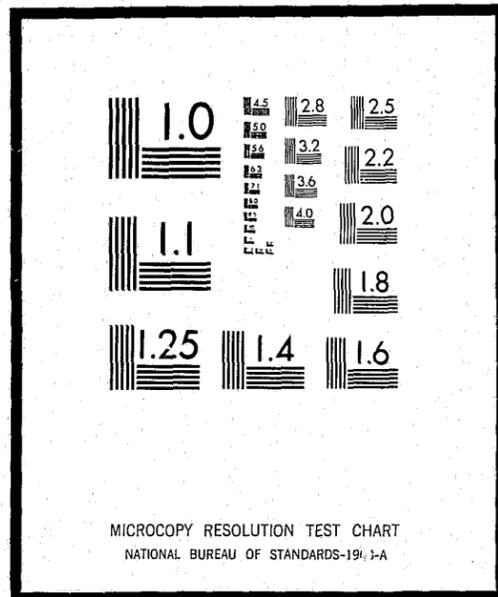


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CENTER ON ADMINISTRATION OF
CRIMINAL JUSTICE

DAVIS, CALIFORNIA 95616

0283

September 12, 1974

Office of Criminal Justice Planning
7171 Bowling Drive
Sacramento, California 95823

Dear Sir:

Enclosed is the final evaluation report on the Sacramento 601 Diversion Project.

Sincerely,

Floyd Feeney
Floyd Feeney
Executive Director

FF:lg

Enclosures

cc: Region D

15595
EVALUATION

The Sacramento County Probation Department

601 Diversion Project

Title - next page →

A Third Year Report

August 1974

The Sacramento County Probation Department

James D. Mercer, Chief Probation Officer

Center on Administration of Criminal Justice
University of California at Davis

Edward L. Barrett, Jr. - Co-Director
Lloyd Musolf - Co-Director

Preventing Delinquency Through Diversion-

The Sacramento County Probation Department

601 Diversion Project -

A Third Year Report

by

Roger Baron and Floyd Feeney

Center on Administration of Criminal Justice

University of California, Davis

This project is funded by the California Council on Criminal Justice, the County of Sacramento and the Ford Foundation. The findings and conclusions are, however, solely the responsibility of the authors.

The Sacramento County Probation Department

601 Diversion Project

A Third Year Report

This is the third major report about the results of the Sacramento County Probation Department 601 Diversion Project. This project is concerned with youths beyond the control of their parents, runaways, truants and other youths falling within Section 601 of the California Welfare and Institutions Code. This kind of case constitutes over one-third of all juvenile court cases in Sacramento County and high percentages elsewhere in California and the nation. Many judges and probation officers have long felt these to be among their toughest cases and the least appropriate for handling through the juvenile court.

The Sacramento 601 Diversion Project is an experiment designed to test whether juveniles charged with this kind of offense--the 601 or "pre-delinquent" offense--can be handled better through short term family crisis therapy at the time of referral than through the traditional procedures of the juvenile court. Its objective is to demonstrate the validity of the diversion concept of delinquency prevention by showing that:

- runaway, beyond control and other types of 601 cases can be diverted from the present system of juvenile justice and court adjudication
- detention can be avoided in most 601-type situations through counseling and alternative placements that are both temporary and voluntary
- those diverted have fewer subsequent brushes with the law and a better general adjustment to life than those not diverted

--this diversion can be accomplished within existing resources available for handling this kind of case.

The intent of the project is to keep the child out of the juvenile hall, keep the family problem out of the court and still offer counseling and help to the family.

This approach relies on the following features:

- immediate, intensive handling of cases rather than piecemeal adjudication
- avoidance of compartmentalized service by the creation of a prevention and diversion unit handling cases from beginning to end
- spending the majority of staff time in the initial stages of the case--when it is in crisis--rather than weeks or months later
- the provision of special training to probation staff involved
- the provision of on-going consultative services on a periodic basis to enable staff to continue to improve their crisis handling skills
- avoidance entirely of formal court proceedings
- avoidance of juvenile hall through counseling and the use of alternate placements that are both temporary and voluntary
- maintenance of a 24-hour, seven day-a-week telephone crisis service
- closer ties with outside referral services.

The project began handling cases on October 26, 1970. For purposes of the experiment the project handles cases on four days of the week with the regular intake unit handling the other three days as a control group. Days are rotated monthly, so that each day of the week will be included approximately the same number of times for both the project group and the control group.

On project days when a referral on a 601 matter is received--whether from the police, the schools, the parents or whatever--the project arranges a family session to discuss the problem. Every

effort is made to insure that this session is held as soon as possible and most are held within the first hour or two after referral. Through the use of family counseling techniques the project counselor seeks to develop the idea that the problem is one that should be addressed by the family as a whole. Locking up the youth as a method of solving problems is discouraged and a return home with a commitment by all to try to work through the problem is encouraged. If the underlying emotions are too strong to permit the youth's return home immediately, an attempt is made to locate an alternative place for the youth to stay temporarily. This is a voluntary procedure which requires the consent of both the parents and the youth.

Families are encouraged to return for a second discussion with the counselor and depending upon the nature of the problem for a third, fourth or fifth session. Normally, the maximum number of sessions is five. Sessions rarely last less than one hour and often go as long as two or two-and-a-half hours. First sessions take place when the problem arises. Since the project operates until 2 a.m., some begin after midnight.

All sessions after the first session are essentially voluntary, and whether the family returns is up to the family itself. In many cases counselors are in contact with the family by phone whether there is a follow-up visit or not. All members of the family are encouraged to contact the counselor in the event of a continuing problem or some new additional problem.

Results

The data available for the First and Second Year Reports indicated that 601 cases could be diverted from court using project techniques. The number of court petitions, the number of informal probations, the number of days spent in detention, and the cost of handling were all less for project than for control cases.

In the Second Year, all cases--project and control--handled during the first year of the project were followed for a period of 12 months from the date of initial handling. The rate for both groups of repeat behavior involving conflict with the law was high. Project cases, however, did noticeably better than did control cases. Thus, while at the end of the one year period 54.2 percent of the control group youths had been rebooked for either a 601 offense or for a violation of the penal code (section 602 of the California Welfare and Institutions Code) the comparable figure for the project group was 46.3 percent. Out of any 100 youths handled, 7.9 fewer will repeat under project handling than will repeat under control handling. In percentage terms this represented an improvement of over 14 percent.

If consideration is limited to felony and drug 602 cases, generally regarded as the more serious cases, the improvement is greater still. The percentage of project youths having rebookings for these offenses was 13.1 percent as compared with 22.1 percent for the controls, a difference of over 40 percent.

There are also substantially fewer project youths who are rebooked twice--24.6 percent as compared with 31.6 percent for two or more rebookings of any kind; 7.4 percent as compared with 12.2 percent for two or more 602 rebookings and 3.6 percent project versus 5.9 percent controls for two or more rebookings for felony or drug offenses.

Percent of Juveniles Rebooked Within 12 Months
(Youths Initially Referred October 26, 1970--October 25, 1971)

| | <u>Project</u> <u>(674 Youths)</u> | <u>Control</u> <u>(526 Youths)</u> | <u>Difference</u> |
|------------------------------|---------------------------------------|---------------------------------------|-------------------|
| Any Recidivism | 46.3 | 54.2 | +14.6 |
| 602 Recidivism | 22.4 | 29.8 | +24.8 |
| Serious 602 (Drug or Felony) | 13.1 | 22.1 | +40.7 |
| Double | 24.6 | 31.6 | +22.2 |
| Double 602 | 7.4 | 12.2 | +39.4 |
| Double 602 Serious | 3.6 | 5.9 | +39.0 |

The figures above reflect the differences in the number of youths rebooked for an offense within the 12-months period. Since each youth who is rebooked for a new offense may be rebooked more than one time, the previous figures do not, however, show any differences in the total number of new offenses committed. This aspect of the problem was consequently examined separately, and the results indicated below. In this table one repeat offense is counted as one and four repeat offenses by the same youth as four. In the previous table each of these two situations was counted as one.

Number of Bookings for a New Offense Within 12 Months

Per 100 Youths Initially Handled

(Youths Initially Referred October 26, 1970--October 25, 1971)

| | <u>601</u> <u>Repeat Bookings</u> <u>(per 100</u> <u>Youths Handled)</u> | <u>602</u> <u>Repeat Bookings</u> <u>(per 100</u> <u>Youths Handled)</u> | <u>601 or 602</u> <u>Repeat Bookings</u> <u>(per 100</u> <u>Youths Handled)</u> |
|-------------------------|---|---|--|
| Control (526 youths) | 71 | 49 | 120 |
| Project (674 youths) | 64 | 35 | 99 |

What this table shows is that for each 100 youths initially handled, the control group had 71 subsequent bookings for 601 offenses, 49 subsequent bookings for 602 offenses, and a total of 120 subsequent bookings. This compared with totals of 64, 35 and 99 for the project. These figures in effect indicate that for each 100 project youths there were 17.5 percent fewer new bookings than there were for the same number of control youths, 9.9 percent fewer 601 new bookings and 28.6 percent fewer 602 bookings.

Basically these figures indicate that the difference in recidivism indicated in the First Year Report on the basis of a seven-month follow-up are being maintained. Repeat bookings increased between the seventh and the twelfth months by about the same amount for each group. (Statistically this maintains the absolute difference but decreases the percentage difference.)

These figures suggest that most of the project impact comes early in the process. Given the project emphasis on providing immediate help to youth and families this is not too surprising, and is what could be expected. Moreover, the fact that the difference in the number of repeat bookings persists over a period as long as a year suggests strongly that the improvement involved for the youths concerned is of relatively long duration and not simply temporary.

New Results--Repeat Offenses

In order to provide additional information as to the important issue of repeat offenses, all project cases handled during the second year were followed for 12 months from the date of initial handling. Available funds did not permit a similar follow-up of control cases but the second year project follow-ups were compared with both control and project follow-ups from the first year.

This comparison indicates that the project cases handled during the second year have had fewer repeat cases than those handled in the first year. While 46.3 percent of the first year project follow-up had some kind of repeat cases during the follow-up period, only 41.8 percent of the second year cases had such a repeat case. Other recidivism indicators, including 602 repeat cases, showed similar improvement.

Percent of Juveniles Rebooked Within 12 Months

| | <u>Project-1st year 674 Youths</u> | <u>Project-2nd year 522 Youths</u> |
|------------------------------|--|--|
| Any Recidivism | 46.3 | 41.8 |
| 602 Recidivism | 22.4 | 19.5 |
| Serious 602 (Drug or Felony) | 13.1 | 13.0 |
| Double | 24.6 | 21.3 |
| Double 602 | 7.4 | 7.1 |
| Double 602 Serious | 3.6 | 3.4 |

If the figures for the second year project cases are compared with first year control cases, project results appear even more substantial than in prior year reports.

Percent of Juveniles Rebooked Within 12 Months

| | <u>Project 2nd Year (522 Youths)</u> | <u>Control 1st Year (526 Youths)</u> | <u>Difference</u> |
|------------------------------|--|--|-------------------|
| Any Recidivism | 41.8 | 54.2 | +22.9 |
| 602 Recidivism | 19.5 | 29.8 | +34.6 |
| Serious 602 (Drug or Felony) | 13.0 | 22.1 | +41.2 |
| Double | 21.3 | 31.6 | +32.6 |
| Double 602 | 7.1 | 12.2 | +41.8 |
| Double 602 Serious | 3.4 | 5.9 | +42.4 |

While this is not an altogether legitimate way of measuring results, it does suggest the direction in which project results may be heading.

Results--Diversion From Court

Another important objective of the project is to test the idea that 601 cases can be diverted from the juvenile court. Data for the first 24 months of the project continue to indicate rather clearly

that this objective has been accomplished. During this period the project handled 1704 referrals to the probation department involving opportunities for diversion, but filed only 64 petitions. Court processing was consequently necessary in only 3.7 percent of these referrals handled in the control group in the first year. Because a youth may be referred to the probation department two, three or more times before a petition is filed or without a petition being filed, the number of referrals handled exceeds the number of individuals handled.

Referrals and Petitions

| | <u>Number of Referrals</u> | <u>Number of Petitions</u> | <u>Percent</u> |
|--------------------|--------------------------------|--------------------------------|----------------|
| Control (1st year) | 612 | 121 | 19.8 |
| Project (2 years) | 1704 | 64 | 3.7 |

This table is concerned with petitions filed while there is an opportunity for diversion from court rather than petitions filed as a result of the recidivism. Consequently, if a petition is filed on a youth handled by either the project or the control group and that persons subsequently returns on another 601 matter and an additional petition is filed, the additional petition is not included in these totals. Similarly, if a youth handled on a 601 matter by either the project or the control group subsequently returns for some kind of 602 behavior and a 602 petition is filed, that petition is also not included.

If these petitions were included as well as those resulting from referrals involving opportunities for diversion, project data indicate that during a 12-month follow-up period 41 percent of all control group youths and 19 percent of all project group youths ultimately

went to court. The total number of petitions filed for 526 youths handled in the control group in the first year was 401, while the total for 1196 project group youths handled in the first two years was 379.

In California a second entry point from intake into the juvenile justice system is through informal probation. Informal probation is provided for by Welfare and Institutions Code Section 654 and is a voluntary procedure entered into when the probation intake officer believes the matter can be handled without going to court but requires some probation supervision. During the first 12 months of the project a total of 117 control cases were placed under information supervision as a result of initial handling as opposed to 42 project cases in two years.

Informal Probation

| | <u>Number of Referrals</u> | <u>Informal Probations</u> | <u>Percent</u> |
|--------------------|----------------------------|----------------------------|----------------|
| Control (1st year) | 612 | 117 | 19.1 |
| Project (2 years) | 1704 | 42 | 2.5 |

Taking both petitions and informal supervision together, the number of cases going forward in the system from intake were 38.9 percent of the control cases, but only 6.2 percent of the project cases.

Petitions Filed and Informal Probation

| | <u>Number of Cases</u> | <u>Petitions and Informals</u> | <u>Percent</u> |
|--------------------|------------------------|--------------------------------|----------------|
| Control (1st year) | 612 | 238 | 38.9 |
| Project (2 years) | 1704 | 106 | 6.2 |

Results--Detention

A third major project concern is that of detention. A great deal of evidence suggests that detention is itself a harmful factor which serves on the one hand as a school for crime and on the other as an embittering factor which makes family reconciliations necessary to the resolution of 601 cases more difficult. The table below compares the extent of overnight detention in juvenile hall as a result of initial arrests.

Under California law all cases involving detention longer than 48 hours (not including weekends and other non-judicial days) must be brought before the juvenile court judge or referee for approval.

Overnight Detention in Juvenile Hall as a

Result of Initial Referral

(Youths Referred in October 25, 1970--October 25, 1971)

| | <u>Control (Percent)</u> | <u>Project (Percent)</u> |
|------------------------|--------------------------|--------------------------|
| No Overnight Detention | 44.5 | 86.1 |
| 1 Night | 20.7 | 9.9 |
| 2-4 Nights | 19.2 | 3.0 |
| 5-39 Nights | 14.4 | 0.7 |
| 40-100 Nights | 1.1 | 0.3 |
| Over 100 Nights | 0.0 | 0.0 |

These figures indicate that more than 55 percent of all control group youths spent at least one night in juvenile hall as compared with 14 percent for youths handled by the project. These initial differences in the amount of detention are also reflected in the

average number of nights each youth spent in detention. Thus, while project group youths had an average of 0.5 nights in detention as a result of initial handling, control group youths spent an average of 4.6 nights in detention.

In addition to spending more nights in detention as a result of initial referral, control group youths also spent more nights in detention over a 12-month follow-up period.

Overnight Detention in Juvenile Hall Either as a
Result of Initial Arrest
Or as a Result of Subsequent Arrest During 12-Month Follow-up
(Youths Referred in October 26, 1970--October 25, 1971)

| | <u>Control (Percent)</u> | <u>Project (Percent)</u> |
|-----------------|------------------------------|------------------------------|
| No Overnight | 30.6 | 57.7 |
| 1 Night | 14.8 | 12.9 |
| 2-4 Nights | 17.1 | 12.5 |
| 5-39 Nights | 24.5 | 10.4 |
| 40-100 Nights | 11.2 | 6.1 |
| Over 100 Nights | 1.7 | .7 |

These figures indicate that considering both initial arrest and subsequent case history more than 69 percent of the youths handled by control spent at least one night in juvenile hall as compared with 42.3 percent of the project youths. The average number of nights spent for project youths was 6.7 per case as compared with 14.5 for control youths.

These figures indicate some improvement in the number of control youths spending at least one night in Juvenile Hall (73

percent in the First Year Report as compared with 69 percent in this report) and at the same time an increase in the number of project youths spending the night (from 34.4 to 42.4 percent). The differential remains a very substantial one, however, and it seems clear that diversion handling results in a much lower amount of detention.

Workload and Diversion

From the beginning one important objective of the diversion project has been to demonstrate not only that the diversion idea was sound from a treatment point of view, but also that this kind of service was no more costly and perhaps less costly than the kind of service more regularly provided.

Figures developed in the First Year Report based on the handling for a seven months period of cases referred in February 1971 indicated that diversion-type service was considerably cheaper than regular service. Average handling time for this group of cases was 9.9 hours for project cases as compared with 17.0 hours for control cases. These figures indicated a substantial difference in average handling costs for the two kinds of cases. There were also substantial differences in the average costs for detention and placement:

| | <u>Project</u> | <u>Control</u> |
|-----------|----------------|----------------|
| Handling | \$ 79.20 | \$136.00 |
| Detention | 65.60 | 196.27 |
| Placement | <u>25.28</u> | <u>73.50</u> |
| Total | \$170.08 | \$405.27 |

Recomputation of these figures based on the larger sample of cases and the longer period of time covered by this report indicates that these cost differences continue to hold true.

Using all cases referred during the first year of the project and following these for a one-year period, the average total handling time for each of the 674 project youths was 14.2 hours. The comparable average time for the 526 control youths was 23.7 hours.

The average costs for the two groups were as follows:

| | <u>Project</u> | <u>Control</u> |
|-----------|----------------|----------------|
| Handling | \$113.60 | \$189.60 |
| Detention | 98.98 | 214.27 |
| Placement | <u>61.43</u> | <u>157.76</u> |
| Total | \$274.01 | \$561.63 |

Thus, the cost to the probation department of regular intake care for this kind of case continues to be more than twice as expensive as the cost of diversion.

A second method of evaluating the cost impact of the project used in the First Year Report was an analysis of the manpower savings engendered by the program. This analysis focuses on the direct manpower savings in case handling and does not consider other savings such as those involved in detention and placement. This method of analysis is based on comparing the manpower required to handle the diversion caseload with that required to handle cases in the normal way.

The average work required for handling cases in the first seven months as reported in the First Year Report was as follows:

Average Work Required for Handling in First Seven Months

(Based on February 1971 Referrals)

| | <u>Project</u> | <u>Control</u> |
|---|----------------|----------------|
| Average Number of Petitions Per Youth | .19 | .61 |
| Average Months of Supervision Per Youth | .55 | 2.40 |
| Average Months of Placement Supervision Per Youth | .12 | .61 |

The comparable figures for handling for one year all the cases referred during the first year are:

Average Work Required for Handling in First Year

(Based on First Year Referrals)

| | <u>Project</u> | <u>Control</u> |
|---|----------------|----------------|
| Average Number of Petitions Per Youth | .32 | .76 |
| Average Months of Supervision Per Youth | 1.06 | 3.67 |
| Average Months of Placement Supervision Per Youth | .34 | .88 |

In each category youths handled by the project continued to require less work. If both project and control figures are multiplied by the number of youths handled by the diversion unit per month, the difference will be the work displaced by diversion at points past intake. The figures for this during the first four months of the project and reported in the First Year Report were as follows:

Work Displacement

| <u>Number of Work Units Displaced</u> | <u>Number of Officers Displaced</u> |
|--|-------------------------------------|
| 31 court cases per month | 2.1 court officers |
| 139 supervision hours per month | 2.0 supervision officers |
| 37 placement supervision hours per month | 1.1 placement officers |
| 90 intake cases per month | <u>1.5 intake officers</u> |
| Total | 6.7 positions |

The comparable figures for the whole year are:

Work Displacement

| <u>Number of Work Units Displaced</u> | <u>Number of Officers Displaced</u> |
|--|-------------------------------------|
| 25 court cases per month | 1.7 court officers |
| 147 supervision hours per month | 2.1 supervision officers |
| 30 placement supervision hours per month | .9 placement officers |
| 90 intake cases per month | <u>1.5 intake officers</u> |
| Total | 6.2 positions |

Thus, while the displacement figure dropped slightly somewhat from the first report, it remained above the number of officers in the diversion unit--resulting in a net displacement of two-tenths of a position within the probation department, not including such other savings as detention, court and placement costs.

FOOTNOTES

1. The difference in recidivism between project and controls is 7.9 percent (54.2 percent less 46.3 percent). Using the control rate of recidivism as a base, the rate of improvement is 14.6 percent.

$$\frac{\text{difference between rates}}{\text{control rate of recidivism}} = \text{rate of improvement}$$

$$\frac{7.9}{54.2} = 14.6 \text{ percent}$$

Appendix

Referrals and Petitions

| | <u>Number of Referrals</u> | <u>Number of Petitions</u> | <u>Percent</u> |
|--------------------|----------------------------|----------------------------|----------------|
| Project (1st year) | 977 | 36 | 3.7 |
| Project (2nd year) | 727 | 28 | 3.9 |

Informal Probation

| | <u>Number of Referrals</u> | <u>Number of Probations</u> | <u>Percent</u> |
|--------------------|----------------------------|-----------------------------|----------------|
| Project (1st year) | 977 | 22 | 2.3 |
| Project (2nd year) | 727 | 20 | 2.8 |

Petitions Filed and Informal Probations

| | <u>Number of Cases</u> | <u>Petitions and Informals</u> | <u>Percent</u> |
|--------------------|------------------------|--------------------------------|----------------|
| Project (1st year) | 977 | 58 | 6.0 |
| Project (2nd year) | 727 | 48 | 6.7 |

November 3, 1972-October 25, 1973

Out-of-County Cases

| | <u>Cases Handled</u> | <u>Petitions Filed</u> | <u>Percent</u> |
|---------|----------------------|------------------------|----------------|
| Project | 430 | 8 | 1.9 |

Youths Going to Court Either as a Result of

Initial Arrest or of Subsequent Arrest

During Twelve-Month Follow-Up

| | <u>Number of Youths</u> | <u>Number Going to Court</u> | <u>Percent Going to Court in Twelve Months</u> |
|----------------------------|-------------------------|------------------------------|--|
| Control (1st year) | 526 | 217 | 41.3 |
| Project (1st year) | 674 | 135 | 20.2 |
| Project (2nd year) | 522 | 91 | 17.4 |
| Project (1st and 2nd year) | 1196 | 226 | 18.9 |

Petitions Filed Either as a Result of

Initial Arrest or of Subsequent Arrest

During Twelve-Month Follow-Up

| | <u>Number of Youths</u> | <u>Number of Petitions</u> | <u>Number of Petitions Per Youth</u> |
|----------------------------|-------------------------|----------------------------|--------------------------------------|
| Control (1st year) | 526 | 401 | .76 |
| Project (1st year) | 674 | 219 | .32 |
| Project (2nd year) | 522 | 160 | .31 |
| Project (1st and 2nd year) | 1196 | 379 | .32 |

Number of Bookings for a New Offense Within 12 Months

Per 100 Youths Initially Handled

| | <u>601 Repeat Bookings</u> | <u>602 Repeat Bookings</u> | <u>601 or 602 Repeat Bookings</u> |
|---|----------------------------|----------------------------|-----------------------------------|
| Control (1st year) (526 youths) | 71 | 49 | 120 |
| Project (1st year) (674 youths) | 64 | 35 | 99 |
| Project (2nd year) (522 youths) | 51 | 32 | 83 |
| Project (1st & 2nd year) (1196 youths) | 58 | 34 | 92 |

These figures in effect indicate that for each 100 project youths there were 23.3 percent fewer new bookings than there were for the same number of control youths, 18.3 percent fewer 601 new bookings and 30.6 percent fewer 602 bookings.

END

Percent of Juveniles Rebooked Within 12 Months

| | <u>Project 1st and 2nd Year-1196 youths</u> | <u>Control (1st year) 526 youths</u> | <u>Difference</u> |
|----------------------------------|---|--|-------------------|
| Any Recidivism | 44.3 | 54.2 | +18.3 |
| 602 Recidivism | 21.2 | 29.8 | +28.9 |
| Serious 602 (Drugs or Felony) | 13.0 | 22.1 | +41.2 |
| Double | 23.2 | 31.6 | +26.6 |
| Double 602 | 7.3 | 12.2 | +40.2 |
| Double 602 Serious | 3.5 | 5.9 | +40.7 |