

San Diego



ASSOCIATION OF
GOVERNMENTS

132778

A SYSTEMWIDE APPROACH TO DELINQUENCY PREVENTION

PRELIMINARY REPORT

FEBRUARY 1985

San Diego



**ASSOCIATION OF
GOVERNMENTS**

1200 Third Avenue
Suite 524 • Security Pacific Plaza
San Diego, California 92101

(619) 236-5300

F

Criminal Justice Research Unit
Susan Pennell
Christine Curtis

This report was funded by the
Federal Office of Juvenile Justice
and Delinquency Prevention
Grant Award No. J-5112-1-83

132778

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this ~~copyrighted~~ material has been granted by

Public Domain/OJIDP
U.S. Dept. of Justice

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the ~~copyright~~ owner.

Preface

This report presents the preliminary results of a study regarding the implementation and effectiveness of a systemwide approach to processing juvenile arrest cases in a consistent manner, using graduated sanctions. The goal of this approach is to hold youth accountable for their acts. An overview of the implementation process describes the extent to which police, probation officers and deputy district attorneys adhere to the guidelines set forth in the Interagency Agreement, the basis for the systemwide approach. In addition, recidivism data are analyzed as an indicator of the effectiveness of the Interagency Agreement in altering delinquent behavior. To supplement statistical data, results of a survey of justice and community agency personnel are discussed. The final report on the Interagency Agreement will be completed in November, 1985.

Research efforts required collection of data from several justice and community agencies. The assistance and cooperation received from individuals in these agencies are gratefully acknowledged. In addition, appreciation is extended to Donna Walko-Frankovic, Brenda Thompson, Tim Geisler, David Belmer, David Goldstein and Ann Ansman for their assistance with data collection and preparation of this report.

Table of Contents

EXECUTIVE SUMMARY	3
CHAPTER 1 INTRODUCTION	11
Discussion	11
Research Questions	11
Methodology	12
CHAPTER 2 IMPLEMENTATION OF THE INTERAGENCY AGREEMENT	15
Summary	15
Introduction	15
Juvenile Disposition Study Results	16
Official Statistics	32
Juvenile Justice Agency Surveys	39
CHAPTER 3 EFFECTIVENESS OF THE INTERAGENCY AGREEMENT	47
Summary	47
Introduction	48
Case Dispositions	49
Recidivism Study	52
Case Processing Time	62
Perceptions Regarding Effectiveness	62
CHAPTER 4 COORDINATION BETWEEN JUSTICE AND COMMUNITY-BASED AGENCIES	69
Summary	69
Introduction	69
Community Agency Referrals	70
APPENDIX A - JUVENILE COURT PROCESS	79
APPENDIX B - DEFINITION OF TERMS	82
APPENDIX C - DATA COLLECTION FORMS	83
APPENDIX D - ADDITIONAL TABLES	87

List of Tables

TABLE 1	Law Enforcement Disposition of Arrest Cases, Juvenile Disposition Study, December 1983-March 1984	17
TABLE 2	Proportion of Arrests with a Petition Requested by Law Enforcement by Arrest Charge, Juvenile Disposition Study, December 1983 - March 1984	19
TABLE 3	Law Enforcement Disposition in Agencies with In-House Diversion Programs Compared to Other Agencies, Juvenile Disposition Study, December 1983 - March 1984	20
TABLE 4	Proportion of Arrests with Petitions Requested by Prior Offenses, In-House Diversion Services and Type of Arrest, Juvenile Disposition Study, December 1983 - March 1984	21
TABLE 5	Probation Disposition of Prior Offenses and Type of Offense, Juvenile Disposition Study, December 1983 - March 1984	23
TABLE 6	Probation Disposition for First Felony Offense Arrest Charge, Juvenile Disposition Study, December 1983 - March 1984	26
TABLE 7	Probation Disposition by Probation Status of Juvenile, Juvenile Disposition Study, December 1983 - March 1984.....	27
TABLE 8	Proportionate Distribution of Charge on Arrest, Charge on Petition and Charge at True Finding, Juvenile Disposition Study, December 1983 - March 1984	28
TABLE 9	In-House Police Diversion Sanctions and Services Employed Juvenile Disposition Study, December 1983 - March 1984	30
TABLE 10	Outcome of Police In-House Diversion Programs, Juvenile Disposition Study, December 1983 - March 1984	30
TABLE 11	Police Community Agency Referral Services Provided to Youth, Juvenile Disposition Study, December 1983 - March 1984	31

TABLE 12	Community Agency Referral Outcomes, Juvenile Disposition Study, December 1983 - March 1984	31
TABLE 13	Informal Probation Services and Sanctions Employed, Juvenile Disposition Study, December 1983 - March 1984	32
TABLE 14	Juvenile Arrests by Type of Offense, San Diego County, 1979-1983	34
TABLE 15	Proportion of Juvenile Arrests with Petitions Requested by Offense, San Diego County, 1982 and 1983	35
TABLE 16	New Probation Referrals by Type of Offense, San Diego County	37
TABLE 17	Proportion of Petitions Filed on New Probation Referrals by Type of Offense, San Diego County, 1982 and 1983	38
TABLE 18	Familiarity with Interagency Agreement, Justice Agency Surveys	40
TABLE 19	Problems Implementing Interagency Agreement, Justice Agency Surveys	41
TABLE 20	Factors Involved in Decisions Regarding Juvenile Case Dispositions, Justice Agency Surveys	41
TABLE 21	Opinions Regarding Adherence to Interagency Agreement Guidelines, Justice Agency Surveys	43
TABLE 22	Law Enforcement Disposition, Time 1 and Time 2, Recidivism Study	49
TABLE 23	Probation Disposition, Time 1 and Time 2, Recidivism Study	50
TABLE 24	Probation Referrals to Community Agencies - Time 1 and Time 2, Recidivism Study	51
TABLE 25	Court Findings, Time 1 and Time 2, Recidivism Study	51
TABLE 26	Court Disposition, Time 1 and Time 2, Recidivism Study	52
TABLE 27	Proportion of Juveniles Arrested Before and After Tracking Offense, Time 1 and Time 2, Recidivism Study	54
TABLE 28	Average Number of Arrests Before and After Tracking Offenses, Time 1 and Time 2, Recidivism Study	55
TABLE 29	Seriousness of Arrests Before and After Tracking Offense, Time 1 and Time 2, Recidivism Study	55

TABLE 30	Average Number of True Findings One Year Before and After Tracking Offense, Recidivism Study	56
TABLE 31	Proportion of Youth Arrested Before and After Tracking Offense by Arrest Charge, Time 1 and Time 2, Recidivism Study	57
TABLE 32	Proportion of Youth Arrested Before and After Tracking Offense by Prior History, Time 1 and Time 2, Recidivism Study	58
TABLE 33	Proportion of Youth Arrested Before and After Tracking Offense by Law Enforcement Disposition, Time 1 and Time 2, Recidivism Study	58
TABLE 34	Proportion of Youth Arrested Before and After Tracking Offense by Status at Intake, Time 1 and Time 2, Recidivism Study	59
TABLE 35	Proportion of Youth Arrested Before and After Tracking Offense by Probation Dispositions, Time 1 and Time 2, Recidivism Study	60
TABLE 36	Proportion of Youth Arrested Before and After Tracking Offenses by Court Dispositions, Time 1 and Time 2, Recidivism Study	60
TABLE 37	Average Institution Time Served (Days) One Year Before and After Tracking Offense, Time 1 and Time 2, Recidivism Study	61
TABLE 38	Arrests Per Month Outside of Institutions, Time 1 and Time 2, Recidivism Study	61
TABLE 39	Case Processing (Average Number of Days), Time 1 and Time 2, Recidivism Study	62
TABLE 40	Perceived Goal of the Interagency Agreement, Justice Agency Surveys	63
TABLE 41	Effectiveness of the Interagency Agreement, Justice Agency Surveys	63
TABLE 42	Opinion Regarding the Interagency Agreement, Community Organization Survey	64
TABLE 43	Community Agency Referral Sources, Community Agency Survey, 1984	71
TABLE 44	Reasons for Increases in Community Agency Referrals, Community Agency Surveys, 1984	72

TABLE 45	Feedback Received on Referrals by Police and Probation	72
TABLE 46	Satisfaction with Feedback Received, Police and Probation Surveys	73
TABLE 47	Carlsbad Law Enforcement Disposition of Arrest Cases, Juvenile Disposition Study, December 1983 - March 1984	87
TABLE 48	Chula Vista Law Enforcement Disposition of Arrest Cases, Juvenile Disposition Study, December 1983 - March 1984	88
TABLE 49	Coronado Law Enforcement Disposition of Arrest Cases, Juvenile Disposition Study, December 1983 - March 1984	89
TABLE 50	El Cajon Law Enforcement Disposition of Arrest Cases, Juvenile Disposition Study, December 1983 - March 1984	90
TABLE 51	Escondido Law Enforcement Disposition of Arrest Cases, Juvenile Disposition Study, December 1983 - March 1984	91
TABLE 52	La Mesa Law Enforcement Disposition of Arrest Cases, Juvenile Disposition Study, December 1983 - March 1984	92
TABLE 53	National City Law Enforcement Disposition of Arrest Cases, Juvenile Disposition Study, December 1983 - March 1984	93
TABLE 54	Oceanside Law Enforcement Disposition of Arrest Cases, Juvenile Disposition Study, December 1983 - March 1984	94
TABLE 55	San Diego Law Enforcement Disposition of Arrest Cases, Juvenile Disposition Study, December 1983 - March 1984	95
TABLE 56	Sheriff Law Enforcement Disposition of Arrest Cases, Juvenile Disposition Study, December 1983 - March 1984	96
TABLE 57	San Diego City Schools Law Enforcement Disposition of Arrest Cases, Juvenile Disposition Study, December 1983 - March 1984	97
TABLE 58	Proportion of Felony and Misdemeanor Arrests with Petitions Requested, by Police Agency, San Diego County, 1982 and 1983	98

TABLE 59	Age at Time of Arrest, Time 1 and Time 2, Recidivism Study	99
TABLE 60	Sex Distribution, Time 1 and Time 2, Recidivism Study	99
TABLE 61	Ethnic Origin - Time 1 and Time 2, Recidivism Study	99
TABLE 62	Arresting Agency - Time 1 and Time 2, Recidivism Study	100
TABLE 63	Arrest Charge, Time 1 and Time 2, Recidivism Study	100

List of Figures

FIGURE 1	Disposition of Juvenile Felony and Misdemeanor Arrests, San Diego County	33
FIGURE 2	Proportion of Juveniles Arrested for Misdemeanors & Felonies with a Petition Requested, San Diego County and State of California, 1979-1983	36
FIGURE 3	Disposition of Probation New Referrals for Law violations, San Diego County - 1979-1983	36
FIGURE 4	Proportion of New Probation Referrals with Petitions Filed for Law Violations, San Diego County and State of California, 1979-1983	38

EXECUTIVE SUMMARY

Executive Summary

INTRODUCTION

The Interagency Agreement is a systemwide approach to delinquency reduction. The goal is to reduce criminal behavior among juveniles through consistent, early intervention and graduated sanctions, based on the nature of the arrest offense and prior offense history. The agreement, which sets forth guidelines for juvenile case dispositions, was developed through a cooperative effort of all law enforcement agencies, the Probation Department and the District Attorney's Office. The procedural changes outlined in the agreement went into effect December 1, 1982.

This report presents the preliminary findings of a two-year assessment of the impact of the Interagency Agreement on delinquent behavior. Topic areas addressed include the implementation process (i.e., compliance with the guidelines), the effectiveness in altering youths' behavior and the degree of coordination between juvenile justice agencies and community-based organizations.

Four methodological approaches were employed in conducting this research:

- o a special study of case dispositions of arrests occurring between December 15, 1983 and March 15, 1984, based on a Juvenile Disposition Report completed on each case by police and probation officers
- o a review of official statistics on arrests and case dispositions over a five year period (1979 to 1983)
- o a study of recidivism among a sample of juveniles arrested before and after initiation of the agreement
- o surveys of juvenile justice personnel and community-based agency staff who serve juvenile clients.

IMPLEMENTATION PROCESS

The Interagency Agreement consists of guidelines to be used by police and probation officers in determining the appropriate disposition of juvenile arrest cases. The criteria used to evaluate cases are the type of offense and the youth's prior delinquent history. First-time, less serious offenders are more likely to be handled informally by law enforcement, with an emphasis on the use of police intervention/diversion programs. Subsequent misdemeanors and felony arrests are to be referred to probation with a request for juvenile court action (filing a petition) unless exceptional circumstances exist.

Likewise, probation officers are to use increased sanctions for felony and subsequent misdemeanor offenses. The options available to probation officers include counseling the youth, referral to informal six-month probation, and filing a petition with the court.

The guidelines provide flexibility so that extenuating circumstances can be considered on a case by case basis.

Results

Findings indicate that, for the most part, police and probation officers are following the Interagency guidelines. In general, the concept of graduated sanctions has been employed, with youth arrested for more serious charges and youth with a prior offense history referred to juvenile court more frequently than other offenders. A comparison of dispositions before and after adoption of the agreement indicates that an increase occurred in the proportion of youth referred to police intervention/diversion programs, with a decline in those counseled and released with no action taken. These diversion programs employ both services, such as counseling and referral to community based organizations, as well as sanctions (e.g., washing police cars, paying restitution).

Police referrals to probation did not increase, as expected. This can be partially attributed to two factors:

- o the proportion of juvenile arrests in the misdemeanor category increased, and these offenses are less likely to be referred to probation, compared to serious felonies
- o juvenile officers increased the use of diversion programs in lieu of referral to probation.

At the probation level, data indicate that the proportion of youth counseled and released, with no action taken, is decreasing with an increase in the use of informal probation and petition filings.

Two exceptions to compliance with specific guidelines were noted:

- o police officers retained 18% of all first-time felony cases in in-house diversion/intervention programs when the recommended action was referral to probation.
- o in 57% of the cases in which a youth was referred for the third misdemeanor, the probation disposition was "counsel and close" or informal probation, while the guidelines state that a petition should be filed unless "extremely unusual circumstances exist."

Survey findings suggest that reasons for deviation from the guidelines include lack of familiarity with the Interagency Agreement, and disagreement over specific recommended dispositions.

District Attorney's Office. The portion of the Interagency Agreement which deals with actions taken by deputy district attorneys addresses the use of plea negotiations, treatment of subsequent offenses and dispositions in cases where the

proof is weak. Preliminary data suggest that plea negotiations are a means of reaching dispositions in a significant proportion of cases. Guidelines suggest that this practice should be minimized. Data are not currently available to evaluate compliance with the guidelines regarding second offenses and informal dispositions in cases where the evidence is weak. These issues will be explored in the final report (November, 1985).

RECOMMENDATION: Consistent use of the Interagency Agreement in juvenile case dispositions by all juvenile police and probation officers should be encouraged. In addition, juvenile justice personnel should receive training related to the Agreement and interpretation of the guidelines. This is particularly important where there has been turnover in staff.

EFFECTIVENESS OF THE INTERAGENCY AGREEMENT

The impact of the Interagency Agreement was measured in terms of the repeat offenses committed by a sample of juveniles arrested during a four-month period prior to the Interagency Agreement and the first four months after implementation. The recidivism or repeat offense, rate was measured using the following indicators:

- o the proportion of youth arrested during a one-year pre- and posttest period
- o the average number of arrests and true findings* during the same time frame
- o the serious score, which is a weighted average computed by weighting prior and subsequent arrests based on seriousness of the offense (e.g., violent felony, serious property felony, other felony and misdemeanor).

Study results indicate that, overall, repeat offenses were not reduced after the Interagency Agreement was adopted, nor did offenses become less serious. However, for certain categories of offenders, the Agreement did appear to have some success in reducing delinquent acts. Youth placed in police diversion/intervention programs experienced a reduction in the average number of rearrests during a one-year study period (-11%), as did felony property offenders (-10%).

Interpretation of Findings

Results of the recidivism study reflect the impact of the Interagency Agreement on youth arrested during the implementation stage. This factor affects interpretation of the findings in the following ways.

- o The extent to which the Interagency Agreement can be successful in achieving the goal of reducing delinquency depends, in part, on full program implementation. It is possible that, during the first four months of operation, juvenile justice agencies did not have sufficient "start up" time for training of staff and implementation of procedures. As noted previously, the guidelines were not strictly followed in certain types of cases.

* A true finding refers to a determination by the court that the youth committed the offense.

- o The potential deterrent effect of the Interagency Agreement on recidivism is dependent on an awareness by youth that a change in policies (i.e., earlier intervention and imposition of sanctions) had occurred. During the study period, juveniles may not have been informed about the program.
- o Juvenile justice practitioners anticipated that, during the early stages of the Agreement, the greatest impact would be on first-time offenders, rather than repeat offenders who had already developed a pattern of delinquency. The assumption is that first-time offenders have not had the opportunity to develop preconceived ideas regarding the juvenile justice system response based on their own experiences. Viewed from this perspective, the reduction in recidivism for youth referred to police diversion programs is a positive indicator that the Interagency Agreement initially had an effect on the behavior of less experienced offenders.

It is hypothesized that, over time, as youth become aware that sanctions will be employed at an earlier point in the process, the agreement will have a more significant effect on repeat offenses for other categories of offenders. This hypothesis will be tested during the second phase of the research when recidivism will be examined over an extended period (2 years).

Survey Results

A subjective measure of the impact of the Interagency Agreement is the perceptions of justice agency personnel. The majority of those surveyed stated that the agreement was an effective means of holding youth accountable. Reduction of repeat offenses was not viewed by most respondents as the primary goal of the Interagency Agreement.

RECOMMENDATION: Law enforcement agencies that do not have in-house diversion or intervention programs should consider implementation of a juvenile diversion unit, since these programs appear to have positive effects on delinquent behavior (La Mesa, El Cajon, Coronado and Escondido Police Departments).

COORDINATION BETWEEN JUSTICE AND COMMUNITY-BASED ORGANIZATIONS

An important element of the Interagency Agreement is the use of both police diversion programs and community-based agencies for less serious and/or first-time offenders diverted from formal processing by the juvenile court. Successful diversion programs, which include both justice and community agencies, require a cooperative effort. This study measures the extent to which diversion is employed as a dispositional alternative as well as the level of coordination between justice and community agencies.

Data suggest that juvenile justice agencies are utilizing the services provided to youth by community-based organizations to augment police diversion and probation supervision programs. However, there are areas in which the level of coordination could be improved, according to survey respondents from police agencies, the Probation Department and youth-serving agencies in the community. Many feel that increased communication is a key factor in developing a better working relationship because this would lead to more coordination of efforts, development of joint programs, increased feedback on clients and mutual understanding of respective roles in serving youth.

RECOMMENDATION: The Interagency Steering Committee should undertake efforts to increase the coordination between juvenile justice agencies and community organizations based on suggestions of survey respondents.

CHAPTER 1

INTRODUCTION

Introduction

DISCUSSION

Historically, emphasis in juvenile justice has been on protection of the child and rehabilitation. In recent years, this approach has been criticized for not holding youth accountable for their behavior and not protecting society from serious youthful offenders. A "just deserts" model has been suggested by some, which advocates a more punitive response to juveniles who have committed delinquent acts. Legislation, such as juvenile law revisions in the State of Washington, has been enacted which incorporates the principles of the "just deserts" model.

While many states, including California, are considering substantive changes in juvenile statutes, San Diego County has developed a new approach to processing juvenile cases which does not require legislation or additional resources. This approach is called the Interagency Agreement because it involves an agreement between police, Probation, and the District Attorney's Office to follow specific guidelines in decisions regarding disposition of juvenile arrest cases.

After months of study, local juvenile justice administrators agreed that inconsistent handling of youth and repeated informal dispositions contributed to high recidivism rates. As a result, the Interagency Agreement was implemented in December 1982. This regionwide approach seeks to hold youth accountable for delinquent acts at an early stage rather than delaying intervention until the youth has been involved in several minor offenses or a serious felony. This is to be accomplished through consistent, early intervention and graduated sanctions employed by all justice agencies.

The Interagency Agreement outlines specific actions to be taken for arrests and probation referrals based on the crime and the youth's prior delinquent history. For example, a first-time misdemeanor offense is more likely to be diverted from processing by the juvenile court than is a second misdemeanor or a first-time felony offense, according to the agreement. Provisions are made for exceptional or unusual circumstances which might justify a disposition which is not consistent with the guidelines.

RESEARCH QUESTIONS

This report presents the results of a preliminary evaluation of the implementation and short term impact of the Interagency Agreement. The following research questions are addressed:

1. Are police and probation officers and deputy district attorneys following the Interagency Agreement guidelines?
2. What effect has the Interagency Agreement had on arrest case dispositions and the juvenile justice process?
3. Has the Interagency Agreement had an impact on recidivism among youthful offenders?
4. What is the effect of different case disposition options on recidivism for first-time as well as serious, chronic offenders?
5. To what extent have juvenile justice and community agencies coordinated their efforts since implementation of the Interagency Agreement?
6. What, if any, are the unanticipated results of the Interagency Agreement?

In the final evaluation report, (November, 1985) the long-term effects of the agreement will be addressed.

METHODOLOGY

The methodologies employed in the preliminary evaluation of the Interagency Agreement include:

1. A special study of juvenile case dispositions using a Juvenile Disposition Report completed by police and probation officers during a 3-month period to assess the implementation process of the agreement (December 15, 1983 to March 15, 1984).
2. A review of official statistics on arrests and case dispositions over five years (1979-1983).
3. A pre- and post-test study of recidivism among a sample of juveniles arrested for felonies and misdemeanors before and after initiation of the agreement.
4. Surveys of police, Probation and District Attorney's office personnel who handle juvenile cases and community-based agency staff who serve juvenile clients.

For the reader who may be unfamiliar with the juvenile justice process, a description has been provided in Appendix A. In addition, definitions of terms used in this report are in Appendix B.

CHAPTER 2 IMPLEMENTATION OF THE INTERAGENCY AGREEMENT

Implementation of the Interagency Agreement

SUMMARY

With a few exceptions, the Interagency Agreement is being followed by law enforcement and probation officers. In most instances, the concept of graduated sanctions has been employed, with youth arrested for more serious charges and youth with a prior offense history referred to juvenile court more frequently than other offenders. In addition, several law enforcement agencies are providing an alternative to the counsel and close disposition through the use of in-house and community-based diversion programs. Probation officers are also limiting the use of the counsel and close disposition and opting for informal probation and petitions to the court in second misdemeanor and first-time felony referrals. These results of the Interagency Agreement are indicative of the extent to which youth are held accountable for their behavior.

Areas in which the guidelines were not strictly followed were first-time felony cases handled by law enforcement and the third misdemeanor offense on probation referrals. These cases were handled informally in a greater proportion of cases than would be expected, based on the guidelines. In Chapter 3, the impact of this agreement on recidivism is assessed.

Sufficient data are not available to fully evaluate the District Attorney's office's participation in the agreement. This issue will be explored in the final report (November, 1985).

INTRODUCTION

While the ultimate goal of the Interagency Agreement is to reduce repeat offenses among juveniles and reduce the incidence of delinquency, there are also other expected results that could occur if juvenile justice agencies follow the guidelines of the agreement. These anticipated results include changes in the proportion of arrests referred to probation and cases with petitions filed. These changes may vary by type of offense committed and prior law violations, because these are the criteria used in decision-making regarding juvenile case dispositions under the agreement. In addition, police agencies are expected to employ in-house diversion or intervention programs with less serious, first-time offenders in lieu of releasing the youth without any action taken.

To assess the impact of the Interagency Agreement, it is first necessary to determine the extent to which law enforcement officers, probation personnel and deputy district attorneys follow the agreement. To address this, a special study was conducted in which law enforcement and probation officers completed a Juvenile Disposition Report. This form was initiated at the police level for all felony and misdemeanor arrests occurring from December 15, 1983 to March 15, 1984. Law enforcement officers completed information about the arrest, prior

offenses and the police disposition. If a petition was requested, the form was forwarded to Probation where information was recorded on the juvenile's prior history as well as probation and court dispositions. (See data collection form, Appendix C.)

A total of 2,320 cases were included in the study. These data allow analysis of the juvenile justice decision-making process as it relates to specific Interagency Agreement guidelines. The data present a picture of the implementation of the agreement in a recent time period, for which official statistics are not yet available. Additionally, this study incorporates data elements that could not be obtained from any other source (e.g., the number of prior offenses known to police when the disposition was made). Also, the large sample size provides sufficient information to analyze results in individual law enforcement agencies.

In addition to describing the implementation of the Interagency Agreement, based on the Juvenile Disposition Report study, this chapter presents official statistics which show trends in case dispositions since 1979. Official data represent time periods before and after the Interagency Agreement was adopted in December, 1982. Survey results from questionnaires completed by juvenile justice agency personnel, which represent opinions regarding the implementation process, are also included.

JUVENILE DISPOSITION STUDY RESULTS

As stated previously, results of the juvenile disposition study measure the extent to which law enforcement and probation officers follow specific guidelines of the Interagency Agreement. The discussion of the implementation of the Agreement presents the recommended actions for each type of offender, based on the Interagency Agreement, followed by the findings from the juvenile disposition study. (Interagency Agreement guidelines are printed in bold type.)

Law Enforcement

Table 1 displays data on the law enforcement disposition of felony and misdemeanor arrests for specific categories of prior offenses. Dispositions include a request that a petition be filed in juvenile court, referral to an in-house or community agency diversion program or an informal disposition where the youth is counseled by the arresting officer and released to his parents. The prior history categories were selected because they relate to specific guidelines for felony and misdemeanor arrest dispositions. Table 1 will be referenced throughout the assessment of law enforcement agencies' adherence to the Interagency Agreement. (Data for individual law enforcement agencies are presented in Appendix D.)

Misdemeanor Offenses

Guideline: **A. First misdemeanor offense. Arresting/contacting agency will employ any of the following options with an effort to generally employ the first:**

- 1. Law enforcement agency intervention program or referral to other community-based program.**
- 2. Counsel and close.**

TABLE 1

LAW ENFORCEMENT DISPOSITION OF ARREST CASES
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 1,837

	FELONY					MISDEMEANOR				
	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>
Petition Requested	80%	93%	97%	99%	94%	34%	88%	89%	97%	73%
In-House Diversion	18%	4%	3%	0	6%	34%	4%	4%	0	12%
Counsel & Close	2%	1%	0	0	0	26%	6%	6%	2%	10%
Community Agency Referral	5%	3%	1%	0	0	14%	2%	0	0	10%
Other	1%	1%	0	1%	0	2%	1%	0	1%	0
Total	291	112	67	90	18	691	281	113	133	41

NOTE: More than one disposition category can apply to one case. Data on prior history were not available for all cases.

3. Refer to Probation for a petition.

Data presented in Table 1 show that, for youth arrested for their first misdemeanor offense, law enforcement officers employed all the options outlined in the agreement. Thirty-four percent (34%) of the youth had a petition requested, 34% were referred to in-house diversion, 14% were referred to community-based agencies and 26% had no action taken. Youth arrested by agencies which do not have a diversion or intervention program were more likely to receive a counsel and close disposition, with no services or sanctions employed compared to other departments (see discussion, page 20).

Guideline: Subsequent offenses (misdemeanor or felony): Arresting/contacting agency will generally refer the minor to the Probation Department with the following exceptions:

1. infraction type offenses, including curfew.
2. When the prior offense occurred more than two years before the instant offense.

Findings suggest that law enforcement officers do request petitions for most juveniles arrested for misdemeanors when the youth has prior arrests within a two year period before the instant offense. Eighty-nine percent (89%) of the youth with a prior felony had a petition requested for the current misdemeanor arrest, as did 88% of those with a prior misdemeanor offense within two years. In addition, a petition was requested in almost all misdemeanor arrests when the youth has multiple priors within two years which include both felonies and misdemeanors (97%). Only a small proportion of juvenile misdemeanants with priors in the previous two years were diverted or counseled with no action taken.

As would be expected, based on the exceptions to the guidelines, youth with previous offenses over two years before the instant misdemeanor offense had petitions requested in a smaller percentage of the cases (73%).

Felony Offenses

Guideline: It is expected all felony offenses will be referred to the Probation Department with the following exceptions:

1. Theft offenses committed against family members and the victim does not desire formal processing.
2. Receiving stolen property when the value of the property is less than \$500.
3. Grand theft/auto burglary when the value is less than \$500. (This does not include residential burglaries or theft of guns or cars.)
4. Residential burglary if the minor is of extremely young age and the act appears to be one of curiosity or if the burglary victim is a relative with whom the minor resides if the victim does not desire formal prosecution.
5. Simple possession of drugs; specifically excluding possession of drugs for sale.
6. PC 12020 offenses (carrying a concealed weapon) unless the weapon involves a firearm or is alleged in combination with a crime of violence.

Table 1 indicates that law enforcement officers are more inclined to follow the guidelines with youth arrested for felonies who have priors than for first-time felony offenders. Over 90% of the juveniles arrested for felonies who had a prior history had a petition requested, with the proportion increasing as the seriousness and number of prior offenses increased. However, 80% of the first-time felony arrests resulted in a petition request, with 18% diverted to an in-house program and 5% referred to a community agency. It appears that agencies with diversion or intervention programs are retaining a significant proportion of first-time felons in their own programs.

Sufficient data are not available to assess each of the exceptions to the guidelines related to felonies, but Table 2 shows that property-related offenses (burglary and grand theft) are less often referred for court action compared to violent offenses. This is consistent with the allowed exceptions to referral to Probation in felony arrests.

It should be remembered that the guidelines have a degree of flexibility, so that factors relative to individual cases can be considered in making disposition decisions.

TABLE 2

PROPORTION OF ARRESTS WITH A PETITION
REQUESTED BY LAW ENFORCEMENT BY ARREST CHARGE
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984

	<u>% with Petition</u>	<u>Number of Arrests</u>
Homicide	100%	5
Rape	100%	13
Robbery	100%	27
Aggravated Assault	97%	59
Burglary	83%	288
Grand Theft	89%	108
Auto Theft	97%	74
Felony Drug Violation	96%	161
Other Felony	86%	92
Misdemeanor Drug Violation	69%	228
Other Misdemeanor	61%	1,260
Warrants	100%	2
Total	72%	2,317

In-House Diversion Programs

Data indicate that law enforcement agencies with in-house diversion or intervention programs are more likely to request a petition in juvenile cases (74%) compared to other agencies (62%). (Table 3) In addition, of the cases not referred to Probation, a significant proportion result in services and/or sanctions through either in-house diversion or a community agency in departments with their own juvenile program.

When data are analyzed by type of arrest and prior history of the juvenile, it was found that agencies refer almost all felonies to Probation, regardless of whether or not an agency has a diversion program (Table 4). The one exception is youth arrested for felonies who have no prior offenses. In agencies with an in-house program, 76% had a petition requested compared to 100% in other agencies. First-time felons are sometimes retained in in-house programs rather than referred to Probation as suggested in the Interagency Agreement.

Agencies with diversion programs, in most instances, request a petition in a higher proportion of misdemeanor offenses, regardless of prior offenses. The exception is youth with prior misdemeanor and felony offenses within two years. However, the percentages are similar: 96% referred in agencies with juvenile programs versus 100% in other agencies.

TABLE 3

LAW ENFORCEMENT DISPOSITION IN AGENCIES
WITH IN-HOUSE DIVERSION PROGRAMS
COMPARED TO OTHER AGENCIES
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984

	<u>Agencies with In-House Diversion</u>	<u>Agencies with No In-House Diversion Program</u>
Petition Requested	74%	62%
In-House Diversion	18%	0
Counsel and Close	5%	37%
Community Agency Referral	6%	1%
Other	1%	0
Number	1,958	337

Note: Includes felony and misdemeanor offenses.

Note: More than one disposition category can apply to a case.

TABLE 4
PROPORTION OF ARRESTS WITH PETITIONS REQUESTED
BY PRIOR OFFENSES, IN-HOUSE DIVERSION SERVICES.
AND TYPE OF ARREST, JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984

	FELONY		MISDEMEANOR	
	<u>In-House Diversion</u>	<u>No In-House Diversion</u>	<u>In-House Diversion</u>	<u>No In-House Diversion</u>
No Priors	76%	100%	37%	20%
Prior Misdemeanor Within 2 Years	92%	92%	93%	67%
Prior Felony Within 2 Years	97%	100%	91%	80%
Prior Misdemeanor and Felony Within 2 Years	99%	100%	96%	100%
Prior Offenses Over 2 Years Before	94%	100%	75%	-0-
Number of Cases	490	79	1,029	221

Implied in the Interagency Agreement is the concept of holding youth accountable for their behavior through graduated, certain sanctions. This includes the use of diversion programs which not only employ counseling and other services but also incorporate work projects and other sanctions for misconduct. A more detailed description of types of diversion programs is presented on page 29.

Study Limitations

Juvenile disposition study data on prior offenses are limited to offenses the juvenile officer was aware of at the time of case disposition. Therefore, the results measure the extent to which officers knowingly follow the Interagency Agreement guidelines. However, knowledge of prior arrests is dependent on the source or sources of information checked. For example, if an officer only searches his agency's arrest records, he may not be aware of arrests in other jurisdictions. Also, regional sources of information on arrests, such as the Automated Regional Justice Information System (ARJIS) and the Juvenile Hall index, only provide information on arrests entered or reported by individual police agencies, and there may be gaps in the data.

In the final evaluation report, researchers will examine the accuracy of information available to law enforcement officers on prior history and the effect of data limitations on juvenile case dispositions.

Probation

Table 5 presents study results related to probation dispositions. The options available to probation officers include: counsel and close, with no action taken; six-month informal probation or filing a petition with the juvenile court. The categories for prior delinquency are different from those used for the analysis of law enforcement data, based on the wording of the Interagency Agreement.

For a prior offense to be considered in the disposition decision for probation, it must be admissible in the court. This refers to the Callaway decision which states that only the following types of cases can be included in the prior record:

1. Court findings of fact: This includes a true finding by juvenile court and cases dismissed without prejudice, in the furtherance of justice, or as a result of plea negotiations.
2. Informal disposition: Incidents disposed of informally by either police or probation officers may be included if actual participation in the crime can be "reasonably inferred" from the supporting documents.*

Misdemeanor Offenses

Guideline: For the first misdemeanor offense (not first referral), the Probation Department will employ any of the following:

*San Diego County Probation Department, Manual of Policies and Procedures, Volume II, Juvenile Services.

TABLE 5

PROBATION DISPOSITION BY PRIOR OFFENSES
AND TYPE OF OFFENSE
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 1,214

	FELONY				MISDEMEANOR				
	<u>No Priors</u>	<u>One or More Misdemeanor Priors</u>	<u>One or More Felony Priors</u>	<u>Misdemeanor and Felony Priors</u>	<u>No Priors</u>	<u>One Prior Misde- meanor</u>	<u>2+ Prior Misde- meanor</u>	<u>One or More Felony Priors</u>	<u>Misdemeanor and Felony Priors</u>
Petition Filed	54%	71%	87%	79%	12%	25%	57%	53%	67%
Informal Probation	15%	14%	0	4%	18%	46%	14%	16%	3%
D.A. Rejection	19%	13%	13%	17%	4%	9%	12%	11%	17%
Counsel and Close	11%	1%	0	0	53%	11%	9%	16%	8%
Other	1%	0	0	0	13%	8%	9%	5%	6%
Total Number	421	70	23	53	396	96	58	19	78

NOTE: Percentages may not equal 100 due to rounding.

1. Counsel and close.
2. W&I 654 (Informal Probation).
3. Request a petition.

Study data indicate that probation officers employed all options available in first-time misdemeanor arrests, although the emphasis was on counsel and close (53%) and informal probation dispositions (18%). Only 12% of these misdemeanor cases resulted in a petition filed. A factor which affects probation dispositions is a D.A. rejection in cases considered "not provable". Probation officers have no control over this. However, data are presented to provide a total system view of juvenile dispositions under the Interagency Agreement.

Guideline: For the second misdemeanor offense, the Probation Department will generally employ:

1. W&I 654 (Informal Probation) or
2. A request for a petition, especially if the minor had the benefit of a law enforcement intervention program after the first arrest.
3. Counsel and close is an option to be used sparingly, especially if a police intervention program has previously been employed.

A petition is more likely to be filed if a juvenile referred for a misdemeanor has prior offenses, as would be expected under the guidelines. Twenty-five percent (25%) of the youth arrested for a misdemeanor who had a previous misdemeanor offense had a petition requested, compared to 12% of the misdemeanants with no priors. The option most often used for the second misdemeanor offense was informal probation (46%). Only 11% of the cases were counseled and closed.

Guideline: Subsequent arrests:

1. A petition will be requested unless extremely unusual circumstances exist.

Over half (57%) of the youth with two or more prior misdemeanors had a petition filed on the current misdemeanor offense. Adding D.A. rejections to obtain total cases in which a petition was requested, the proportion increases to 69%. An additional 9% had an "other" disposition which can include warning letters, cases heard in traffic court, out of county cases, information referrals to court, referrals to law enforcement diversion, et cetera. In the remaining cases (23%) the youth was either placed on informal probation or the case was closed with no action taken. This percentage seems high, when the only exception to filing a petition, according to the guidelines, is "extremely unusual circumstances." However, the number of sample cases in this category is small (58) and may not be representative.

Petitions were filed in 53% of the misdemeanors with one or more prior felonies and 67% when the youth had both prior misdemeanors and felonies.

Guideline: **Felony arrests referred to Probation which are screened through the District Attorney and approved for issuance as a misdemeanor will be handled as misdemeanors.**

Data are not available on dispositions in cases reduced to misdemeanors by the deputy district attorney at screening. However, data presented on misdemeanor dispositions probably are similar to the processing of the cases that fall within this category.

Guideline: **First felony referrals:**

1. A petition should generally be filed if there has been a previous misdemeanor arrest.
2. A petition should generally be filed on all crimes of violence, including sexual assaults, unless the circumstances involve an extremely young minor as the suspect and appear to be more of an act of curiosity.
3. **Property Offenses:** Probation will exercise 654 W&I (Informal Probation) or request a petition, with emphasis on the latter. Counsel and close will be used sparingly.
 - a. **Exception:** Every reasonable attempt will be made to file petitions on residential burglaries unless the victim is a relative with whom the minor is living.

Fifty-four percent (54%) of all first-time felonies had petitions filed, with 19% rejected by the District Attorney. Additionally, petitions were filed in 71% of the felony referrals with misdemeanor prior offenses. Petitions were requested in an additional 13% of these cases; however, the District Attorney's office did not file charges. The guidelines are flexible in stating that a petition should "generally" be filed in these instances. It is apparent that the majority of cases result in petitions, and that only a small percentage are counseled and closed (1%). (Table 5.)

Items 2 and 3 under this recommended action address the type of felony offense. Table 6 presents probation dispositions by felony arrest charge to allow analysis of this guideline (only first-time felonies are included). Consistent with item 2, petitions were filed in a significant proportion of the following violent offenses: homicide (67%); rape (83%); robbery (88%) (excluding D.A. rejections.) The proportion is lower for assaults (71%). Fourteen percent (14%) of the assault cases were handled with informal probation. This is a felony offense category which is more often reduced to a misdemeanor after screening by the deputy district attorney, which may account for the use of more informal dispositions.

In regard to felony property offenses (burglary, grand theft and motor vehicle theft), the counsel and close option was used sparingly as suggested in the guidelines (ranging from 5 to 12% of the cases). In the majority of these cases, a petition was requested.

TABLE 6

PROBATION DISPOSITION FOR FIRST FELONY OFFENSE ARREST CHARGE
 JUVENILE DISPOSITION STUDY
 DECEMBER 1983 - MARCH 1984
 N = 663

	<u>Homicide</u>	<u>Rape</u>	<u>Robbery</u>	<u>Aggravated Assault</u>	<u>Burglary</u>	<u>Grand Theft</u>	<u>Auto Theft</u>	<u>Drug</u>	<u>Other Felony</u>
Petition Filed	67%	83%	88%	71%	64%	48%	53%	76%	48%
Informal Probation	-0-	-0-	8%	14%	14%	19%	11%	3%	8%
DA Rejection	33%	17%	4%	10%	16%	17%	23%	16%	24%
Counsel & Close	-0-	-0-	-0-	6%	5%	12%	6%	4%	20%
Other	-0-	-0-	-0-	-0-	1%	4%	6%	1%	0
Total Number	3	12	24	51	222	81	64	135	71

NOTE: The table excludes juveniles with prior felony offenses.

Guideline: Subsequent felony referrals:

1. It is expected a petition will be filed.

The majority of the youth arrested for felonies who had felony priors had a petition filed (87% of these with one or more prior felonies and 79% of the youth with both felony and misdemeanor priors). (Table 5).

Guideline: Petitions will be filed or an information referral to the court will be made on all probation referrals if the minor is under a grant of probation or is a ward of the court.

Table 7 reflects probation dispositions by probation status, including non-wards, youth on informal supervision, current wards and parolees. Data suggest that probation status is a factor in decisions regarding dispositions. Youth on informal probation, current wards and parolees are more likely to have petitions filed than non-wards. Eighty-one percent (81%) of the current wards had petitions filed, with an additional 10% of the cases rejected by the District Attorney's Office. Only 4% of these youth were handled informally (informal probation or counsel and close). Information referrals to the court are included in the "other" category. In addition, all parolees (3) had petitions filed. Youth on informal supervision were less likely to have a petition requested than were wards and parolees (71%). Nine percent (9%) of these youth continued on informal probation and 3% of the cases were counseled and closed.

TABLE 7
PROBATION DISPOSITION BY
PROBATION STATUS OF JUVENILE
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984

	<u>Non-Ward</u>	<u>Informal Supervision</u>	<u>Current Ward</u>	<u>Parolee</u>
Petition Filed	40%	71%	81%	100%
Informal Probation	18%	9%	1%	0
D.A. Rejection	13%	18%	10%	0
Counsel and Close	23%	3%	3%	0
Other	6%	0	5%	0
Total Number	1,204	34	334	3

NOTE: Data on "information referrals" are included in the "other" category.

NOTE: Percentages may not equal 100 due to rounding.

District Attorney

The District Attorney's decisions in juvenile cases relate primarily to provability of a case, with the options of rejecting a case or filing a petition. This decision is based on the merits of the case, and therefore is not covered by the Interagency Agreement. The issues addressed under the agreement include plea negotiations, subsequent offenses and dispositions in cases where the proof is weak.

Guideline: **The District Attorney will continue to reasonably limit plea negotiations in order to effectuate the goals of this agreement.**

Table 8 displays data which show the extent to which felony charges are reduced to misdemeanors at the time the petition was filed and at the final disposition. Thirty-three percent (33%) of the original arrests in the sample of court cases were misdemeanors. This proportion increased to 36% for petition filings and 50% for court dispositions. From these data, it cannot be determined if the charge reduction was the result of a plea negotiation.

TABLE 8

PROPORTIONATE DISTRIBUTION OF
CHARGE ON ARREST, CHARGE ON PETITION
AND CHARGE AT TRUE FINDING
JUVENILE DISPOSITION REPORT STUDY
DECEMBER 1983 - MARCH 1984

	<u>Arrest Charge</u>	<u>Charge on Petition</u>	<u>Charge at True Finding</u>
Homicide	1%	1%	0
Rape	1%	1%	1%
Robbery	3%	3%	1%
Aggravated Assault	4%	4%	1%
Burglary	22%	23%	15%
Grand Theft	5%	6%	7%
Motor Vehicle Theft	5%	4%	2%
Felony Drug	15%	15%	14%
Other Felony	5%	3%	2%
Misdemeanor Drug	6%	6%	6%
Other Misdemeanor	33%	36%	50%
Total Cases	641	641	641

NOTE: Percentages may not equal 100 due to rounding.

An attempt was made to gather information on plea negotiations on the Juvenile Disposition Report. However, probation officers completing the forms did not always have sufficient information about a court disposition to determine if charges were reduced through a plea negotiation or by the court. Of the 134 cases

for which this information was available, 75% of the cases with charges reduced at the court level were settled through a plea bargain and 25% were reduced by the court. These data only include cases with true findings.

Guideline: A second/subsequent offense may be approached as the prior offense, if the second/subsequent offense occurs prior to the beginning of the law enforcement intervention program or W&I 654 procedure if the circumstances call for it.

Minors will not be handled through informal means merely because the proof is weak.

Data are not currently available that relate to these two objectives. These guidelines will be assessed in the final evaluation report.

Diversion Cases

The juvenile disposition study provides information on law enforcement diversion programs that allows a description of the services/sanctions offered youth. The types of services vary by law enforcement agency.

In-House Diversion or Intervention. The most common activity used by law enforcement diversion programs is the essay (69% of the diversion cases). (Table 9.) In these cases, the youth is asked to write a paper regarding the offense committed. A significant proportion of youth in diversion programs also received some form of counseling (44%). Several of the activities are considered sanctions and are intended to show youth that they will be held accountable for their behavior and that they will receive consequences for their actions. These include work project (clean-up crews, washing police cars, et cetera), community service and restitution. These diversion projects can also be a learning experience for the youth, with positive role models and activities which reinforce law-abiding behavior. At least one agency also sponsors an educational program which addresses issues related to law violation and the juvenile justice process.

Data show that most juveniles referred to in-house diversion programs actually completed all the activities prescribed in their original contract or commitment with the diversion/intervention officers (90%). (Table 10.) Reasons for youth not completing the program include those still in the program, youth who could not be contacted or who were uncooperative, juveniles re-arrested, and those no longer in the jurisdiction.

TABLE 9
IN-HOUSE POLICE DIVERSION SANCTIONS
AND SERVICES EMPLOYED
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 351

	<u>Percent</u>	<u>Number</u>
Essay	69%	241
Counseling	44%	155
Work Project	33%	116
Community Service	23%	80
Educational Program	18%	62
Restitution	8%	29
Camp*	1%	3
Other*	42%	147

* Includes jobs/skills training, letters to victims, loss of driver's license, evaluation and/or a juvenile justice film.

TABLE 10
OUTCOME OF POLICE IN-HOUSE DIVERSION PROGRAMS
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 330

	<u>Percent</u>	<u>Number</u>
Completed Program	90%	297
Didn't Complete Program	10%	33

Community Agency Referrals. Most youth referred to community agencies by law enforcement received counseling services (78%) (Table 11). Almost one-quarter were enrolled in educational programs. Other services or sanctions included community service, tutoring, essays, restitution and job skills training. Most youth referred to community-based agencies by law enforcement actually enter the programs (95%). (Table 12.) In 94% of these cases referred, law enforcement received feedback on a youth's progress while a client of the agency. Types of feedback included letters and phone calls.

TABLE 11
POLICE COMMUNITY AGENCY REFERRAL
SERVICES PROVIDED TO YOUTH
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 120

	<u>Percent</u>	<u>Number</u>
Counseling	78%	94
Educational Programs	22%	26
Community Services	4%	5
Tutoring	4%	5
Essay	3%	3
Restitution	2%	2
Job Skill Training	1%	1
Out of Home Placement	1%	1

TABLE 12
COMMUNITY AGENCY REFERRAL OUTCOMES
JUVENILE DISPOSITION REPORT
DECEMBER 1983 - MARCH 1984

	<u>Youth Entered Program</u>	<u>Police Received Feedback</u>
Yes	95%	94%
No	3%	6%
Don't Know	3%	N/A
Number	119	117

Informal Probation

Services and sanctions employed in the informal probation cases are listed in Table 13. Most youth received counseling (64%) and almost one-quarter were required to pay restitution. An additional 12% were placed in some kind of community service and 10% agreed to "arrest-free" behavior for a specified time period as a condition of informal probation.

TABLE 13
INFORMAL PROBATION SERVICES AND
SANCTIONS EMPLOYED
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 208

	<u>Percent</u>	<u>Number</u>
Counseling	64%	133
Restitution	24%	49
Community Service	12%	24
Agreed to "Arrest Free" Behavior	10%	20
Educational Program	1%	3
Live-in Placement	1%	1

OFFICIAL STATISTICS

Official data reported by law enforcement and probation provide information on trends in disposition of juvenile cases. Data presented are for a five-year period: 1979 through 1983. The Interagency Agreement went into effect in December 1982, so 1983 is considered the post-implementation period. The source for the official data is the State Bureau of Criminal Statistics.

Law Enforcement

Under the Interagency Agreement guidelines, it is anticipated that the percentage of felony and misdemeanor arrests with petitions requested would increase in 1983. However, petitions were requested in a smaller proportion of cases (46%) compared to 1982 (58%). (Figure 1.) This may be due to increased use of in-house diversion or intervention programs in lieu of referral to Probation. The proportion of cases handled within the police department increased from 41% to 52% between 1982 and 1983. In particular, San Diego Police Department expanded its intervention program in 1983. This program had 2,337 juvenile arrest referrals in that year. This represents an increase from 109 in 1982 when only one San Diego area station had an intervention program.

Another possible explanation is a change in the seriousness of arrests. If the seriousness of the offenses committed decreased (e.g., more misdemeanor arrests), a reduction in petition filings would be expected. Table 14 presents data on felony and misdemeanor arrests for 1979 through 1983. Trends show that the overall number of arrests has declined and the arrests show a decrease in the proportion involving major felonies from 1982 to 1983 (28% declining to 24%). Conversely, the proportion of arrests for misdemeanors increased from 66 to 69% of all juvenile arrests.

The change in the nature of arrests could be partially due to a greater tendency among police officers to document less serious misdemeanor offenses by completing an arrest report. Prior to the Interagency Agreement, officers were more likely to handle some minor offenses by counseling the youth without making a formal report.

FIGURE 1
DISPOSITION OF JUVENILE FELONY AND MISDEMEANOR ARRESTS
SAN DIEGO COUNTY
1979-1983

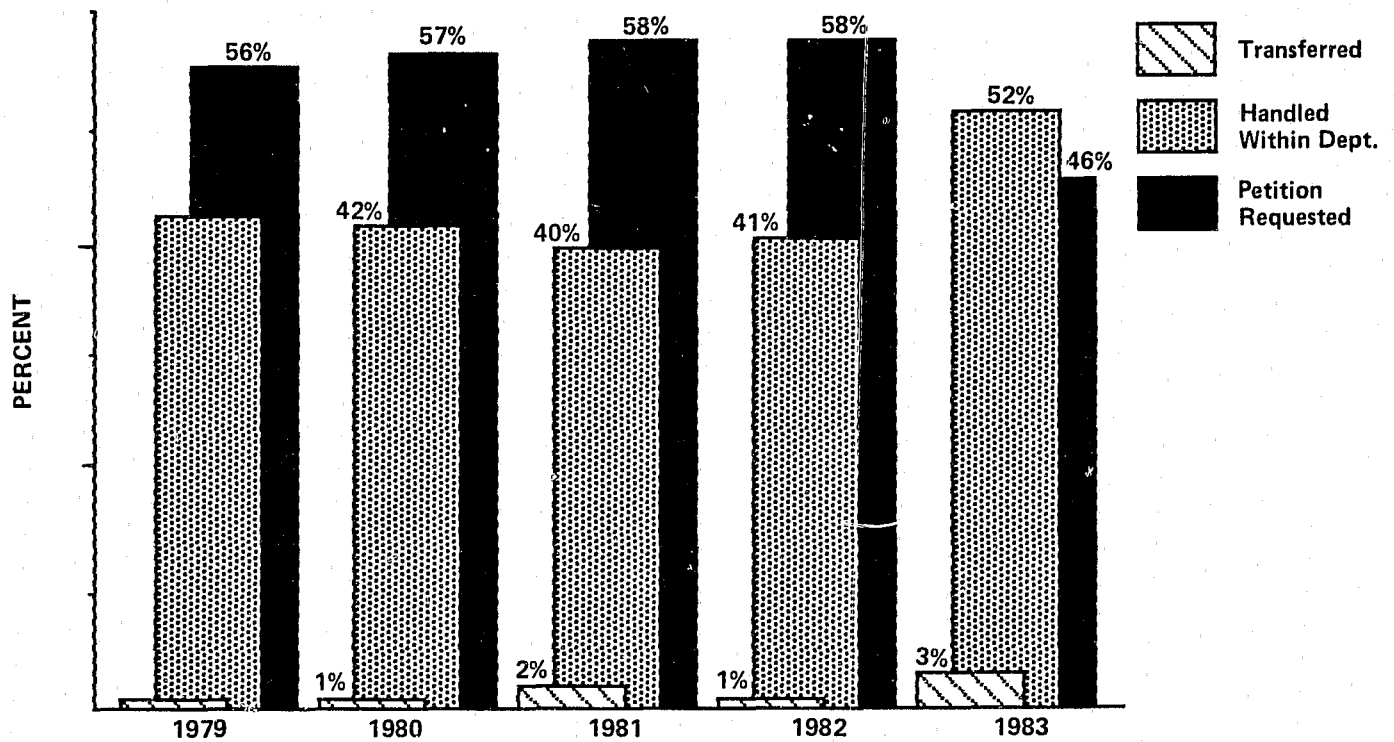


TABLE 14

JUVENILE ARRESTS BY TYPE OF OFFENSE
 SAN DIEGO COUNTY
 1979-1983

	<u>1979</u>	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>% Difference 1982-1983</u>
Seven Major Felonies	5,587 (27%)	5,211 (28%)	5,034 (26%)	4,590 (28%)	3,288 (24%)	-4%
Other Felonies	1,193 (6%)	1,219 (6%)	1,290 (7%)	1,013 (6%)	871 (6%)	-0-
Misdemeanors	13,996 (67%)	12,457 (66%)	12,711 (67%)	10,904 (66%)	9,276 (69%)	+3%
Total	20,776	18,887	19,035	16,507	13,435	

Type of Offenses

Specific offenses showing the greatest reduction in petition requests by law enforcement were robberies, burglaries, rapes, assaults and misdemeanors (see Table 15). Reductions noted in major felony categories may relate to the finding from the Juvenile Disposition Study that first time felons are being referred to in-house and community diversion programs.

Data for individual law enforcement agencies are presented in Appendix D.

TABLE 15
PROPORTION OF JUVENILE ARRESTS WITH
PETITIONS REQUESTED BY OFFENSE
SAN DIEGO COUNTY
1982 AND 1983

	<u>1982</u>	<u>1983</u>	<u>% Difference</u>
Homicide	100%	100%	-0-
Rape	87%	71%	-16%
Robbery	77%	45%	-32%
Assault	78%	63%	-15%
Burglary	67%	59%	-8%
Theft/Larceny	64%	53%	-11%
Motor Vehicle Theft	80%	70%	-10%
Total Felony	68%	59%	-9%
Misdemeanors	52%	40%	-12%
Total Arrests	58%	46%	-12%

Statewide Data. Trends in statewide arrest dispositions add confidence to the conclusion that the changing trend in law enforcement dispositions is unique to San Diego County, and is probably the result of policy or procedural changes locally. Statewide, the proportion of arrests with petitions requested by law enforcement remained the same for the past three years, 1981-1983 (67%), while petition requests declined in San Diego County (from 58% to 46%). (See Figure 2.)

Probation

Official data on probation dispositions are consistent with the Interagency Agreement guidelines. The proportion of felony and misdemeanor new referrals with a petition filed increased from 28% in 1982 to 37% in 1983. (Figure 3.) At the same time, there has been no change in the nature of referrals. Major felony referrals reflect same proportion of all referrals in both years (34%). (Table 16.)

Counsel and close dispositions showed a reduction from 63% of the 1982 new referrals to 48% in 1983. A higher percentage of youth arrested were placed on informal probation after implementation of the agreement (16%) compared to the

FIGURE 2
PROPORTION OF JUVENILES ARRESTED FOR
MISDEMEANORS & FELONIES WITH A PETITION REQUESTED
SAN DIEGO COUNTY AND STATE OF CALIFORNIA
1979-1983

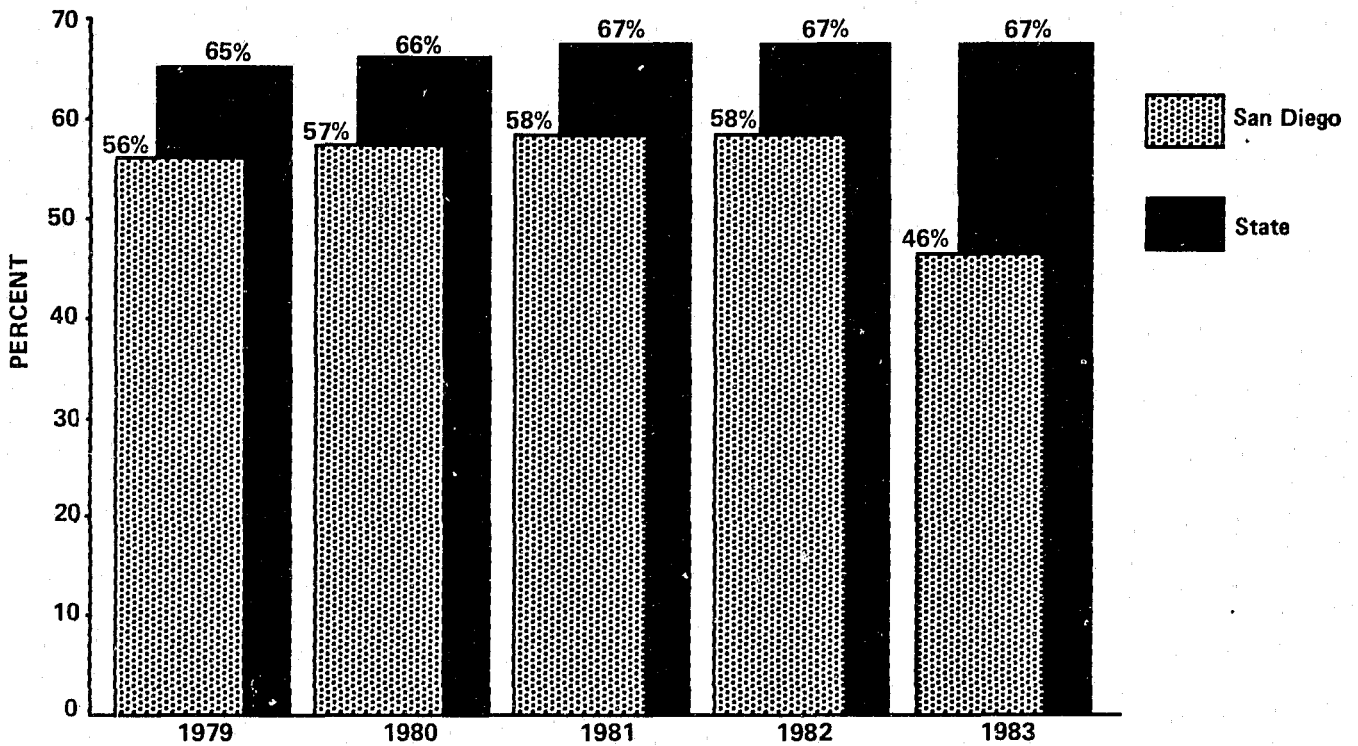
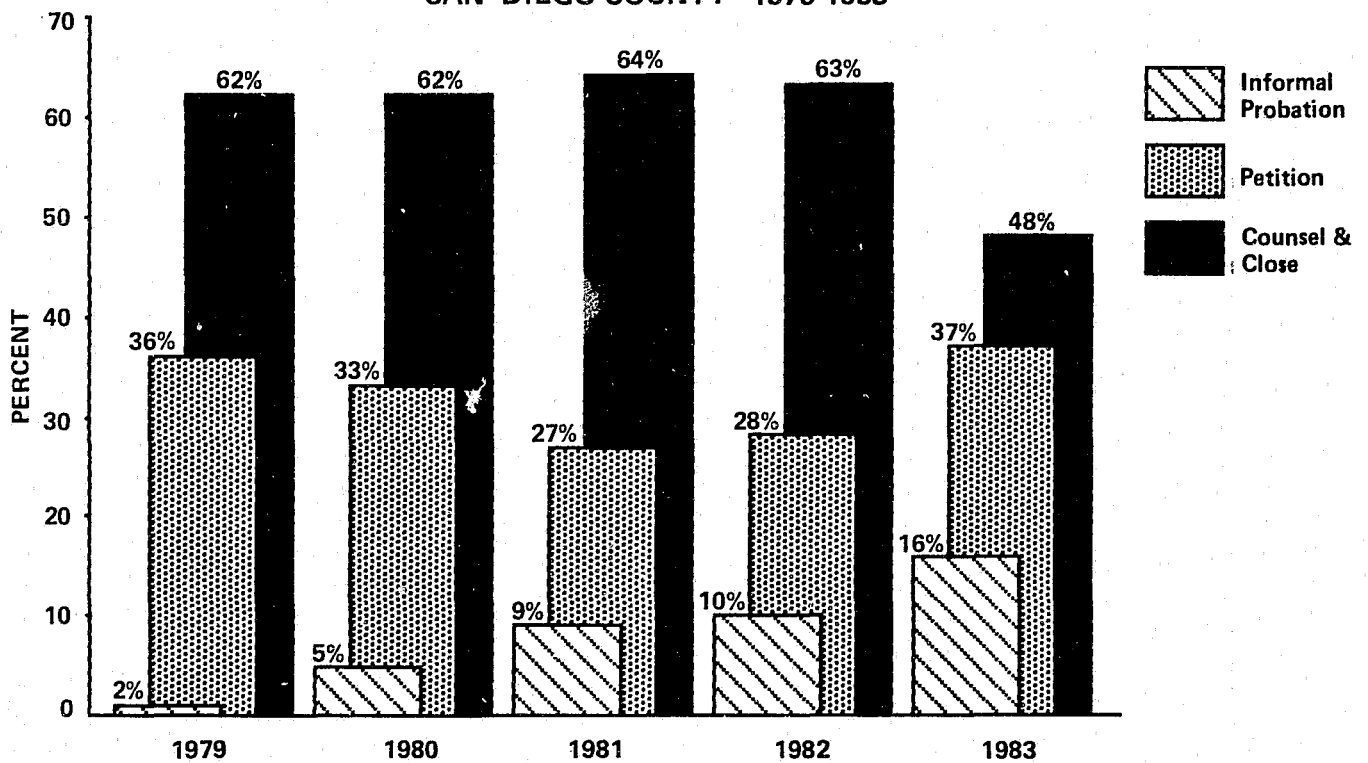


FIGURE 3
DISPOSITION OF PROBATION
NEW REFERRALS FOR LAW VIOLATIONS
SAN DIEGO COUNTY—1979-1983



prior year (10%). These findings show an increase in the use of sanctions as a means of making youth accountable for their behavior. (Figure 3.)

Type of Referral. In all categories of offenses, except two, the proportion of referrals with petitions filed increased from 1982 to 1983. The two exceptions were homicide (-4%) and motor vehicle theft (-3%). (See Table 17.)

Statewide. As with arrest dispositions, the changes in petition filings appear to be the result of policies and procedures implemented in San Diego County. Statewide, agencies have not experienced a significant increase in petition filings as occurred in San Diego County. (See Figure 4.)

TABLE 16
NEW PROBATION REFERRALS BY
TYPE OF OFFENSE
SAN DIEGO COUNTY
1981-1983*

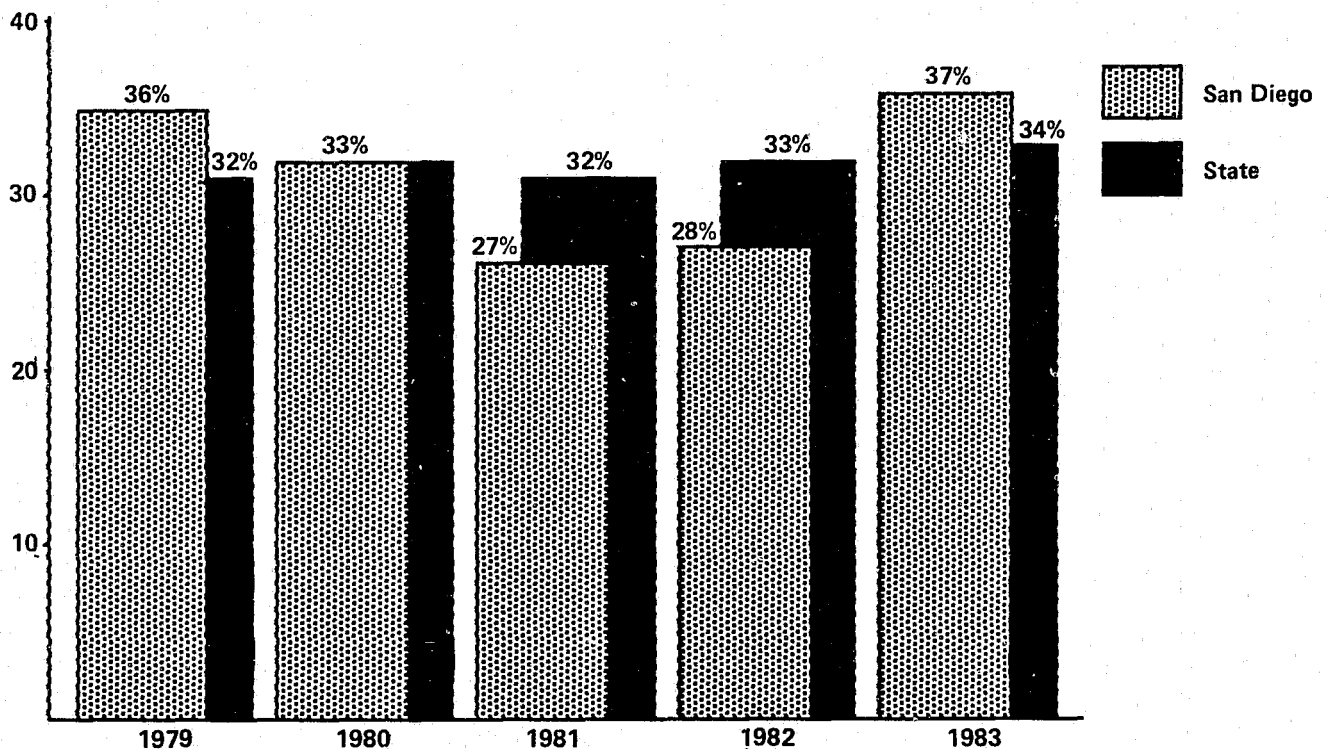
	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>% Difference 1982-1983</u>
Seven Major Felonies	2,942 (32%)	2,794 (34%)	2,375 (34%)	-0-
Other Felonies	798 (9%)	731 (9%)	633 (9%)	-0-
Misdemeanors	5,415 (59%)	4,771 (58%)	3,961 (57%)	-1%
Total Referrals	9,155	8,296	6,969	

*Data for 1979 and 1980 are not available for felony and misdemeanor offenses.

TABLE 17
PROPORTION OF PETITIONS FILED ON
NEW PROBATION REFERRALS
BY TYPE OF OFFENSE
SAN DIEGO COUNTY
1982 AND 1983

	<u>1982</u>	<u>1983</u>	<u>% Difference</u>
Homicide	80%	76%	-4%
Rape	66%	79%	13%
Robbery	64%	78%	14%
Assault	63%	64%	1%
Burglary	56%	61%	5%
Theft/Larceny	40%	50%	10%
Motor Vehicle Theft	43%	40%	-3%
Total Felony	48%	55%	7%
Misdemeanors	13%	22%	9%
Total Referrals	28%	37%	9%

FIGURE 4
PROPORTION OF NEW PROBATION REFERRALS
WITH PETITIONS FILED FOR LAW VIOLATIONS
SAN DIEGO COUNTY AND STATE OF CALIFORNIA
1979-1983



NOTE: Statewide data exclude Los Angeles County due to reporting problems in 1979-1981.

JUVENILE JUSTICE AGENCY SURVEYS

Survey responses from juvenile justice personnel involved in the Interagency Agreement provide an indicator of the degree to which agency staff are aware of the guidelines, problems associated with implementation, factors which influence case dispositions and opinions regarding participation of other agencies in the program. The District Attorney's Office provided one survey to represent all juvenile deputy district attorneys. This should be considered when reviewing the survey results.

Table 18 shows that 67% of the law enforcement personnel surveyed were familiar with the agreement, as were 80% of the probation officers. This finding suggests that further training is required to ensure that all personnel handling juvenile cases understand the guidelines.

TABLE 18

FAMILIARITY WITH INTERAGENCY AGREEMENT
JUSTICE AGENCY SURVEYS

	<u>Police</u>	<u>Probation</u>
Yes	67%	80%
No	33%	20%
Total Respondents	52	41

Problems With Implementation

A majority of respondents state they have not experienced problems in implementing the Interagency Agreement (Table 19). However, 29% of the law enforcement officers and 22% of the probation officers suggested that difficulties had occurred. Problems mentioned include the following items, based on survey responses.

Police

1. Non-use of agreed-upon forms (1)
2. The District Attorney's policy to treat all juveniles involved in a single case the same (i.e., petitions filed on all youth involved) (2)
3. Problems with specific individuals in the system (1)
4. Some probation officers have not followed the guidelines (1)
5. Inconsistencies in punishment for some crimes (1)
6. The agreement doesn't address status offenders (1)
7. Young (6-10 year old) sex offenders require screening by the District Attorney because of the felony classification of the offense before Probation or a community agency can handle the case (1)
8. Juveniles with prior arrests who have limited mental ability may not warrant prosecution (1)

Probation

1. The agreement does not cover all individual aspects of a case (1)
2. Police inconsistency in determining which cases to refer to Probation and which to handle through law enforcement diversion (1)
3. Inability to resolve differences (2)
4. Police agencies treating youth who fail diversion as second referrals (1)
5. Petitions increased in number with no increase in Probation staff (1)
6. Petitions filed when not warranted solely because it was required under the agreement (1)
7. Referrals to other agencies when a petition should have been filed (1)

The Interagency Steering Committee should consider these concerns, reach a consensus regarding which have merit and develop appropriate policies and/or procedures to address the issues.

TABLE 19

PROBLEMS IMPLEMENTING INTERAGENCY AGREEMENT
JUSTICE AGENCY SURVEYS

	<u>Police</u>	<u>Probation</u>	<u>District Attorney</u>
Yes	29%	22%	0
No	71%	78%	100%
Total Respondents	35	32	1

Factors Relating to Decision-Making

Table 20 presents data based on a survey question which asked respondents to rank factors that affect decisions regarding juvenile case dispositions. A ranking of one was given to the most important factor, ranging to nine for the least important. Statistics in the table represent the average ranking for each category based on all those surveyed.

Consistent with Interagency Agreement guidelines, severity of the current offense and number and nature of prior offenses were the critical factors considered by both probation and police officers in case dispositions. For police officers, the time since last offense is also to be considered according to the guidelines. However, this factor ranked below the attitude and age of the juvenile.

Data suggest that probation and police consider similar factors, in rank order, when evaluating juvenile cases.

TABLE 20

FACTORS INVOLVED IN DECISIONS
REGARDING JUVENILE CASE DISPOSITIONS
JUSTICE AGENCY SURVEYS

	<u>Police</u>	<u>Probation</u>
Severity of Current Offense	1.4	1.1
Number of Priors	2.6	2.8
Nature of Priors	2.8	2.8
Attitude of Juvenile	4.3	5.1
Age of Juvenile	5.6	5.7
Time Elapsed Since Last Offense	5.8	4.8
Attitude of Parents	6.0	6.9
Other Resources Available to Youth	7.5	6.6
Sex of Juvenile	8.5	8.8

NOTE: Respondents were asked to rank responses with 1 being the most important. Statistics presented represent the average response for each category.

Opinions Regarding Adherence to Guidelines by Others

Perceptions regarding the extent to which personnel in other juvenile justice agencies follow the Interagency Agreement guidelines can affect an individual's compliance. For example, if police officers do not feel that Probation or District Attorney staff will follow the guidelines in specific cases, they may be more inclined to choose an alternative disposition which is inconsistent with the recommended action under the agreement.

Table 21 displays the results of questions relating to opinions on adherence to guidelines by other juvenile justice personnel. The greatest discrepancy noted was between police and probation personnel on the frequency with which probation officers follow the agreement. Ninety-four percent (94%) of the probation officers think that their agency personnel always or often follow the agreement. Comparable data for police indicate that 62% of the police surveyed think that probation officers always or often employ recommended dispositions.

Police and probation officers have similar perceptions regarding compliance with guidelines by police and District Attorney's office personnel. It is difficult to compare the response from the District Attorney's office to those of other agency personnel because only one survey was provided.

TABLE 21

**OPINIONS REGARDING ADHERENCE TO
INTERAGENCY AGREEMENT GUIDELINES
JUSTICE AGENCY SURVEYS**

<u>Frequency of Following Guidelines</u>	<u>Respondents</u>		<u>District Attorney</u> *
	<u>Police</u>	<u>Probation</u>	
<u>Police</u>			
Always	13%	6%	—
Often	65%	71%	100%
Sometimes	23%	19%	—
Seldom	0	0	—
Never	0	3%	—
<u>Probation</u>			
Always	3%	39%	—
Often	59%	55%	100%
Sometimes	31%	6%	—
Seldom	7%	0	—
Never	0	0	—
<u>District Attorney</u>			
Always	3%	7%	100%
Often	59%	62%	—
Sometimes	31%	28%	—
Seldom	7%	0	—
Never	0	3%	—

* One respondent

NOTE: Percentages may not equal 100 due to rounding.

CHAPTER 3 EFFECTIVENESS OF THE INTERAGENCY AGREEMENT

Effectiveness of the Interagency Agreement

SUMMARY

The impact of the Interagency Agreement is measured in terms of recidivism rates. Findings indicate that, overall, repeat offenses were not reduced after the Interagency Agreement was adopted nor did offenses become less serious. However, for certain categories of offenders, the Agreement did appear to have some success in reducing delinquent acts. Youth placed in law enforcement diversion/intervention programs showed reductions in the average number of repeat offenses, as did felony property offenders.

The reduction in subsequent arrests for law enforcement diversion cases is consistent with the expectation that, in the early stages, the greatest impact of the Interagency Agreement would be on less serious, first-time offenders, rather than repeat offenders who had already developed a pattern of delinquency. It is hypothesized that, over time, as youth become aware that sanctions will be employed at an earlier point in the process, the agreement will have a more significant effect on recidivism rates for all categories of offenders. This issue will be examined in more detail during the second phase of this study when recidivism data for a two-year period will be analyzed.

Another factor which could affect the results of the recidivism study is the extent to which the Interagency Agreement was actually implemented. The discussion in Chapter 2 focused on two types of cases in which the guidelines were not strictly followed: the first-time felony and the third misdemeanor offense.

It is possible that more strict adherence to the Interagency Agreement guidelines would result in an improvement in recidivism rates for a higher proportion of youth offenders. The study period examined was the first four months after the Agreement went into effect and may not have allowed sufficient "start-up" time for training of staff and implementation of procedures. The final evaluation will take into consideration an additional time period after the Interagency Agreement was in effect one year. Preliminary findings related to recidivism should be viewed with caution until the research study is completed in November, 1985.

A subjective measure of the impact of the Interagency Agreement is the perceptions of justice agency personnel. The majority of those surveyed stated that the Agreement was an effective means of holding youth accountable. Reduction of repeat offenses was not viewed by most respondents as the primary goal of the Interagency Agreement.

INTRODUCTION

The principal methodology employed for assessing the effectiveness of the Inter-agency Agreement in altering delinquent behavior was a study of recidivism, or repeat offenses. A pre- and posttest research design allowed a comparison of recidivism rates for a sample of youth arrested during a four-month period before the agreement was implemented (December 1, 1981 to March 31, 1982) and the first four months after the agreement went into effect (December 1, 1982 to March 31, 1983). In the final evaluation report, an additional time period will be examined (December 1, 1983 to March 31, 1984) to measure the results of the agreement after a one-year implementation period. This allows time for further training of staff and refinement of procedures. The preliminary report presents tentative findings regarding the effect based on the early stages of the agreement.

The recidivism study involved tracking a random sample of youth from misdemeanor or felony arrest (the tracking offense) to final case disposition in the four month pre- and post-study periods (Time 1 and Time 2). A total of 500 arrest cases were selected for review in each time period. However, the final sample size was reduced because the following types of cases were excluded:

- o youth who did not reside in San Diego County for the entire study period
- o youth who turned 18 during the one-year period after the tracking offense whose arrest records were purged either by probation or law enforcement
- o youth arrested for offenses other than misdemeanors or felonies.

Four types of data were collected on youth in the study sample:

- o demographic characteristics of the juvenile
- o information relating to the circumstances of the tracking arrest
- o disposition of the case by police, probation and juvenile court
- o prior arrest history and repeat offenses in a one-year period after the tracking arrest, measured in terms of arrests and true findings.

The source for these data was police records and probation files.

The data collection form is in Appendix C. Tables in Appendix D display the characteristics of offenders in the samples and a breakdown by arresting agency and arrest charge.

Subjective data on the success of the Interagency Agreement were gathered through surveys of juvenile justice and community agency personnel. These data are also presented in this chapter.

CASE DISPOSITIONS

Before analyzing the recidivism data, it is first necessary to evaluate juvenile case dispositions before and after implementation of the Interagency Agreement to determine if changes occurred as a result of the guidelines. Data presented in Chapter 2 suggest that, for the most part, guidelines were being followed one year after the Agreement was adopted, but it is possible that this was not the case in the beginning.

Law Enforcement Disposition

Table 22 indicates that a greater percentage of juvenile arrests were referred to in-house diversion programs by law enforcement rather than counseled and released after implementation of the Agreement (Time 2) compared to the pretest period (Time 1). In Time 1, 5% of the youth were referred to in-house diversion. The proportion increased in Time 2 to 11%. The majority of the youth placed in law enforcement diversion programs were first-time offenders (75% in Time 1 and 72% in Time 2) and were arrested for misdemeanor offenses (75% in Time 1; 84% in Time 2).

There was a slight increase in referrals to community agencies (from 1% to 3% of the cases). This finding is consistent with the emphasis on intervention or diversion programs for first-time or less serious offenders.

Contrary to trends in official data reported to the State, petition requests remained the same (61% in Time 1 and Time 2). For the entire year, Bureau of Criminal Statistics data show petition requests decreasing to 46% of the cases in 1983, from 58% in 1982. This trend may be more apparent when data for Time 3 are analyzed. Several law enforcement agencies developed diversion or intervention programs in 1982 and 1983, and it is possible that diversion referrals would increase, resulting in a reduction in petition requests.

TABLE 22

LAW ENFORCEMENT DISPOSITION TIME 1 AND TIME 2 RECIDIVISM STUDY

	<u>Time 1</u>	<u>Time 2</u>
Counsel and Close	132 (32%)	102 (23%)
In-House Diversion	21 (5%)	47 (11%)
Community Agency Referral	4 (1%)	11 (3%)
Petition Requested	252 (61%)	264 (61%)
Other	4 (1%)	11 (3%)
TOTAL	413	435

Probation Disposition

Results related to probation dispositions are consistent with the Interagency Agreement, with informal supervision and petition filings occurring in a higher percentage of cases in Time 2, compared to Time 1 (Table 23). However, the differences are slight. Informal supervision dispositions increased from 6% of the cases to 9%, and petitions filed rose from 48% to 51%. The net effect was a 6% reduction in cases counseled and closed, with no action taken. The proportion of cases rejected by the District Attorney's office remained the same, based on the sample data (7%).

TABLE 23
PROBATION DISPOSITION
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Time 1</u>	<u>Time 2</u>
Counsel and Close	96 (38%)	85 (32%)
Informal Supervision	16 (6%)	24 (9%)
Petition Filed	122 (48%)	136 (51%)
Petition Rejected	19 (7%)	19 (7%)
Other	1 (1%)	2 (1%)
TOTAL	254	266

Informal Supervision. Most youth placed on informal supervision were arrested for misdemeanors in Time 1 and Time 2 (56% and 54%, respectively). A higher proportion were first-time offenders in Time 2 (38%) versus Time 1 (20%). A third of the informal supervision cases in each study period had two or more prior arrests.

Petition Filings. The majority of youth referred to juvenile court for processing had two or more arrests before the tracking offense in Time 1 (70%) and Time 2 (73%). Petitions were more likely to be for misdemeanors in Time 2 (47% of all petitions filed) compared to Time 1 (34%).

Community Agency Referrals. During the first four months of the Agreement, probation officers were referring a slightly higher proportion of youth to community agencies (10% in Time 1 and 13% in Time 2). (Table 24) This finding is associated with the increase in informal supervision dispositions.

TABLE 24
PROBATION REFERRALS TO COMMUNITY
AGENCIES - TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Time 1</u>	<u>Time 2</u>
Referred	24 (10%)	35 (13%)
Not Referred	226 (90%)	229 (87%)
TOTAL	250	264

Court Finding and Disposition

While court actions are not covered in the Interagency Agreement, it is important to understand the differences in court dispositions between the pre- and post periods to assess recidivism rates. Table 25 indicates that the same percentage of juvenile court cases were dismissed during Time 1 and Time 2 (21%). Consequently, the proportion of cases with true findings remained the same (79%).

Table 26 displays the actual sanctions ordered by the court in cases with true findings. In Time 2, a youth was more likely to be placed on probation supervision (69%) rather than in an institution (30%) compared to Time 1 (59% under supervision). Most youth placed in a juvenile facility had two or more prior arrests in both study periods (83% in Time 1 and 90% in Time 2).

TABLE 25
COURT FINDING
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Time 1</u>	<u>Time 2</u>
True Finding	93 (79%)	106 (79%)
Dismissed	25 (21%)	29 (21%)
TOTAL	118	135

TABLE 26

COURT DISPOSITION
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Time 1</u>	<u>Time 2</u>
Institution Time Ordered	33 (36%)	31 (30%)
Supervision	54 (59%)	72 (69%)
Other	4 (4%)	1 (1%)
TOTAL	91	104

RECIDIVISM STUDY

The effects of the Interagency Agreement on delinquency were analyzed using the following measures of recidivism:

- o the proportion of youth rearrested in Time 1 and Time 2
- o the average number of arrests and true findings in a one-year period before and after the tracking offense in Time 1 and Time 2
- o the seriousness score which is a weighted average computed by weighting prior and subsequent arrests using the following factors, then calculating the average:

Violent felony offense	4
Felony property offense	3
Other felony offense	2
Misdemeanor offense	1

A higher seriousness score, when comparing time periods, indicates that offenses with a greater degree of seriousness were committed.

The use of arrests is justified in assessing repeat offense rates because other measures, such as true findings, underestimate the occurrence of delinquent acts. A significant proportion of juvenile arrests are handled informally, and therefore the cases are not heard in juvenile court.

Hypotheses

The expectation is that, as a result of the Interagency Agreement, youth would become involved in fewer delinquent acts (i.e., that recidivism rates would decrease after intervention). This hypothesis is based on the following assumptions:

- o The Interagency Agreement guidelines were strictly followed by law enforcement and probation officers.
- o The juvenile population at risk of becoming involved in the juvenile justice system was aware of the change in the procedures which was to result in earlier intervention in delinquent careers (i.e., after the first offense).

In regard to the first assumption, data presented in Chapter 2 suggest two areas in which law enforcement and probation officers deviated from the recommended dispositions. Police retained 18% of all felony arrests in in-house diversion programs, rather than requesting a petition as suggested. In addition, 57% of the probation referrals for the third misdemeanor offense had a petition filed contrary to the recommendation for filing a petition except under "extremely unusual circumstances." Failure to fully implement the Interagency Agreement could affect the extent to which the stated goal of reducing recidivism was achieved.

The second assumption is difficult to measure. However, juvenile justice practitioners have indicated that during the first few months of the Agreement, youth may not have realized that a procedural change had occurred. It is anticipated that, over time, as youth become aware that they will receive sanctions for misconduct, the impact of the Interagency Agreement will be greater. It has also been suggested that the population to experience the most significant effects of the Interagency Agreement would be first-time offenders, because they have not developed perceptions regarding the juvenile justice process based on past experiences.

As a result of these observations, the following research questions were developed to be addressed during the second year of the research project:

1. Does the Interagency Agreement have a greater effect on recidivism among first-time offenders, compared to youth with one or more prior offenses?
2. Over time, as youth become aware that they will receive sanctions for delinquent behavior, does the impact of the Interagency Agreement on repeat offenses increase?

These issues will be analyzed by measuring recidivism over an extended time period (2 years). Additionally, researchers will explore the possibility of surveying youthful offenders regarding the juvenile justice system response to delinquent behavior.

Results

Table 27 shows that the proportion of youth arrested after intervention by the juvenile justice system increased in both Time 1 and Time 2 when comparing the one-year period prior and subsequent to the tracking offense. In Time 1, 39% of the youth had been arrested before the tracking offense, increasing to 44% one year after. In Time 2, the increase was greater, from 33% to 44%. Put another way, the proportion of those arrested in Time 1 increased by 5% and the proportionate increase was 11% in Time 2.

When measuring recidivism in terms of the average number of arrests, repeat offenses showed a significant increase in both Time 1 and Time 2, although the proportionate difference was slightly less in Time 2. Table 28 displays the average number of arrests for all offenders. Overall, in Time 1, the average number of arrests increased from .94 in the one year before the tracking arrest to 1.15 arrests afterward (+22%). In Time 2, the comparable figures were .70 arrests before and .85 after (+21%).

The differences in percentages for Time 1 and Time 2 may be affected by the differences in characteristics of offenders in the two groups. A higher proportion of youth in Time 1 had prior arrests (53%) compared to Time 2 (46%) and this group more often had multiple prior arrests (37% with 2 or more priors vs. 32% in Time 2). The fact that youth in Time 1 exhibit more chronic prior delinquency is shown by comparing the differences in average arrest rates between Time 1 and Time 2 (.94 arrests and .70 arrests, respectively). Studies have shown that youth with a chronic prior history of arrests tend to recidivate at higher rates.**

TABLE 27
PROPORTION OF JUVENILES ARRESTED
BEFORE AND AFTER TRACKING OFFENSE
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Time 1</u>		<u>Time 2</u>	
	<u>Before</u>	<u>After</u>	<u>Before</u>	<u>After</u>
Arrested	39%	44%	33%	44%
Not Arrested	61%	56%	67%	56%
Total	306	306	301	301

* Results were statistically significant at the .05 level, based on the difference of means (T) test.

** The Serious Juvenile Offender, Susan Pennell and Christine Curtis, San Diego Association of Governments, September, 1983.

TABLE 28
AVERAGE NUMBER OF ARRESTS BEFORE AND
AFTER TRACKING OFFENSES
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Time 1</u>		<u>Time 2</u>	
	<u>Before</u>	<u>After</u>	<u>Before</u>	<u>After</u>
	.94	1.15	.70	.85
Total Number	306		301	

Seriousness Score. In addition to the increase in the average number of arrests, youth were involved in more serious offenses after intervention by justice agencies in Time 1 and Time 2. The seriousness score in Time 1 increased from 1.7 to 2.0, and from 1.3 to 1.5 in Time 2 (Table 29).

TABLE 29
SERIOUSNESS OF ARRESTS* BEFORE
AND AFTER TRACKING OFFENSE
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Time 1</u>		<u>Time 2</u>	
	<u>Before</u>	<u>After</u>	<u>Before</u>	<u>After</u>
	1.7	2.0	1.3	1.5
NUMBER	306		302	

*Based on a weighted average

True Findings. As with other measures of recidivism, data on true findings indicate that youth were more involved in delinquent acts after the tracking offense in both Time 1 and Time 2. In Time 1, true findings increased from an average of .22 true findings before the tracking arrest to .45 true findings after, compared to a rise from .24 to .41 in Time 2 (Table 30). Recidivism increased significantly in both time periods. The percentage increase in average true findings was somewhat higher in Time 1 (105%) versus Time 2 (71%). However, further analysis suggests that this difference could be the result of sampling error.**

**Based on the difference of means (T) test.

TABLE 30

AVERAGE NUMBER OF TRUE FINDINGS
ONE YEAR BEFORE AND AFTER
TRACKING OFFENSE
RECIDIVISM STUDY

	<u>Time 1</u>		<u>Time 2</u>	
	<u>Before Average</u>	<u>After Average</u>	<u>Before Average</u>	<u>After Average</u>
TOTAL	.22	.45	.24	.41
NUMBER	312	312	299	299

Interpretation of Findings

Recidivism data suggest that the Interagency Agreement did not achieve the goal of reducing recidivism during the period studied. However, it is possible that the agreement had an impact on specific categories of offenders or that certain dispositional alternatives were successful. The discussion explores possible explanations for the results of the recidivism study. The measure presented is the proportion of youth rearrested in Time 1 and Time 2. Once a youth is involved in another offense, the system has failed to prevent additional delinquent behavior. Therefore, this is considered to be a valid measure of "success." Where reductions in the average number of arrests occurred, these data are also incorporated.

The following variables were analyzed to determine if the Interagency Agreement had an effect on recidivism:

- Arrest Charge
- Prior History
- Law Enforcement Disposition
- Status at Probation Intake (e.g., wardship)
- Probation Disposition
- Court Disposition
- Institution Time

Arrest Charge. As mentioned previously, the two primary factors considered in case dispositions, under Interagency Agreement guidelines, are prior arrest history and the instant offense. Recidivism rates were analyzed for these two variables to determine if the agreement had a positive impact on specific types of offenses.

In Time 1 and Time 2, arrest rates increased after the tracking arrest for all categories of arrest charges except violent felony offenses (Table 31). The decline for Time 1 was from 53% of the youth arrested one year prior to the violent felony arrest to 32% after the instant offense (-21%). In Time 2, the reduction was from 67% to 56% arrested (-11%). The fact that decreases were noted in both study periods implies that factors other than the Interagency Agreement are associated with the change. Violent offenders are more likely to receive stricter, more restrictive sanctions than other offenders which could lead

receive stricter, more restrictive sanctions than other offenders which could lead to reduced recidivism rates. However, the small number of youth in this classification of offense limits the ability to reach definitive conclusions regarding the reasons for lower rearrest rates.

Property offenders in Time 2 had a 10% decline in the average number of arrests (from .77 arrests before to .69 after) despite the rise in the proportion arrested. In Time 1 there was a 15% increase from 1.12 to 1.29 arrests per youth. This finding suggests that the Interagency Agreement may have limited the number of arrests committed by this group of offenders.

TABLE 31
PROPORTION OF YOUTH ARRESTED
BEFORE AND AFTER TRACKING OFFENSE BY ARREST CHARGE
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Before</u>	<u>Time 1 After</u>	<u>(N)</u>	<u>Before</u>	<u>Time 2 After</u>	<u>(N)</u>
Violent Felony	53%	32%	(19)	67%	56%	(9)
Property Felony	49%	54%	(84)	45%	48%	(64)
Other Felony	38%	46%	(13)	10%	50%	(20)
Misdemeanor	34%	41%	(190)	31%	42%	(203)
Entire Sample	39%	44%	(306)	33%	44%	(296)

Prior History. Data presented in Table 32 indicate that arrest rates increased in the one-year comparison period in Time 1 and Time 2 for youth who had no prior arrests (from 0 to 18% in Time 1 and 0 to 23% in Time 2). However, youth with one or more prior arrests showed a decrease in the proportion arrested after adjudication in both time periods. For those youth with one prior, 58% of the youth in Time 1 had a prior offense in the one year before the tracking offense, decreasing to 50% after (-8%). Likewise, Time 2 youth showed a reduction from 56% arrested one year before to 53% after (-3%). The comparable figures for those with more than one prior arrest showed a decline in Time 1 from 81% to 75% arrested (-6%) and in Time 2 from 79% to 77% arrested (-2%). The fact that these reductions occurred in both time periods suggests that they are not the result of the Interagency Agreement. It may be that harsher penalties for youth with multiple priors, including institution time, affect rearrests.

TABLE 32

PROPORTION OF YOUTH ARRESTED BEFORE AND
AFTER TRACKING OFFENSE BY PRIOR HISTORY
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Before</u> <u>(Arrests)</u>	<u>Time 1</u> <u>After</u> <u>(Arrests)</u>	<u>(N)</u>	<u>Before</u> <u>(Arrests)</u>	<u>Time 2</u> <u>After</u> <u>(Arrests)</u>	<u>(N)</u>
No Priors	0	18%	(144)	0	23%	(163)
1 Prior	58%	50%	(50)	56%	53%	(43)
2 or More Priors	81%	75%	(112)	79%	77%	(95)
Entire Sample	39%	44%	(306)	33%	44%	(301)

Law Enforcement Disposition. For all specific types of police dispositions, the proportion of youth rearrested after adjudication increased in both Time 1 and Time 2 (see Table 33). Nevertheless, the average number of arrests did decline for youth placed in law enforcement intervention/diversion programs after the Interagency Agreement went into effect (from .44 to .39 arrests), whereas the average increased in Time 1 (.30 to .40). (Not presented in Table.) The net result is a reduction in the number of delinquent acts committed by these youth in Time 2, compared to an increase in Time 1.

TABLE 33

PROPORTION OF YOUTH ARRESTED BEFORE AND AFTER TRACKING
OFFENSE BY LAW ENFORCEMENT DISPOSITION
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Before</u>	<u>Time 1</u> <u>After</u>	<u>(N)</u>	<u>Before</u>	<u>Time 2</u> <u>After</u>	<u>(N)</u>
Counsel and Release	22%	27%	(115)	10%	23%	(81)
In-House Diversion	24%	30%	(21)	24%	27%	(41)
Community Agency Referral	0	0	(3)	33%	50%	(6)
Petition Requested	55%	60%	(164)	48%	58%	(166)
Other	67%	0	(3)	20%	40%	(5)
Entire Sample	39%	44%	(306)	33%	44%	(300)

Status at Probation Intake. Youth who were under probation or parole supervision at the time of probation intake showed a 17% reduction in recidivism rates in Time 1 and Time 2 (from 90% to 73% arrested in Time 1 and from 94% to 77% in Time 2). (Table 34) This decline is due to something other than the Interagency Agreement since it occurred in the pretest period as well. Perhaps it is associated with types of dispositions imposed for youth who are wards and commit an additional offense. Non-wards experienced a rise in the average number of repeat offenses in both periods.

TABLE 34
PROPORTION OF YOUTH ARRESTED BEFORE AND
AFTER TRACKING OFFENSE BY STATUS AT INTAKE
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Before</u>	<u>Time 1</u> <u>After</u>	<u>(N)</u>	<u>Before</u>	<u>Time 2</u> <u>After</u>	<u>(N)</u>
Under Supervision *	90%	73%	(41)	94%	77%	(35)
Non-Ward	43%	55%	(123)	35%	53%	(131)
Entire Sample	55%	60%	(164)	48%	58%	(166)

*Includes Informal Supervision, Formal Probation and State Parole.

Probation Disposition. Regardless of probation disposition, repeat offenses increased in Time 1 and Time 2. Youth in all categories, including counsel and close, informal supervision and petitions filed, showed a higher proportion re-arrested after adjudication in Time 1 and Time 2. (Table 35) Youth receiving a counsel and close disposition in Time 2 show a greater tendency to recidivate than those in Time 1. This may be the result of overall changes in the probation dispositions (i.e., increases in informal supervision and petitions). Those with counsel and close dispositions were less likely to have prior offenses after implementation of the Agreement, but recidivate at a rate similar to youth in Time 1. Small numbers in the informal supervision category may affect the wide variance between Time 1 and Time 2 in arrest rates (a change from 31% to 62% in Time 1 and 26% to 32% in Time 2).

TABLE 35

PROPORTION OF YOUTH ARRESTED BEFORE AND AFTER
TRACKING OFFENSE BY PROBATION DISPOSITIONS
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Before</u>	<u>Time 1 After</u>	<u>(N)</u>	<u>Before</u>	<u>Time 2 After</u>	<u>(N)</u>
Counsel and Close	37%	46%	(59)	23%	49%	(53)
Informal Supervision	31%	62%	(13)	26%	32%	(19)
Petition Filed	67%	71%	(78)	65%	72%	(85)
Petition Rejected	80%	60%	(15)	67%	56%	(9)
Other	0	0	(1)	0	0	(1)
Entire Sample	54%	60%	(166)	47%	59%	(167)

Court Disposition. Table 36 displays arrest rates for three categories of court dispositions: institution time, supervision and "other." A limited number of categories are used to ensure a sufficient number of cases in each classification to allow analysis of the results. The only disposition to result in a reduction in the recidivism rate was for those youth placed in juvenile facilities in Time 2 (from 84% to 79%). In Time 1, this group had the same arrest rate before and after adjudication (67%). Youth under probation or parole supervision experienced increased arrest rates in the two comparison periods.

TABLE 36

PROPORTION OF YOUTH ARRESTED BEFORE AND AFTER
TRACKING OFFENSES BY COURT DISPOSITIONS
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Before</u>	<u>Time 1 After</u>	<u>(N)</u>	<u>Before</u>	<u>Time 2 After</u>	<u>(N)</u>
Institution Time Ordered	67%	67%	(21)	84%	79%	(19)
Supervision	63%	74%	(38)	51%	64%	(45)
Other	50%	50%	(2)	50%	100%	(1)
Entire Sample	64%	70%	(6)	60%	69%	(65)

Institution Time. A factor which can affect arrest rates is the number of days a youth is in a controlled, institutional setting during the study period. A youth has less opportunity to commit offenses while in California Youth Authority, Rancho del Rayo, Juvenile Hall or a 24-hour school. On the average, youth in Time 2 spent less time in juvenile facilities after adjudication for the tracking offense (8.87 days) than youth in Time 1 (14.96 days). (Table 37.) The fact that Time 2 youth had more time "on the street" provided greater opportunity to become involved in delinquent acts.

TABLE 37

AVERAGE INSTITUTION TIME SERVED (DAYS)
ONE YEAR BEFORE AND AFTER THE TRACKING OFFENSE
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Time 1</u> <u>(Days)</u>	<u>Time 2</u> <u>(Days)</u>
Before	4.61	3.63
After	14.96	8.87

However, institution time does not totally explain the results regarding the number of youth rearrested in Time 1 and Time 2. To control for the effects of institution time, an average number of arrests per month "on the street" (i.e., outside a juvenile facility) was computed. Table 38 shows that the average number of rearrests increased compared to prior arrests in Times 1 and 2 when accounting for the number of months in an institutional environment (from .08 to .11 arrests in Time 1 and .06 to .08 in Time 2). The percent change in Time 2 is somewhat less (38% vs. 33%), however this may be related to the fact that youth in Time 2 were not as likely to be chronic offenders (see discussion, page 54).

TABLE 38

ARRESTS PER MONTH OUTSIDE OF INSTITUTIONS
TIME 1 AND TIME 2
RECIDIVISM STUDY

<u>Time 1</u>		<u>Time 2</u>	
<u>Before</u>	<u>After</u>	<u>Before</u>	<u>After</u>
.08	.11	.06	.08

CASE PROCESSING TIME

Deterrence theory suggests that swift, as well as certain, punishment is an important element in deterring crime. To determine if youth were receiving sanctions for misbehavior in a more timely manner under the Interagency Agreement, the number of days to process cases was calculated for Time 1 and Time 2. Data presented in Table 39 indicate that case processing time increased in Time 2. The average time from crime incident to disposition before the agreement was 31 days as opposed to 35 days after the new procedures were implemented. The comparable figures for the time between the arrest to disposition were 28 days in Time 1 and 33 days in Time 2. A major factor related to the increased processing time was delays in case disposition time for law enforcement (from 5 to 9 days). This may be related to the time required to screen youth for placement in diversion or intervention programs. Additionally, increases in the time to process cases occurred between the law enforcement disposition and the final disposition in the case (23 to 25 days). This is attributed to an increased workload in juvenile court for both delinquency and dependency cases.

TABLE 39
CASE PROCESSING TIME (AVERAGE NUMBER OF DAYS)
TIME 1 AND TIME 2
RECIDIVISM STUDY

	Time 1 (Days)	Time 2 (Days)
Arrest to Law Enforcement Disposition	5	9
Law Enforcement Disposition to Final Disposition	23	25
Arrest to Final Disposition	28	33
Crime Incident to Final Disposition	31	35

PERCEPTIONS REGARDING EFFECTIVENESS

The recidivism data present only one indicator of the results of the Interagency Agreement. Juvenile justice professionals can provide a broader perspective on the impact of the agreement because they deal with youth on a regular basis. For this reason, justice and community agency personnel were asked to assess the effectiveness of the Interagency Agreement.

Justice Agency Surveys

According to the majority of juvenile police and probation officers and the District Attorney's Office, the primary goal of the Interagency Agreement is to hold youth accountable for their behavior (65% of the police and 59% of the probation

officers). (See Table 40.) Others stated that the purpose was to reduce repeat offenses or deter other youth from committing crimes. Only one respondent felt that the goal was to punish offenders.

Most justice agency personnel think that the Interagency Agreement has been effective in achieving the stated goals. Only 15% of the law enforcement officers and 29% of the probation officers responded that the agreement was either "not effective" or "very ineffective." (Table 41)

TABLE 40

PERCEIVED GOAL OF THE INTERAGENCY AGREEMENT
JUSTICE AGENCY SURVEYS

	<u>Police</u>	<u>Probation</u>	<u>District Attorney*</u>
Reduce Repeat Offenders	23%	12%	0
Punish Offenders	0	3%	0
Make Youth Accountable	65%	59%	100%
Deter Other Youth from Crime	3%	3%	0
Other/Unknown	10%	24%	0
Total Respondents	31	34	1

* Responses based on a survey completed by one representative of the Deputy District Attorney's Office Juvenile Division.

TABLE 41

EFFECTIVENESS OF THE INTERAGENCY AGREEMENT
JUSTICE AGENCY SURVEYS

	<u>Police</u>	<u>Probation</u>	<u>District Attorney*</u>
Very Effective	9%	6%	—
Effective	77%	57%	100%
Not Effective	12%	29%	—
Very Ineffective	3%	0	—
Don't Know/Other	0	9%	—
Total Respondents	34	35	1

* Responses based on one survey completed by one representative of the Deputy District Attorney's Office Juvenile Division.

Community Organization Survey

Less than half of the 37 community agency staff members surveyed were aware of the Interagency Agreement, despite the fact that all agencies receive referrals from the justice system. This may reflect a lack of coordination or communication between justice agencies and community service providers.

Of those community agency respondents expressing an opinion regarding the Interagency Agreement (11), most were either "favorable" or "very favorable" (Table 42). Both the positive and negative comments of the respondents are listed below.

TABLE 42

OPINION REGARDING THE INTERAGENCY AGREEMENT
COMMUNITY ORGANIZATION SURVEY
N = 11

	<u>Number</u>	<u>Percent</u>
Very Favorable	2	18%
Favorable	6	55%
Unfavorable	3	27%
Very Unfavorable	0	0

Positive (9 respondents)

- o provides a more consistent standardized response (3)
- o increases coordination between line staff (3)
- o results in fewer youth entering the juvenile justice system (2)
- o clarifies the law enforcement process (1)
- o provides a more timely response (1)
- o increases the use of community resources (1)
- o provides more effective treatment (1)
- o increases community agency referrals (1)
- o provides a clear set of disposition options (1)
- o youth have a clear understanding of what will happen (1)
- o youth enter the system sooner (1)

Negative (9 respondents)

- o community agencies were omitted from the agreement (3)
- o provides tougher/more severe punishment for petty or lesser offenses (2)
- o standardization of the process is far from complete (1)
- o reduces law enforcement decision-making opportunities regarding community and diversion programs (1)
- o lacks solid management policies and leadership (1)
- o does not provide consequences for those youth not living up to diversion agreements (1)

- o community agencies may not be able to meet needs of increased referrals or changes in types of youth referred (1)
- o encourages too many "counsel and close" dispositions instead of counseling and psychotherapy (1)
- o some youth would otherwise be given more chances (1)
- o provides less flexibility (1)

The Interagency Steering Committee should consider the concerns expressed by the community agency personnel in assessing policy or procedural changes in the Interagency Agreement.

CHAPTER 4

COORDINATION BETWEEN JUSTICE AND COMMUNITY-BASED AGENCIES

Coordination Between Justice and Community-based Agencies

SUMMARY

Data suggest that juvenile justice agencies are utilizing the services provided to youth by community-based organizations to augment police diversion and probation supervision programs. However, there are areas in which the level of coordination could be improved, according to survey respondents from police agencies, the Probation Department and youth-serving agencies in the community. Many feel that increased communication is a key factor in developing a better working relationship because this would lead to more coordination of efforts, development of joint programs, increased feedback on clients and mutual understanding of respective roles in serving youth.

INTRODUCTION

One component of the Interagency Agreement incorporates the use of law enforcement agency intervention/diversion programs and community-based agencies in juvenile cases involving less serious and/or first-time offenses. This study measures the extent to which these alternatives have been employed as well as the level of coordination between justice and community agencies. Data from the juvenile disposition study show that 15% of all juveniles arrested in the sample cases were referred to a police department in-house diversion program and 5% were referred to a community-based organization by police during the period between December 1, 1983 and March 31, 1984.

Successful diversion programs, which include both justice and community agencies, require a cooperative effort. Because diversion is an important element of the Interagency Agreement, the evaluation includes an assessment of the coordination with service providers. Relevant data were gathered through surveys of police officers, Probation personnel and community youth service agency staff. Issues addressed include:

- o the impact of juvenile justice agencies on community agency referrals
- o the level of feedback provided to juvenile justice agencies on referrals
- o satisfaction of justice agency personnel with services provided to youth in the community
- o suggested ways in which community-based organizations and juvenile justice agencies could work more effectively together to assist youth.

COMMUNITY AGENCY REFERRALS

The community agencies selected in the survey sample were those mentioned by police and probation officers as agencies to which they refer youth. Consequently, all community youth service providers responding to the questionnaire stated that they had received referrals from juvenile justice agencies. However, the proportion of referrals received from specific sources varies. Two agencies received all clients from either probation or law enforcement in 1983. Most agencies received 50% or less of their clients from a justice agency. (See Table 43). Eighty-six percent (86%) received at least some client referrals from law enforcement and 81% had referrals from probation last year. Other referral sources include non-justice agencies, parents, other relatives, self and schools. Data indicate that most community-based agencies surveyed had multiple sources for juvenile client referrals.

Another indicator of the impact of juvenile justice agencies on referrals is reflected in opinions of community agency representatives regarding reasons for increases in the number of youth referred between 1982 and 1983. Ten of the respondents in the 29 agencies which experienced an increase in referrals stated that the change was at least in part due to increased awareness of, or coordination with juvenile justice agencies (34%). The most frequently mentioned reason was increased public awareness of the program (48%). Other factors indicated include changes in program content or expansion of services (28%) and increases in crimes or arrests (14%). (Table 44)

TABLE 43

COMMUNITY AGENCY REFERRAL SOURCES
COMMUNITY AGENCY SURVEY
1984
N = 35

<u>Percent Referred</u>	<u>Law Enforcement</u>	<u>Probation</u>	<u>Court</u>	<u>Other Agency</u>	<u>Parent</u>	<u>Relative</u>	<u>Self</u>	<u>Other*</u>
1 - 25%	57%	46%	54%	66%	60%	26%	49%	46%
26 - 50%	23%	23%	3%	3%	6%	0	9%	11%
51 - 75%	3%	6%	0	0	0	0	3%	9%
76 - 100%	3%	6%	0	0	3%	0	0	0
None	11%	20%	43%	31%	26%	68%	34%	34%
Unknown	3%	0	0	0	6%	6%	6%	0

*Includes schools, friends, other clients, employers, hospitals, clergy, attorneys.

NOTE: Percentages may not equal 100 due to rounding.

TABLE 44
REASONS FOR INCREASES IN
COMMUNITY AGENCY REFERRALS
COMMUNITY AGENCY SURVEYS
1984
N = 29

	<u>Number</u>	<u>Percent</u>
1. Increased public awareness of program/public relations	14	48%
2. Increased coordination with/awareness of juvenile justice agencies	10	34%
3. Changes in program content/expansion	8	28%
4. Increases in arrests/crimes	4	14%
5. Changes in economic/social conditions	3	10%
6. Population increases	1	3%
7. Decreases in availability of services in the area	1	3%
8. Other	3	10%

Feedback on Clients

Coordination related to client services includes feedback on youth referred to community-based agencies. Seventy-eight percent (78%) of the police personnel stated that they receive follow-up information on youth, as did 98% of the probation officers surveyed. A smaller proportion receive feedback on most or all youth referred (50% of the police and 72% of the probation officers). (Table 45.) The majority of the law enforcement and probation personnel receiving feedback were satisfied with the information (84% and 77%, respectively). (Table 46.)

TABLE 45
FEEDBACK RECEIVED ON REFERRALS
BY POLICE AND PROBATION

<u>Feedback on:</u>	<u>Police</u>	<u>Probation</u>
All/Most Youth	18 (50%)	28 (72%)
Some/Few Youth	10 (28%)	10 (26%)
None	8 (22%)	1 (3%)
Total Respondents	36	39

TABLE 46

SATISFACTION WITH FEEDBACK RECEIVED
POLICE AND PROBATION SURVEYS

	<u>Police</u>	<u>Probation</u>
Satisfied	27 (84%)	30 (77%)
Not Satisfied	4 (13%)	9 (23%)
No Opinion	1 (3%)	0 (-0-)
Total Respondents	32	39

Satisfaction with Services Provided

Police officers were more likely to express satisfaction with services received by youth they refer to community-based agencies than were probation officers. All of the survey respondents from law enforcement agencies stated that they were very satisfied or satisfied with the youth services, compared to 76% of the probation officers. Problems noted by probation staff include:

- o Lack of information on community agency services/goals
- o Lack of, or untimely feedback on clients
- o Agency funding/charges for services
- o Community agency personnel not aware of juvenile justice process
- o High staff turnover in community agencies
- o Agencies lack accountability
- o Many agencies do not handle difficult youth
- o Agencies are not qualified to deal with youth on intensive probation supervision.

Improving Coordination

A greater proportion of community agency staff members surveyed stated that there are methods of improving the coordination between community and justice agencies compared to responses by police and probation officers. Ninety-seven percent (97%) of the youth service providers (31) felt that there are ways police and community organizations could work more effectively together versus 63% of the law enforcement officers (19). The suggestions mentioned are as follows:

*Respondents could list more than one response.

Police Suggestions

- o Improve communication/more contact/meetings (53%)
- o Increase coordination of efforts (11%)
- o Conduct joint programs (5%)
- o Establish an Interagency Agreement between community agencies for cross referrals (5%)
- o Community agencies could assist in counseling and attend interagency meetings (5%)
- o Increase diversion to community agencies (5%)
- o Install a paging system at Child Protective Services (5%)
- o Other (16%)

Community Agency Personnel Suggestions

- o Increase dialog/communication/monthly meetings (24%)
- o Increase referrals to community agencies/referrals of first-time offenders (14%)
- o Initiate joint efforts/operate joint programs (10%)
- o Coordinate activities/collaborate on new ideas (10%)
- o Develop mutual respect (10%)
- o Increase understanding of each other's roles (10%)
- o Conduct more complete follow-up on youth (3%)
- o Broker services (3%)
- o Improve cooperation in sponsoring diversion programs (3%)
- o Police could provide seminars (3%)
- o Community agencies could provide more information on services, programs and the referral process (3%)
- o Educate each other (3%)
- o Utilize police community relations officers to refer youth (3%)
- o Provide guest speakers (3%)

- o Police should explain purpose and intended result of intervention program (punitive vs. rehabilitative) (3%)

Probation. Seventy-two percent (72%) of the probation officers (26) and 91% of the community-based organization staff (32) surveyed suggested ways in which Probation and youth service providers could improve their working relationship.

Probation Suggestions

- o Increase communication/meet more often (50%)
- o Improve feedback on clients (19%)
- o Stop "we-they" attitude/turf disputes (8%)
- o Community agency staff could be more supportive of Probation (8%)
- o Provide training regarding community agencies/juvenile justice system (8%)
- o Develop mutual respect (4%)
- o Initiate a central liaison position in Probation to act as a clearinghouse for referrals and feedback (4%)
- o Community agencies should provide an update on services available (4%)
- o Community agency staff should understand that youths' problems with the law are real (4%)
- o Community agencies could be more creative (4%)
- o Increase consistency in services provided to youth (4%)
- o Increase emphasis on prevention (4%)
- o Develop better community job programs (4%)

Suggestions by Community Agency Personnel

- o Increase referrals/refer "counsel and close" cases to community agencies (20%)
- o Increase communication/feedback/meetings (20%)
- o Coordinate efforts (7%)
- o Broker services (3%)
- o Provide community agencies with information on guidelines for informal supervision (3%)
- o Include compliance with community agency program as a condition of probation (3%)

- o Develop programs together (3%)
- o Decrease competitive mentality set up by funding sources (3%)
- o Increase probation officers involvement with youth referred to community-based agencies (3%)
- o Increase the use of community agencies because personal attention by probation officers is limited due to high caseloads (3%)

These suggestions should be reviewed by the Interagency Steering Committee.

APPENDICES

Appendix A

JUVENILE COURT PROCESS

Proceedings at the juvenile level are not considered criminal and judging a minor to be a ward of the court is not deemed a conviction per Section 203 Welfare and Institutions Code. As a result, juvenile court uses its own terminology for events similar to those that occur in adult criminal courts. For example, a juvenile is not found guilty of an offense, but a true finding is made by the court. Such terms will be referenced and explained throughout the discussion of the juvenile court process.

Figure 5 presents an overview of the juvenile justice system and the possible disposition alternatives at each stage in the process. This is a simplified version of the flow of cases. Not all juveniles will proceed through every step or hearing. The chart is used only to clarify the following description of the roles and decision alternatives of criminal justice actors (law enforcement, probation, courts and corrections) as set forth in state statutes and local policies and procedures.

Law Enforcement

Initiation into the juvenile justice system for 601 and 602 W&I offenders¹ begins with contact by law enforcement. A contact is similar to an arrest for an adult and the terms are used interchangeably in this report. The first decision made by law enforcement personnel after arrest is whether to place the minor in Juvenile Hall or release to the parents (626 W&I). The criteria for detention by probation are stated in Section 628 W&I:

1. The minor has no parent or guardian willing to exercise proper care or control.
2. The minor is destitute with no suitable home.
3. The minor has a home which is unfit.
4. The minor or the person or property of another requires protection.
5. The minor is likely to flee the jurisdiction.
6. The minor has violated a court order.
7. The minor is physically dangerous to the public due to a physical or mental deficiency or disorder.

¹ Status offenders (601 W&I) and youth who have violated criminal statutes (602 W&I).

The law enforcement officer may refer the case to probation for further processing or the juvenile can be handled informally. In some jurisdictions, informal disposition includes referrals to diversion programs within individual police agencies or to an outside community-based agency.

Probation

In San Diego County, felony cases are screened by the District Attorney's office to determine provability of the charges and then referred to Probation for processing. Misdemeanors are referred directly to probation by law enforcement and are handled by an intake officer who determines if a petition will be requested from the District Attorney's office. A petition is similar to filing a complaint in the adult court system. The petition must be filed within 48 hours (two judicial days) for juveniles in custody and 21 days for "paper" referrals (non-custody cases - 653 W&I). Probation's decision not to request a petition can be appealed by the victim or police agency (655 W&I).

Other disposition alternatives include counseling by the intake officer and closing the case, or informal supervision which is a six-month period of supervision authorized by probation.

Three units within the Probation Department Juvenile Services Division are involved in the decision-making process in court cases. The intake and investigation unit prepares an in-depth investigation of the child's background and submits a social study to the court which includes recommendations regarding case disposition. The placement unit decides what institutional setting is appropriate for the minor if the court orders placement in a 24-hour school. Finally, the supervision unit actually supervises minors placed on probation. This unit also handles subsequent referrals for juvenile wards of the court who commit additional offenses during the period they are under jurisdiction of the court.

District Attorney

If the deputy district attorney determines that the case is provable, the petition is filed. The deputy district attorney represents the State at all proceedings in juvenile cases. With the exception of a shared responsibility for filing a petition, the role of the deputy district attorney is similar to the role in the adversary system in adult court.

Courts

At the initial hearing for any juvenile, the matter of court-appointed counsel is decided. Section 634 W&I states that if a minor or his/her parents desire counsel, but cannot afford it, the court may appoint a defense attorney. If a juvenile appears without counsel, the court must appoint an attorney, unless there is an intelligent waiver by the minor of the right to counsel.

Detention Hearing. A juvenile in custody must be brought before a judge or referee of the juvenile court to determine if the minor will be detained further. This occurs within one judicial day of the filing of a petition. (632 W&I). Subsequently, the issue of detention can be reevaluated at other court appearances.

Fitness Hearing. The prosecuting attorney may move to have a 16 or 17 year old declared unfit for juvenile court based on the following criteria:

1. The degree of criminal sophistication exhibited by the minor;
2. Whether the minor can be rehabilitated prior to the expiration of the juvenile court's jurisdiction;
3. The minor's previous delinquent history;
4. Success of previous attempts by the juvenile court to rehabilitate the minor;
5. The circumstances and gravity of the offense alleged to have been committed by the minor. (707 W&I).

The juvenile is presumed fit for juvenile court and has to be proven otherwise, except when the minor has been charged with one of 16 major offenses. In the latter case, the juvenile is presumed unfit unless there are extenuating or mitigating circumstances.

Readiness Hearing. The first court appearance for most non-custody cases is the readiness hearing, unless a fitness hearing has been required. At the readiness hearing, the court determines whether a final disposition of a case can be reached without a full trial or adjudication hearing. The juvenile at this time may plead no contest or "admit" to some or all of the charges (similar to a guilty plea). This admission is considered a true finding by the court and disposition (sentencing) either occurs at readiness or a subsequent disposition hearing. If the case is not settled, a date is set for the adjudication hearing. The readiness hearing is not mandated by statute and therefore is not used in all jurisdictions in California.

Adjudication Hearing. The adjudication hearing is similar to a trial. The deputy district attorney presents evidence in support of the petition. The minor has most of the same constitutional and statutory rights as in an adult criminal trial (e.g., right against self-incrimination, confrontation of witnesses, etc.). At this hearing, the petition is either found to be true or dismissed.

Dispositional Hearing. At the dispositional hearing, the judge or referee decides what alternatives are most appropriate for the juvenile based on information and recommendations supplied by the probation officer in the social study as well as recommendations of the deputy district attorney and possibly defense counsel. The court may retain jurisdiction over the minor by declaring the juvenile a ward of the court. This places the court in the role of the minor's guardian during the period of wardship. Disposition options include:

1. Commitment to California Youth Authority (CYA);
2. Placement in a County camp facility (Rancho del Rayo) or Girls Rehabilitation Facility;
3. Placement in a 24-hour school (residential setting) or foster home;
4. Short-term placement in Juvenile Hall;
5. Return home on probation either with or without wardship. Probation may include conditions such as restitution, court costs and work projects.

Appendix B

DEFINITION OF TERMS

Adult Court Remand

A juvenile, 16 or 17 years of age, may be transferred (remanded) to adult court if the minor is deemed not amenable to treatment available to the juvenile court.

Disposition (Court)

The disposition in juvenile court is similar to sentencing in the adult court system. Disposition alternatives include commitment to California Youth Authority (a state institution), placement in local county or private school facilities, placement in a foster home, short-term placement in Juvenile Hall, or probation.

Juvenile

Juvenile court law defines a juvenile as 17 years of age or younger.

Juvenile Contact

A contact is similar to an arrest for an adult. A juvenile contact report, rather than an arrest report, is completed by the law enforcement officer.

Petition

A petition is similar to filing a complaint in the adult court system. The petition lists the formal charges against the juvenile to be considered by the court.

Probation Referral

A law enforcement agency may refer misdemeanor and felony cases to probation for further processing. The probation officer may handle a case informally or request that the District Attorney file a petition with the juvenile court.

True Finding

If a juvenile either admits involvement in an offense, or the court determines the juvenile was involved based on evidence presented, a true finding is made. This is similar to a guilty verdict in adult court.

Appendix C

1 2 3 4 5 6
DO NOT WRITE
IN THIS SPACE.

JUVENILE DISPOSITION REPORT INTERAGENCY AGREEMENT STUDY

DO NOT WRITE
IN THIS SPACE

(Information to be completed on all youth from December 15, 1984 through March 14, 1985,
except those arrested for infractions or status offenses.)

NAME: _____

DATE OF BIRTH: _____

ARREST CHARGE(S): _____

HIGHEST CHARGE: _____ FELONY _____ MISDEMEANOR

LAW ENFORCEMENT AGENCY: _____

DATE OF OFFENSE: _____

DATE OF ARREST: _____

IN CUSTODY: _____ YES _____ NO

POLICE:

Prior History Information: (Check all that apply)

- _____ Current offense is first arrest in last 2 years
- _____ Prior misdemeanor - over 2 years before current offense
- _____ Prior misdemeanor - within past two years
- _____ Prior felony arrest - over 2 years before current offense
- _____ Prior felony arrest - within past 2 years

Investigator's Disposition on Current Offense: (DATE _____)

- _____ Counsel and close (informal)
- _____ In-house diversion
- _____ Community agency referral _____ agency
- _____ Refer to probation for petition
- _____ Petition requested/failed diversion
- _____ Other (Specify): _____

Diversion Cases Only

IN-HOUSE PROGRAM

A. Specify services/sanctions: _____

B. Were diversion activities/sanctions completed? (e.g., essay, work project, restitution, etc.)

_____ Yes _____ No

Explain: _____

COMMUNITY AGENCY REFERRAL

A. Did the youth enter the program?

_____ Yes _____ No _____ Don't Know

B. Specify services/sanctions: _____

C. Did you receive feedback from the agency regarding youth's progress?

_____ Yes _____ No

Explain: _____

IF THIS CASE IS HANDLED INFORMALLY OR DIVERTED BY POLICE, FORWARD THE COMPLETED FORM TO SANDAG. IF A PETITION IS REQUESTED, ATTACH THIS FORM TO THE REQUEST FOR PETITION AND FORWARD TO PROBATION/DISTRICT ATTORNEY.

DO NOT WRITE
IN THIS SPACE

62 _____

63 _____

64 _____

66 _____

1 2 3 4 5 6

7 _____ 12

13 _____

14 _____ 19

20 _____

22 _____ 27

28 _____

30 _____

32 _____

PROBATION:

Prior Offenses (Calloway defined)
(Please check both categories)

Misdemeanors (check one)

- ☐ 0 priors
- ☐ 1 prior
- ☐ 2 priors
- ☐ 3 or more priors

Felonies (check one)

- ☐ 0 priors
- ☐ 1 prior
- ☐ 2 priors
- ☐ 3 or more priors

Number of Previous Probation Referrals: _____

Probation Status (check one):

- ☐ Non-ward
- ☐ Currently on informal supervision
- ☐ Current ward
- ☐ Parolee (Y.A)

Probation Disposition on Instant Offense (DATE _____)

- ☐ Counsel & Close
- ☐ D.A. Reject
- ☐ W & I 654

A. Referred to: _____

B. Type of Service: _____

☐ Petition Filed

A. Charges: _____

☐ Other (Specify): _____

Court Disposition (DATE _____)

- ☐ Not applicable (not filed or 654 at intake)
- ☐ Filed & dismissed
- ☐ CYA
- ☐ 707
- ☐ RDR/GRF
- ☐ Juvenile Hall (Ricardo M)
- ☐ 24 Hour School (excluding VisionQuest)
- ☐ VisionQuest
- ☐ Foster Home
- ☐ Probation with Wardship
- ☐ Probation without Wardship
- ☐ 654 after petition filed
- ☐ Short-term residential commitment
- ☐ Other (Specify): _____

True Finding Charges (if applicable): _____

If Charges Reduced:

- ☐ Plea bargain
- ☐ Charges reduced by Court

CASE TRACKING FORM INTERAGENCY AGREEMENT EVALUATION

JUVENILE NAME & ALIAS _____

I.D. NUMBER

ARREST REPORT NO. _____ PROBATION FILE NO. _____

1 5

1. LAW ENFORCEMENT

A. AGENCY

1 = SDPD 6 = El Cajon
2 = SDSO 7 = Escondido
3 = Carlsbad 8 = La Mesa
4 = Chula Vista 9 = National City
5 = Coronado 10 = Oceanside

B. RACE OF SUSPECT

1 = White 5 = Chinese
2 = Mexican American 6 = Japanese
3 = Black 7 = Filipino
4 = Indian 8 = Other

C. DATE OF BIRTH

9 10 11 12 13 14

D. AGE (as of arrest date)

15 16

E. SEX

1 = Male 2 = Female

F. DATE OF ARREST

18 19 20 21 22 23

G. ARREST CHARGE

(highest level charge) 24 25

1 = homicide 8 = felony drug
2 = rape 9 = other felony
3 = robbery 10 = misdemeanor drug
4 = agg. assault 11 = other misdemeanor
5 = burglary 12 = status offense
6 = grand theft 13 = infraction
7 = mv theft 14 = other

H. L.E. DISPOSITION (verify)

1 = turned over to another agency
2 = counsel & close
3 = diversion program (in-house)
4 = diversion - community agency
5 = diversion-in-house & outside agency
6 = petition requested
7 = other

I. (IF DIVERTED) TYPE OF DIVERSION PROGRAM

1 = essay 27
2 = work project 28
3 = counseling 29
4 = recreation 30
5 = camp 31
6 = educational program 32
7 = restitution 33
8 = community service 34
9 = other 35

J. L.E. DISPO DATE

36 37 38 39 40 41

2. PROBATION

1. PROBATION DISPOSITION

1 = counsel & close 42
2 = informal supervision (654)
3 = informal - then petition filed
4 = petition filed
5 = petition rejected - counsel & close
6 = petition rejected - informal
7 = other

B. REASON FOR REJECTION OF PETITION

1 = insufficient evidence 43
2 = victim refuses to prosecute
3 = other

C. STATUS AT INTAKE

1 = ward 44
2 = under informal supervision
3 = other non-ward
4 = parolee
5 = other

D. HIGHEST CHARGE ON PETITION

(see codes for 1G) 45 46

E. FITNESS HEARING

1 = adult court 47
2 = juvenile court
3 = other

F. FINDING

1 = admit/guilty plea 48
2 = true finding - court
3 = dismissed
4 = transferred
5 = FTA - BW
6 = Other

G. CHARGES - IF TRUE FINDING

(see codes for 1G) 49 50

H. CHARGES REDUCED

1 = yes 2 = no 51

I. DISPOSITION

(From court order) 53

1 = CYA
2 = YCC
3 = Juvenile Hall
4 = Camp
5 = Lightning Unit
6 = 24 hour school
7 = Vision Quest
8 = foster home
9 = home-ward w/ conditions
10 = home-ward w/o conditions
11 = non-ward probation
12 = no supervision w/conditions
13 = FTA-BW
14 = transfer
15 = jail
16 = prison
17 = other

J. TIME ORDERED MAXIMUM DAYS

INSTITUTION 54 55 56 57

PROBATION 58 59 60 61

K. PROBATION RECOMMENDATION

(see codes for Section 2I) 62 63

L. FORMAL REFERRAL TO AGENCY

1 = yes 2 = no 64

M. TYPE OF SERVICES - INFORMAL DISPO

1 = none (didn't appear) 65

2 = counseling

3 = alcohol program

4 = employment/training

5 = work project

6 = other

N. REASON FOR INFORMAL DISPOSITION

Good Attitude 66

Not Timely 67

Restitution Paid 68

Moving 69

Low maturity level 70

DA Discretion 71

Lack of record 72

Lack of serious charge 73

Can't locate minor 74

Counseling 75

Parent Handling 76

Other 77

I.D. NUMBER

1 2 3 4 5

O. AGE AT FIRST ARREST

6 7

P. AGE AT FIRST COURT APPEARANCE

8 9

Q. DATE OF FINAL DISPOSITION

10 11 12 13 14 15

R. PRIOR OFFENSES
TRACKING ARREST DATE _____

	TOTAL PRIORS	2 YEARS PRIOR	1 YEAR PRIOR	1 YEAR AFTER	2 YEARS AFTER
Felony Arrest Person	16	18	20	22	24
Felony Arrest Property	26	28	30	32	34
Other Felony Arrest	36	38	40	42	44
Misdemeanor Arrest	46	48	50	52	54
Felony True Finding	56	58	60	62	64
Misdemeanor True Finding	66	68	70	72	74
I.D. NUMBER	66 3	68	70	72	74
	1 2 3 4 5				

S. INSTITUTION TIME

2 YEARS PRIOR	<u>6</u>	---	---
1 YEAR PRIOR	<u>9</u>	---	---
1 YEAR AFTER	<u>12</u>	---	---
2 YEARS AFTER	<u>15</u>	---	---

T. DATE OF INSTANT OFFENSE 18 19 20 21 22 23

ARRESTS

[illegible]

TABLE 47

CARLSBAD
LAW ENFORCEMENT DISPOSITION OF ARREST CASES
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 101

	FELONY					MISDEMEANOR				
	No Priors	Prior Misdemeanor Within 2 Years	Prior Felony Within 2 Years	Prior Misdemeanor and Felony Within 2 Years	Prior Offenses Over 2 Years Before	No Priors	Prior Misdemeanor Within 2 Years	Prior Felony Within 2 Years	Prior Misdemeanor and Felony Within 2 Years	Prior Offenses Over 2 Years Before
Petition Requested	67%	100%	100%	100%	0	15%	86%	100%	100%	100%
In-House Diversion	33%	0	0	0	0	17%	14%	0	0	0
Counsel & Close	0	0	0	0	0	68%	0	0	0	0
Community Agency Referral	0	0	0	0	0	2%	0	0	0	0
Other	0	0	0	0	0	0	0	0	0	0
Total	15	4	2	7	0	59	7	1	5	1

NOTE: More than one disposition category can apply to one case.

TABLE 48

CHULA VISTA
LAW ENFORCEMENT DISPOSITION OF ARREST CASES
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 101

	FELONY					MISDEMEANOR				
	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>
Petition Requested	87%	67%	100%	100%	100%	38%	91%	83%	93%	0
In-House Diversion	13%	0	0	0	0	40%	0	0	0	0
Counsel & Close	0	0	0	0	0	11%	9%	17%	7%	0
Community Agency Referral	13%	33%	0	0	0	31%	0	0	0	0
Other	0	0	0	0	0	7%	0	0	0	0
Total	15	3	1	3	2	45	11	6	15	0

NOTE: More than one disposition category can apply to one case.

TABLE 49

CORONADO
LAW ENFORCEMENT DISPOSITION OF ARREST CASES
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 27

	FELONY					MISDEMEANOR				
	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>
Petition Requested	0	0	0	100%	0	18%	57%	100%	0	0
In-House Diversion	0	0	0	0	0	0	0	0	0	0
Counsel & Close	0	0	0	0	0	82%	43%	0	0	100%
Community Agency Referral	0	0	0	0	0	0	0	0	0	0
Other	0	0	0	0	0	0	0	0	0	0
Total	0	0	0	1	0	17	7	1	0	1

NOTE: More than one disposition category can apply to one case.

TABLE 50

EL CAJON
LAW ENFORCEMENT DISPOSITION OF ARREST CASES
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 236

	FELONY					MISDEMEANOR				
	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>
Petition Requested	100%	90%	100%	100%	100%	15%	68%	73%	100%	0
In-House Diversion	0	0	0	0	0	0	0	0	0	0
Counsel & Close	0	0	0	0	0	84%	32%	27%	0	100%
Community Agency Referral	0	10%	0	0	0	1%	0	0	0	0
Other	0	0	0	0	0	0	0	0	0	0
Total	32	10	6	10	1	106	37	11	22	1

NOTE: More than one disposition category can apply to one case.

TABLE 51

ESCONDIDO
LAW ENFORCEMENT DISPOSITION OF ARREST CASES
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 94

	FELONY					MISDEMEANOR				
	No Priors	Prior Misdemeanor Within 2 Years	Prior Felony Within 2 Years	Prior Misdemeanor and Felony Within 2 Years	Prior Offenses Over 2 Years Before	No Priors	Prior Misdemeanor Within 2 Years	Prior Felony Within 2 Years	Prior Misdemeanor and Felony Within 2 Years	Prior Offenses Over 2 Years Before
Petition Requested	100%	100%	100%	100%	100%	54%	100%	100%	100%	67%
In-House Diversion	0	0	0	0	0	2%	0	0	0	0
Counsel & Close	0	0	0	0	0	0	0	0	0	0
Community Agency Referral	0	0	0	0	0	39%	0	0	0	33%
Other	0	0	0	0	0	4%	0	0	0	0
Total	15	8	1	2	1	46	14	1	3	3

NOTE: More than one disposition category can apply to one case.

TABLE 52

LA MESA
LAW ENFORCEMENT DISPOSITION OF ARREST CASES
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 37

	FELONY					MISDEMEANOR				
	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>
Petition Requested	100%	100%	100%	0	100%	73%	75%	100%	0	0
In-House Diversion	0	0	0	0	0	0	0	0	0	0
Counsel & Close	0	0	0	0	0	18%	0	0	0	0
Community Agency Referral	0	0	0	0	0	9%	25%	0	0	0
Other	0	0	0	0	0	0	0	0	0	0
Total	12	3	3	0	1	11	4	3	0	0

NOTE: More than one disposition category can apply to one case.

TABLE 53

NATIONAL CITY
LAW ENFORCEMENT DISPOSITION OF ARREST CASES
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 113

	FELONY					MISDEMEANOR				
	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>
Petition Requested	47%	75%	100%	100%	0	17%	76%	71%	100%	0
In-House Diversion	53%	25%	0	0	100%	80%	24%	29%	0	0
Counsel & Close	0	0	0	0	0	0	0	0	0	0
Community Agency Referral	0	0	0	0	0	15%	0	0	0	0
Other	0	0	0	0	0	2%	0	0	0	0
Total	19	4	2	9	1	41	17	7	13	0

NOTE: More than one disposition category can apply to one case.

TABLE 54

OCEANSIDE
LAW ENFORCEMENT DISPOSITION OF ARREST CASES
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 45

	FELONY					MISDEMEANOR				
	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>
Petition Requested	83%	100%	100%	100%	100%	36%	57%	100%	100%	100%
In-House Diversion	17%	0	0	0	0	7%	14%	0	0	0
Counsel & Close	0	0	0	0	0	14%	0	0	0	0
Community Agency Referral	0	0	0	0	0	43%	29%	0	0	0
Other	0	0	0	0	0	0	0	0	0	0
Total	6	4	3	1	1	14	7	6	2	1

NOTE: More than one disposition category can apply to one case.

TABLE 55

SAN DIEGO
LAW ENFORCEMENT DISPOSITION OF ARREST CASES
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 827

	FELONY					MISDEMEANOR				
	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>
Petition Requested	79%	95%	95%	98%	100%	39%	95%	97%	94%	80%
In-House Diversion	18%	2%	5%	0	0	54%	3%	2%	0	12%
Counsel & Close	2%	2%	0	0	0	5%	1%	2%	4%	8%
Community Agency Referral	8%	2%	2%	0	0	18%	1%	0	0	8%
Other	1%	2%	0	2%	0	2%	1%	0	2%	0
Total	126	56	41	50	6	256	152	62	53	25

NOTE: More than one disposition category can apply to one case.

TABLE 56

SHERIFF
LAW ENFORCEMENT DISPOSITION OF ARREST CASES
JUVENILE DISPOSITION STUDY
DECEMBER 1983 - MARCH 1984
N = 174

	FELONY					MISDEMEANOR				
	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>
Petition Requested	74%	85%	100%	100%	100%	38%	100%	64%	100%	40%
In-House Diversion	26%	15%	0	0	0	42%	0	18%	0	40%
Counsel & Close	0	0	0	0	0	14%	0	18%	0	0
Community Agency Referral	7%	0	0	0	0	5%	0	0	0	20%
Other	0	0	0	0	0	1%	0	0	0	0
Total	27	13	7	5	4	76	17	11	9	5

NOTE: More than one disposition category can apply to one case.

TABLE 57
 SAN DIEGO CITY SCHOOLS
 LAW ENFORCEMENT DISPOSITION OF ARREST CASES
 JUVENILE DISPOSITION STUDY
 DECEMBER 1983 - MARCH 1984
 N = 63

	FELONY					MISDEMEANOR				
	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>	<u>No Priors</u>	<u>Prior Misdemeanor Within 2 Years</u>	<u>Prior Felony Within 2 Years</u>	<u>Prior Misdemeanor and Felony Within 2 Years</u>	<u>Prior Offenses Over 2 Years Before</u>
Petition Requested	56%	100%	100%	100%	100%	82%	100%	100%	100%	100%
In-House Diversion	19%	0	0	0	0	12%	0	0	0	0
Counsel & Close	19%	0	0	0	0	6%	0	0	0	0
Community Agency Referral	0	0	0	0	0	6%	0	0	0	0
Other	6%	0	0	0	0	0	0	0	0	0
Total	16	5	1	2	1	17	7	2	11	1

NOTE: More than one disposition category can apply to one case.

TABLE 58

PROPORTION OF FELONY AND MISEMEANOR ARRESTS
WITH PETITIONS REQUESTED, BY POLICE AGENCY
SAN DIEGO COUNTY
1982 AND 1983

	<u>1982</u>	<u>1983</u>	<u>% Difference</u>
Carlsbad	44%	29%	-15%
Chula Vista	59%	57%	-2%
Coronado	21%	58%	37%
El Cajon	22%	21%	-1%
Escondido	89%	53%	-36%
La Mesa	74%	71%	-3%
National City	44%	52%	8%
Oceanside	21%	27%	6%
San Diego	67%	48%	-19%
Sheriff	49%	41%	-8%
Other Agencies	60%	86%	26%
Total	58%	46%	-12%

Source: Bureau of Criminal Statistics

NOTE: Variations among agencies may be due to differences in procedures for processing juvenile arrests or differences in data collection procedures.

TABLE 59
AGE AT TIME OF ARREST
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Time 1</u>	<u>Time 2</u>
6 - 13	73 (18%)	88 (20%)
14 and 15	154 (37%)	146 (33%)
16 and 17	186 (45%)	202 (46%)
TOTAL	413	436

TABLE 60
SEX DISTRIBUTION
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Time 1</u>	<u>Time 2</u>
Male	336 (81%)	339 (78%)
Female	77 (19%)	97 (22%)
TOTAL	413	436

TABLE 61
ETHNIC ORIGIN - TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Time 1</u>	<u>Time 2</u>
White	239 (58%)	263 (60%)
Hispanic	101 (24%)	81 (19%)
Black	59 (14%)	76 (17%)
Other	14 (3%)	16 (4%)
TOTAL	413	436

TABLE 62

ARRESTING AGENCY - TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Time 1</u>	<u>Time 2</u>
Carlsbad	17 (4%)	18 (4%)
Chula Vista	19 (5%)	26 (6%)
Coronado	2 (1%)	3 (1%)
El Cajon	37 (9%)	41 (9%)
Escondido	29 (7%)	23 (5%)
La Mesa	4 (1%)	8 (2%)
National City	30 (7%)	30 (7%)
Oceanside	15 (4%)	26 (6%)
San Diego	195 (47%)	192 (44%)
Sheriff	65 (16%)	69 (16%)
TOTAL	413	436

TABLE 63

ARREST CHARGE
TIME 1 AND TIME 2
RECIDIVISM STUDY

	<u>Time 1</u>	<u>Time 2</u>
Homicide	1 (1%)	1 (1%)
Rape	1 (1%)	2 (1%)
Robbery	7 (2%)	6 (1%)
Assault	17 (4%)	9 (2%)
Burglary	59 (14%)	55 (13%)
Grand Theft	32 (8%)	25 (6%)
Auto Theft	15 (4%)	9 (2%)
Felony Drugs	5 (1%)	6 (1%)
Other Felony	15 (4%)	22 (5%)
Misdemeanor Drugs	32 (8%)	26 (6%)
Other Misdemeanor	228 (55%)	268 (62%)
TOTAL	412	429