



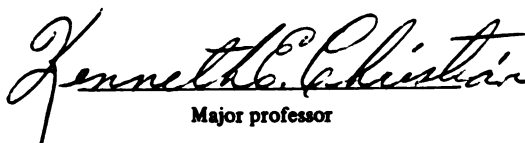
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FACTORS AFFECTING YOUTH SERVICE
BUREAU IMPLEMENTATION

By

Rodney Layne Witt

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ABSTRACT

FACTORS AFFECTING YOUTH SERVICE BUREAU IMPLEMENTATION

By

Rodney Layne Witt

Problem. This study's purpose is to develop a form of evaluation which focuses upon the relationships between a social program and its environment. This type of analysis is classified as implementation evaluation, and the objective of the study is to determine if factors within a project's implementation process affect that project's outcomes.

Method. A specific project, Youth Service Bureaus, was selected for evaluation. The evaluation is divided into two segments. The first segment deals with gathering qualitative information concerning the implementation process and perceived outcomes relative to those projects. The second segment defines factors found to influence implementation and perceived outcomes. Data was collected by a survey instrument and analyzed by path analysis.

Findings. The analysis found statistically significant relationships between factors within the implementation process and perceptions of project outcomes. Those implementation factors influencing perceived outcomes were the degree of initial support and degree of participation in the project's planning and development.

Dedicated to my wife

Linda

ACKNOWLEDGEMENTS

As it must be with every thesis this effort could not have been accomplished without the aid, support, and comfort freely given by faculty, friends and family. For that reason I would especially like to thank Ralph Lewis who hounded through my own inertia to prepare this document. Without his insights and advice this would have been an impossible task. My appreciation is also extended to those members of my thesis committee, Ken Christian, Robert Scott, and David Kalinich for making their time available.

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CHAPTER I

THE PROBLEM

Need

Since the 1930s there has been an increasing willingness by government to intervene in social problems which were once seen as being areas of private concern. This increased commitment to the elimination of a wide range of social problems has resulted in a larger proportion of resources being devoted to their resolution. These resources are primarily utilized in the funding of what are known as social programming or planned changes. As with any effort which requires the expenditure of scarce resources there is a high level of interest as to whether or not these social programs are accomplishing their intended goals.

This interest has led to the general acceptance of the inclusion of evaluation components within planned change programs. It is the purpose of these components to provide the desired information as to whether or not the programs are working, and why. With knowledge gained through experience and contributions from applied science, evaluations have moved from simply determining how resources were spent, to more sophisticated efforts aimed at measuring the actual results.

There are at least four reasons why projects may not meet the expectations which their developers have for them. The first

of these is programmatic over-expectation. That is, hopes of what the program will accomplish have been raised to levels which may be impossible to attain. One factor contributing to this is that those areas which are targeted for social interventions are, by their very definition, areas which are not resolvable by normal societal mechanisms. Thus, the results of social programming efforts, particularly in terms of cost-benefit, are probably going to be lower than the dramatic changes often anticipated.

The second closely allied reason, as defined by Campbell, is over-advocacy.¹ Simply put, over-advocacy is defined as the promising of greater results than can actually be delivered. This may come about since, because we are dealing with scarce resources, it is only natural that those programs, whose advocates promise the greatest benefit for the least cost, will be funded. The result is the inflation of anticipated results in order to secure funding, or over-advocacy.

The third reason why projects may fail to produce the results anticipated of them is because of a conceptual failure. Conceptual failure assumes that all projects, no matter how simple, are based on an underlying conceptual framework. This theoretical framework identifies the causal factors of the problem and points to the types of measures which might be employed to produce the desired outcomes. However, if the theoretical framework on which the project is based is incorrect or inappropriate, the desired effects may not be achieved, resulting in project failure.

The fourth reason why projects may fail is referred to as implementation failure. Implementation is defined as:

encompassing a process which includes the creation in a client-system of understanding of, and commitment to, a particular change which can solve problems, and devices whereby it can become an integral part of the client-systems operation.²

If the conditions suggested by this definition are not met the impact model upon which the project was based cannot be tested, because the project will not be carried through as originally intended. The use of this approach to project analysis dictates that programs be viewed as being operationalized through specific organizations. An organization comes into being when:

- (1) there are persons able to communicate with each other
- (2) who are willing to contribute action (3) to accomplish a common purpose. The elements of an organization are therefore (1) communication, (2) willingness to serve, and (3) common purpose.³

However, such an organization is also a component of an even larger organizational system or structure. As such, a complete evaluation cannot be undertaken without consideration of the program's relationships with the organizations composing its external environment.

In pointing up the need to study the organization in relation to its environment, Etzioni specifies the area of interorganizational relations as one meriting further investigation.⁴ However, until fairly recently social scientists have not concerned themselves with the relationships between a program and its implementing organization and those organizations in their external environment. This lack of interest is reflected in the evaluation literature by Evan who states:

The relative neglect of interorganizational relationships is all the more surprising in view of the fact that all formal organizations are embedded in an environment of other organizations as well as in a complex of norms, values, and collectivities of the society at large. Inherent in the relationship between any formal organization and its environment is the fact that to some degree it is dependent upon its environment.⁵

Purpose

This study was undertaken as part of a model evaluation project contracted by the Michigan Office of Criminal Justice Programs. Its purpose is to develop and demonstrate a form of evaluation which has as its focus the relationships between a specific type of program and its environment. This type of analysis may be classified as implementation evaluation, and its use will be demonstrated as applied to a specific type of delinquency prevention program, Youth Service Bureaus. The main objective of the study is to determine if factors present within the Youth Service Bureau implementation process have an effect upon the perceived project outcomes.

Theory

Implementation analysis represents a systemic model of program evaluation. In this type of analysis the formal organizations, through which the programs are operationalized, are seen as being members of larger social and political systems. These systems are composed of other formal organizations which constitute the external environment for the program.

Formal organizations are characterized by both an external environment and an internal environment (goals, division of labor,

role expectations, etc.). The placement of an innovative project into an established system represents a possible disturbance for the internal environment of existing organizations. Another characteristic of formal organizations is that they will act to preserve the stasis of their internal environment. The manner in which they respond to the introduction of a planned innovation may have implications for that innovation's outcomes.

Planned innovations can seldom marshal the necessary resources to accomplish their goals. For many of their needed resources they must depend upon other organizations in their external environment. Those organizations make up what is known as the innovation's input-organization set. This dependence upon the input-organization set for the provision of needed resources introduces an element of control into the innovation which may also have implications for its outcomes.

In either of the above cases a planned innovation must develop relationships with its external environment which may have consequences for eventual program outcomes. This study is concerned with the political and social interactions necessary in the introduction of a new program and how methods of implementation effect perceptions of the program's outcomes.

Hypotheses

As a guide for the study, a set of three general research questions were formulated:

1. Did factors present within the external environment directly affect the perceived outcomes of the projects?

2. Did factors present within the external environment directly affect the perceived success of the internal environment of the projects?
3. Is there a relationship between perceptions of internal environmental success and perceptions of project outcomes?

In an attempt to answer these questions a set of research hypotheses were developed:

1. There is a positive relationship between the degree of desire for alternatives for the existing situation and perceptions of project success.
2. There is a positive relationship between the degree of desire for outside alternatives and perceptions of project success.
3. There is a positive relationship between the degree of initial program support and perceptions of project success.
4. There is a positive relationship between the degree of participation in the planning and development of the project and perceptions of project success.

Overview

This thesis will be presented in five chapters. The first chapter has been an introduction into the necessity for implementation evaluation as a means of determining the reasons behind program outcomes. This approach emphasizes innovations as open systems which must develop interrelationships with formal organizations in their external environment. Using this approach, implementation, as it concerns interorganizational relationships and their consequences, becomes the basic unit of analysis.

The literature and theoretical rationale for the study are reviewed in Chapter II. The literature review focuses on those

studies which have utilized or researched the implementation process. This is followed by an overview of the basic theories, covering open systems and interorganizational relationships, upon which implementation evaluation is based.

In Chapter III the general research design is specified. The research population, sample population, as well as the operational measures are defined. This chapter also contains the hypotheses in operational form.

The analysis of results is presented in Chapter IV. The summary and conclusions comprise Chapter V.

CHAPTER I FOOTNOTES

¹Donald T. Campbell, "Reforms as Experiments," American Psychologist, April 1969, pp. 404-420.

²William G. Bennis, Changing Organizations, (New York: McGraw-Hill, 1966), p. 175.

³Chester I. Barnard, "Formal Organization," Social Work Administration: A Resource Book, ed. Harry A. Schatz (New York: Council on Social Work Education, 1970), p. 92.

⁴Amitai Etzioni, "New Directions in the Study of Organizations and Society," Social Research, 27 (1960):223-228.

⁵William M. Evan, "The Organization Set: Toward a Theory of Interorganizational Relations," Approaches to Organizational Design, ed. James D. Thompson (University of Pittsburgh Press, 1966), pp. 175-197.

CHAPTER II

REVIEW OF THE LITERATURE

Introduction

The purpose of this chapter is to review the literature pertaining to implementation evaluation. It will be divided into three sections: the first section considers the implementation process and how it is conceptualized by those studies using it as their unit of analysis; the second section focuses on the results of implementation evaluation studies and attempts to integrate their findings with the basic theory; the final section attempts to integrate the studies with other theory, derived from systems and interorganizational theory, to form the rationale for the hypothesis.

Definition of the Implementation Process

There are very few studies in the literature which have the implementation process as their unit of analysis. Pressman and Wildavsky state:

There is (or there must be) a large body of literature about implementation in the social sciences--or so we have been told by numerous people It must be there; it should be there; but in fact it is not. There is a kind of semantic illusion at work here because virtually everything ever done in public administration must, in the nature of things, have some bearing on implementation Nevertheless, except for a few pieces mentioned in the body of this book, we have been unable to find any significant analytic work dealing with implementation.¹

Walter Williams is in concurrence with this viewpoint writing: "I am certain that no bibliographic effort, at least in the social policy areas, would refute the point that little research has been carried out either on the implementation of social policies, programs, or projects, or on the implementation process in a social policy agency" ²

At the present time there are only four major studies dealing with the implementation process. Of these, the Rand Corporation's Federal Programs Supporting Educational Change covers the largest sample of projects and makes the strongest use of quantitative data. ³ The remaining studies salient to implementation evaluation are a reader by Williams and Elmore which utilizes a series of case studies to raise specific implementation issues, a study by Gross, Giacquinta, and Bernstein dealing with implementation factors in an intensive case study of one educational innovation, and finally the aforementioned Pressman and Wildavsky book detailing the efforts of the Economic Development Administration to implement a federally funded program in Oakland, California. ^{4,5,6}

The study of the implementation process as a distinct type of analysis is contingent upon the manner in which it is defined. Williams and Elmore have stated that, "implementation in an organization can involve both a continuing effort over time to raise the capability of that organization or associated organizations to carry out programs or projects, and a one time effort to put an organizational decision in place." ⁷

It is this latter definition, running from initial decisions through operations, which forms the basis for the Berman and McLaughlin study. However, their definition which views implementation as, "the change process which occurs when an innovation impinges upon an organization," implies an added dimension.⁸ This is the inclusion of the effects of environmental influences upon the implementation process.

In their analysis of federal programs which support educational change, Berman and McLaughlin operationalize their definition by using a model of implementation which divides the educational change process into three chronological stages. These stages were the support, implementation, and incorporation stages. As defined by the authors there are identifiable transactions associated with each stage.

Within the support stage, decisions of support/opposition toward the innovation are made by individual actors from the external environment.⁹ These are basically cost-benefit decisions, not in an economic sense, but in political terms such as the value of the innovation to the actors and their institutions, or consideration of the disruption to established relationships. It is their contention that without a high level of support for the innovation the implementation period is unlikely to ever get underway.

Within the implementation period the initial commitments made during the support stage must be translated into changes in organizational behavior specified by the innovation. In most cases those changes specified for external organizations are a supply of

inputs to the innovation and consumption of its outputs. It is at this point that implementation evaluation studies begin their assessment of the degree of correspondence between the expected outcomes and the actual outcomes to determine if implementation has taken place.

The final stage focuses on the period when, "an innovation having been implemented loses its "special project" status and becomes part of the routinized behavior of its institutional system."¹⁰ The Rand Study points out that by this time the project has adapted itself to its environment and is therefore different from its initial conceptions. Because actors from the external environment have been making, and acting upon, decisions about the innovation according to their perceptions of how it is affecting them, a set of constituencies has been created. The results of the innovation will determine the degree of support or opposition from those constituencies in that it has benefited some and threatened others.

Berman and McLaughlin's division of the implementation process draws upon work done by Rogers, who in his study of the adoption of an innovation, divided the adoption process into five major stages through which all innovations seemed to pass. These stages were awareness, interest, evaluation, trial, and adaption.¹¹

A comparison of the Rand Study and the model of the implementation process set forth by Rogers finds several similar key concepts and issues. These include implementation as a process which is

dependent upon the support of, and operationalized through, other organizations which make up the external environment for the innovation. As such, the innovation is dependent on decisions of support/opposition made by representatives of those organizations. These decisions are subject to environmental influences such as bureaucratic incentives, political opportunities, etc. It is the researchers' opinion that this variation of the implementation process in accordance to local conditions plays a crucial role in the ability of an innovation to survive. However, while such decisions may influence the innovation causing it to adapt to environmental requirements, the adaptation may or may not be functional in terms of meeting its original goals.

The Rand Study has many similarities to the Gross Study in the manner in which the implementation process is conceptualized. Gross, too, seems to have made use of the Rogers' model in his division of the process which he defines as being composed of the initiation of an organizational innovation, the period of its attempted implementation, and the period during which an innovation is incorporated into the organization.¹² While the Gross model is not as comprehensive as the Berman and McLaughlin model, the two are consistent.

Williams and Elmore's conceptualization of the implementation process relies heavily on decisions by participants in delineating its stages, and is more orientated toward policy and analysis. It too is divided into stages which are the research for information

and theory, formulation of policy ideas, policy ideas, policy decisions, policy specifications, field implementation, and operations.¹³ As can be seen, this supposedly orderly progression, from the first to last stage, is dependent upon decisions by environmental actors, as stressed by Berman and McLaughlin.

The study by Pressman and Wildavsky does not attempt to put forth a formal model of the implementation process as such. Instead, it analyzes one specific attempt to implement an innovative project. Much of what they found serves to illustrate the validity of the models already given. This is especially true of the dependence of the implementation of an innovation upon the decisions of environmental actors. Wildavsky refers to those points in time where environmental actors must decide to take, or not to take, some action, as decision points, and states:

we are suprised because we do not appreciate the number of steps involved, the number of participants whose preferences have to be taken into account, and the number of separate decisions that are a part of what we think of as a single one. Least of all do we appreciate the geometric growth of interdependencies over time where each negotiation involves a number of participants with decisions to make, whose implications ramify over time.¹⁴

Findings

Since the Rand Study makes the strongest use of quantitative data, much of this section will necessarily rely on those findings. Using the research model set forth, Berman and McLaughlin addressed three research questions:

1. To what extent did differences among the change agent programs explain variations in the implementation and continuation of innovative projects?

2. Which characteristics of innovative projects significantly affected their implementation and continuation?
3. Were differences in institutional settings related to variation in project implementation and continuation, controlling for other factors, and, if so, which institutional aspects had significant and important effects?¹⁵

Independent variables were then selected to measure project characteristics, aspects of the institutional setting, and federal inputs. The specific independent measures chosen were project characteristics (project resources, educational method or treatment, and implementation strategy), and institutional setting (organizational climate, school/classroom characteristics, and the attributes of principal actors). The dependent variables were designed to measure both implementation outcomes and the probability of continuation. The specific measures of outcomes and probability of continuation were the perceived success of the project, the fidelity of implementation, the extent of teacher change, and the difficulty of implementation.

The conclusions stated by Berman and McLaughlin, which are of particular relevance to this study are:

1. The effective implementation of innovative projects depended primarily on a supportive institutional setting and on an implementation strategy that fostered the mutual adaption of the staff to the project's demands and of the project's design to the reality of the setting.
2. Projects funded by the same federal program showed considerable variation in their implementation strategies and in their institutional settings. These within program variations affected project implementation more significantly than did differences between federal programs.

3. Projects using similar methods or technologies varied considerably in their implementation strategies and institutional settings. These within program variations affected project implementation more significantly than did the differences between the educational methods or technologies themselves.¹⁶

The results of the Gross Study of one educational innovation are generally supportive of the results of the Berman and McLaughlin study. Gross found that the innovation was in fact not being implemented because the teachers had not adapted the behavioral changes specified. This was a result of a lack of information about the innovation and a generally nonsupportive institutional setting. The major reasons for those deficiencies were that the implementation strategies devised by the innovation's director, first, "failed to identify and bring into the open the various types of difficulties teachers were likely to encounter in their implementation attempts, and secondly, they failed to establish and utilize feedback mechanisms to uncover the barriers that arose during the period of attempted implementation."¹⁷

The Pressman and Wildavsky Study also found very similar factors impinging upon the implementation process. Foremost among these factors was a lack of preparation of the institutional setting into which the innovation was to be placed. This lack of preparation led to a lack of support and desired change in actions on the part of critical actors in the external environment of the innovation. This problem was compounded by the failure, on the part of the innovation's implementers, to develop adequate feedback mechanisms to detect and respond to implementation problems.¹⁸

Summary of Literature Findings

A review of the findings in all three studies reveals various similarities in their results. All studies agree that the effective implementation of an innovation depended upon a supportive institutional setting. One of the prime considerations in the development of such a setting was an implementation strategy which encouraged the desired change in actions or behavior on the part of actors relevant to the innovation. Thus, it was found that implementation strategies affected actual outcomes more significantly than did variations in programs or technologies.

Both Gross, Pressman, and Wildavsky, found that an effective feedback mechanism was needed to determine whether or not the desired change was taking place, and if not, to supply information as to what modifications were necessary to produce the desired results. A failure to provide such a mechanism was found to be especially critical when there was also a failure, on the part of innovation designers, to develop strategies to deal with problems the implementers were likely to encounter.

Need for Additional Literature Review

The hypotheses for this study were derived from the implementation literature already reviewed and from other literature as well. These additional bodies of literature were systems theory and interorganizational theory. The use of these two areas provides the necessary insights into the processes contributing to implementation success or failure.

Systems Theory

Studies of general systems theory have contributed to the development of an analytical systems model. Associated with this model is the concept of a system as a "set of parts coordinated to accomplish a set of goals."¹⁹ Alternately, it is "a set of objects together with relationships between the objects and their attributes."²⁰ The sets of parts or objects making up a system are delimited by a boundary. This delimiting boundary is elastic and may be placed according to the variables being focused upon. For example:

we can construct a system consisting of the multiple roles of a person, or a system composed of varied roles among members in a small work group, or a system interrelating roles in a family. The components or variables used are roles, acts, expectations, communications, influence and power relationship, and so forth, and not necessarily persons.²¹

Outside this boundary lies the environment, which consists of all factors impinging upon the system.

A system so constructed may be conceptualized as either open or closed. A closed system is temporarily assumed to have a leak-tight boundary, for the purposes of analysis, with little or no interaction between the system and its environment. On the other hand, an open system, as first defined for applications in the natural sciences is, "a system in exchange of matter with its environment, presenting import and export, building-up and breaking-down of its material components."²² As applied to the social sciences, and for use in implementation evaluation in particular, an open system is characterized by the close relationship between a structure and its environment. These relationships include the processing of

production inputs to yield some outputs to be utilized by some outside group.²³ Consideration of these definitions and characteristics show that planned innovations, as represented by their formal organizations, may be conceptualized as open systems.

Evan deals with those characteristics of open systems in what he calls an "input-organization set vs. output-organization set."²⁴ Under this arrangement the focal organization has both an input-organization set (upon which it depends for resources such as personnel, materials, capital, and/or legitimacy) and an output-organization set (for which it provides services, and/or products). When using implementation evaluation we are especially concerned with the types of relationships developed between the innovation, as the focal organization, and its input-organization set. It is those relationships which have important implications for the innovations outcomes. Therefore, for the purposes of this study, planned innovations are seen as being open systems. As such they are in constant interaction with other organizations which make up their input and output organization sets. These organization sets are the innovation's relevant external environment.

As open systems, innovations have an internal environment adapted to facilitate their goal attainment. One of the factors which this internal environment must adapt to is the external environment. This environment includes, "a complex array of people, units, organizations, and opinions that interrelate with it on the basis of various roles."²⁵ Innovations are, as outlined previously,

largely dependent upon this external environment for the supply of inputs and consumption of outputs necessary for survival.

The same is also true for those organizations which provide the inputs or consume the outputs of the innovation. They too have internal environments with their own unique goals, role expectations, and divisions of labor. Lawrence and Lorsch explain that, "there must be a fit between internal organizational characteristics and external environmental requirements, if an organization is to perform effectively in dealing with that environment."²⁶ The existence of an organization may be taken as proof that it has achieved some degree of fit with its environment.

This fit is distinguished by what Katz and Kahn call a steady and dynamic homeostasis.²⁷ Once the organization has attained integration, except for disturbances in the external environment, "it will retain the character of the system, the ratio of energy exchanges, and the relationship between parts."²⁸ Dynamic homeostasis means that if these characteristics are disturbed the organization will act to preserve them.

By their very definition, planned innovations are attempts to modify or redefine the existing conditions within an established system. In doing so, they represent potential disturbances for the internal environmental characteristics of other organizations within that system.

This means that those organizations, under the principle of dynamic homeostasis, will act to preserve their internal environment and to ensure their survival. "The importance of survival to an

organization cannot be overstated--at least as a logical necessity. An organization may choose not to maximize profits or minimize losses. It may not impart power, prestige, or security to its members. But one thing it must do, if it is to be an organization at all, is survive."²⁹ It is the type of change engendered by the innovation which will determine the organization's response to it and the subsequent relationships.

If the innovation is responsible for a high degree of change for the organizations in question, their reaction to maintain homeostasis may well be of a negative nature. In such a case the relationships established between the two might be expected to be expressed in terms of opposition. This would result in either a withholding of needed resources or support from the innovation.

In such a case the innovation's survival is challenged, leaving its director with three choices. The choices available for solving such an organizational dilemma are: "(1) modify rhetoric and programs in an attempt to satisfy survival goals; (2) consciously ignore survival goals and maintain program purity; or, (3) attempt to maintain program purity and at the same time satisfy the environmental demands necessary for survival."³⁰ If, however, the organization's goals and the innovation's goals are to some degree congruent or mutually supportive, there are several other possibilities which might occur.

One of these possibilities relies on the input, throughput, output characteristics of an open system. Open systems exhibit

constant interaction with, and dependency on, their environments for a supply of inputs and consumption of outputs. Because organizations can seldom marshal the necessary resources to attain their goals independently, they must exchange relationships with each other.³¹ Thus, in efforts to attain resources, organizations develop interdependencies with their external environment.³² Or, two or more organizations may tie themselves together by performing specialized activities to obtain a specific objective.³³ Marrett has identified reciprocity as one of the dimensions for examining such types of relationships.³⁴ Reciprocity, as defined by Marrett, includes the direction of the exchange (unilateral, joint, or reciprocal) and the extent to which the terms for the basis and conditions of the exchange are actually attained. This organizational exchange is any voluntary activity which has consequences, real or imagined, actual or anticipated, for the realization of their respective goals or objectives.³⁵ To the extent that the exchange between an innovation and an outside organization is joint or reciprocal its influence upon the innovation's goals is minimized. In that case implementation can reasonably be expected to produce the results which were anticipated.

However, to the extent that the exchange is unilateral, such as client referral, the contributing organization may be able to exert a certain amount of influence (coercion) over the internal environment of the innovation. This issue has been recognized by Thompson and McEwan, who state that a continuing situation of necessary interaction between an organization and its environment

introduces an element of environmental control into the organization.³⁶ If an organization from the innovation's external environment, which provides resources necessary for its survival, elects to exercise this control then implementation will be affected and the resulting outcomes may differ substantially from those intended.

The effects of this type of situation on innovation implementation may be mediated by two factors. Evan hypothesizes that, "the higher the degree of concentration of input resources, the lower the degree of autonomy in the decision making of the focal organization."³⁷ Therefore, if the organizations from which the innovations receive their inputs are diffuse, the withholding of inputs by one may be compensated for by others. This would constitute an effective check against any one organization being able to coerce the innovation's implementation process. The other factor upon which the problem of coercion turns is the domain consensus about the innovation.

The domain of an organization refers to the range of activities claimed by the organization for itself and its particular arena of operations.³⁸ Domain consensus then is the degree to which other organizations agree upon the range of activities claimed by the organization in question, and their compatibility with that organization's goals, philosophies and reference orientations.³⁹ Where there is a high degree of domain consensus the balance of power (ability to supply resources) can remain diffuse, limiting the ability of any one organization to exert pressure upon the innovation's internal environment. But, if there exists a low degree of domain consensus

the innovation is again liable to coercion from the external environment to change or modify its goals or objectives. Since the setting of goals is essentially a problem of defining desired relationships between an organization and its environment, the innovation's implementers must consider the effects of those relationships and their implications for maintaining program purity.

The problem of deprivation of needed resources may be examined in a final manner. If an innovation is deprived of survival resources, a situation arises where survival goals are in conflict with substantive goals. This conflict may result in what Etzioni defines as "goal displacement."⁴⁰ This is, "the process by which an organization substitutes for its original goals some other goals for which it was not created, for which resources were not allocated to it, and which it is not known to serve."⁴¹ The only alternative, other than dissolution of the organization is that it must select, on the basis of expediency, particular functions that will permit it to achieve its ends as fully as possible. By functions it is meant a set of inter-related services or activities that are instrumental, or believed to be instrumental, for the realization of the organization's activities.⁴²

This then gives us an overview of the possibilities whereby an innovation's external environment may influence its implementation in such a way as to divert it from its intended goals and objectives. The consequences of such may be realized by way of outcomes far different than those intended by the innovation's planners. From this literature, a set of assumptions have been made upon which the hypotheses for this study were based.

Basic Assumptions

The basic assumptions developed from the literature were:

1. Planned innovations may be viewed as open systems. As such they are characterized by both an external and internal environment.
2. Open systems are also characterized by their constant interaction with and dependency upon their external environment for a supply of inputs and consumption of outputs.
3. The external environment of a planned innovation is composed of formal organizations which may also be viewed as open systems. They too are characterized by an internal environment and an external environment in which the innovation takes its place.
4. Planned innovations represent potential changes in the external environment of existing organizations. These changes in the external environment of existing organizations may have consequences for those organizations' internal environment.
5. The degree and type of change required by the innovation, for those organizations, will determine the degree of support or opposition for the innovation. This support or opposition may be expressed by the degree to which the innovation's survival are provided.
6. Given this dependency upon other organizations for the provision of survival resources, the innovation's external environment may influence its goals and activities.
7. The degree to which planned innovations are implemented as intended will be influenced by the support/opposition they receive from their external environment.
8. The degree of implementation will influence both the effects achieved by and the potential for the institutionalization of an innovation.⁴³

Hypotheses

From these assumptions, a set of hypotheses were generated and tested about the implementation process as it applies to selected Youth Service Bureaus in Michigan. These hypotheses are:

1. There is a positive relationship between a high degree of desire for alternatives and high perceptions of project success.
2. There is a positive relationship between a high degree of desire for outside alternatives and high perceptions of project success.
3. There is a positive relationship between a high degree of initial support and high perceptions of project success.
4. There is a positive relationship between a high degree of participation in the planning and development of the project and high perceptions of project success.

Summary

The purpose of this chapter was to review the literature available pertaining to implementation analysis. Of those works dealing directly with implementation evaluation, the major conclusions were that the effective implementation of an innovative project depended upon its institutional setting, and that a prime consideration in the development of such a setting was an implementation strategy which encouraged the desired changes in behavior on the part of actors relevant to the innovation. However, the implementation literature did not deal directly with the question of how changes in attitudes toward the innovation were important or how they might be brought about. For that reason it was necessary to turn to systems and interorganizational theory.

A review of the literature in these two areas found that planned innovations could be viewed as open systems. As open systems they are characterized by both an internal and external environment. They are also characterized by their interaction with and dependency

on outside organizations which make up their external environment. It was these relationships which were found to have implications for the success of the innovation's implementation. From these findings a set of research hypotheses were generated.

Chapter III describes the operational measures and the general research design used to test these hypotheses.

CHAPTER II FOOTNOTES

¹Jeffrey Pressman and Aaron Wildavsky, Implementation, (University of California Press, 1973), p. 166.

²Walter Williams and Richard Elmore, Social Program Implementation, (New York, New York: Academic Press, 1976), p. 4.

³Paul Berman and Milbrey W. McLaughlin, Federal Programs Supporting Educational Change: A Model of Educational Change, Vol. 1, (Santa Monica, California: The Rand Corporation, 1975).

⁴Williams and Elmore, Social Program Implementation.

⁵Neal Gross, Joseph B. Giacquinta and Marilyn Bernstein, Implementing Organizational Innovations, (New York: Basic Books, Inc., 1971).

⁶Pressman and Wildavsky, Implementation.

⁷Williams and Elmore, Social Program Implementation, p. 3.

⁸Berman and McLaughlin, Federal Programs, 1:13.

⁹Ibid., p. 1. In the Rand Study, as in this study, innovation is defined as, "a practice or plan that is new to a particular agency and that because it is new, requires (or assumes) some degree of modification (or change) in the behavior of principal actors."

¹⁰Ibid., p. 17.

¹¹Everett M. Rogers, Diffusion of Innovations, (New York: Glencoe Free Press, 1962), p. 81

¹²Gross, Giacquinta and Bernstein, Implementing Organizational Innovations, p. 17.

¹³Williams and Elmore, Social Program Implementation, pp. 268-269.

¹⁴Pressman and Wildavsky, Implementation, p. 93.

¹⁵Berman and McLaughlin, Federal Programs, 1:V.

¹⁶Ibid, pp. VIII-IX.

¹⁷Gross, Giacquinta and Bernstein, Implementing Organizational Innovations, pp. 193-194.

¹⁸Pressman and Wildavsky, Implementation, p. 84.

¹⁹C. West Churchman, The Systems Approach, (New York: Dell Publishing Company, 1968), p. 29.

²⁰Anant R. Negandhi, ed., Interorganization Theory, (Kent State University Press, 1975), p. 2.

²¹Robert Chin, "The Utility of Systems Models and Development Models for Practitioners," in Management Systems, ed. Peter B. Schoderbek (New York, New York: John Wiley and Sons, Inc., 1971), p. 31.

²²Ludwig Von Bertalanffy, General Systems Theory, (New York, New York: George Braziller, 1968), p. 39.

²³Daniel Katz and Robert L. Kahn, The Social Psychology of Organizations, (New York, New York: John Wiley and Sons, Inc., 1966), p. 9.

²⁴Evan, Approaches to Organizational Design, pp. 150-178.

²⁵Bertram Gross, The Management of Organizations, (Glencoe Free Press, 1969), p. 411.

²⁶Paul Lawrence and Jay W. Lorsch, Organization and Environment, (Homewood, Illinois: Richard D. Irwin, Inc., 1969), p. 69.

²⁷Katz and Kahn, The Social Psychology of Organizations.

²⁸Ibid., p. 24.

²⁹William Starbuck, "Organizational Growth and Development," in Handbook On Organizations, ed. James March, p. 63.

³⁰Harold Wolman, "Organization Theory and Community Agencies," Public Administration Review, (January-February, 1972), p. 40.

³¹Andrew H. Van de Ven, Dennis C. Emmett and Richard Keonig, "Frameworks for Interorganizational Analysis," in Interorganization Theory, ed. Anant Negandhi, (Kent State University Press, 1975), p. 22.

³²Evan, Approaches to Organizational Design, pp. 150-178.

³³B. R. Clark, "Interorganizational Patterns in Education," Administration Science Quarterly 10 (1965), p. 234.

³⁴Cora Bageley Marrett, "On the Specification of Interorganizational Relationships," Sociology and Social Research 61 (1971):83-99.

³⁵Sol Levine and Paul E. White, "Exchange as a Conceptual Framework for the Study of Interorganizational Relationships," Administrative Science Quarterly 5 (1960):582-601.

³⁶James D. Thompson and William J. McEwan, "Organizational Goals and Environment," American Sociological Review 23 (1958):23-31.

³⁷Evan, Approaches to Organizational Design, p. 180.

³⁸Van de Ven, Emmett and Keonig, Interorganizational Theory, p. 22.

³⁹Evan, Approaches to Organizational Design, p. 180.

⁴⁰Amatai Etzioni, Modern Organizations, (Englewood Cliffs, New Jersey: Prentice Hall, 1964), p. 10.

⁴¹Ibid., p. 10.

⁴²Levine and White, Administrative Science Quarterly, p. 586.

⁴³For an extended discussion of issues related to the derivation of these assumptions see Ralph G. Lewis and Jack Green, "Environmental Effects on Project Implementation," paper presented to the National Conference on Criminal Justice Evaluation, Washington, D.C.: February, 22-24, 1977.

CHAPTER III

METHODOLOGY

Introduction

The purpose of this study is to identify and evaluate implementation issues salient to Youth Service Bureaus. Its specific objective is to determine if factors within the implementation process influenced perceived Youth Service Bureau outcomes. The study itself is but one component of a larger model evaluation project conducted by the Criminal Justice Systems Center at Michigan State University on behalf of the Michigan Office of Criminal Justice Programs. The purpose of the larger study is to evaluate both the operations and outcomes of a number of Youth Service Bureaus throughout the state. The primary rationale for the inclusion of the implementation component is that without accurate information about how programs are implemented it is impossible to replicate those programs found to be successful or to determine factors responsible for those found not to be successful.

The research design for this study is divided into two segments. The first segment is concerned with the gathering of qualitative information for the implementation process specific to those Youth Service Bureaus under evaluation. This includes identification of the bureau's input organization set, relevant representatives of the organization set (research population) and factors

affecting implementation, running from the support stage through institutionalization. The second segment attempts to determine qualitative relationships between those factors found to influence implementation and perceived outcomes. Data was gathered by means of a survey instrument developed from the qualitative information obtained during the first segment of the research design.

Model

The initial information gathering effort was guided by a conceptual model of the implementation process as applied to Youth Service Bureaus in general. Its development drew upon the theories and assumptions identified in the previous chapter. The format was adapted from Berman and McLaughlin's model of factors affecting change within the social system.¹ The use of this model (Figure 3.1) focuses attention on the interrelationships between the bureaus, their environments and outcomes. It is divided into the three divisions of support, implementation, and institutionalization, which are analogous to those outlined by Berman and McLaughlin. This model, as a research guide, was applied to six bureaus located throughout the state.

Site Selection

The selection of the specific bureaus to be evaluated by the implementation component was dictated by the requirements of the larger study. The selection criteria of the larger study were: (1) the willingness of the bureaus to cooperate with the evaluation

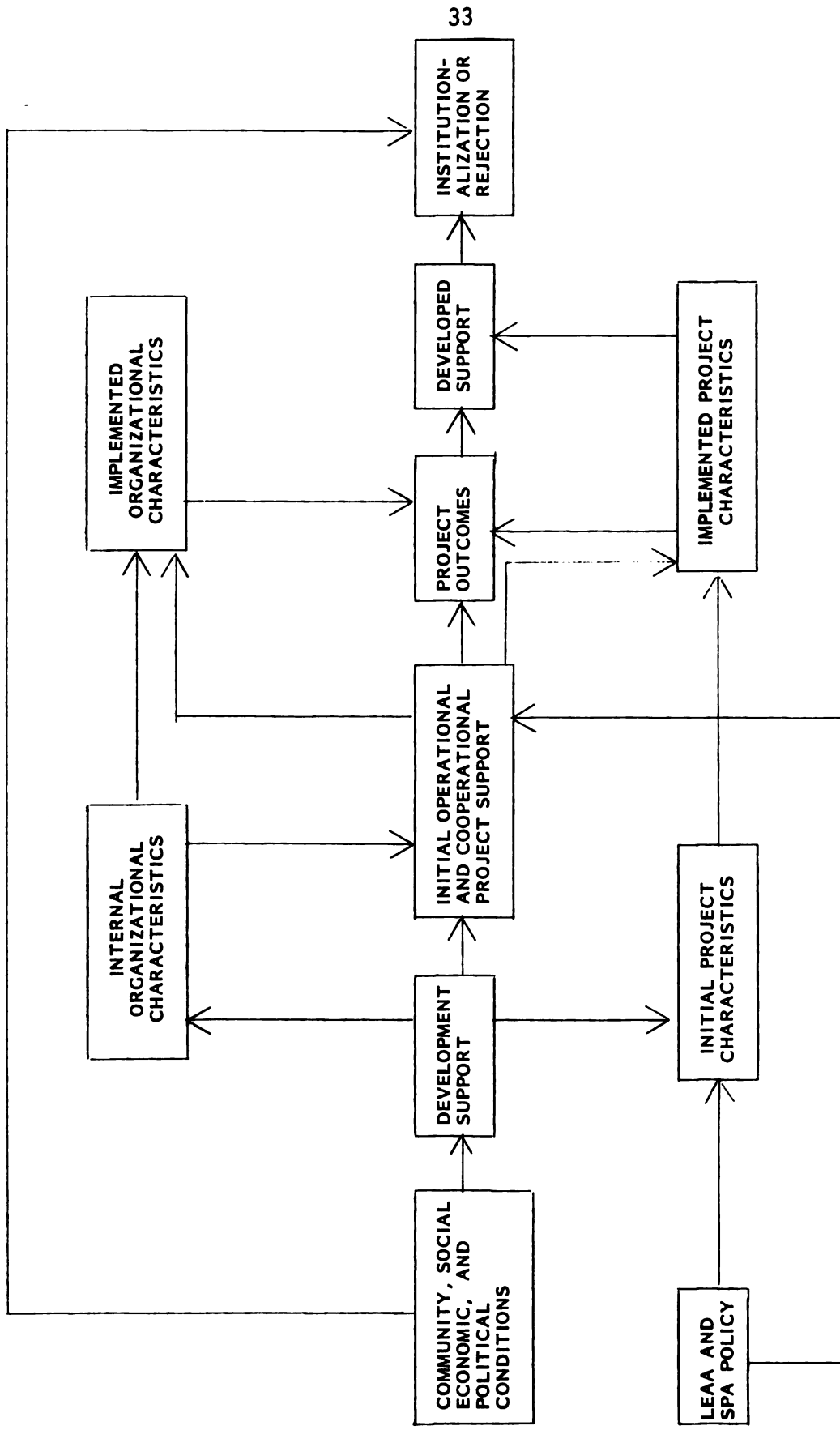


FIGURE 3.1.--Implementation Process Model

effort; (2) representativeness of other projects in the state (length of operation, size of community served, etc.); and, (3) the availability and completeness of bureau records. On the basis of these criteria the six sites were Port Huron, Flint, East Detroit, Benton Harbor, Owosso, and White Cloud.²

Data Sources

The research was started by an examination of the official records of the state funding agency for the bureaus, the Michigan Office of Criminal Justice Programs. These records included the initial grant applications, correspondence between the bureaus and the funding agency, and their quarterly reports. From these documents many of the actors who were instrumental in the original planning and development were identified. The need for each bureau and its goals and objectives, as stated in the initial grant application, were noted. The quarterly reports yielded the activities undertaken by each program, and in some cases began to establish which agencies made up their input organization set. All documents were carefully examined for information on how implementation had progressed and for clues of any specific problems which might have arisen.

Interviews

As this was being done researchers assigned to other components of the model evaluation project were already in contact with the bureaus. Using information collected by them in the course of their work, combined with that which resulted from the records search, an

in-depth interview format was developed. This interview was then administered to project directors and staff, as well as to those relevant external environmental actors, such as police chiefs, school administrators and court officials, who had already been identified.

The purpose of the interviews was to begin to compile more specific information about the interrelationships between the bureaus, their environment and outcomes. In all, thirty-five interviews were conducted, ranging in duration from approximately one to three hours. While allowing latitude for the interviewees to move into areas not directly associated with the implementation process, the interviews were structured in such a way as to cover the desired areas as thoroughly as possible.

Several methods were utilized to ensure accurate and reliable interpretation of the interview data. Two interviewers participated in each interview, with at least one taking detailed notes of the conversation. As a supplement to the notes, tape recordings were made whenever feasible. In order to preclude the possibility that some interviewees might be hesitant to discuss sensitive areas while being recorded, all subjects were given an option of whether or not to be recorded. While there were no instances of any subject declining to be interviewed while being recorded, there were several cases where the interviewers decided not to use the recorder because they felt it could potentially inhibit the discussion and therefore the quality of information received. It was the opinion of the interviewers that in no instance where the recorder was used did it inhibit the interviewee.

After each day of interviews both sets of notes and the recordings were analyzed by the interviewers, and a composite transcription of the three was made. As a check against possible bias or misinterpretation on the part of the interviewers an independent member of the research team also analyzed both the tapes and notes. The two sets of analyses were then compared to one another and any differences in interpretation resolved. The results were then integrated into one permanent record.

This record was then consulted before the next round of interviews, and any new questions or issues raised were incorporated into the structure of the remaining interviews. By following this procedure it allowed information derived from the initial interviews to be used in two ways. The first was that issues raised within-site by a subject were put into the interview structure for all remaining subjects. This technique served to make the resulting data less prone to individual perspectives or possible bias because of the constant crosschecking, verification, and synthesis of a number of viewpoints.

The second use was the incorporation of issues raised at one site into the interview structure of other sites. The procedure aided in isolating those issues which were a result of purely local phenomenon and those larger issues cutting across sites. It was this latter information which was used in the construction of a survey instrument seeking quantitative data for the research questions.

The format for the interview consisted of first obtaining the history of the bureau, which included such information as why was it

needed, who suggested it, were other alternatives considered and what were its original goals and objectives. The bureau's actual implementation was then probed, concentrating on such areas as what were the problems encountered during implementation, had the goals and objectives of the bureau changed from those originally intended, was the staff capable of handling the types of cases referred to them, how were resources being allocated, etc.

During the interviews each of the subjects were also asked for the names of other actors who were presently, or had been, involved with the particular bureau under examination at that time, in one of two capacities. Those were the initial planning and development of the bureau or its current operation. Involvement in current operations was defined as either serving in some advisory capacity to the bureau or providing inputs (clients) to it. Interviews were then scheduled with as many as possible of those identified as being critical in either capacity. This procedure also contributed to the development of a broad and accurate picture of bureau implementation.

Sample

Through information gained by the records review and the interviews, a sample population was selected. The data indicated that the overwhelming majority of those involved with either the planning and development, advisory capacities, or provision of inputs for the bureaus were representatives of one of three institutions. These institutions were the probate courts, local schools, or local police.

Therefore, it is logical to assume that these organizations make up the input organization set for the bureaus. By virtue of the fact that these organizations controlled the inputs for the bureaus, the extent to which they agreed with and believed bureau goals were or were not being accomplished would be a major influence upon implementation. For that reason, representatives of those organizations were targeted as the research population from which the research sample was drawn.

The research sample itself actually consisted of two subsamples: (1) all those major actors who had been identified as being directly involved in the bureau's planning, or who were critical to the bureau's operation by way of contributing a large proportion of their inputs; and, (2) those actors who used the bureaus sparingly or not at all. This latter group was identified by obtaining lists of all police agencies and schools within the bureau's jurisdiction and comparing them to records kept by the bureaus on the sources of their referrals.

For the purposes of implementation evaluation, the latter group was especially critical because of their familiarity with, involvement in, and influence upon the bureaus. The initial research had established that the total numbers of actors composing the core group which had actively participated in the planning and development process was relatively small. Thus, a low return rate from this group would provide such a small data base as to make inferences from it potentially unreliable or impossible. To preclude that possibility

and to ensure a high return rate for the core group, the survey instruments were personally delivered and administered wherever possible.

The distribution of the survey instrument to the remainder of the sample was by mail. This raised at least one other sampling problem. While it was possible to obtain the names of the school officials and police chiefs for those agencies within the areas serviced by the bureaus, there were no means available for securing the names of numbers of juvenile officers and school counselors who could potentially provide inputs. To overcome this, whenever a survey instrument was sent by name to the head of an agency, several extras were included and the chief or principal was requested to distribute them among the appropriate personnel. The results of this type of distribution method have several implications: (1) some questionnaires may never have been distributed by the head of an agency as was requested; (2) more questionnaires may have been distributed than there were applicable personnel to fill them out; or (3) fewer questionnaires may have been distributed than there were appropriate personnel to fill them out. Since there is no way of calculating how many non-responses may have been due to the first two factors, the return rate given is the most conservative figure in that it is undoubtedly low. Regarding the third factor, no requests for additional questionnaires were received, therefore, it is assumed that sufficient questionnaires were distributed.

A detailed breakdown of the questionnaire distribution is shown in Table 1. It is divided by site and by each of the

TABLE 3.1.--Questionnaire Distribution.

	School	Police	Courts	% of Sample
Port Huron				
Addressed	5	11	0	6.86
Unaddressed	6	3	0	3.86
Core	1	2	2	2.14
Flint				
Addressed	13	13	0	11.15
Unaddressed	24	13	2	16.73
Core	2	0	2	1.75
East Detroit				
Addressed	23	2	6	13.30
Unaddressed	0	0	0	-
Core	3	2	1	2.57
Benton Harbor				
Addressed	10	3	1	6.00
Unaddressed	24	6	0	12.87
Core	2	2	1	2.14
Owosso				
Addressed	2	5	0	3.00
Unaddressed	8	18	0	11.15
Core	2	2	1	2.14
White Cloud				
Addressed	1	1	1	1.28
Unaddressed	0	0	0	-
Core	1			2.57
Other	<u>1</u>	<u>-</u>	<u>-</u>	<u>.42</u>
TOTAL	128	85	18	100%

Total of Sample Addressed 41.59%
 Total Unaddressed 44.61%
 Total of Sample Core 13.31%
 Other .42%

institutions making up the input organization set. In addition, the total number of questionnaires distributed to the core subsample and to the remaining subsample are presented. The noncore subsample is divided into the number of questionnaires which were addressed directly to an actor by name and those which were addressed to be distributed by the head of an agency. In all, a total of 233 questionnaires were distributed by the model evaluation staff.

The response rate for the questionnaire is shown in Table 2. It is divided by site and by core and noncore subsample for each site. A total of 80 questionnaires were returned for a return rate of 34.33%. This figure includes those questionnaires which were administered personally. While the return rate for the core group was very satisfactory, the issue of sampling bias for the sample as a whole must be confronted.

Bias may be defined as, "any influence, condition, or set of conditions, which, singly, or together, cause distortion or aberration of the data from those which may have been obtained under the conditions of pure chance; furthermore, bias is any influence which may have disturbed the randomness by which the choice of a sample population was selected."³

In this study, sample selection was done in a purposive, as opposed to random, manner. All actors who could be identified as being instrumental in the planning and development of the bureaus were included in the sample. The same is true of those actors who potentially could, or did, provide inputs for the bureaus. Therefore, the question of sample bias due to the selection procedures may be

TABLE 3.2--Questionnaire Response.

		School	Police	Court	% of Return
Port Huron					
General		2	2	0	5.00
Core		1	2	1	5.00
Flint					
General		5	8	2	18.75
Core		2	0	2	5.00
East Detroit					
General		8	0	1	11.25
Core		3	2	1	7.50
Benton Harbor					
General		14	1	1	20.00
Core		2	0	1	3.75
Owosso					
General		4	1	0	6.25
Core		2	2	1	6.25
White Cloud					
General		0	1	1	2.50
Gore		2	2	2	7.50
Other	<u>1</u>	—	—	—	<u>1.25</u>
TOTAL	1	45	21	13	100.00%

Average Total Response Rate	34.33%
Average Total Core Response Rate	96.77%
Average Response Rate By Agency	
School	35.15%
Courts	72.22%
Police	24.70%
Total % of Responses By Agency	
School	56.25%
Courts	16.25%
Police	26.25%

raised only if all the actors who fit the conditions for either of the sample subgroups were not identified, and as a result did not have an opportunity to respond to the questionnaire. Due to the extensive document research and interview schedule, it is unlikely that a sufficient number of actors, relevant to the bureaus, remained unidentified. For that reason it is also unlikely that the results of the questionnaire have been biased because of improper sample selection.

However, there still remains a question of bias that may have resulted from differences in those who returned the questionnaire and those who did not. To deal with the question of systematic bias caused by response or nonresponse patterns, an assumption must be made. This assumption is that the greater the relevance of the bureaus to the potential respondent the more likely the return of the questionnaire. Thus, those who have no strong feelings toward the bureaus, either positively or negatively, are least likely to reply. Consequently their absence will not skew the sample results in either direction. Extending this assumption, those who have very strong feelings, either positively or negatively, will be the most likely to respond. If such is true, the sample results will reflect a true picture of the population. Unfortunately it is impossible to discount the presence of some degree of bias in the study results. It is felt that, based upon those who did respond, if bias is present, it is weighted in the direction of those who view the bureaus in a positive manner. This tendency was allowed for in the data interpretation.

Examination of the return percentages by site and respondent class (police, courts and schools) show some variation. In all instances where the return rate was lower than average there were a large percentage of questionnaires sent which were not addressed to individuals, but were to be distributed by agency heads. Therefore, it is reasonable to assume that the low response rates were a result of overestimating the number of potential respondents, or a failure on the part of agency heads to distribute them, and not because of a resistance in responding to the questionnaire.

Survey Questionnaire

The purpose of the survey instrument was to obtain quantitative data on issues of implementation identified by the qualitative portion of the study. Because the needs of the model evaluation project demanded covering a wider range of issues than could be examined by this study, a limited number of issues were selected for an intensive evaluation at this time.⁴ Here, those issues under evaluation are questions of relationships between a desire for alternatives, desire for outside alternatives, degree of initial support, and the degree of participation in the bureau's planning and development to perceptions of project outcomes.

Stated more precisely, this study will test the hypotheses that a desire for alternatives, degree of initial support, and participation in planning and development, as the independent variables, will have a positive relationship to the dependent variables of perceptions of project success, and that this

relationship is not the result of intermediate ultimate effects, or perceptions of internal environmental success. The null hypotheses would then be that there is no positive relationship between the independent and dependent variables, and variation in the dependent variables is the result of the intermediate ultimate effects.

The independent variables were obtained from respondent answers to the following questions:

Prior to the Y.S.B. there were definitely sufficient outside agencies available to the police for juvenile referral.

Prior to the Y.S.B. the police were highly desirous of additional alternatives to the options of warn and release to the court for juveniles.

Relevant representatives of the police were in favor of creating a Y.S.B.

Relevant representatives of the police actively participated in the planning and development of the Y.S.B.

These items were then repeated in a form applicable to both the courts and schools.⁵

The initial stage of the study established that there were intermediate ultimate effects (intervening variables) of the project's internal environment which were recognized by and important to relevant external environmental actors. These items, selected to measure perceptions of intermediate ultimate outcomes, appeared in the questionnaire as:

Juveniles from my agency referred to the Y.S.B. always receive service within a reasonable period of time.

I have no problem contacting the appropriate Y.S.B. staff people whenever I need information and/or service.

People from the Y.S.B. display a facilitative (helpful, cooperative) attitude toward your organization.

The individual Y.S.B. personnel were equipped to handle the type of cases you referred to them from the beginning.

The training provided by the Y.S.B. for its personnel has improved their ability to deal with the type of cases you refer to them.

I am definitely satisfied with the feedback the Y.S.B. provides me.

From the goals and objectives common to most Y.S.B.s a related set of outcomes were selected as the dependent variables.

These were formulated as:

The Y.S.B. has been responsible for a reduction in recidivism among juveniles.

Officials (police and courts) have used the Y.S.B. to divert juveniles from the court.

Since the Y.S.B. began operations there has been a reduction in the number of status offenses formally processed and petitioned to the court.

Since the Y.S.B. began operations there has been a reduction in the number of non-status offenses formally processed and petitioned to the court.

The Y.S.B. has changed the type of juvenile petitioned to the court.*

Response Selections

The response selections for all of the variables under consideration were based upon a Likert Scale whose divisions were: totally agree, strongly agree, agree, disagree, strongly disagree,

*Appendix A contains the independent variables numbered as items 1 through 12, dependent variables as items 80-84 and the intermediate ultimate effects as items 70-74 and 76.

and totally disagree. There are several limitations associated with employing Likert Scales for this research. Briefly, there are four types of scalar categories for the measurement of data: nominal, ordinal, interval, and ratio. These categories are arranged in a hierarchy by degree of refinement, each possessing aspects which determine the inferences that may be made from them.

The Likert Scale is ordinal in nature. Ordinal scales indicate classes or categories and rank order. They do not possess equal units of measurement or an absolute zero point.⁶ The use of the non-standardized Likert Scale means that: (1) groups may be ordered with respect to the degree to which they possess a certain characteristic, and yet we may not be able to say exactly how much of that characteristic they possess; (2) we cannot make direct comparisons between scores derived from a Likert Scale because the Likert Scale may tap into different segments of the underlying variable.

Operational Measures

With those limitations in mind, the statistical techniques for use in hypothesis testing were selected. Given the manner in which the hypotheses were structured, several different stages of data manipulation were necessary for deriving the information upon which the hypotheses could be accepted or rejected. The first of these was to establish if there were, in fact, positive relationships between the dependent and independent variables. For that purpose

the variables were subjected to a Pearson r test. The purpose of this test was to provide a measure of association indicating the strength and direction of any relationship present. On the basis of the results from this operation it was possible to determine if the study would fail to reject any of the null hypotheses. This was true in those cases where no significant relationship was found between a dependent and independent variable. However, from the results of the Pearson r alone, it was not possible to determine if the variation of the dependent variable was uniquely attributable to the independent variable or if it might be the result of intervening variables, defined here as intermediate ultimate effects. This was accomplished by the use of what is known as path analysis.

Path Analysis

Path analysis is defined as "primarily a method of decomposing and interpreting relationships among a set of variables" ⁷ One of the major assumptions upon which path analysis is based is that a weak causal relationship among the variables is known. To establish the presence of such a relationship between the intermediate ultimate effects and both the dependent and independent variables a Pearson r test was again used. In that step, as with other tests of relationship used in this study, the significance level was set at .05.

Those variables which were found to have no significant relationships to others of the study were discarded. The remaining variables, therefore, satisfy the requirement for path analysis,

that of a weak causal relationship. However, given the result of the Pearson r test alone, no determination can be made as to which form, of two possible structures, the relationships take. The two structures possible are illustrated in Figures 3.2 and 3.3.

In each of the examples given the intervening variable Y is dependent in relation to the independent variable X , and independent in relation to the dependent variable Z . In Figure 3.2 the variable subsystem of Y and Z is partly due to the causal dependence of Z on Y and partly due to their sharing of a common cause, independent variable X .⁸ By the use of path analysis the exact configuration of the structure can be determined and the unique contribution of each independent variable in relation to the dependent variable can be ascertained. If the results of the analysis show that there is a measure of association which runs from X directly to Z , and from X to Y and then to Z , the structure will be as appears in Figure 3.3. If the path of association runs entirely from X through Y to Z the structure will correspond to Figure 3.2.

While there are several measures derived from path analysis, those which will be used by this study are the nonstandardized regression coefficients, the standard error of B , and the standardized regression coefficients. The nonstandardized regression coefficient is the slope of the regression line and indicates the magnitude of the expected change in Y for one unit change in X . The standardized regression coefficient (beta weight) indicates the same slope of the regression line except that both X and Y are expressed in



FIGURE 3.2.--Straight Line Relationship.

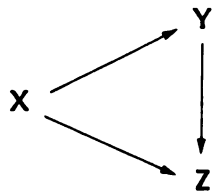


FIGURE 3.3.--Triangular Relationship.

standardized units. It is the standardized regression coefficient which will be used by this study to determine the strength of the relationships between the variables. The standard error of B is used in measuring the standard deviation of the sampling variability of B. As a rough test of significance the standardized regression coefficient should be at least twice as large as the standard error of B. However, for the purposes of this study significance will be determined by evaluation of the F ratio.

Summary

In summary, the research design was divided into two segments. The first segment consisted of a records review and series of interviews for the purpose of securing information on the implementation process at six selected Youth Service Bureau sites. The second segment was a survey instrument directed at relevant actors in the Youth Service Bureau's external environment. The purpose of this instrument was to obtain quantitative data about critical factors in the implementation process which had been discovered during the first portion of the research study.

The analysis of the resulting data was done by means of the Pearson r and path analysis. The purpose of these statistical operations was to determine if factors in the bureau's implementation were related to perceptions of bureau outcomes, and if so, to ascertain if the relationships were direct and unique or the result of intervening variables. The analysis of the results of the statistical operations will be displayed in Chapter IV.

CHAPTER III FOOTNOTES

¹Berman and McLaughlin, Federal Programs, p. 19.

²While most of the bureaus were countywide in their operating area, they will, for this study, be identified by the town in which their offices were located.

³Paul D. Leedy, Practical Research: Planning and Design, (New York, New York, Macmillan Publishing Company, Inc., 1975), p. 107.

⁴The complete questionnaire as utilized by the model evaluation project is contained in Appendix A.

⁵N. M. Downie and R. W. Heath, Basic Statistical Methods, (New York, New York: Harper & Row, 1965), p. 14.

⁶Jae-On Kim and Frank J. Kahout, "Special Topics in General Linear Models," in Statistical Package for the Social Sciences, ed. Norman H. Nie et al. (McGraw-Hill, Inc., 1975), p. 383.

⁷Ibid., p. 385.

CHAPTER IV

ANALYSIS

Introduction

The purpose of this chapter is to present the analysis of the data generated by this study. Specific variations of the following hypotheses will be tested.

- H₁: There is a positive relationship between a high degree of desire for alternatives and high perceptions of project success.
- H₂: There is a positive relationship between a high degree of desire for outside alternatives and high perceptions of project success.
- H₃: There is a positive relationship between a high degree of initial support and high perceptions of project success.
- H₄: There is a positive relationship between a high degree of participation in the planning and development of the project and high perceptions of project success.

These hypotheses will be tested in such a manner as to determine that the relationships set forth are direct and not the result of intermediate ultimate effects, such as internal environmental success.

Aggregation of Data

As has been detailed in the preceding chapter, there were several statistical procedures which were applied to the raw data before it was in a form suitable for determining and testing each of

the specific hypotheses. The first of these steps was the application of a Pearson r test to the dependent and independent variables to determine which were related.

However in the survey instrument, the independent variables (desire for alternatives, desire for outside alternatives, degree of initial support, and participation in the planning and development) were presented in a series of twelve items. Each of the independent variables was presented three times. One for each of the organizations making up the bureau's input organization set, the school's, police and court's. For example:

Prior to the Y.S.B. there were definitely sufficient outside alternatives available to the police for juvenile referral.

Prior to the Y.S.B. there were definitely sufficient outside alternatives available to the schools for juvenile referral.

Prior to the Y.S.B. there were definitely sufficient outside alternatives to formal disposition for the court.

For the purposes of analysis, all items which were identical, except for being agency specific, were combined into one measure. By doing this the responses of court personnel on a court specific question were added to school personnel responses on the identical school specific question, and then both were added to the police response. The procedure reduced the twelve items to four separate measures where the questions for each specific agency type were only used for representatives of that type of agency. The combined measures are denoted in the analysis as NEED (corresponding to a desire for alternatives), DESIRE, (a desire for outside alternatives),

FAVOR (initial support), and PARTIC (participation in the planning and development).

Dependent and Independent
Variable Correlations

The four combined independent variables were then correlated with the dependent variables, which were:

- VAR081 The Y.S.B. has been responsible for a reduction in recidivism among juveniles.
- VAR082 Officials (police and court) have used the Y.S.B. to divert juveniles from the court.
- VAR083 Since the Y.S.B. began operations there has been a reduction in the number of status offenders formally processed and petitioned to the court.
- VAR084 Since the Y.S.B. began operations there has been a reduction in the number of non-status offenders formally processed and petitioned to the court.
- VAR085 The Y.S.B. has changed the type of juvenile petitioned to the court.¹

The variables were then subjected to the Pearson r test; the results are presented in Table 4.1

TABLE 4.1.--Dependent and Independent Variable Correlations.

	VAR081	VAR082	VAR083	VAR084	VAR085
NEED	-.0833 S = .2600	.0329 S = .3930	-.0725 S = .2910	-.0031 S = .4910	.0033 S = .4900
DESIRE	.0807 S = .2660	.2298 S = .0280	.0636 S = .3150	.0198 S = .4400	.1669 S = .0970
FAVOR	.3846 S = .0030	.1810 S = .0670	.2307 S = .0380	.2360 S = .0340	.1027 S = .2140
PARTIC	.5741 S = .0010	.2308 S = .0270	.5528 S = .0010	.3775 S = .0010	.4573 S = .0010

From the results generated by the first step, and displayed in Table 4.1, it is impossible to accept any of the research hypotheses. This is because, even though there may be a significant correlation between variables, it is not known if the correlation is a result of the independent variable or the result of an intervening variable, intermediate ultimate effects. However, on the basis of the Pearson r test alone, it can be stated that a number of independent variables seem to have no relationship to a number of dependent variables, because of a lack of significant correlation between them.² For that reason the study has failed to reject the following null hypotheses:

- H_1 : There is no positive relationship between a high degree of desire for alternatives and high perceptions of the Y.S.B. being responsible for a reduction of recidivism among juveniles.
- H_{2a} : There is no positive relationship between a high degree of desire for outside alternatives and high perceptions of the Y.S.B. being responsible for a reduction of recidivism among juveniles.
- H_{2c} : There is no positive relationship between a high degree of desire for outside alternatives and high perceptions of there having been a reduction in the number of status offenders formally processed and petitioned to the court since the Y.S.B. began operations.
- H_{2d} : There is no positive relationship between a high degree of desire for outside alternatives and high perceptions of there having been a reduction in the number of non-status offenders formally processed and petitioned to the court since the Y.S.B. began operations.
- H_{2e} : There is no positive relationship between a high degree of desire for outside alternatives and high perceptions of the Y.S.B. having changed the type of juvenile petitioned to court.

- H_{3b}: There is no positive relationship between a high degree of initial support and high perceptions of officials (police and court) having used the Y.S.B. to divert juveniles from the court.
- H_{3e}: There is no positive relationship between a high degree of initial support and high perceptions of the Y.S.B. having changed the type of juvenile petitioned to the court.³

Dependent and Intervening Variable Correlations

Having once established which dependent and independent variables were related, the second step in the data analysis was to determine which intermediate ultimate effects (intervening variables) were related to the dependent variables. The specific intermediate ultimate effects to be tested were:

- VAR070 Juveniles from my agency referred to the Y.S.B. always receive service within a reasonable period of time.
- VAR071 I have no problem contacting the appropriate Y.S.B. staff people whenever I need information and/or service from them.
- VAR072 People from the Y.S.B. display a facilitative (helpful, cooperative) attitude toward your organization.
- VAR073 The individual Y.S.B. personnel were equipped to handle the types of cases you referred to them from the beginning.
- VAR074 The training provided by the Y.S.B. for its personnel has improved their ability to deal with the types of cases you refer to them.
- VAR076 I am definitely satisfied with the feedback the Y.S.B. provides me.

The results of the Pearson r test for this step are displayed in Table 4.2.

TABLE 4.2.--Dependent and Intervening Variable Correlations.

	VAR081	VAR082	VAR083	VAR084	VAR085
VAR070	.3130 S = .0080	.4001 S = .0010	.2934 S = .0130	.2698 S = .0210	.2707 S = .0190
VAR071	.4382 S = .0010	.3528 S = .0010	.3243 S = .0060	.3065 S = .0080	.3344 S = .0040
VAR072	.6106 S = .0010	.3790 S = .0010	.4394 S = .0010	.2026 S = .0620	.5298 S = .0010
VAR073	.3331 S = .0060	.4280 S = .0010	.2727 S = .0220	.1821 S = .0920	.3451 S = .0040
VAR074	.4752 S = .0010	.5045 S = .0010	.3999 S = .0020	.1930 S = .0850	.3573 S = .0040
VAR076	.5576 S = .0010	.3782 S = .0010	.4865 S = .0010	.4364 S = .0010	.3756 S = .0020

Intervening and Independent Variable Correlations

In order to complete the causal relationship structure to be examined by path analysis it was necessary to establish if there were relationships present between the independent variables and the intermediate ultimate effects (intervening variables). This was again done by the use of the Pearson r test, and the results are contained in Table 4.3.

Selection of Variables

By rejecting those pairs of variables whose correlation coefficients were not significant at the .05 level it is now possible to determine which combinations of dependent, independent, and intervening variables may be arranged together in a structure, for the

TABLE 4.3.--Intervening and Independent Variable Correlations.

	VAR070	VAR071	VAR972	VAR073	VAR074	VAR076
NEED	.0010 S = .4660	.1908 S = .0470	.1666 S = .0740	.1934 S = .0520	.1205 S = .1860	.1644 S = .0780
DESIRE	.2975 S = .0050	.1822 S = .0550	.0508 S = .3300	.3075 S = .0040	.1944 S = .0740	.0939 S = .2100
FAVOR	.3051 S = .0040	.3696 S = .0010	.2467 S = .0150	.4095 S = .0010	.5877 S = .0010	.2698 S = .0090
PARTIC	.4229 S = .0010	.3789 S = .0010	.4627 S = .0010	.3456 S = .0010	.3348 S = .0050	.4379 S = .0010

purpose of testing their relationships by path analysis. The various combinations possible could include three independent variables (NEED having been eliminated as not correlating with any dependent variables), fourteen combinations of intervening and dependent variables, and twenty-seven combinations of intervening and dependent variables. Unfortunately, because of the large number of variations which could be constructed, sufficient resources were not available for testing all possibilities. For that reason an arbitrary decision was made of a cut-off point to limit the number of combinations under consideration. This was done by selecting only those variables where the correlation coefficient between the dependent and independent variables were greater than .3000, and where the coefficient between the dependent and intervening variable was greater than .4000. The resulting combinations were then analyzed by the use of path analysis.

Interpretation of Path Analysis Results

Once the condition of a weak causal relationship was established, all possible combinations of those variables meeting the studies selection criteria were tested by the use of path analysis. In all a total of sixteen combinations were tested.⁴ The purpose of this procedure was to determine the unique contribution of each independent variable upon its dependent variable, while controlling for the effects of known intervening variables.

The analysis of the results concentrates upon two areas. The first area corresponds to the study hypothesis and attempts to determine if early implementation activities (independent variables)

influence perceptions of project outcomes (dependent variables), while controlling for the effects of the intervening variables (intermediate ultimate effects). The second area examines the relationships between early implementation activities and intermediate ultimate effects, and also attempts to determine if the intermediate ultimate effects influence perceptions of a project's outcomes to a greater degree than do early implementation activities.

The statistical measure used in this analysis will be the standardized regression coefficient or Beta weight. This coefficient reflects the magnitude of the direct effect of the specified variable upon the dependent variable while controlling for the effects of the other variables in the equation. As an example of this interpretation, using Structure #1 as seen in Figure 4.1, there is a standardized regression coefficient of .42731 between the independent variable FAVOR and the intervening variable VAR073, which is significant at the .001 level. Between FAVOR and the dependent variable VAR081 the regression coefficient is .08629 at the .548 level. Finally, between VAR073, the intervening variable, and VAR081, the dependent variable, the coefficient is .29627 at the .043 level.

From these results it appears that there is no positive relationship between a high degree of initial support, and perceptions of the Y.S.B. having been responsible for a reduction in recidivism among juveniles. However, a high degree of initial support is significantly related to high perceptions of the individual Y.S.B. personnel being equipped to handle the types of cases referred to them from the beginning. The high perceptions of the capabilities

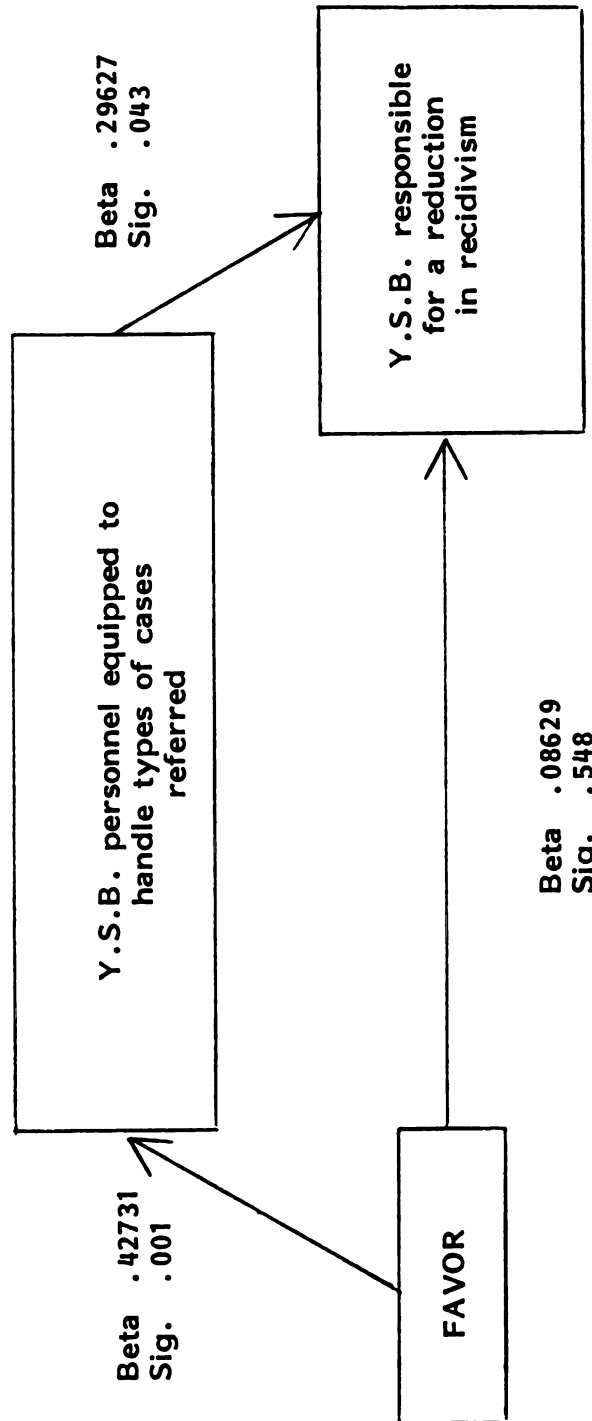


FIGURE 4.1.--Structure #1.

of the Y.S.B. personnel are also significantly related to high perceptions of the Y.S.B. being responsible for a reduction in juvenile recidivism, even controlling for the effects of the degree of initial support. Therefore, it is logical to assume, that in this case, the intermediate ultimate effects are more important to perceptions of project outcomes than the degree of initial support.

Figure 4.2, depicting Structure #2, contains the same independent and dependent variables as Figure 4.1, Structure #1. However, the intervening variable of the perceptions of the training provided by the Y.S.B. for its personnel improving their ability to deal with the types of cases referred to them has been substituted. The results obtained from this structure are the same as obtained from Structure #1, with the independent variable not significantly related to the dependent variable with a coefficient of $-.11271$ at the $.476$ level. The path coefficients between the independent and intervening variable is $.58167$ at the $.001$ level. A comparison between the two different intervening variables used in Structure #1 and Structure #2 indicates that VAR074 as shown in Structure #2 has a higher degree of influence on the perceptions of the Y.S.B. being responsible for a reduction in recidivism among juveniles.

On the basis of the results obtained by analyzing these two structures the study has failed to reject the following null hypothesis:

- H_{3a} : There is no positive relationship between a high degree of initial support and high perceptions of the Y.S.B. being responsible for a reduction in recidivism among juveniles.

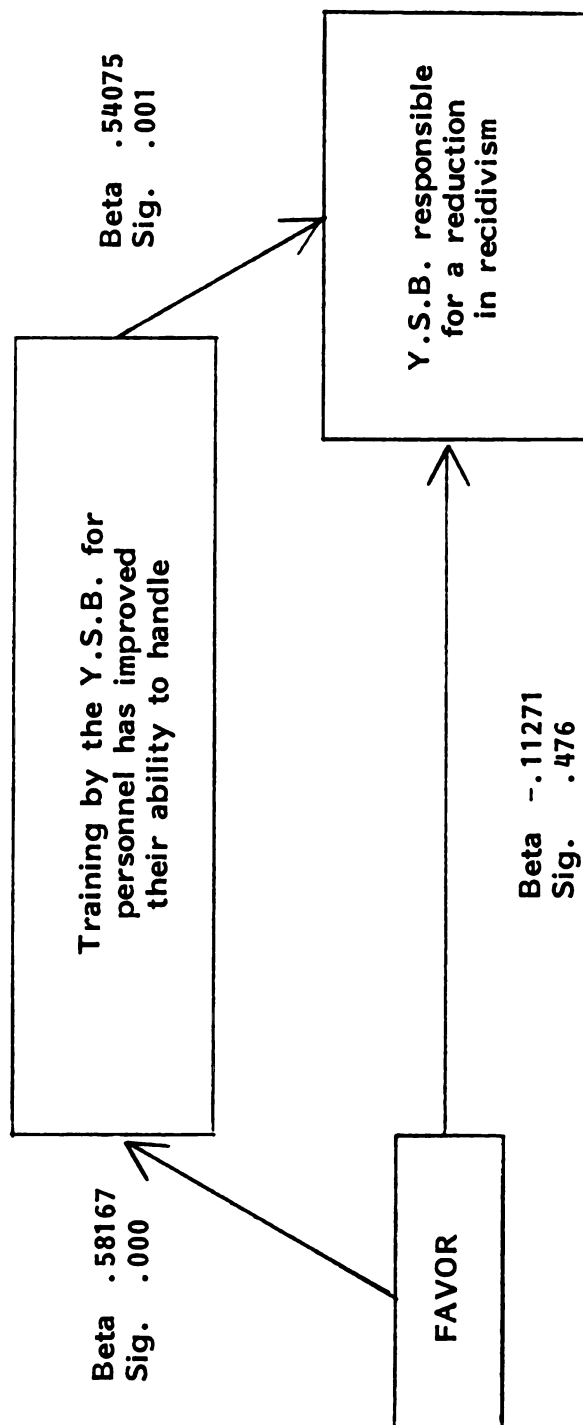


FIGURE 4.2.--Structure #2.

The remaining structures to be analyzed all contain the independent variable PARTIC. Of these structures, Structures #3, #8, and #13 will be analyzed together because of their sharing of the common independent variable of, officials (police and court), having used the Y.S.B. to divert juveniles from the court (VAR082). In all these structures, while controlling for the effects of the intervening variables VAR070, VAR072, and VAR076, PARTIC has no significant relationship to the dependent variable.

However, in all three cases PARTIC was significantly related to all three intervening variables at the .002 level. Stated in another manner, perceptions of juveniles referred to the Y.S.B. always receiving services within a reasonable period of time, people from the Y.S.B. displaying a facilitative (helpful, cooperative) attitude toward referring organizations, and satisfaction with the feedback provided by the Y.S.B. were all related to perceptions of the degree of participation in the planning and development to almost the same extent.

The path coefficients between the intervening variables of VAR070, VAR072, and VAR076 and the dependent variable VAR082 were .33671 at the .009 level, .34733 at the .007 level, and .32901 at the .009 level respectively. As with the relationships between the independent and intervening variables, the relationships between the intervening and dependent variables have an almost identical magnitude.

On the basis of the results from these three structures the study has failed to reject the following null hypothesis:

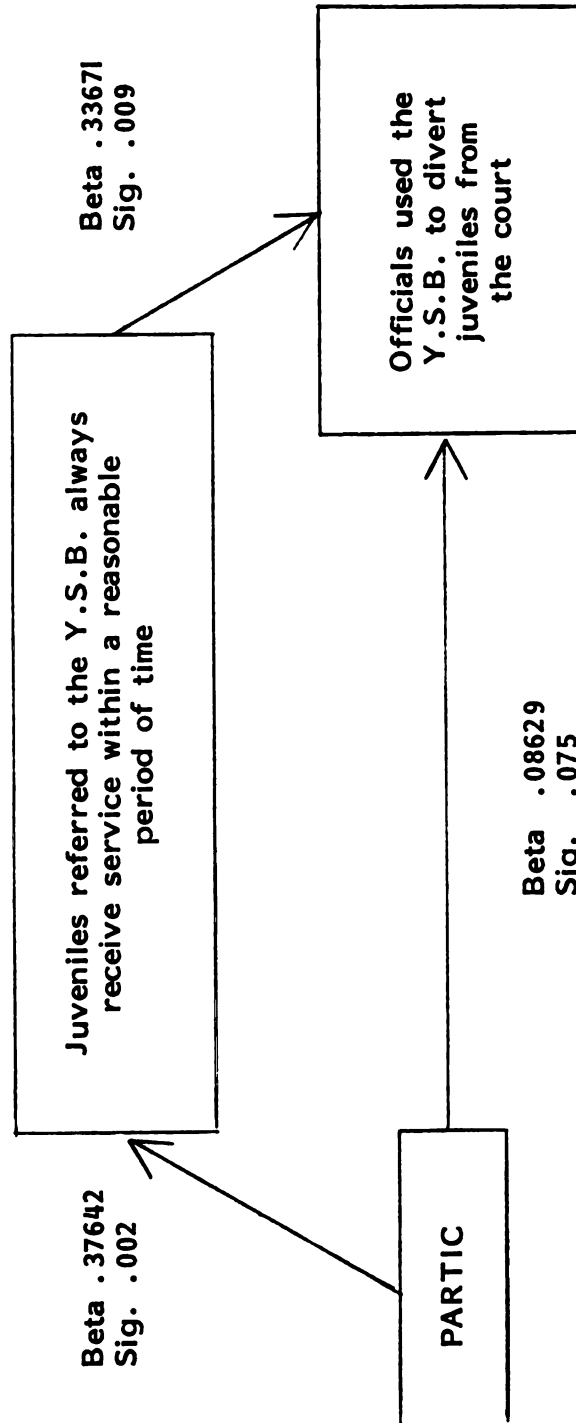


FIGURE 4.3.--Structure #3.

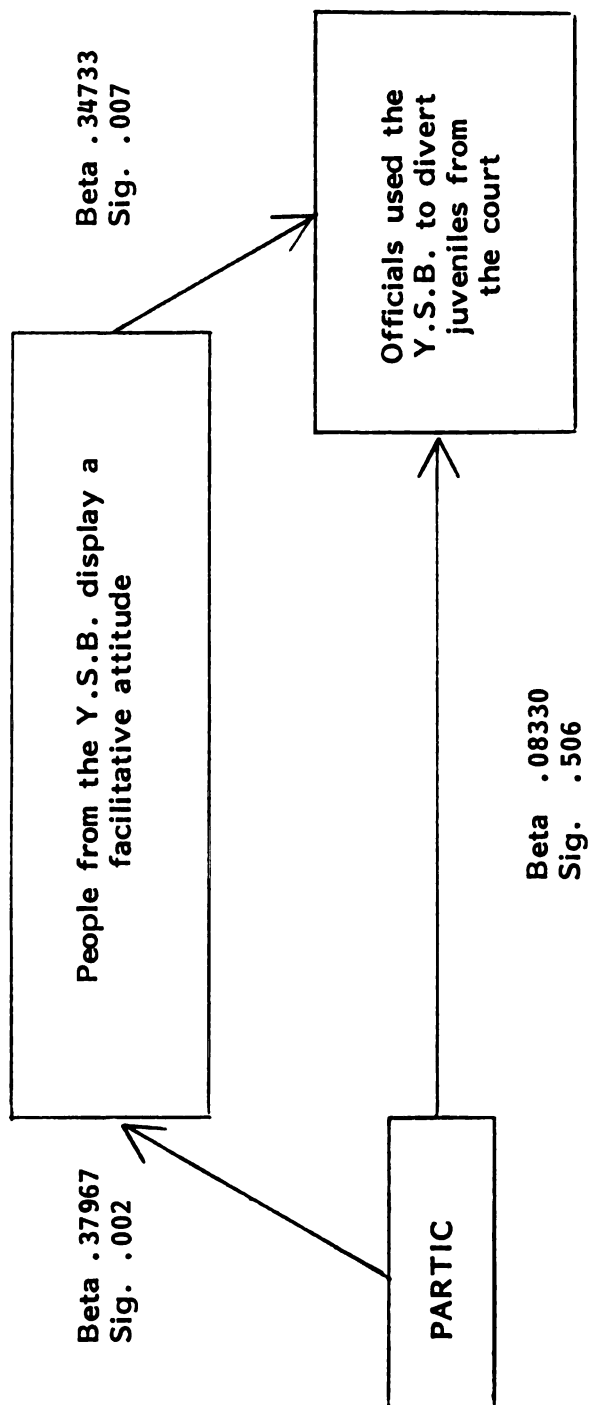


FIGURE 4.4.--Structure #8.

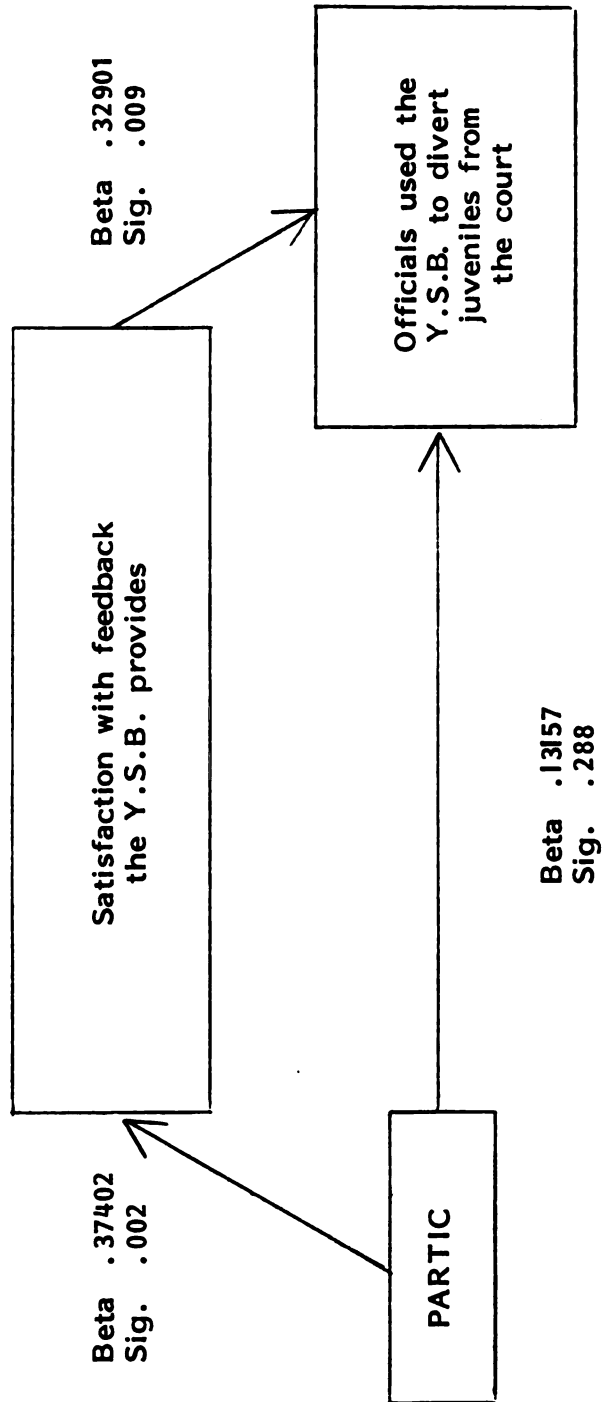


FIGURE 4.5. Structure #13.

H_{4b}: There is no positive relationship between a high degree of participation in the planning and development of the project and high perceptions of officials (police and court) having used the Y.S.B. to divert juveniles from the court.

The next three structures all share the common dependent variable VAR083, since the Y.S.B. began operations there has been a reduction in the number of status offenses formally processed and petitioned to the court. They are structures #4, #9, and #14 as illustrated in the proceeding diagrams. In all three cases the independent variable PARTIC is significantly related to the dependent variable VAR083, while controlling for the effects of the intervening variables VAR070, VAR072, and VAR076. The path coefficients between the dependent and independent variables are all significant at the .000 level. PARTIC is also significantly related to all three intervening variables. In structures #9 and #14 the intervening variables, VAR072 and VAR076, are significantly related to the dependent variable VAR083. However, in structure #4 the intervening variable is not significantly related to the dependent variable.

On the basis of the results of these three structures the study may reject the following null hypothesis:

H_{4c}: There is no positive relationship between a high degree of participation in the planning and development of the project and high perceptions of there having been a reduction in the number of status offenses formally processed and petitioned to the court since the Y.S.B. began operations.

The next three structures to be examined are #5, #10, and #15 which share the common dependent variable of perceptions of

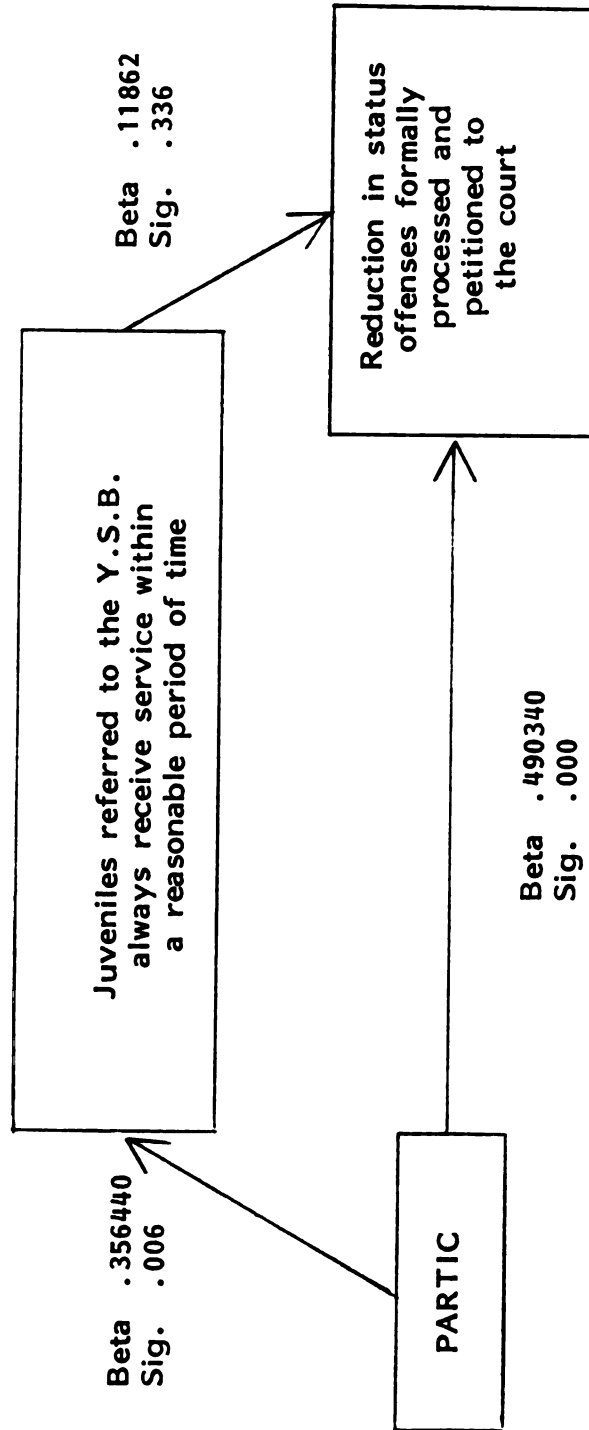


FIGURE 4.6.--Structure #4.

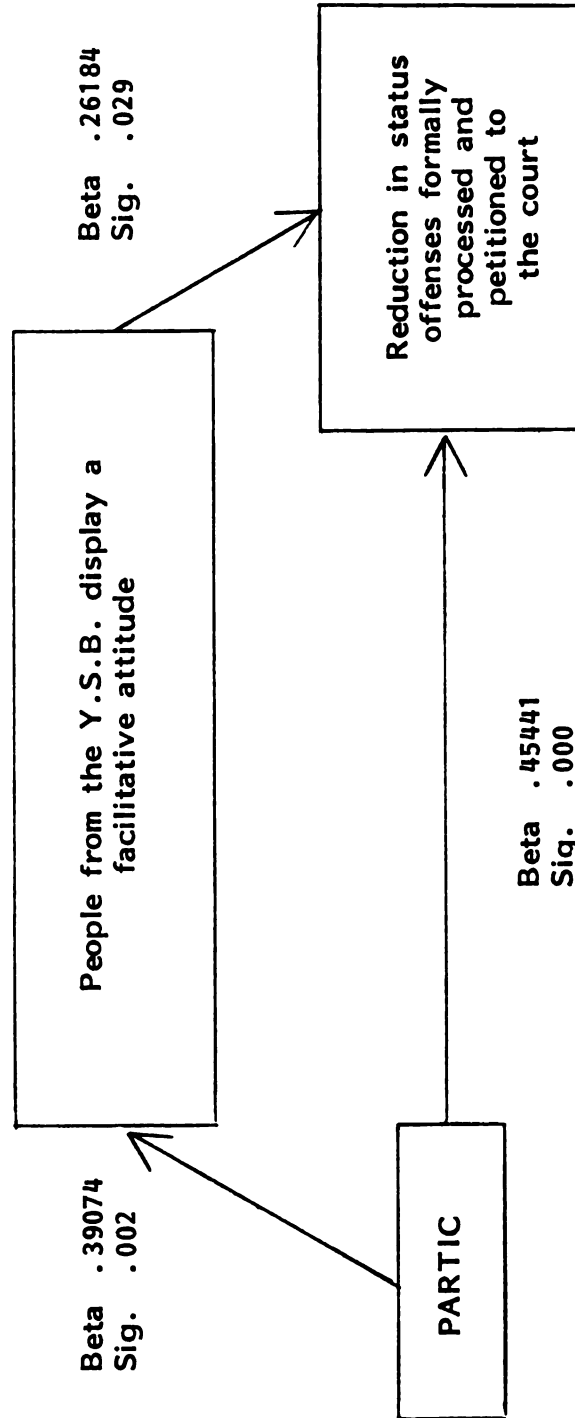


FIGURE 4.7.--Structure #9.

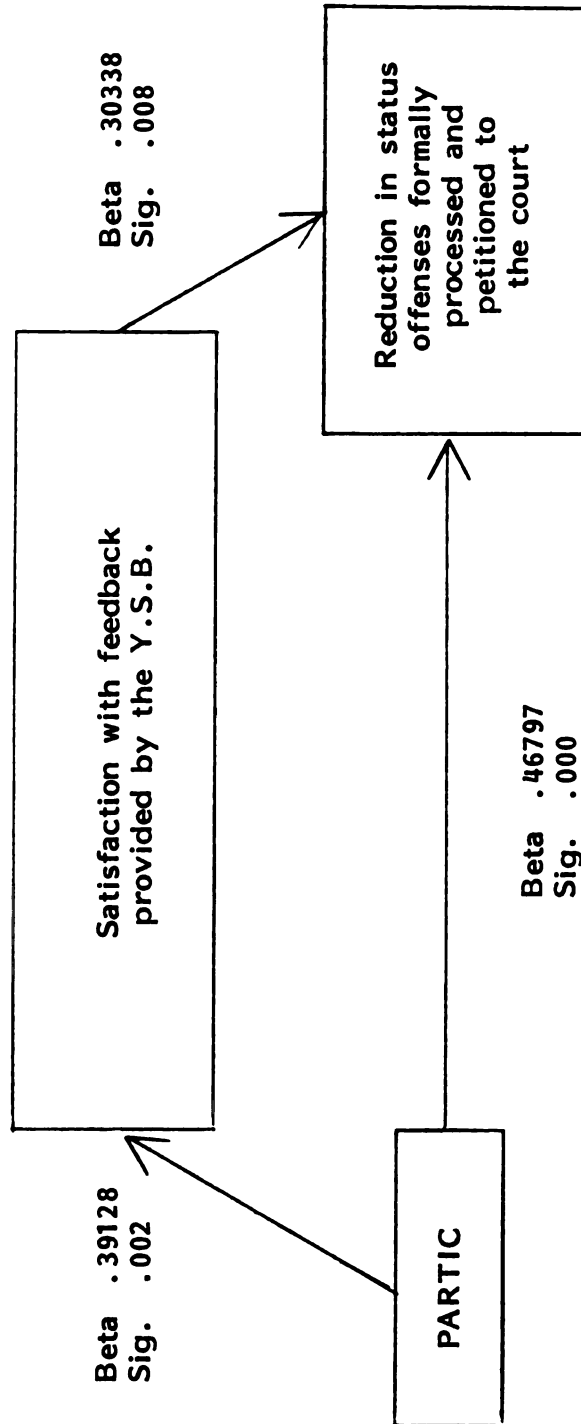


FIGURE 4.8.--Structure #14.

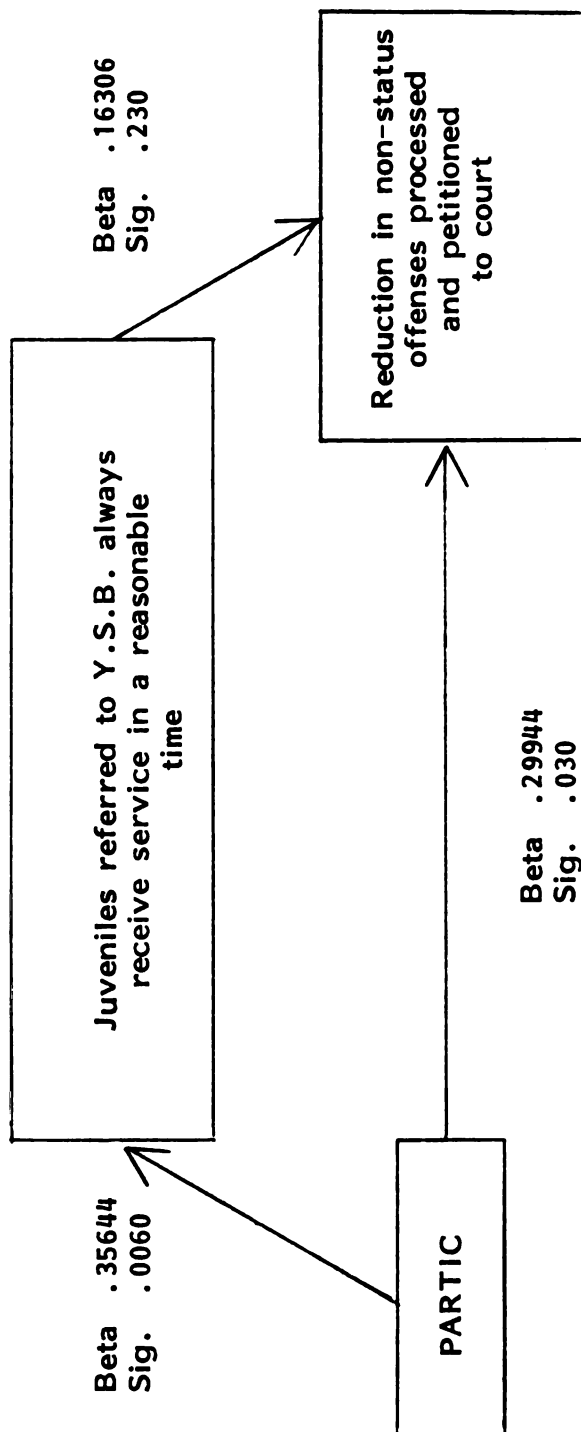


FIGURE 4.9.--Structure #5.

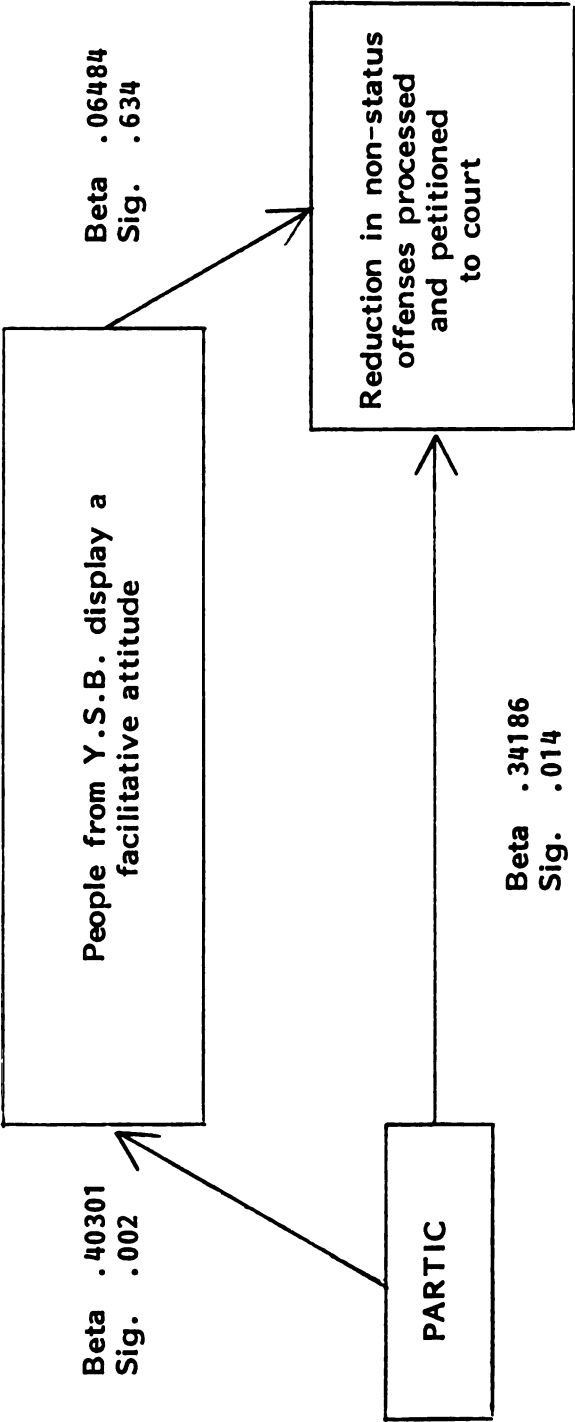


FIGURE 4.10.--Structure #10.

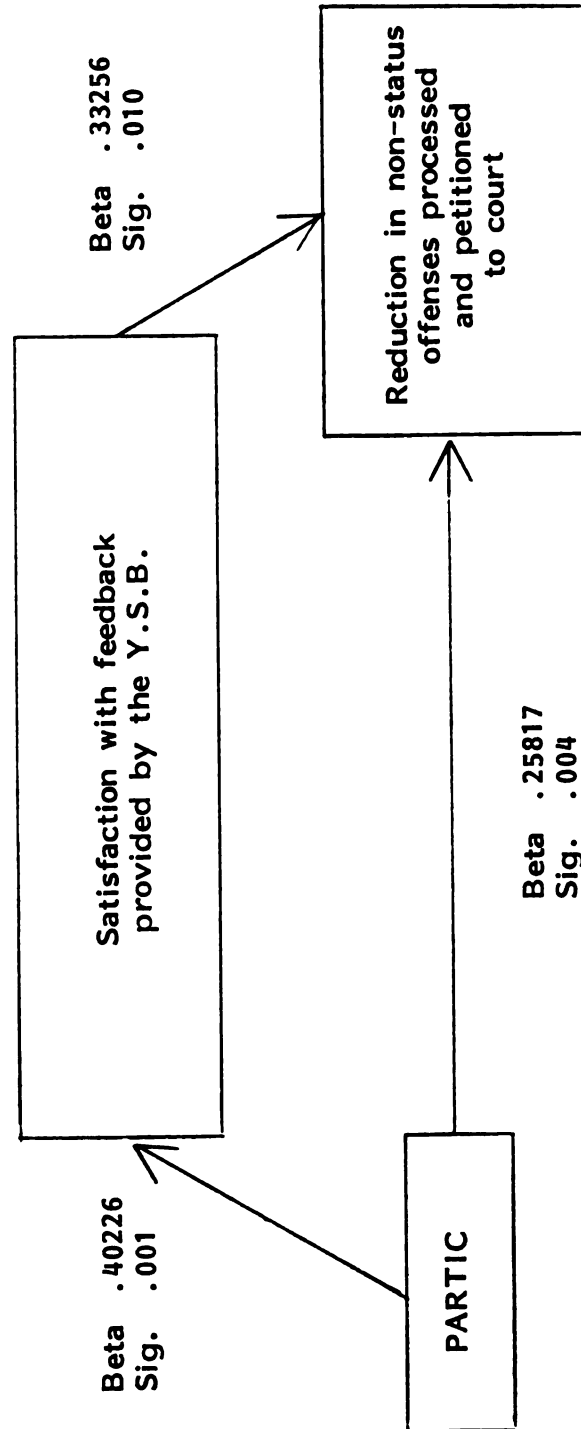


FIGURE 4.11.--Structure #15.

there having been a reduction in the number of non-status offenses formally processed and petitioned to the court since the Y.S.B. began operations. In all three structures the independent variable PARTIC is significantly related to the dependent variable VAR084.

Both intervening variables VAR070 and VAR072 are not significantly related to the dependent variable. However, VAR076 has a significant coefficient with VAR084 of .33256. The relationship between VAR076 and VAR084 appears to be stronger than the relationship between PARTIC and VAR084 suggesting that the intervening variable has an equal or greater effect upon the dependent variable than does the independent variable.

On the basis of these three structures the study may reject the following hypothesis:

H_{4d}: There is no positive relationship between a high degree of participation in the planning and development of the project and high perceptions of there having been a reduction in the number of non-status offenses formally processed and petitioned to the court since the Y.S.B. began operations.

The next three structures which will be examined are #6, #11, and #16 which all share the common dependent variable of perceptions of the Y.S.B. having changed the type of juvenile petitioned to the court. In all three structures the independent variable PARTIC is significantly related to the dependent variable VAR085. PARTIC is also significantly related to all intervening variables.

Two of the intervening variables, VAR070 and VAR076, have no significant relationships with the dependent variable. However, VAR072 is significantly related to VAR085. Thus, in Structure #11

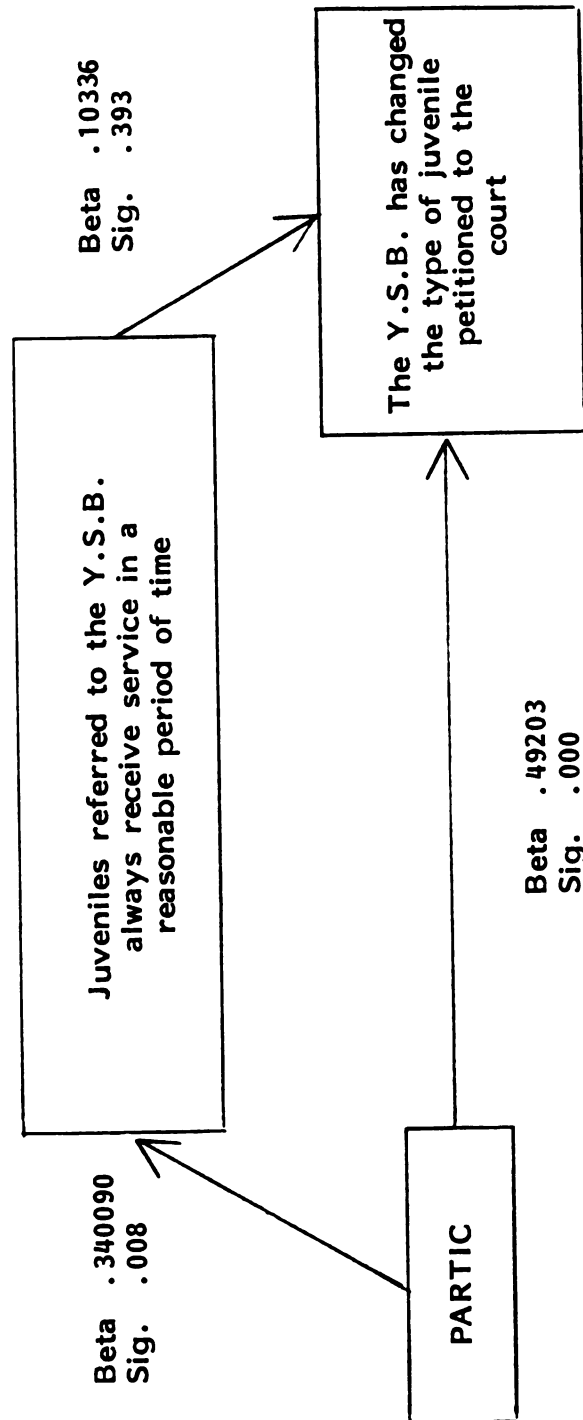


FIGURE 4.12.--Structure #6.

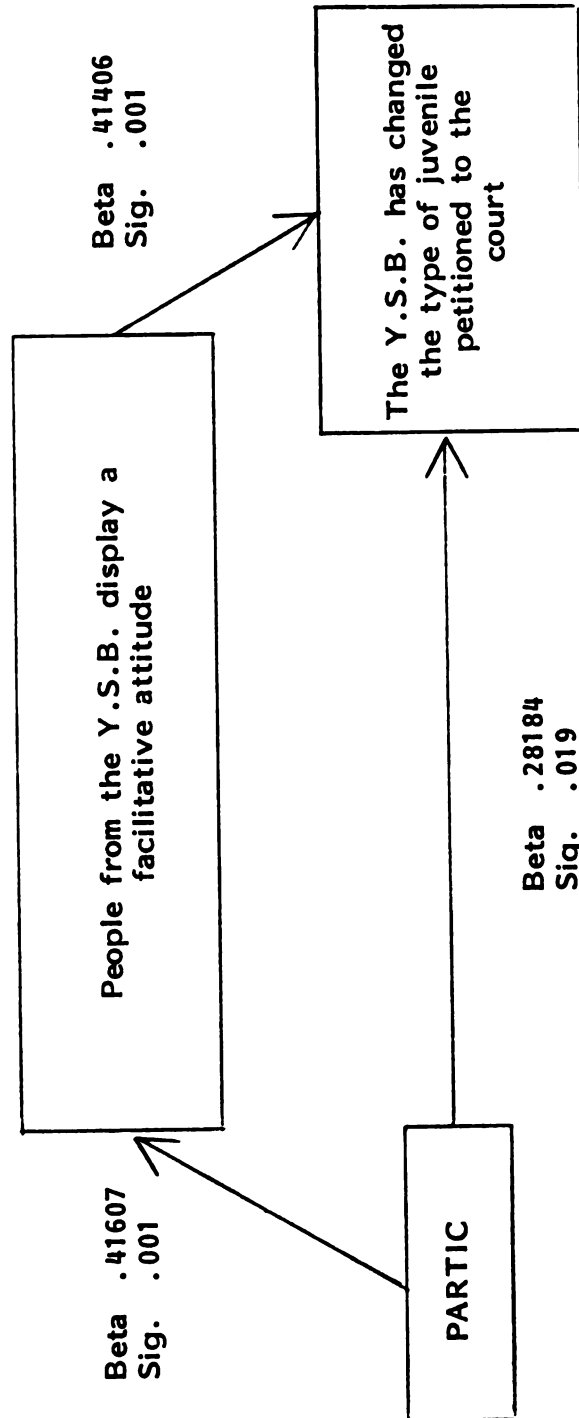


FIGURE 4.13.--Structure #11.

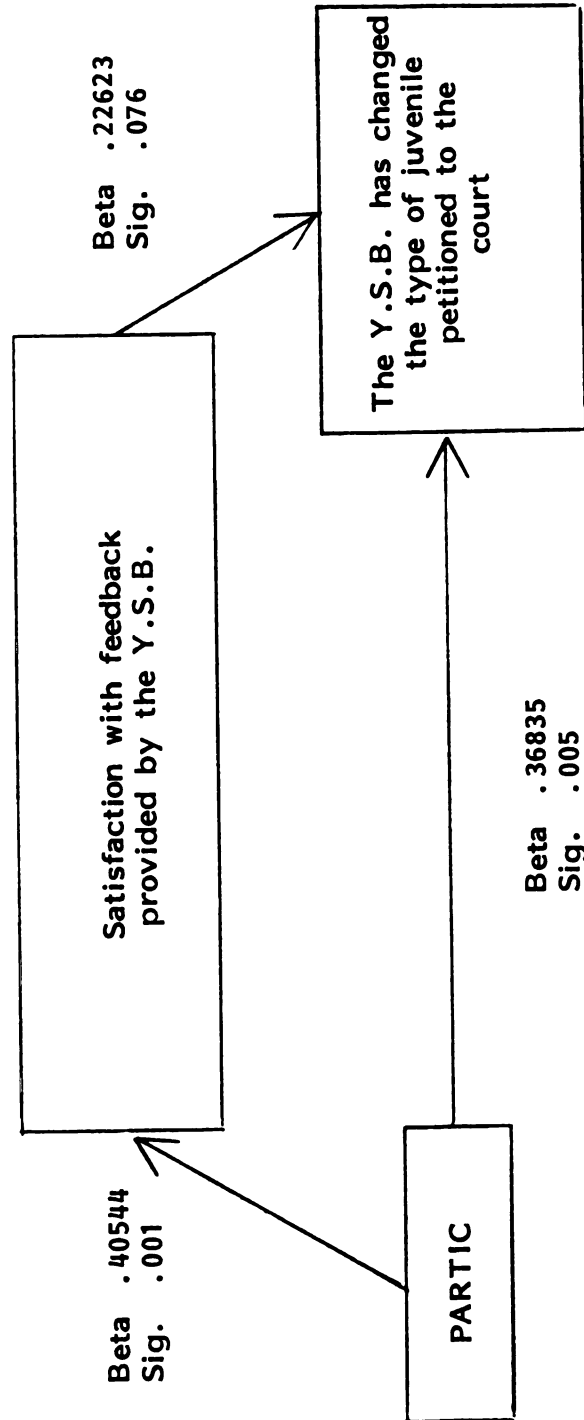


FIGURE 4.14. --Structure #16.

the intervening variable seems to influence the dependent variable to the same extent as does the dependent variable.

On the basis of these three structures the study has been able to reject the following null hypothesis:

H_{4e} : There is no positive relationship between a high degree of participation in the planning and development of the project and high perceptions of the Y.S.B. having changed the type of juvenile petitioned to the court.

The final structures to be examined are #7, and #12 which share the common dependent variable of perceptions of the Y.S.B. being responsible for a reduction in recidivism among juveniles.

In both cases the independent variable PARTIC and the dependent variable VAR081 have a significant relationship. Also, in both structures, it may be said that the path coefficients between the independent and intervening variables and the dependent variable are of approximately the same magnitude. This indicates that the independent and the intermediate ultimate effects are almost equally important in their influence upon perceptions of outcomes.

On the basis of the results from these two structures the study may reject the following null hypothesis:

H_{4a} : There is no positive relationship between a high degree of participation in the planning and development of the project and high perceptions of the Y.S.B. having been responsible for a reduction in recidivism among juveniles.

Examination of the overall results finds several trends indicated by the data. First of these is that the results of the

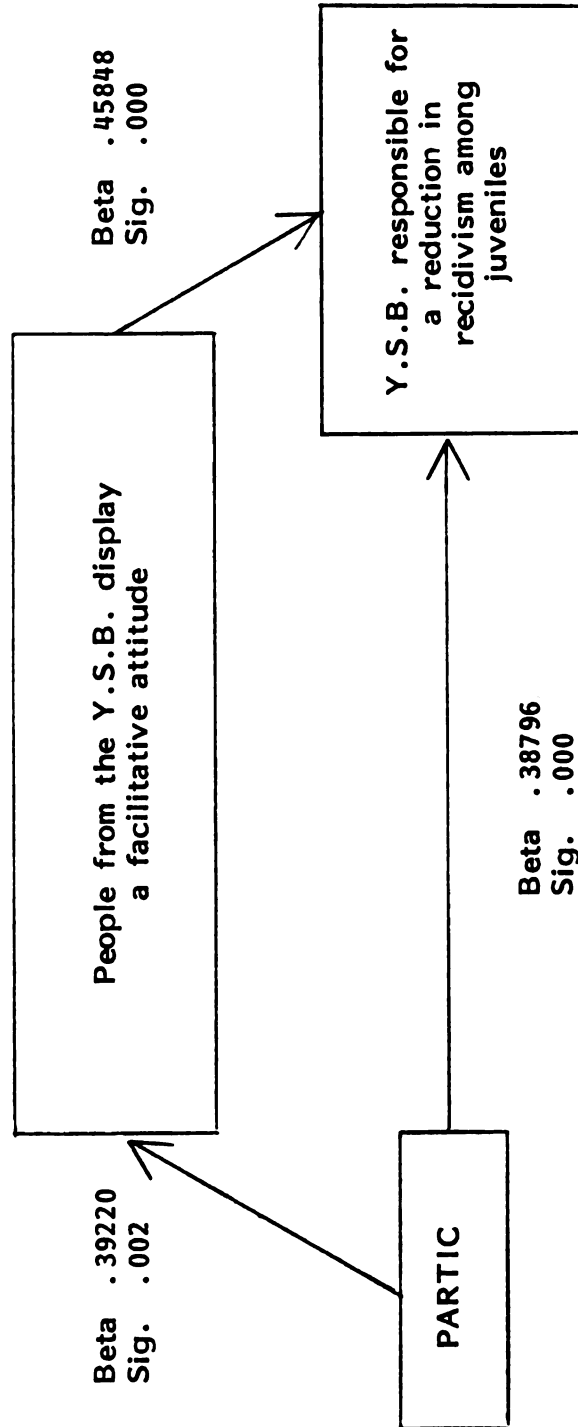


FIGURE 4.15.--Structure #7.

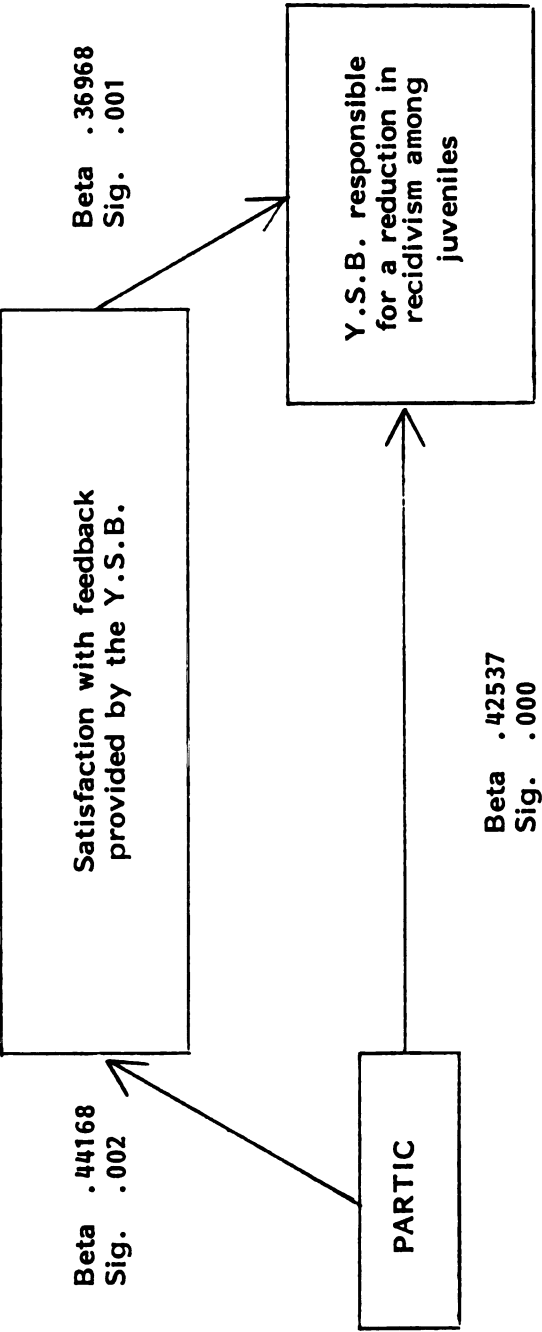


FIGURE 4.16.--Structure #12.

Pearson r test show no significant correlations between the independent variables of a desire for alternatives and a desire for outside alternatives among members of the bureaus' input organization set to any of the dependent variables.⁵ It did find that the degree of initial support (FAVOR) and participation in the planning and development of the project (PARTIC) both correlated significantly with all of the dependent variables. When these relationships were tested by the use of path analysis, which controlled for the effects of specified intervening variables, it was found that the relationship between FAVOR and VAR081 was not significant but was the result of the effects of VAR073 and VAR074. The relationship between PARTIC and VAR082 was not significant when controlling for VAR070, VAR072, or VAR076. However, even when controlling for the effects of the intervening variables, PARTIC does have significant relationships with dependent variables VAR081, VAR083, VAR084, and VAR085. From these results it is reasonable to assume that the degree of participation in the planning and development of the project does influence the manner in which specific project outcomes are perceived.

The study also found that FAVOR and PARTIC also had significant relationships to all intervening variables with which they were tested. This suggests that these early activities may also influence perceptions of intermediate ultimate outcomes for the projects.

Finally it was found that all of the intermediate ultimate effects had significant relationships with each of the dependent variables tested. This was true even when controlling for the

effects of the independent variables. It is therefore reasonable to assume, that the perceptions of internal environmental outcomes are related to the manner in which the project outcomes are perceived.

Summary

The purpose of this chapter was to determine, by the use of path analysis, if the independent variables had significant relationships with the dependent variables when the effects of the intervening variables were controlled for. One of the requirements of path analysis is that there be a weak causal relationship between the variables. In order to satisfy this requirement the variables under consideration were tested by the use of the Pearson r . Only those variables which were significantly correlated were to be used in the path analysis. However, the number which proved to be so related was too large to be analyzed with the amount of resources available. For that reason the combinations tested were limited by selecting only those variations where the correlation coefficient between the dependent and independent variables were greater than .3000, and where the coefficient between the dependent and intervening variables was greater than .4000.

The results of the path analysis found that the following null hypotheses could not be rejected:

- H_{3a} : There is no positive relationship between a high degree of initial support and high perceptions of the Y.S.B. being responsible for a reduction in recidivism among juveniles.

- H_{4b}: There is no positive relationship between a high degree of participation in the planning and development of the project and high perceptions of officials (police and court) having used the Y.S.B. to divert juveniles from the court.

On the basis of the results of the path analysis the study was able to accept the following hypotheses:

- H_{4c}: There is a positive relationship between a high degree of participation in the planning and development of the project and high perceptions of there having been a reduction in the number of status offenses formally processed and petitioned to the court since the Y.S.B. began operations.
- H_{4d}: There is a positive relationship between a high degree of participation in the planning and development of the project and high perceptions of there having been a reduction in the number of non-status offenses formally processed and petitioned to the court since the Y.S.B. began operations.
- H_{4e}: There is a positive relationship between a high degree of participation in the planning and development of the project and high perceptions of the Y.S.B. having changed the type of juvenile petitioned to the court.
- H_{4a}: There is a positive relationship between a high degree of participation in the planning and development of the project and high perceptions of the Y.S.B. being responsible for a reduction in recidivism among juveniles.

The implications of these findings for policy formulation will be discussed in the following chapter.

CHAPTER IV FOOTNOTES

¹In the survey instrument, scales for the various items ran in two directions. Thus, a numerical value of 6 on one item might indicate the same as a numerical value of 1 on another item. In such instances the reverse order was brought into agreement before the responses were added together.

²This statement cannot definitely be said to be true in all possible cases because of the possibility of a supressor variable.

³The hypotheses notation has been standardized throughout this study. A notation of H₁ refers to a hypotheses containing the independent variable NEED and all possible variations of it with the dependent variables. Following this, H₂ is DESIRE, H₃ FAVOR, H₄ PARTIC. The letter in the subscript refers to the specific dependent variable. These are denoted by the letter a through e, which corresponds to the dependent variables VAR081 through VAR085.

⁴For the complete results of all combinations which were tested see Appendix B.

⁵Except between DESIRE and VAR082.

CHAPTER V

SUMMARY AND CONCLUSIONS

Summary

The purpose of this study was to develop and demonstrate the use of implementation evaluation as applied to planned change programs. For the study, implementation was defined as:

encompassing a process which includes the creation in a client-system of understanding of, and commitment to, a particular change which can solve problems, and devices whereby it can become an integral part of the client-systems operation;¹

Implementation evaluation is based upon the assumption that if the conditions suggested above are not met then the impact model for the project cannot be tested, because the project will not be carried out as originally intended. The use of this approach to project analysis dictates that programs be viewed as being operationalized through specific organizations which are components of even larger organizational structures or systems. As such, a complete evaluation cannot be undertaken without considering the relationships, and their effects, which have developed between a planned innovation and those organizations composing its external environment.

In reviewing the literature it was found that very few studies made the implementation process their basic unit of analysis. As Williams states,

I am certain that no bibliographic effort, at least in the social policy areas, would refute the point that little research has been carried out either on implementation of social policies, programs, or on the implementation process agency²

The literature review for this study found only four works dealing with implementation. For that reason consideration was given to two additional bodies of literature: systems theory and interorganizational theory. From these three sources, a set of assumptions were generated upon which the hypotheses for this study were based. These assumptions were:

1. Planned innovations may be viewed as open systems. As such they are characterized by both an internal and external environment.
2. Open systems are also characterized by their constant interaction with and dependency upon their external environment for a supply of inputs and consumption of outputs.
3. The external environment of a planned innovation is composed of formal organizations which may also be viewed as open systems. They too are characterized by an internal environment and an external environment in which the innovation takes its place.
4. Planned innovations represent potential changes in the external environment of existing organizations. These changes in the external environment of existing organizations may have consequences for those organizations internal environment.
5. The degree and type of change required by the innovation, for those organizations, will determine the degree of support or opposition for the innovation. This support or opposition may be expressed by the degree to which the innovation's survival resources are provided.
6. Given this dependency upon other organizations for the provision of survival resources, the innovation's external environment may influence its goals and activities.

7. The degree to which planned innovations are implemented, as intended, will be influenced by the support/opposition they receive from their external environment.
8. The degree of implementation will influence the effects achieved by, and the potential for institutionalization of, an innovation.

This study was undertaken as one component of a model evaluation program whose overall objective was the evaluation of a specific delinquency prevention program, Youth Service Bureaus. In that capacity the goal of this study was to define and evaluate factors within the Youth Service Bureau's implementation process which affected both their implementation and perceived outcomes.

Much of the theory developed during the review of the literature was concerned with the effects of support or opposition exhibited toward the innovation by organizations in its input organizational set. Of primary interest to the study was the potential for this support or opposition to influence perceptions of the innovation's internal environmental outcomes, overall outcomes, and potential for institutionalization. The initial stage of the research design found that this support or opposition not only influenced the actual implementation and outcomes, but also seemed to influence perceptions of outcomes. The second stage of the research design was therefore devoted to determining if activities carried on during the initial stages of implementation directly influenced the manner in which the project outcomes were perceived. However, there was also evidence which indicated that perceptions of internal environmental outcomes also influenced actual environmental outcomes. For that reason path analysis was chosen to

analyze the hypothesized relationships to determine the unique contributions of each variable to the perceptions of project outcomes.

One of the requirements of path analysis is a weak causal relationship between the variables in question. This requirement was met by determining a correlational relationship, by using a Pearson r test among the variables under consideration. While a causal relationship may not be directly inferred from a significant correlational relationship, it is reasonable to assume that in most cases there would not be a causal relationship and not a correlational relationship. For that reason the Pearson r test was used as a selection device for the variables to be examined by path analysis.

The initial determination of the variables to be tested by the Pearson r test was done on the basis of the results of an extensive records review of all documents related to the conception and implementation of the bureaus. Additionally, a series of structured interviews were conducted with relevant external environmental actors from the bureaus input organization set. From those activities applicable examples of initial support, intermediate ultimate effects, and project outcomes were selected. A survey instrument was then developed and administered in order to obtain quantitative data on the perceptions of the actors in question.

Findings

The results of the correlational tests performed on the survey data found:

1. There was no positive relationship between a high degree of desire for alternatives and any of the selected variables measuring perceptions of project success.
2. That there was no positive relationship between a high degree of desire for outside alternatives and any of the selected variables measuring perceptions of project success except perceptions of officials (police and court) using the Y.S.B. to divert juveniles from the court.
3. That there were no positive relationships between the degree of initial support and high perceptions of officials (police and court) using the Y.S.B. to divert juveniles from the court, and the Y.S.B. having changed the type of juvenile petitioned to the court.

Once the presence of correlational relationships had been established, the next step was to determine the magnitude and structure of the proposed causal relationships. The instrument used for that purpose was path analysis. Since sufficient resources were not available to test all variations, specific combinations were selected on the basis of criterion established earlier in this study. The results of the path analysis were:

4. There was a positive relationship between the degree of initial support and perceptions of the intermediate ultimate effects of people from the Y.S.B. displaying a facilitative (helpful, cooperative) attitude toward referring organizations and satisfaction with the feedback provided by the Y.S.B.
5. There was a positive relationship between a high degree of participation in the planning and development of the project and high perceptions of the intermediate ultimate effects of people from the Y.S.B. displaying a facilitative (helpful, cooperative) attitude toward referring organizations, and between satisfaction with the feedback provided by the Y.S.B., and also between perceptions of juveniles referred to the Y.S.B. always receiving service within a reasonable period of time.

6. Controlling for the effects of the intervening variables of intermediate ultimate effects there was no positive relationship between the degree of participation in the planning and development of the project and high perceptions of officials (police and court) using the Y.S.B. to divert juveniles from the court.
7. Controlling for the effects of the intervening variables intermediate ultimate effects there was a positive relationship between the degree of participation in the planning and development of the project and perceptions of the following project outcomes; there being a reduction in the number of both status and non-status offenses formally processed and petitioned to the court since the Y.S.B. began operation; and the Y.S.B. having changed the type of juvenile petitioned to the court.
8. Controlling for the effects of the independent variables there was a positive relationship between all intervening variables and all dependent variables tested.

Policy Implications

These findings contain several implications for successful implementation and institutionalization of innovative projects in general and Youth Service Bureaus in particular. It is obvious that the higher the perceptions of the success of project outcomes, among relevant actors, the higher the support which will be generated for the institutionalization of the project. This study has concentrated upon several factors which seem to be related to high perceptions of project outcomes. However, for the studies findings to be of any practical use the variables dealt with must be amenable to manipulation in order to produce the desired results. For that reason several implementation strategies which might impact upon the variables in the desired fashion will be discussed with each of the policy implications.

The first finding which has direct policy implications is that both the degree of initial support and the degree of participation in the planning and development of the project was positively related with the perceptions of internal environmental outcomes. It was also found that the internal environmental outcomes significantly affected perceptions of the projects outcomes. For that reason an effective implementation plan should include provisions for developing the latter two areas.

There are several methods which seem to effectively increase the degree of initial support. These would include identification of those actors critical to the project's success prior to the time that it actually begins operations. Once this is done representatives of the project may meet with those actors personally, explain the project's goals, and try to overcome or reduce any opposition. This approach would also facilitate the identification of potential conflicts between established organizations and the project. When done at an early date arrangement or modifications would be easier to incorporate into the proposed project than after it was once established.

Initial support could also be increased by educating the public (potential consumers of the projects services) by means of such activities as a media campaign, utilizing newspapers, radio or television, and speeches to local organizations. This in effect creates a constituency for the project which is one consideration when it is reviewed for potential institutionalization.

The degree of participation in the planning and development of the project is a variable which is also open to manipulation. Such practices as design of the project by use of a planning committee increases the opportunity for the inclusion of relevant actors. Use of this procedure tends to co-opt actors who might otherwise oppose the project and gives them a stake in its successful operation. However, care must be exercised in the use of this procedure to ensure that it is not manipulative for the purpose of gaining support and that it does not contribute to modification of the project solely for the sake of serving established interests.

If a planning committee or a similar such group is not feasible, individual actors should be contacted on an informal basis to advise them of planning activities and to solicit their advice and suggestions. This procedure has the advantage of including, in the planning process, a large number of actors and their opinions without the disadvantages posed by a formal committee.

The second important finding of the study which has implications for policy development is that perceptions of internal environmental outcomes influence perceptions of project outcomes. The study examined three of these intermediate ultimate effects and found they all had significant relationships with all project outcomes tested. The three, perceptions of juveniles referred to the Y.S.B. always receiving service within a reasonable period of time, people from the Y.S.B. displaying a facilitative (helpful, cooperative) attitude toward referring organizations, and satisfaction with the

feedback provided by the Y.S.B., are all amenable to manipulation. One of the primary methods of ensuring a facilitative attitude on the part of project staff toward referring organizations is a comprehensive indoctrination of the staff on the importance of such an attitude. Another technique might be periodic meetings between project staff and members of the input organization staff to bring out and resolve any problems which might develop. A third would be to periodically assign members of the staff to referring organizations for a short period of time. This would allow them to see first hand the types of problems other agencies must cope with and at the same time permit them to develop personal contacts with the other organization's staff.

During the onsite interviews with actors relevant to the Y.S.B. the researchers for this study found one of the most common complaints to be a lack of feedback from the Y.S.B.s on cases referred to them. Since this seemed to be such an important factor it is recommended that Youth Service Bureaus should make it a routine matter of policy to provide feedback to the relevant actors in cases referred to them. If possible this should be done by some form of personal communication, rather than by mail, thereby increasing the opportunities for the identification of potential problems which might be developing.

Implications for Future Research

There are several areas for future research which are logical extensions of this study. In establishing the presence, and

magnitude, of causal relationships between the independent and dependent variables, only one intervening variable at a time was controlled for. Yet, the results indicated that there were a cluster of intervening variables which had significant relationships with the dependent variables. One avenue of future research would be to test whether those independent variables found by this study to be significantly related to the dependent variables would remain when the effects of several appropriate intervening variables were considered at one time.

The results of this study indicate that only a small grouping of the factors which influence perceptions of project outcomes were identified. Future research would be of value in identifying additional implementational factors in this area. Such areas as clarity of goal definition, agreement with goals, and questions of resource allocation, all seem to be variables which might be explored.

A final area which might be examined is the relationships of the independent variables identified by this study. For instance, is a desire for alternatives causally related to the degree of initial support and is the degree of initial support related to the degree of participation in the planning and development of the project?

As the answers to these and other questions are established the practice of implementation will become a valuable and precise tool in ensuring project success.

CHAPTER V FOOTNOTES

¹Bennis, Changing Organizations, p. 175.

²Williams and Elmore, Social Program Implementation, p. 4.

APPENDICES

APPENDIX A

SURVEY INSTRUMENT

Please circle the appropriate number indicating the extent of your agreement/disagreement with the following statements.

- 1 - Totally Agree
- 2 - Strongly Agree
- 3 - Agree
- 4 - Disagree
- 5 - Strongly Disagree
- 6 - Totally Disagree

-
- | | | | | | | |
|---|---|---|---|---|---|---|
| 1. Prior to the Y.S.B. there were definitely sufficient outside agencies available to the police for juvenile referral. | 1 | 2 | 3 | 4 | 5 | 6 |
| 2. Prior to the Y.S.B. the police were highly desirous of additional alternatives to the options of warning and release or referral to the court for juveniles. | 1 | 2 | 3 | 4 | 5 | 6 |
| 3. Relevant representatives of the police definitely were in favor of creating a Y.S.B. | 1 | 2 | 3 | 4 | 5 | 6 |
| 4. Relevant representatives of the police actively participated in the planning and development of the Y.S.B. | 1 | 2 | 3 | 4 | 5 | 6 |
| 5. Prior to the Y.S.B. there were definitely sufficient outside alternatives available to the schools for juvenile referral. | 1 | 2 | 3 | 4 | 5 | 6 |
| 6. Prior to the Y.S.B. the schools definitely had sufficient internal alternatives for non-academic school related problems of juveniles. | 1 | 2 | 3 | 4 | 5 | 6 |
| 7. Relevant representatives of the schools definitely were in favor of creating a Y.S.B. | 1 | 2 | 3 | 4 | 5 | 6 |
| 8. Relevant representatives of the schools actively participated in the development and planning of the Y.S.B. | 1 | 2 | 3 | 4 | 5 | 6 |
| 9. Prior to the Y.S.B. there were definitely sufficient alternatives to formal disposition for the court. | 1 | 2 | 3 | 4 | 5 | 6 |

- | | | | | | | |
|--|---|---|---|---|---|---|
| 10. Prior to the Y.S.B. the court was highly desirous of additional alternatives to formal disposition for juveniles. | 1 | 2 | 3 | 4 | 5 | 6 |
| 11. Relevant representatives of the court definitely were in favor of creating a Y.S.B. | 1 | 2 | 3 | 4 | 5 | 6 |
| 12. Relevant representatives of the court actively participated in the planning and development of the Y.S.B. | 1 | 2 | 3 | 4 | 5 | 6 |
| 13. Relevant representatives of other youth service agencies actively participated in the planning and development of the Y.S.B. | 1 | 2 | 3 | 4 | 5 | 6 |
| 14. Relevant representatives of other youth service agencies definitely were in favor of creating a Y.S.B. | 1 | 2 | 3 | 4 | 5 | 6 |
| 15. After considering a variety of alternative plans the Y.S.B was selected as the preferred option. | 1 | 2 | 3 | 4 | 5 | 6 |
| 16. As proposed the Y.S.B. filled a definite gap in the youth development and delinquency prevention services of the community. | 1 | 2 | 3 | 4 | 5 | 6 |

The Y.S.B. was established to accomplish specific goals. Please rate each of the following goals as to the priority placed upon it during the planning and development of your Y.S.B. Indicate your choice by circling the corresponding number.

- 1 - High Priority
- 2 - Medium Priority
- 3 - Low Priority
- 4 - Not a Goal

-
- | | | | | |
|---|---|---|---|---|
| 17a. Diversion of status offenders from the court | 1 | 2 | 3 | 4 |
| b. Diversion of misdemeanants from the court | 1 | 2 | 3 | 4 |
| c. Diversion of first offenders from the court | 1 | 2 | 3 | 4 |
| d. Direct service/treatment | 1 | 2 | 3 | 4 |

- | | | | | |
|--|---|---|---|---|
| e. Help modify the existing juvenile justice | 1 | 2 | 3 | 4 |
| f. Provide service brokerage and referral for problem youth | 1 | 2 | 3 | 4 |
| g. Provide focal point for the advocacy of youth and their problems in the community | 1 | 2 | 3 | 4 |

While implementing the Y.S.B. project, which of the issues below were problems which had to be overcome. Please rate each item on the scale provided.

- 1 - Highly Difficult to Overcome
 2 - Moderately Difficult to Overcome
 3 - Little Difficulty in Overcoming
 4 - Not a Factor

-
- | | | | | |
|--|---|---|---|---|
| 18a. Goals not sufficiently defined | 1 | 2 | 3 | 4 |
| b. Techniques to accomplish goals complicated or unclear | 1 | 2 | 3 | 4 |
| c. Unrealistic goals | 1 | 2 | 3 | 4 |
| d. Police Resistance | 1 | 2 | 3 | 4 |
| e. Court Resistance | 1 | 2 | 3 | 4 |
| f. School Resistance | 1 | 2 | 3 | 4 |
| g. Resistance from relevant political office holders | 1 | 2 | 3 | 4 |
| h. Community not sufficiently attuned to juvenile problems | 1 | 2 | 3 | 4 |
| i. Communications problems between Y.S.B. and agencies which refer clients to it | 1 | 2 | 3 | 4 |
| j. Lack of trust between Y.S.B. and agencies which refer clients to it | 1 | 2 | 3 | 4 |
| k. Insufficiently trained personnel | 1 | 2 | 3 | 4 |
| l. Insufficient resources | 1 | 2 | 3 | 4 |

18m. Lack of technical assistance from O.C.J. 1 2 3 4

Please list those factors which you believe have helped the Y.S.B. in terms of its getting established and operational. Then rate each factor on the scale provided.

- 1 - Highly Important
- 2 - Moderately Important
- 3 - Little Importance

19a. 1 2 3

b. 1 2 3

c. 1 2 3

Below is a list of various Y.S.B. goals. Please rate each of them according to the priority you feel the Y.S.B. is currently placing on them.

- 1 - High Priority
- 2 - Medium Priority
- 3 - Low Priority
- 4 - Not a Goal

20a. Diversion of status offenders from the court 1 2 3 4

b. Diversion of misdemeanants from the court 1 2 3 4

c. Diversion of first offenders from the court 1 2 3 4

d. Direct service/treatment 1 2 3 4

e. To help modify the existing juvenile justice system 1 2 3 4

f. Provide service brokerage and referral for problem youth 1 2 3 4

g. Provide a focal point for the advocacy to youth and their problems in the community 1 2 3 4

Below is a list of Y.S.B. services. Please consider your Y.S.B.s operations and then indicate the percentage of their resources you feel they actually allocate to each activity. Your Y.S.B. may not attempt all of the activities listed so please provide answers only for those they are actively attempting. For example if you feel 60% of their resources are devoted to counseling and 40% to service coordination write those figures after your choices. The total should equal 100%.

Indicate % here

- | | |
|--|-------|
| 21a. Service coordination between agencies | _____ |
| b. Family Counseling | _____ |
| c. Individual short term counseling | _____ |
| d. Individual long term counseling | _____ |
| e. Psychotherapy type counseling | _____ |
| f. Maintenance of a police contact file | _____ |
| g. Providing jobs for juveniles | _____ |
| h. Referral of juveniles to appropriate outside agencies | _____ |

Using the space provided below write in those activities from the previous question which you have indicated your Y.S.B. is allocating a percentage of their resources to. Then, by circling the appropriate answer, rate how well you feel they are doing with each activity. (Write in only those you marked in the previous question).

- 1 - Very Well
- 2 - Moderately Well
- 3 - Well
- 4 - Bad
- 5 - Moderately Bad
- 6 - Very Bad

- | | | | | | | |
|------|---|---|---|---|---|---|
| 22a. | 1 | 2 | 3 | 4 | 5 | 6 |
| b. | 1 | 2 | 3 | 4 | 5 | 6 |

22c.	1	2	3	4	5	6
d.	1	2	3	4	5	6
e.	1	2	3	4	5	6
f.	1	2	3	4	5	6
g.	1	2	3	4	5	6
h.	1	2	3	4	5	6

Below is a list of services offered by various Y.S.B.s. Please indicate what percentage of their resources you feel your Y.S.B. should be allocating to each one. Indicate only those you feel they should attempt. The total must equal 100%.

Indicate % here

- | | |
|---|-------|
| 23a. Service coordination between agencies | _____ |
| b. Family Counseling | _____ |
| c. Individual short term counseling | _____ |
| d. Individual long term counseling | _____ |
| e. Intensive psychotherapy type counseling | _____ |
| f. Maintenance of a police contact file | _____ |
| g. Providing jobs for juveniles | _____ |
| h. Referral to appropriate outside agencies | _____ |
| i. Other (please specify) | _____ |

Since the Y.S.B. has been in operation your cooperative interactions with them have increased or decreased. (Circle one of the below that is most near applicable.)

-
24. Have continually increased since the establishment of the Y.S.B.

24. Initially increased but have now leveled off at the highest level

Initially increased but have recently begun to decrease

Initially increased but dropped off rapidly

Never increased beyond occasional contact

Never had operational contacts

The Y.S.B. was completely operational within how many months of grant initiation. (Circle the one that is most nearly accurate.)

25. Immediately upon grant initiation

1 - 2 months

3 - 4 months

5 - 6 months

7 months to 1 year

Over 1 year

Never has become fully operational

Please circle the appropriate number indicating the extent of your agreement/disagreement with the following statements.

- 1 - Totally Agree
2 - Strongly Agree
3 - Agree
4 - Disagree
5 - Strongly Disagree
6 - Totally Disagree

26. Juveniles in my agency referred to the Y.S.B. always receive service within a reasonable period of time.

- | | | | | | | | |
|-----|--|---|---|---|---|---|---|
| 27. | I have no problem contacting the appropriate Y.S.B. staff people whenever I need information and/or service from them. | 1 | 2 | 3 | 4 | 5 | 6 |
| 28. | People from the Y.S.B. display a facilitative (helpful, cooperative) attitude toward your organization. | 1 | 2 | 3 | 4 | 5 | 6 |
| 29. | The individual Y.S.B. personnel were equipped to handle the type of cases you referred to them from the beginning. | 1 | 2 | 3 | 4 | 5 | 6 |
| 30. | The training provided by the Y.S.B. for its personnel has improved their ability to deal with the type of cases you refer to them. | 1 | 2 | 3 | 4 | 5 | 6 |
| 31. | Through the court the Y.S.B. should have the authority to impose sanctions upon those juveniles that do not cooperate with it. | 1 | 2 | 3 | 4 | 5 | 6 |
| 32. | I am definitely satisfied with the feedback the Y.S.B. provides me. | 1 | 2 | 3 | 4 | 5 | 6 |

In the sapce provided below please list how the feedback provided by the Y.S.B. could be improved.

33a.

b.

c.

d.

e.

Please circle the appropriate number indicating the extent of your agreement/disagreement with the following statements.

- 1 - Totally Agree
- 2 - Strongly Agree
- 3 - Agree
- 4 - Disagree
- 5 - Strongly Disagree
- 6 - Totally Disagree

-
- | | | | | | | |
|---|---|---|---|---|---|---|
| 34. The Y.S.B. director is well known and respected among those people relevant to the bureau. | 1 | 2 | 3 | 4 | 5 | 6 |
| 35. The Y.S.B. operations have definitely adhered to the grant proposal. | 1 | 2 | 3 | 4 | 5 | 6 |
| 36. The Y.S.B. has definitely been able to change to meet ongoing needs. | 1 | 2 | 3 | 4 | 5 | 6 |
| 37. There are definitely goal/grant related criteria for where the Y.S.B. is placed administratively. | 1 | 2 | 3 | 4 | 5 | 6 |
| 38. The Y.S.B. has been responsible for a reduction in recidivism among juveniles. | 1 | 2 | 3 | 4 | 5 | 6 |
| 39. Officials (police and court) have used the Y.S.B. to divert juveniles from the court. | 1 | 2 | 3 | 4 | 5 | 6 |
| 40. Since the Y.S.B. began operations there has been a reduction in the number of status offenses formally processed and petitioned to the court. | 1 | 2 | 3 | 4 | 5 | 6 |
| 41. Since the Y.S.B. began operations there has been a reduction in the number of non-status offenses formally processed and petitioned to the court. | 1 | 2 | 3 | 4 | 5 | 6 |
| 42. The Y.S.B. has changed the type of juvenile petitioned to the court. | 1 | 2 | 3 | 4 | 5 | 6 |
-

Please circle the answer you feel is most nearly correct.

43. The age of juveniles petitioned to the court has increased, decreased, stayed the same, since the Y.S.B. began operations.

44. The number of minor offenses petitioned to the court has increased, decreased, stayed the same, since the Y.S.B. began operations.
45. The number of major offenses petitioned to the court has increased, decreased, stayed the same, since the Y.S.B. began.

Please circle the appropriate number indicating the extent of your agreement/disagreement with the following statements.

- 1 - Totally Agree
 2 - Strongly Agree
 3 - Agree
 4 - Disagree
 5 - Strongly Disagree
 6 - Totally Disagree

-
- | | | | | | | |
|--|---|---|---|---|---|---|
| 46. There is definitely strong support within your agency for continuing the Y.S.B. | 1 | 2 | 3 | 4 | 5 | 6 |
| 47. Obtaining local financing was/is the major blockage in continuing the Y.S.B. once its grant expires. | 1 | 2 | 3 | 4 | 5 | 6 |
| 48. If necessary I feel money from my agency would be well spent in support of the Y.S.B. | 1 | 2 | 3 | 4 | 5 | 6 |
| 49. Y.S.B. administrators made/have every effort to insure continued funding after its grant expires. | 1 | 2 | 3 | 4 | 5 | 6 |
| 50. The Y.S.B. has definitely made my job easier. | 1 | 2 | 3 | 4 | 5 | 6 |

APPENDIX B

RESULTS OF PATH ANALYSIS FOR
ALL VARIABLES ANALYZED

No.	Variable	B	Std. Error B	Sig.	Beta
1.	FAVOR to VAR073	.39319345	.11318414	.001	.4273102
	FAVOR to VAR081	.72682984E-01	.12023700	.548	.0862978
	VAR073 to VAR081	.27124504	.13069969	.043	.2962730
2.	FAVOR to VAR074	.56000000	.11303181	.000	.5816766
	FAVOR to VAR081	-.95735051E-01	.13328680	.476	-.1127131
	VAR074 to VAR081	.47707790	.13844611	.001	.5407531
3.	PARTIC to VAR070	.22317819	.69757614E-01	.002	.3764298
	PARTIC to VAR082	.92178924E-01	.67174399E-01	.175	.1710995
	VAR070 to VAR082	.30596838	.11330160	.009	.3367142
4.	PARTIC to VAR070	.22047136	.77923383E-01	.006	.3564482
	PARTIC to VAR083	.40391918	.10066756	.000	.4903499
	VAR070 to VAR083	.15798497	.16275478	.336	.1186269
5.	PARTIC to VAR070	.22047136	.77923383E-01	.006	.3564482
	PARTIC to VAR084	.21194341	.94983283E-01	.030	.2994462
	VAR070 to VAR084	.18659852	.15356470	.230	.1630658
6.	PARTIC to VAR070	.20711801	.75856266E-01	.008	.3400931
	PARTIC to VAR085	.37537677	.91515559E-01	.000	.4920388
	VAR070 to VAR085	.12947935	.15027089	.393	.1033600
7.	PARTIC to VAR072	.27438411	.85240145E-01	.002	.3922007
	PARTIC to VAR081	.27611996	.73090075E-01	.000	.3879651
	VAR072 to VAR081	.46641760	.10447390	.000	.4584800
8.	PARTIC to VAR072	.23398026	.70715294E-01	.002	.3796714
	PARTIC to VAR082	.42489538E-01	.63556195E-01	.506	.0833026
	VAR072 to VAR082	.28747946	.10313037	.007	.3473398
9.	PARTIC to VAR072	.25584168	.80539776E-01	.002	.3907425
	PARTIC to VAR083	.37182929	.95157184E-01	.000	.4544188
	VAR072 to VAR083	.32678300	.14533190	.029	.2618435

No.	Variable	B	Std. Error B	Sig.	Beta
10.	PARTIC to VAR072	.25694596	.77284435E-01	.002	.4030181
	PARTIC to VAR084	.22000170	.87192447E-01	.014	.3418663
	VAR072 to VAR084	.65451024E-01	.13676080	.634	.0648431
11.	PARTIC to VAR072	.27309237	.78937295E-01	.001	.4106707
	PARTIC to VAR085	.20115142	.83072193E-01	.019	.2818422
	VAR072 to VAR085	.44439489	.12492224	.001	.4140644
12.	PARTIC to VAR076	.44727808	.11929715	.000	.4416815
	PARTIC to VAR081	.31257895	.79975905E-01	.000	.4253777
	VAR076 to VAR081	.26825825	.78975294E-01	.001	.3696889
13.	PARTIC to VAR076	.32952319	.10057583	.002	.3740217
	PARTIC to VAR082	.66150201E-01	.61702751E-01	.288	.1315719
	VAR076 to VAR082	.18775826	.70035038E-01	.009	.3290185
14.	PARTIC to VAR076	.36279286	.11301628	.002	.3912866
	PARTIC to VAR083	.37301705	.87984277E-01	.000	.4679739
	VAR076 to VAR083	.26082065	.94894572E-01	.008	.3033882
15.	PARTIC to VAR076	.36247335	.1083211	.001	.4022667
	PARTIC to VAR084	.16993731	.82672001E-01	.044	.2581745
	VAR076 to VAR084	.24293765	.91747957E-01	.010	.3325688
16.	PARTIC to VAR076	.37386570	.11067946	.001	.4054494
	PARTIC to VAR085	.26445534	.89822247E-01	.001	.3683570
	VAR076 to VAR085	.17614130	.97410308E-01	.076	.2262335

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