not charged with any violations of the legal codes.

Table 41: Proportion of Code Violations Among Police Referrals to the Youth Services Projects With Data Available

Project	Code Violation		No Code Violation		Data Missing		Total
Centinela Valley	104	95%	5	5%	0	0%	109
Cerritos Corridor	126	58	91	42	0	0	217
HEAVY-West	80	55	65	44	1	1	146
JADE	287	81	61	17	5	1	353
Midvalley	17	33	9	17	26	50	52
PAY	181	87	25	12	1	1	207
Pomona Valley	19	56	15	44	0	0	34
SEED	342	83	71	17	1	0	414
W. San Gabriel Valley	248	81	56	18	2	1	306
Totals	1404	76%	398	22%	36	2%	1838

Table 42: Types of Code Violations Among Police Referrals to the Youth Services Projects With Data Available

Project	W.I.C. 601		W.I.C. 602 Misdemeanor		W.I.C. 602 Felony		Other		Data Missing		Total
Centinela Valley	16	15%	37	34%	23	21%	3	3%	30	27%	109
Cerritos Corridor	32	15	71	33	71	33	3	1	40	18	217
HEAVY-West	3	2	14	9			61	42	68	47	146
JADE	88	25							265	75	353
Midvalley	4	8	7	13	11	21	1	2	29	56	52
PAY	9	4	144	70	43	21	6	3	5	2	207
Pomona Valley									34	100	34
SEED	13	3	244	59	96	23	6	1	55	13	414
W. San Gabriel Valley	9	3	187	62	41	13	1	0	68	22	306
Totals	174	9%	704	38%	285	15%	81	4%	594	32%	1838

Table 43: Offenses Reported for Law Enforcement Referrals to the Youth Services Projects With Data Available

Offenses	Centinela Valley		Cerritos Corridor		HEAVY-West		JADE		Midvalley		PAY		Pomona Valley		SEED		West San Gabriel Valley		Total
Burglary	15	12%	55	21%	11	6%	20	5%	4	5%	26	12%	9	18%	69	15%	59	15%	268
Theft	1	1	22	8	6	3	16	4	6	8	13	6	11	22	42	9	11	3	128
Shoplifting	0	0	8	3	7	4	22	6	1	1	10	5	0	0	27	6	0	0	75
Fraud	7	6	1	0	2	1	4	1	0	0	8	4	0	0	27	6	95	25	144
Other Property	8	7	8	3	8	5	20	5	3	4	5	2	2	4	12	3	16	4	82
Robbery	3	2	2	1	1	1	1	0	0	0	0	0	0	0	9	2	3	1	19
Assault	2	2	2	1	2	1	5	1	0	0	3	1	2	4	13	3	4	1	33
Other Threat or Violence	1	1	0	0	0	0	0	0	0	0	0	0	0	0	5	1	2	1	8
Disorderly Conduct	2	2	6	2	0	0	2	0	0	0	7	3	1	2	0	0	24	6	42
Malicious Mischief	6	5	0	0	3	2	30	8	0	0	1	0	0	0	2	0	12	3	54
Other Disturbance	0	0	0	0	0	0	6	2	0	0	3	1	0	0	4	1	2	1	15
Possession of Marijuana	8	7	22	8	22	13	16	4	1	1	32	15	3	6	56	12	33	9	193
Other Drug	4	3	5	2	5	3	26	7	3	4	15	7	2	4	9	2	7	2	76
Incorrigible	0	0	10	4	1	1	3	1	0	0	2	1	0	0	13	3	0	0	29
Curfew	0	0	0	0	1	1	13	4	0	0	1	0	0	0	1	0	4	1	20
Runaway	17	14	22	8	4	2	28	8	3	4	6	3	1	2	13	3	8	2	102
Truancy	0	0	0	0	1	1	40	11	1	1	2	1	0	0	0	0	0	0	44
All other	38	32	40	15	11	6	44	12	5	7	29	14	1	2	85	19	35	9	288
Data Missing	8	6	63	24	84	50	68	19	49	64	48	23	18	36	69	15	67	17	474
Totals	120	100	266	100	169	100	364	100	76	100	211	100	50	100	456	100	382	100	2094

The particular offense with which law enforcement referrals were most frequently charged involved property crimes (burglary, theft) and substance abuse. Most of these charges were misdemeanors but a substantial number were reported to be felonies.

Referrals made to the projects of the Youth Services Network by the schools were generally not made in response to the type of chargeable legal offense that preceded referral by the police. As Table 44 shows, only a small proportion of the school referrals resulted from incidents such as theft, drug use, etc., on campus. The largest category of referral reasons was school-related academic problems, behavioral problems, or simple truancy (Table 45). A significant number of youth were also referred for various personal and family problems.

Table 44: Whether a Law Enforcement Type Offense was Involved for School Referrals to the Youth Services Projects With Data Available

Law Enforcement Offense?

Project	Yes		No		Data Missing		Total
Centinela Valley	0	0%	1	2%	44	98%	45
Cerritos Corridor	0	0	78	38	128	62	206
HEAVY-West	13	2	312	46	359	52	684
JADE	0	0	43	16	228	84	271
Midvalley	0	0	1	4	21	95	22
PAY	7	9	57	73	14	18	78
Pomona Valley	0	0	0	0	79	100	79
SEED	0	0	153	51	145	49	298
W. San Gabriel Valley	1	0	11	5	227	95	239
Totals	21	1%	656	34%	1245	65%	1922

Table 45: Reason for Referral for School Referrals to Youth Services Projects With Data Available

Project	Substance Abuse	Employment	Medical	Victim	Learning Disability	Delinquency	Psychological	Family Problem	Peer Problem	Behavior	Academic	Nonattendance	Data Missing	Total
Centinela Valley	0	0	0	0	0	0	0	0	2	0	0	0	43	45
Cerritos Corridor	4	0	0	0	11	6	3	65	9	29	62	9	8	206
HEAVY-West	9	163	1	0	15	27	25	26	13	47	101	6	251	684
JADE	6	0	0	1	1	22	18	12	1	74	0	31	105	271
Midvalley	0	0	0	0	0	1	0	0	0	1	0	0	20	22
PAY	2	0	0	0	6	1	3	6	0	17	15	23	5	78
Pomona Valley	5	0	0	0	1	1	1	20	5	21	3	16	6	79
SEED	10	1	0	1	0	24	24	60	4	44	32	95	3	298
W. San Gabriel Valley	7	8	0	0	33	7	61	20	25	40	12	22	4	239
Totals	43	172	1	2	67	89	135	209	59	273	225	202	445	1922
	2%	9%	0%	0%	3%	5%	7%	11%	3%	14%	12%	10%	23%	

Personal 26%   Social 14% School 36%

Another approach to assessing the circumstances of the youth referred to the projects of the Youth Services Network is to look directly at the "presenting problem" identified by the youth service agencies at the point of intake, irrespective of the source of the referral. Table 46 reports the available information from the intake assessment. Unfortunately that assessment is missing from 80% of the cases, rendering the results difficult to interpret. Based on the reports that were made, it appears the service providers most frequently identify family problems and delinquency among the juveniles.

Table 46: Treatment Goals and Treatment Problems Identified by Service Providers for Referrals From Youth Services Projects With Data Available

Project	Substance Abuse	Employment	Medical	Victim	Learning Disability	Delinquency	Psychological	Family Problem	Peer Problem	Behavior	Academic	Nonattendance	Other	Data Missing	Total
Centinela Valley	0	0	0	0	0	0	0	0	0	0	0	0	0	190	190
Cerritos Corridor	12	0	0	0	0	31	0	84	0	9	11	5	10	351	531
HEAVY-West	0	0	0	0	0	0	0	0	0	0	0	0	0	1358	1358
JADE	0	0	0	0	0	0	0	0	0	0	0	0	0	733	733
Midvalley	23	0	0	8	1	49	4	12	1	6	2	9	0	15	130
PAY	25	0	0	1	0	55	3	56	1	15	27	8	3	116	310
Pomona Valley	0	0	0	0	0	0	0	0	0	0	0	0	0	169	169
SEED	74	0	1	7	0	101	3	101	13	63	32	43	12	382	832
W. San Gabriel Valley	1	48	0	0	3	1	1	10	1	1	0	0	0	781	847
Totals	135	48	1	16	4	237	11	263	16	94	72	65	25	4095	5082
	3%	1%	0%	0%	0%	5%	0%	5%	0%	2%	1%	1%	0%	80%	

Personal 9%   Social 5% School 5%

Youth Services

The youth services available through the projects of the Youth Services Network are quite extensive and diversified. Altogether there are over 200 separate service agencies on contract to the various projects and they offer a range of services from counseling to recreation and tutoring. In addition, several of the projects offer services directly, particularly employment and employment training. Table 47 reports the available information regarding the primary service received by the juvenile clients of the Youth Services Network. Data are missing for about two-thirds of the cases, limiting interpretation. It seems quite clear, however, that the various forms of counseling (individual, family, and group) constitute the predominant service. Some of the missing data is for CETA employment cases that were not posted on the records analyzed here. Such employment services make up the second largest service category overall, though many of the projects do not offer employment as a regular service.

Table 47: Types of Service Offered to Clients and Average Hours of Service Per Client for Youth Services Projects With Data Available

Project	Individual Counseling	Family Counseling	Group Counseling	Parent Counseling	Vocational Counseling	Tutoring	Recreation	Employment	Other	Data Missing	Total	Average Hours of Service*
Centinela Valley	60	37	2	0	0	4	18	0	2	67	190	12.9
Cerritos Corridor	16	46	0	0	0	0	0	0	0	451	513	5.6
HEAVY-West	73	49	13	7	76	27	39	65	304	704	1358	12.6
JADE	0	0	0	0	0	0	0	0	0	733	733	
Midvalley	80	34	2	0	0	0	0	5	0	9	130	4.9
PAY	115	28	1	0	0	9	0	0	1	156	310	8.2
Pomona Valley	75	18	26	0	0	0	0	0	1	49	169	4.7
SEED	94	65	11	0	0	0	0	0	0	662	832	7.8
W. San Gabriel Valley	82	33	5	26	0	28	41	9	0	623	847	6.3
Totals	595	310	60	33	76	68	98	79	308	3455	5082	9.4
	12%	6%	1%	1%	1%	1%	2%	1%	6%	68%		

*Many cases had not terminated at the time of data collection and were still receiving services. These figures thus are underestimates of the final average amount of service.

For those clients with available records it is possible to determine the approximate amount of service, measured in contact hours, that the average juvenile client received. Total contact hours and the number of recipients are also reported in Table 47 for projects with available data. Overall, each client who entered service had received an average of over nine contact hours at the time there data were collected. Since many of these clients had not yet terminated service at that time, these figures underestimate the true average amount of service received. The number of referrals who did not enter service is unknown at this point.

The chief recipients of service were, of course, the juvenile clients themselves. In addition, however, various other members of the family such as parents and siblings were also sometimes involved in the service. Table 48 presents the full distribution of service contacts for those projects reporting this information. About 18% of all contacts were with someone other than the juvenile client (though generally the client was also present). Most frequently, if anyone else participated, it was the mother.

Table 48: Distribution of Service Provider Contacts With Clients, Their Families, and Peers for Youth Services Projects With Data Available

Project	Client	Mother	Father	Guardian	Sibs	Peers	Total
Centinela Valley	809	170	37	9	38	16	1079
Cerritos Corridor	349	219	56	0	33	0	657
HEAVY-West	3525	3	0	0	0	4	3532
JADE	0	0	0	0	0	0	
Midvalley	442	155	81	15	45	20	758
PAY	1159	241	46	6	6	0	1458
Pomona Valley	536	106	58	0	22	37	759
SEED	1241	328	104	6	20	36	1,735
W. San Gabriel Valley	1435	155	73	1	26	7	1697
Totals	9,496	1,377	455	37	190	120	11,675
	81%	12%	4%	0%	2%	1%	

Termination Status

The prototype forms for the Youth Services Network Evaluation and Management Information System record information regarding the circumstances under which clients terminate their service. Unfortunately, the data that is presently available omits termination data for approximately 85% of the cases. These records will need to be updated with termination information before any report can be made.

Referral Agencies, Service Agencies and Cities of Residence

The agency of referral, agency of service, and city of residence of Youth Services Network clients are reported in Tables 49-57 for those projects with available data.

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Table 49: Referral Agency, Service Agency, and City of Residence of
Centinela Valley Diversion Project Clients

Referral Sources

Law Enforcement Agencies	Number of Youth	Percent
El Segundo P.D.	10	5%
Gardena P.D.	8	4
Hawthorne P.D.	7	4
Inglewood P.D.	55	29
L.A.S.D. Lennox Station	27	14
School Districts		
Centinela Valley	7	4
Inglewood	6	3
Lennox	15	8
Los Angeles	4	2
Wiseburn	4	2
Other Referral Source	7	4
Data Missing	40	21
Total	190	

Service Agencies	Number of Youth	Percent
1736 House	1	0%
Asian American Drug Abuse	4	2
Child, Youth and Parent Counseling	14	7
Family Services of L. A.	4	2
Gardena N.Y.P.U.M.	3	2
Hawthorne Y.M.C.A. Family Services	11	6
Inglewood Youth Counseling	4	2
Lennox Gang Prevention	15	8
South Bay Free Clinic	4	2
South Bay Human Services Center	3	2
South Bay Therapeutic Clinic	36	19
The Reading Center	2	1
Thomas Gibbs	11	6
Data Missing	78	41
Total	190	

City of Client Residence	Number of Youth	Percent
El Segundo	19	10%
Gardena	20	10
Hawthorne	26	14
Inglewood	83	44
Lawndale	7	4
Lennox	9	5
Los Angeles	12	6
Data Missing	14	7
Total	190	

Table 50: Referral Agency, Service Agency, and City of Residence of
Cerritos Corridor Clients

Referral Sources

Law Enforcement Agencies	Number of Youth	Percent
Bellflower Probation	22	4%
Downey P.D.	77	15
Huntington Park P.D.	3	1
L.A.P.D. Hollenbeck Division	4	1
L.A.S.D. Lakewood Station	121	24
L.A.S.D. Norwalk Division	6	1
Los Angeles Probation	3	1
School Districts		
ABC	84	16
Bellflower	15	3
Cerritos Corridor	8	1
Downey	44	9
Long Beach Unified	5	1
Paramount	49	9
Other Referral Source	34	7
Data Missing	38	7
Total	513	

Service Agencies	Number of Youth	Percent
Affiliated Psychological Consultants	12	2%
Aid in Developing	9	2
Center for Basic Learning	16	3
Developmental Guidance	38	7
Family Ministries	21	4
Family Services (Bellflower)	28	5
Family Services (Bloomfield Park)	2	0
Family Services (Los Angeles)	9	2
Helpline	21	4
Lindholm, Mark	10	2
Project Aware	14	3
Psychological Health Services	26	5
Trinity Counseling Center	38	7
Wood, Roger	21	4
Other	3	1
Data Missing	245	48
Total	513	

City of Client Residence	Number of Youth	Percent
Artesia	22	4%
Bellflower	48	9
Cerritos	81	16
Downey	108	21
Hawaiian Gardens	28	5
Lakewood	87	17
Long Beach	5	1
Norwalk	2	0
Paramount	69	13
Other	3	1
Data Missing	60	12
Total	513	

Table 51: Referral Agency, Service Agency, and City of Residence of
Project HEAVY-West Clients

Referral Sources

Law Enforcement Agencies	Number of Youth	Percent
Beverly Hills P.D.	3	0%
L.A.P.D. Central Division	2	0
L.A.P.D. Hollywood Division	14	1
L.A.P.D. Lakewood Division	13	1
L.A.P.D. Venice Division	17	1
L.A.P.D. West Hollywood Division	5	0
L.A.P.D. West L.A. Division	18	1
Santa Monica P.D.	11	1

School Districts		
Culver City	20	1
Los Angeles Unified	445	33
Santa Monica	22	2
Other Referral Source	11	1
Data Missing	777	57
Total	1358	

Service Agencies	Number of Youth	Percent
AABC Counseling Center	29	2%
Airport Marina Community Services	18	1
Boys' and Girls' Club of Venice	55	4
Boys' Club of Hollywood	23	2
Career Planning Center	43	3
Child, Youth and Parent Counseling	43	3
Clare Foundation	17	1
Didi Hirsch Mental Health	6	0
Direction Up	224	16
Do It Now Foundation	9	1
Hollywood Y.M.C.A.	43	3
Los Angeles Free Clinic	12	1
Mar Vista Youth Club	4	0
Ocean Park Community Center	3	0
Open Paths Foundation	72	5
John Rossi	12	1
Santa Monica Bay Area Drug Abuse Council	27	2
Data Missing	718	53
Total	1358	

City of Client Residence	Number of Youth	Percent
Beverly Hills	8	1%
Culver City	90	7
El Segundo	6	0
Gardena	2	0
Inglewood	8	1
Los Angeles	767	56
Malibu	27	2
North Hollywood	2	0
Pacific Palisades	12	1
Santa Monica	87	6
Topanga	4	0
Venice	140	10
Data Missing	205	15
Total	1358	

Table 52: Referral Agency, Service Agency, and City of Residence of
JADE Clients

Referral Sources

Law Enforcement Agencies	Number of Youth	Percent
Alhambra P.D.	12	2%
Bell P.D.	45	6
Cudahy P.D.	15	2
Huntington Park P.D.	128	17
Juvenile Justice Center	10	1
L.A.S.D. Lynwood Station	33	4
Maywood	16	2
Pomona P.D.	3	0
Southgate P.D.	108	15
Walk-in Referral	36	5

School Districts		
Lynwood Unified	11	1
Los Angeles Unified	234	32
Paramount	28	4
Saugus Union	2	0
Other Referral Source	32	4
Data Missing	20	3
Total	733	

Service Agencies	Number of Youth	Percent
Salvation Army	19	3%
Southeast Psychological Services	6	1
Tri-Cities Counseling Services	35	5
Other	1	0
Data Missing	672	91
Total	733	

City of Client Residence	Number of Youth	Percent
Bell	75	10%
Cudahy	44	6
Huntington Park	181	25
Lynwood	61	8
Maywood	51	7
Non-resident	72	10
Southgate	170	23
Other	6	1
Data Missing	73	10
Total	733	

Table 53: Referral Agency and City of Residence of Midvalley Mental Health Council Clients

Referral Sources

Law Enforcement Agencies	Number of Youth	Percent
Baldwin Park P.D.	4	3%
El Monte P.D.	51	39
L.A.S.D. Industry Station	5	4
L.A.S.D. Temple Station	5	4
West Covina P.D.	5	4
School Districts		
Duarte	2	1
El Monte	11	8
El Monte Union H.S.	2	1
Mountain View	3	2
Other Referral Source	7	5
Data Missing	35	27
Total	130	

City of Client Residence	Number of Youth	Percent
Azusa	2	1%
Baldwin Park	16	12
Duarte	5	4
El Monte	72	55
La Puente	4	3
South El Monte	11	8
West Covina	6	5
Other	14	11
Total	130	

Table 54: Referral Agency, Service Agency, and City of Residence of PAY Clients

Referral Sources

Law Enforcement Agencies	Number of Youth	Percent
Bell Gardens P.D.	2	1%
L.A.S.D. East L.A. Station	135	43
L.A.S.D. Industry Station	12	4
L.A.S.D. Pico Rivera Station	2	1
Montebello P.D.	57	18
School Districts		
Los Angeles Unified	37	12
Montebello	40	13
Other Referral Source	5	2
Data Missing	20	6
Total	310	

Service Agencies	Number of Youth	Percent
Arcadia Reading Clinic	10	3%
Ayudate	18	6
Bell Gardens Youth Services Bureau	4	1
Community Human Resources	7	2
Community Human Services	3	1
East L.A. Alcoholism Counseling	11	4
El Centro	35	11
En Jesus si se Puede	18	6
Open Door Clinic	38	12
Psychological Health	5	2
Robert Lispi	4	1
Sherry L. Smith, Ph.D.	43	14
Soledad Enrichment Action	72	23
Other	9	3
Data Missing	33	11
Total	310	

City of Client Residence	Number of Youth	Percent
Commerce	19	6%
El Monte	2	1
Los Angeles	170	55
Montebello	97	31
Monterey Park	9	3
Pico Rivera	7	2
Other	3	1
Data Missing	3	1
Total	310	

Table 55: Referral Agency, Service Agency, and City of Residence of
Pomona Valley Youth Services Project Clients

Referral Sources

Law Enforcement Agencies	Number of Youth	Percent
Claremont Probation	6	3%
L.A.S.D. Industry Station	9	5
L.A.S.D. San Dimas Station	5	3
La Verne P.D.	20	12
Pomona Probation	9	5
Walnut Valley P.D.	15	9
Whittier Valley P.D.	4	2

School Districts		
Bonita	22	13
Claremont	13	8
Pomona	15	9
Pomona Unified	6	3
Other Referral Source	5	3
Data Missing	40	24
Total	169	

Service Agencies	Number of Youth	Percent
Claremont Counseling Center	4	2%
Community Oriented Probation	10	6
Family Services of Pomona	27	16
La Verne/San Dimas Open Door	12	7
Pomona Counseling Center	2	1
Walnut Valley Counseling Center	59	35
Other	1	0
Data Missing	54	32
Total	169	

City of Client Residence	Number of Youth	Percent
Claremont	13	8%
Diamond Bar	73	43
La Verne	30	18
Pomona	6	3
San Dimas	31	18
Walnut	13	8
Other	3	2
Total	169	

Table 56: Referral Agency, Service Agency, and City
of Residence of SEED Clients

Referral Sources

Law Enforcement Agencies	Number of Youth	Percent
Downey P.D.	36	4%
L.A.S.D. Industry Station	83	10
L.A.S.D. Lakewood Station	2	0
L.A.S.D. Norwalk Station	232	28
L.A.S.D. Pico Rivera Station	50	6
L.A.S.D. Temple Station	4	0
Probation Department	5	1
Whittier P.D.	11	1

School Districts		
ABC	6	1
East Whittier	13	1
El Rancho	28	3
Little Lake City	60	7
Los Angeles Unified	2	0
Lowell Joint	5	1
Norwalk-La Mirada	145	17
South Whittier	15	2
Whittier Union	25	3
Other Referral Source	30	4
Data Missing	80	10
Total	832	

Service Agencies	Number of Youth	Percent
Al Christensen	16	2%
David Sequeira	21	2
Downey Area Counseling	9	1
Family Ministries	4	0
Family Services of L.A.	3	0
Family Services of Rio Hondo	11	1
Helpline Youth Counseling	15	2
James D. Lisle, Ph.D.	151	18
James D. Lisle, Ph.D., On Campus Counseling	7	1
La Mirada Family Services	47	6
Mark E. Fowler	10	1
Michael A. Johnson	77	9
N.Y.P.U.M.	2	0
Pico Rivera Family Counseling	44	5

Table 56 (continued)

Service Agencies (cont.)	Number of Youth	Percent
Reading Guidance Institute	8	1%
Rev. Thomas J. Gibbs, Jr.	7	1
Robert Lispi	11	1
Salvation Army	10	1
S.E. Council on Alcoholism and Drugs	27	3
Sherry L. Smith, Ph.D.	50	6
Other	2	0
Data Missing	300	36
Total	832	

City of Client Residence	Number of Youth	Percent
Diamond Bar	3	0%
Hacienda Heights	16	2
La Habra Heights	3	0
La Mirada	138	16
La Puente	19	2
Norwalk	247	30
Pico Rivera	78	9
Rowland Heights	11	1
Santa Fe Springs	30	4
Whittier	158	19
Other	18	2
Data Missing	111	13
Total	832	

Table 57: Referral Agency, Service Agency, and City of Residence
of West San Gabriel Valley Juvenile Diversion Clients

Referral Sources

Law Enforcement Agencies	Number of Youth	Percent
Alhambra P.D.	108	13%
Arcadia P.D.	79	9
Downey P.D.	2	0
L.A.S.D. Industry Station	2	0
L.A.S.D. Temple Station	26	3
Monrovia P.D.	49	6
Monterey Park P.D.	13	1
San Gabriel P.D.	6	1

School Districts		
ABC	5	0
Alhambra	81	9
Arcadia	6	1
El Monte	2	0
El Monte Union H.S.	4	0
Garvey	32	4
Monrovia	38	4
Montebello	8	1
Rosemead	39	5
San Gabriel	16	2
Other Referral Sources	11	1
Data Missing	320	38
Total	847	

Service Agencies	Number of Youth	Percent
Affiliated Psychiatric Medical Clinic	22	2%
Alcohol Information Program	4	0
Arcadia Reading Clinic-Alhambra	48	6
Arcadia Reading Clinic-Arcadia	27	3
Employment - CETA	60	7
Family Counseling Service of W.S.G.V.	68	8
Help Our Youth (HOY)	31	4
Hillcrest Guidance Clinic	55	6
Monterey Park Boys' Club	3	0

Table 57 (continued)

Service Agencies (cont.)	Number of Youth	Percent
Open Door Clinic	29	3%
Santa Anita Family Services	29	3
Spectrum Counseling Services	59	7
Thelma Kaplan	46	5
W.S.G.V. Juvenile Diversion Project	43	5
W.S.G.V. Reading Program	9	1
Y.M.C.A.-S.G.V. N.Y.P.U.M.	71	8
Data Missing	243	29
Total	847	

City of Client Residence	Number of Youth	Percent
Alhambra	161	19%
Arcadia	80	9
Azusa	2	0
Duarte	2	0
El Monte	5	1
Huntington Park	2	0
Los Angeles	9	1
Montebello	10	1
Monterey Park	72	8
Monrovia	101	12
Rosemead	284	33
San Gabriel	63	7
South Pasadena	3	0
South San Gabriel	16	2
Temple City	16	2
Other	18	2
Data Missing	3	0
Total	847	

NOTES FOR INDIVIDUAL PROJECTS

The previous chapters in this report have provided information regarding the overall nature and activities of the projects of the Youth Services Network including, in many cases, information about individual projects as well. Naturally, most of the individual projects show a great similarity to the general Network pattern. In this section of the report each individual project is reviewed with an emphasis on any distinctive features that it might have. No attempt has been made to provide a complete summary of the research findings for each project since much of that information has been reported already. But we have tried to collect together the highlights for each project in order to provide a synopsis that may help project directors and project boards better identify the distinctive issues that have emerged for their particular project.

Centinela Valley

The Centinela Valley Youth Services Project covers the third largest juvenile arrest pool in the Network. Its relative client volume, however, is rather small--comparable to only about 8% of the juvenile arrest pool in the catchment area though not all clients come from the arrest pool. This is the third lowest in the Network. Closely related is a rather low funding level relative to other projects. Whereas the average project in the Network receives funding equivalent to about $58 per juvenile in the WIC 602 juvenile arrest pool, Centinela is only funded at a level of about $30 per arrest, the second lowest in the Network.

Thus the Centinela Valley Project is underfunded for the size of its juvenile arrest pool in comparison to the other projects of the Youth Services Network.

One possible factor in this situation is the perception the project boards have of their role in the project. Members of the boards who were interviewed stressed their important role in determining youth needs in their area and in monitoring the service providers under contract to the project. They made less mention of their role in promoting the project and developing funding for it than did the typical board member in the other projects of the Network.

With regard to project goals, the Centinela boards rated delinquency prevention as the major goal, closely followed by diversion from the juvenile justice system and reduction of crime in the community. Though they rated the function of planning and coordinating youth services as important, they gave this considerably less emphasis than was characteristic in other projects.

The youth service providers who were interviewed did not give the project particularly strong reports with regard to coordinating and developing youth services in the project area, though their reports were not particularly negative either. Referral agents, on the other hand,

did give unusually favorable reports of the role the project had played in improving relations among referral agencies themselves and between referral agencies and service providers.

One other distinctive characteristic of the Centinela Valley Project is its strong law enforcement orientation. About 63% of its referrals is its strong law enforcement orientation. About 63% of its referrals came directly from law enforcement or probation. Nearly all of them were referred subsequent to a code violation and 31% had an arrest record with prior offenses. These characteristics indicate that the project was receiving relatively high risk juveniles as referrals. The recidivism rate for those juveniles reflected that fact--at 34.3% it was considerably higher than the Network average. This largely reflected the more serious cases that were referred to the project, however. When the recidivism rate was adjusted to take into account the risk level of the juveniles referred, it fell well within the expected range.

The cost per client for service at Centinela Valley was higher than the average for the Network--$365 per client compared to an overall Network average of $303 per client. The project did not pass all of this cost along to the major grantors, however. Net costs were reduced to $336 as a result of personnel donated by the Inglewood Police Department. The project maintained a relatively low overhead, putting 59% of its gross funding directly into services.

Overall, the Centinela Project received very high ratings from its boards and from the service providers and referral agents who were interviewed during the course of the evaluation study.

Cerritos Corridor

The Cerritos Corridor Youth Services Project is a very solid, typical project in the Youth Services Network. It functions very similarly to the overall Network averages on virtually all of the factors examined in this report. In addition, the project receives very strong ratings from its boards and the service providers and referral agents with which it works.

The project boards indicate that delinquency prevention is their primary goal but also emphasize the importance of providing an alternative to the juvenile justice system for youthful offenders.

The Cerritos Corridor project is cited very favorably by the community youth services providers for its work coordinating and developing youth services in the community, particularly for helping make better use of existing agencies. The referral agencies also give the project high ratings but do not show quite as much enthusiasm as the service providers.

Over recent years there may have been some drift in the project away from the strong law enforcement orientation that characterized it when it was first initiated. Although 10% of its referrals were received directly from probation, an unusually high number, little more than 40% came from the local law enforcement stations. The large Lakewood Sheriff's Station, which at one time referred more than 10% of its juvenile arrests to the

project, recently has averaged only 7%. Moreover, over half of the law enforcement referrals had no recorded offense at the time of referral and only 58% of them were reported to have a code violation involved in the referral incident.

About one-fourth of the law enforcement referrals in the recidivism sample did have prior arrest records which indicates that the project was serving youth of medium delinquency risk. This level, however, was very little higher than the Network average. The recidivism rate of 31.9% was in the expected range for the type of law enforcement referral handled by the project.

The average cost per client in the Cerritos Corridor project was slightly below the Network average at $292 per case. The project managed to offset a remarkable portion of that, averaging $79 per client, through donations of office space and a salary contribution from the Sheriff's Department. The result was that only $213 per client was actually charged to the major grantors who supported the project. About 51% of the project budget went for direct service indicating that overhead costs were kept to a reasonable, though fairly typical level.

Foothill

The Foothill Youth Service Project was just starting up during the last few months of 1980, the year covered by this evaluation study. It thus had no significant client activity during that period.

The Foothill project is among the smallest in the Network in terms of the size of the juvenile arrest pool in its jurisdiction. The law enforcement stations in its area generally have no history of diversion. The Crescenta Valley Sheriff's Station, for example, reports virtually no juvenile arrest dispositions referred to community service agencies during recent years.

The 1981 Youth Services Network Evaluation, now in progress, should provide full information regarding the progress of the Foothill project during its first full year of operation.

HEAVY-Central

Project HEAVY-Central is, by far, the largest project in the Youth Services Network in terms of the size of its catchment area--19% of the entire juvenile arrest pool in Los Angeles County, more than twice the size of the next largest project. The client volume handled by the project, however, is not proportional to the magnitude of its catchment area. Many of the LAPD stations in the area refer less than 5% of their juvenile arrests to the project. The overall client volume in the project, from all sources, is below the average for the projects of the Youth Services Network as judged in comparison with the size of the juvenile arrest pool.

Unlike most of the other projects of the Network, the HEAVY-Central boards give priority to the youth service planning and coordination function in the project though they also show a substantial commitment to the goals of delinquency prevention and diversion. The youth service agencies that participate with the project give exceptionally favorable reports of HEAVY-Central's role in developing new youth service programs and in helping to improve existing services.

The referral agents who were interviewed in the HEAVY-Central area, however, did not indicate that the project had been significant in facilitating improved relations between them and service agencies or other groups that participate with the project. This may, in part, be due to the unusual homogeneity among referral agencies in the HEAVY-Central project. Virtually all the participating police stations are from LAPD while the schools are all part of the L.A. Unified School District. In addition, the service agencies and the project staff themselves do not give a great deal of attention to providing feedback and encouragement to the referral agencies.

The referrals that were sent by law enforcement to the project were below the Network average in terms of their delinquency risk. More than half had no confirmed arrest at the time of referral and less than 20% of them had prior arrest records. To some extent this emphasis on juveniles with less delinquency involvement reflects the project's delinquency prevention philosophy. The large DISCO program which the project manages, for example, is explicitly targeted on predelinquents who have no prior arrests.

Despite the relatively low risk juveniles that are referred by law enforcement in Project HEAVY-Central, their recidivism rate is surprisingly high. For a large sample of law enforcement referrals, the recidivism rate was significantly higher than predicted on the basis of the characteristics of the youth involved. It may be that there is some other factor not accounted for, a distinctive characteristic of these juveniles that makes them higher risk cases than they seem on the basis of their prior records, but on the face of it these results are not encouraging.

It is particularly noteworthy that a considerable amount of money is spent on each juvenile served at HEAVY-Central. The cost per client, at $533, is the second highest in the Network and more than $200 higher than the Network average. These high cost per client figures are not primarily a matter of large overhead expenditures in this large project. Roughly 54% of the cost goes into direct service and 46% to personnel and operating expenses--figures that are right on the averages for the entire Network. As a matter of program strategy, HEAVY-Central has chosen to invest substantially more service in each individual juvenile client than most of the other projects of the Network. This policy perhaps should be re-examined in light of the surprisingly high recidivism rates of the law enforcement cases in the HEAVY-Central client pool.

As the largest project in the Youth Services Network and one that is not only centrally located but is close to the downtown Los Angeles area, Project HEAVY-Central takes on a variety of general support functions for the other projects of the Network. It also engages in a significant amount

of community work with other agencies and groups in the area. Thus, part of the high cost per client at HEAVY-Central is due to these supplementary activities. During the cost analysis for HEAVY-Central an attempt was made to identify the proportion of time spent by key administrative and service personnel in the project on general community development and other such activities. When the project expenditures were adjusted to remove those costs, the resulting cost per client estimate was $500, less than the original estimate but still well above the cost typical in the other projects of the Youth Services Network.

The project boards at HEAVY-Central are notable for the importance they place on the role of interceding on behalf of the project and engaging in other such essentially political functions. They also report that the identification of potential funding sources and fund-raising in general is an issue of direct concern to them. Many other project boards in the Network show little interest in this critical area of project functioning.

Overall, the project boards and the youth service providers and referral agents who interact with Project HEAVY-Central give it positive ratings and cite many program accomplishments. The specific ratings that were made by respondents to our interviews, however, fell somewhat below the average evaluations for the other projects in the Network.

HEAVY-San Fernando Valley

Project HEAVY-San Fernando Valley covers the second largest juvenile arrest pool in the Youth Services Network. It has a large number of clients relative to the size of that arrest pool--the client volume is equivalent in numbers to 31% of the annual juvenile arrests.

The project boards put priority on the goal of providing youth service that will be an alternative to the juvenile justice system. They put relatively less emphasis on delinquency prevention than many other projects of the Network, but put much more emphasis on the role of the project in coordinating youth services in the area and facilitating cooperation and communication among schools, law enforcement, and youth service agencies.

The board members view the project as very successful in providing a coordinating function in the Youth services sector. This assessment is echoed by the youth service providers who, in most cases, give very favorable reports of their experience with the project. They particularly praise the work of the project in facilitating cooperation between youth services agencies and law enforcement and in helping to make diversion of arrested youth a viable option. The service agencies also report that HEAVY-San Fernando Valley staff have been very helpful in providing assistance in their own efforts to prepare proposals for funding.

The law enforcement stations in the HEAVY-San Fernando area are generally quite active in making referrals to the project. Three of the LAPD stations, for example, refer 10-18% of their juvenile arrests to the project. Others, for example Foothill and West Valley, are less active, however. The law enforcement referrals in our sample showed 22% with

priors and 69% with confirmed arrests at the time of referral. This distribution indicates that the project is receiving juveniles in the medium to low delinquency risk range. In part, this result is due to the DISCO program administered by the project. That program is targeted on predelinquents with no arrests or priors.

The recidivism rate of the law enforcement referrals that were checked during the course of the evaluation research was quite low-- 11.1%. This estimate was based on a very small sample, however, and may not be stable. To a large extent it reflects the relatively low risk law enforcement referrals received by the project. The recidivism rate was in the range expected when the risk level of the juveniles was taken into account.

One interesting finding that emerged in the study of the HEAVY-San Fernando Valley Project was the rather low visibility the project itself had with the various referral agencies. Since the referral agents deal directly with the service providers, they are relatively unaware of the nature and operation of the H-SFV Youth Services Project itself. Indeed, it was difficult to find referral agents who were willing to be interviewed with regard to the project. Even though they may have made a substantial number of referrals, they did not feel they were familiar enough with the project itself to comment on it. In this context, it may be significant that the Resource Board of the HEAVY-San Fernando project is not very active. Though a few members put in considerable effort on the project's behalf, the board is officially convened only to review proposals for new service programs. Thus the representatives from law enforcement, school, etc. on that board do not have as much opportunity to learn about the nature and workings of the project as they would if the board were more vigorously engaged in project operations.

The HEAVY-San Fernando Valley project brings a substantial amount of funding into its catchment area. The overall 1980 level was equivalent to about $43 of diversion money for each juvenile arrest in the jurisdiction that year and another $100 per arrest in youth employment money. The diversion money was distributed over an unusually large number of clients by using careful cost monitoring to keep the overall cost per client low. The effect of these procedures was to give H-SFV the lowest cost per client ratio in the Youth Services Network--$139. Of that amount, 68% went directly to services with only 32% allocated to overhead, giving the project the lowest overhead rate in the Network.

One sacrifice that the project may have made in order to maintain that low overhead rate is a reduction in the case management functions that are common in the other projects of the Youth Services Network. Relative to the other projects, H-SFV receives less information regarding referral and scheduled services for its juvenile clients. It is also less active in performing outreach or requiring the service agencies to perform outreach in the event that a client fails to appear for service intake or a scheduled service session.

Overall, Project HEAVY-San Fernando Valley has a very good reputation in the community. Its boards and service providers, especially, give it exceptionally high ratings.

HEAVY-West

Project HEAVY-West is a very significant program in its catchment area. It provides services to a client pool equivalent in size to 38% of the number of juvenile arrests in the area, a sizeable quantity. Furthermore, it has obtained a funding level that amounts to about $147 per juvenile arrest in its jurisdiction. With this client volume and funding level, the HEAVY-West project has sufficient resources and coverage to make a substantial impact on youth and youth services in its area.

The youth service agencies that have worked with HEAVY-West report that the funding they receive has made a great difference in their programs. Not only has it permitted expansion and development, but in some cases the service agencies say that without the funding they might not have survived. Unlike many other projects in the Network, however, the HEAVY-West service agencies do not report that the project has made a great difference in coordinating youth services or in facilitating increased communication and cooperation among youth services, law enforcement, and the schools. The referral agents who were interviewed gave similar reports.

The project boards at HEAVY-West rate the planning and coordination of youth services as an important function of the project. More attention may be warranted for that objective in light of the comments made by the service providers and referral agents in our interviews. The project boards at HEAVY-West also gave unusual emphasis to the goal of delinquency reduction in the community irrespective of the program approach that is used. They do not appear to be as committed to the individual client orientation or the purchase of service vehicle as other project boards in the Network.

The referrals that were made to Project HEAVY-West during 1980 were almost entirely from schools and self-referrals. Less than 15% came from law enforcement stations or probation. Only the Hollywood LAPD station makes a proportionately large number of referrals to the project, 14% of its juvenile arrests. The other law enforcement stations in the area refer more like 4-7% of their juvenile arrests, a rather small amount.

The law enforcement referrals that were received tended to be rather low risk delinquency cases. Only 55% of them were reported to have a code violation offense at the time of referral. Less than 19% had any record of prior offenses and over half had no confirmed arrest at the time of referral. All these factors indicate that the law enforcement referrals were fairly minor cases in terms of their delinquency histories. Their relatively low recidivism rate, 20.3%, was in the range expected for such juveniles.

The cost per client at HEAVY-West was somewhat above the Network average for diversion clients, $359 compared with $303 for the Network. Approximately $50 of that cost, however, was carried through donations of office space and the assistance of CETA VI workers, budget items which were not charged to the major grantors who paid for the diversion service. Thus HEAVY-West only passed along costs of about $309 per client to those

grantors. The service money was spent with a relatively low overhead rate
also. About 60% of the cost per client went directly into services, only
40% into personnel and operating expenses--a ratio above the Network average.

The project boards at HEAVY-West placed the most emphasis on their
function of identifying and obtaining funding for the project, which may
in part explain the project's relatively high funding level. They put less
emphasis on their role in youth services planning and development. Over-
all, the project received moderately good ratings from its boards and the
service agencies and referral agents with which it deals. The project was
viewed favorably and received ratings similar to the Network average, which
itself was a high rating.

JADE

The JADE Youth Services Project shows a particularly strong commitment
to the goals of reducing juvenile delinquency. The project boards rate
delinquency prevention, reduction of crime in the community, and providing
an alternative to the juvenile justice system as the overriding goals of
the project.

Project JADE has managed to obtain a reasonably high funding level
for its program purposes. Overall funding amounts to about $66 per juvenile
arrest in the catchment area, a figure somewhat above the Network average.
Furthermore, the client volume at Project JADE is well above the Network
average. The number of clients in 1980 was equivalent in number to 33% of
the juvenile arrest pool in the area.

About half of the referrals to the project come directly from law
enforcement or probation. Not all police stations make uniformly high
referrals, however. The Lynwood Sheriff's Station, for example, refers
only 2% of its juvenile arrests. The law enforcement referrals that are
received are generally juveniles with significant potential for delinquency.
Over 80% of them have code violations at the time of referral. Almost 30%
have prior arrest records indicating a medium high risk for delinquency
relative to other projects in the Network. The recidivism rate for the
law enforcement referrals was in the expected range for juveniles at the
obtained risk level--overall, 24.8% were rearrested within six months of
referral.

The boards at Project JADE put less emphasis on the planning and co-
ordination of youth services in the community as an explicit project goal
than did most of the boards for the other projects in the Network. Boards,
service providers, and referral agents alike, however, cited many instances
in which the project was responsible for generating new programs or
improving existing services. In addition, the boards also believed that
the project had contributed greatly to facilitating increased communication
and cooperation among the various service and referral agencies. The
agencies themselves, however, did not report as much improvement in this
area as the boards seemed to believe though they gave favorable reports.
In fact, all the involved groups--boards, service agencies, and referral
agents--gave the project good ratings overall, comparable to the average
for the other projects of the Network and higher than many.

Service cost at Project JADE was well below the Network average.
The cost per client at JADE was only about $207 (vs. Network average of
$303). Only 39% of that amount went directly into service, however,
giving JADE one of the highest overhead rates in the Network. A sub-
stantial share of that overhead was attributable to the screener consul-
tants who work in the various police stations to facilitate law enforce-
ment referrals. The high level of law enforcement referrals received by
the project indicates that those consultants were largely successful in
performing this function but their cost, budgeted directly to the project,
increased the personnel and operating expenses significantly.

The project boards at JADE gave particular emphasis to their role
in promoting the project and interceding on its behalf with various out-
side groups. Also, among boards of the Network projects, it was one of
the most committed to the tasks of locating and obtaining funding for the
project and attempting to influence favorable legislation.

Midvalley

The Midvalley Project is, in many regards, atypical of the Youth
Services Network. It is organized as a community mental health center
and provides all its services directly, the only project of the Network
to do so. In addition, it is a small, rather intense project by comparison
with the others of the Network. The arrest pool in its catchment area is
of medium size yet the Midvalley project handles relatively few juvenile
clients, equivalent in number to about 8% of the size of the juvenile
arrest pool (vs. over 20% for the typical project in the Network). The
overall funding level is also relatively low for the size of its catchment
area. Funding for youth programs averages about $46 for each juvenile in
the annual arrest pool in comparison to a Network average of $58.

The juvenile clients which Midvalley handles, however, are clearly
high delinquency risk cases. About 40% of them are referred by law
enforcement and an unusually high 18% are referred by probation. In
addition, almost 45% of the law enforcement referrals had prior arrest
records making them the client group with the most significant delinquency
involvement in the Network. Despite the high level of delinquency risk,
the recidivism rate for these clients was less than expected given their
characteristics--only 11%. This result is based on a small sample which
makes it somewhat difficult to interpret. If it can be confirmed on a
larger sample, it will be a very encouraging indicator of project success.

The service which is provided to these high risk delinquents is the
most expensive in the Youth Services Network. The average cost per client
at Midvalley is $621--twice the Network average of $303. Furthermore, it
is not offset by a significant amount of donations and subsidies from non-
service oriented sources though the project does use unpaid interns for
some of its counseling service. Nearly the full $621 cost per client is
passed on to the major grants which support the diversion services of the
project. Of the cost per client amount, 41% goes to direct service, the
remaining 59% is overhead. Though not the highest overhead rate in the
Network, this is still one of the highest. It appears to be a function of
both the intensity of the service provided to the juvenile clients and the

higher cost of organizing to provide service directly rather than contract it to an outside agency.

The project boards at Midvalley put an unusually strong emphasis on their political functions: promoting the project, interceding with outside groups, and attempting to influence favorable legislation. Curiously, they do not rate the importance of their role in fundraising as highly as many of the other project boards in the Network.

Since the Midvalley project is not involved with contract service agencies it cannot perform the functions of coordinating and planning youth services in its catchment area in quite the way that the other Network projects do. The project is cited favorably by its own boards and by the referral agents with which it deals for beginning new youth programs. In addition, the referral agencies indicate that their participation with the project has facilitated communication and cooperation among themselves.

Pasadena (Project DAY)

Project DAY in the Pasadena area is among the smallest in the Youth Services Network in terms of the size of the juvenile arrest pool in its catchment area. It is also notably underfunded. The overall funding level for the project in 1980 amounted to about $34-36 for each juvenile arrest in its jurisdiction. The average project in the Network was funded at a level of approximately $58 per juvenile arrest. The relative funding level at Project DAY is the third lowest in the Network.

With the low funding and staff turnover that Project DAY has experienced in recent years the project has not yet been put on completely solid footing. The project boards apparently are still not completely satisfied with the progress that has been made. Overall, they give the project below average, though still favorable, ratings. In their own functioning, the project boards appropriately emphasize their role in promoting the project and in helping to identify and obtain funding for it.

Although almost two-thirds of the law enforcement referrals to the project had no confirmed arrest at the time of referral, it does appear that the project is receiving some juveniles of relatively high delinquency risk. Of those with referral arrests, 30% had prior arrest records—a relatively high rate compared to the overall Network average. The recidivism of these juveniles was 40%, a high rate but one within the range that would be expected for juveniles of this risk level.

Project DAY has maintained a low $201 cost per client and $22 of that is offset by donations such as office space. Only 37% of the cost goes directly to services for the juvenile clients, however. With 63% of the cost going to personnel and operating expenses, Project DAY has the highest overhead rate of any project in the Youth Services Network. This high overhead proportion will come down if the project increases its client volume and service funding without enlarging staff. Both could increase considerably while still staying in the range represented by the other projects of the Network.

The project boards cite delinquency prevention and provision of an alternative to the juvenile justice system as the major goals for the project. They place little emphasis on the project's potential role in coordinating and planning youth services in the community as an important project goal. Nonetheless, the boards report a high level of improved communication and cooperation among service providers and referral agents as a result of the activities of the project. The referral agents and service providers who were interviewed agreed, but were not quite so enthusiastic as the board members.

PAY/SEED

Project PAY and Project SEED are combined under a single administration even though they maintain separate project boards with separate catchment areas. Combined, they cover an area that is about average size, in terms of the annual juvenile arrest pool, for the projects of the Youth Services Network. The combined client volume represents about 22% of the juvenile arrest pool in number of juveniles. The funding level of the projects together averages about $55 per juvenile arrest in the catchment area. Both these figures are near the overall Youth Services Network averages.

Both PAY and SEED have in common their ties with law enforcement through the project director who is an officer of the Los Angeles County Sheriff's Department. Both project boards emphasize delinquency prevention and diversion from the juvenile justice system as major project goals. Law enforcement referrals make up a significant proportion of the clientele for these two projects. PAY receives 67% of its referrals from law enforcement and 1% from probation; SEED receives 50% from law enforcement and 5% from probation. Despite this, the proportionate number of referrals from the local law enforcement stations has decreased in recent years. The three Sheriff's Stations, for which figures are available, refer only 5-7% of their total juvenile arrests to the youth services projects.

Most of the law enforcement referrals the projects receive have confirmed arrests for code violations at the time of referral. There is some difference, however, between the two projects in the delinquency risk level of those referrals. About 33% of the referrals to PAY have a prior arrest record, making them relatively high risk cases. In contrast, only 18% of the SEED referrals had prior arrest records—a rather low figure, below the average for the other projects of the Youth Services Network. Naturally, the recidivism of these juveniles was commensurate with their risk level—38% at PAY and 20% at SEED. Both figures were within the range expected given the risk level of the juveniles, however, so neither can be said to be atypically high or low.

Because of the unified administration, program costs at the two projects were very comparable and, in both cases, below the Network average. Furthermore, by taking advantage of donated office space and bookkeeping in each project, as well as the contribution of LASD to the project director's salary, a significant amount of the cost per client was not passed on to the primary grantor agencies. Average costs were $268 per client at PAY and $247 at SEED. These figures were reduced $76 and $52, respectively, by the donations and contributions making the

cost to major grantors less than $200 per client in each case. (The Network average was $303 per client.) In addition, project overhead consumed a relatively modest proportion of the costs for client service--only about 45% in each project--leaving 55% for service.

Neither of the two project boards emphasized the planning and coordination of community youth services as an important function of the project. There was, however, a significant difference reported in the actual effects of the projects' activities. The members of the SEED boards universally reported greatly enhanced coordination and communication among officials of local government, service providers, and referral agents. The service and referral agencies also reported this effect, though somewhat less overwhelmingly. The members of the Project PAY boards, on the other hand, reported almost no instances of improved communication among agencies in their area. Nor did the PAY service providers cite much activity in this area, though referral agents gave more favorable reports. It should be noted, however, that Project PAY is in a rebuilding period following a reorganization in 1979. Considerable progress has been made since that time.

The PAY project boards reported an unusually low commitment to the various "political" roles that are assumed by many project boards throughout the Network. They reported little activity in the areas of promoting the project, interceding with outside groups on its behalf, or helping identify and obtain funding for the project. The board and the service and referral agencies also gave the overall project relatively low ratings--below average though still in the favorable range.

In contrast, the members of the SEED project boards reported considerable activity in promoting the project and contributing to its development. They and the participating agencies also gave the project high ratings for its overall value to the community.

Pomona Valley

The Pomona Valley Youth Services Project is among the smallest projects in the Network in terms of the size of the juvenile arrest pool in its catchment area but it is one of the most extensive in terms of coverage of its area. Counting the juveniles who receive employment services, the PVYSP client volume in 1980 was equivalent in numbers to approximately 66% of the juvenile arrest pool. Furthermore, the relative funding level of the project was the highest in the Youth Services Network--amounting to $83 in diversion funds for each juvenile in the local arrest pool and $424 per juvenile arrest when the employment funds are included. All these figures are quite high, indicating a very large project effort at PVYSP relative to the size of its catchment area.

In recent years the Pomona Valley Project has moved away somewhat from diversion and counseling services provided through purchase of service arrangements. Though purchase of service remains a significant component of the project, the youth employment program is considerably larger. This redirection has, to some extent, been hastened by limited support from some local cities for the Valleywide orientation of the purchase of service program. Others involved with the project see it

as a major strength of the project that it can receive clients from different city jurisdictions and locate an appropriate service even if it is in a neighboring city.

Curiously, the project boards, referral agents, and service providers interviewed during the evaluation at the Pomona project were among the most vigorous in the Network in citing the project's contribution to the planning and coordination of youth services in the community. Particular mention was made of the facilitation of cooperation and communication among various groups involved with youth problems such as community service agencies and representatives of local government. Such community effects generally result from the project's role in administering purchase of service funds through its project boards and staff, selecting youth service agencies, and promoting referrals to them from local law enforcement and schools. It is uncertain how the project will maintain its effects on services coordination if purchase of service is scaled back further.

The project advisory board, which has particular responsibility for the work of the project with community youth services, was much less likely in our interviews to report any significant role in monitoring the youth services than were other project advisory boards in the Youth Services Network. They also gave the Pomona project much lower overall ratings than the policy board did.

In recent years the Pomona Valley Youth Services Project has also moved away from law enforcement as a major referral source for clients. During 1980, only 20% of the diversion referrals came from law enforcement with another 9% coming from probation. Nearly half the referrals were made by schools and the remainder came from other sources. Based on the responses of members of the project boards, however, project goals still heavily emphasize delinquency prevention among clients and reduction of delinquency in the community through general youth programs.

For the law enforcement referrals that were made to the project, over half had no confirmed arrest at the time of referral. Among those that did, 24% also had prior arrest records indicating medium delinquency risk cases. Their recidivism rate, 20%, fell in the expected range for juveniles of that risk level.

The average cost of the diversion service at Pomona Valley was $313 per client, about the average for the Network as a whole. Approximately $15 of that was offset by CETA VI funds to some project personnel and was not charged to the major diversion grantors. Only 46% of the per client expenditures at the Pomona project went directly into service; the remaining 54% was overhead--personnel and operating costs. This was a moderately high overhead rate, about ten percentage points higher than the average for the other projects in the Network.

Overall, the Pomona Valley Project was given good ratings by the groups that are involved with it. The policy board and referral agencies gave it particularly high ratings; the advisory board and service agencies rated it in the "good" range, but considerably lower than the other groups.

South Bay

The South Bay Youth Services Project covers a catchment area of moderately large size in terms of the local juvenile arrest pool. For the size of its catchment area, however, it received a very low client volume in 1980 compared to the other projects of the Youth Services Network--equivalent to only about 4% of the annual number of juvenile arrests. In addition, its funding level is considerably below the average for the other projects of the Youth Services Network. Whereas the average youth services project is funded at a level of about $58 per juvenile arrest in the local arrest pool, in 1980 the South Bay Project had funding of only $26 per arrest--less than half the Network average. This figure excludes most of the arrest pool for the city of Torrance since a separate juvenile diversion project operates there. If the Torrance arrests were included in the calculation, the South Bay funding level would only amount to $16 per juvenile in the annual arrest pool.

1980 was a rebuilding year for the project and much of the first half of the year was spent in various start-up activities. This fact accounts, in part, for the low referral level and funding level obtained by the project.

The policy board of the South Bay Youth Services Project reports an active commitment to the roles of promoting the project, interceding on its behalf with outside groups, and supporting favorable legislation. The board members indicated little activity, however, in the area of identifying possible funding for the project and assisting in obtaining funds despite the low funding level of the project.

In its present state, the South Bay Project receives relatively low overall ratings from its own boards, the referral agents that send clients, and the service agencies that treat those clients. Though in the "good" range, these ratings were well below those of most other projects of the Youth Services Network. This result is not particularly surprising considering the fact that the South Bay Project is clearly in a re-building period now.

On the other hand, all the groups that participate with the project cite it very favorably for its contribution to facilitating communication and cooperation among representatives of local government, police and school personnel, and youth service agencies. Indeed, South Bay was among the projects of the Network with the most strongly favorable reports on this dimension.

The project boards at South Bay give the greatest importance to delinquency prevention and diversion from the juvenile justice system as project goals. The 1980 evaluation data included only a small sample of the project's direct law enforcement referrals for which full arrest histories were available. Only 11% of that sample had an arrest record prior to the referral offense indicating a relatively low level of delinquency risk. The recidivism rate for those juveniles, however, was almost 28%--higher than would be expected for their relative risk level. Given the small size of the sample, this result should be checked with a larger group before any firm conclusions are drawn.

Service costs at South Bay averaged $364 per client, higher than the Network average of $303 per client. Only $340 per client was charged to the major grantor, however. The remainder was offset by donated office space for which the project did not have to pay. Of the per client costs, 56% went directly for service with only 44% going to overhead. This figure represents a reasonably low overhead rate, quite close to the overall Network average.

Because it is going through a period of rebuilding, the South Bay Youth Services Project's 1980 performance, as reflected in the present evaluation data, are not necessarily representative of what can be expected in the future.

West San Gabriel Valley

The West San Gabriel Valley Youth Services Project offers a mixture of services that includes those purchased from community agencies and both remedial reading and employment training provided directly by the project. The size of the catchment area, as indexed by the local juvenile arrest pool, is about average for the projects of the Youth Services Network. The West San Gabriel Project, however, receives a relative client volume somewhat above average (equivalent to about 26% of the number of youth in the annual juvenile arrest pool). It maintains a funding level that is typical for the diversion programs and above average when the youth employment program is included. Assessed in terms of the local juvenile arrest pool, diversion funding in the project averages $56 for each juvenile arrest and goes up to $128 per arrest with the employment funding.

The project boards rate delinquency prevention and diversion as major goals. They also place considerable emphasis on the project's contribution to planning and coordinating youth services in the catch-ment area. All the groups that participate with the project, especially the service agencies, give the project very high marks for its role in improving the communication and cooperation among service providers, referral agents, and local government. Improved relations with law enforcement agencies were cited especially favorably. The local youth service agencies also reported that the financial assistance available through the West San Gabriel Valley Project had been important to them.

Project referrals come largely from law enforcement and probation (36% and 9% respectively) with the remainder from schools and other sources, including self-referrals. The large Temple Sheriff's Station in the pro-ject catchment area, however, refers only 2% of its juvenile arrests, an unusually low rate.

Though 81% of the law enforcement referrals were reported to have committed a code violation at the time of referral, a search of the juvenile arrest records revealed that over two-thirds of the referrals did not have a confirmed arrest when they were referred. Of those that did, however, more than 32% had a record of prior arrests, indicating a relatively high level of delinquency risk. About 31% of those juveniles recidivated within six months of referral--a rate well within the expected range for juveniles of their risk level.

The average cost per client for the diversion services in the West
San Gabriel Valley Project was $258, below the Network average of $303.
Furthermore, 58% of the expenditures went directly for service. The
remaining 42% for personnel and operating expenses represented a
moderately low overhead rate close to the Network average.

The policy and advisory boards of the WSGV Project reported active
roles in all phases of the project--program planning, service monitoring,
and program development through promotion, support of favorable legis-
lation, and assistance in locating and obtaining funding. Overall, the
project received quite favorable evaluations from its own boards and from
the service agency and referral personnel who work with it.

END