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SANTA CLARA COUNTY PRE-DELINQUENT
DIVERSION PROJECT - FIRST YEAR.
JULY 1, 1972 - JUNE 30, 1973. PART I.
PROJECT DIRECTOR'S REPORT. PART II.
EVALUATOR'S REPORT

J. Berkowitz, et al

Santa Clara County Juvenile Probation
Department

Prepared for:

Law Enforcement Assistance Administration

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16. Abstracts The Santa Clara County Pre-Delinquent Diversion Program is an attempt to develop and coordinate community Based Alternatives to the Juvenile Justice System. The concept of diversion is implemented at the Police Level by twelve Law Enforcement Jurisdictions, each of which has shaped a distinctive approach to the problem in consonance with the nature of both their police force and community. The objectives of the program were to reduce welfare and institutions Code Section 601 referrals to the Santa Clara County Juvenile Probation Department by 66 percent during fiscal year 1972-1973, and to create expanded and improved services appropriate to the needs of those Juveniles Diverted within the twelve participating law enforcement jurisdictions. A third objective was to demonstrate, test, and evaluate the pre-delinquent diversion program model.					
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PRICES SUBJECT TO CHANGE

SANTA CLARA COUNTY
PRE-DELINQUENT DIVERSION PROJECT
JULY 1, 1972 - JUNE 30, 1973
FIRST YEAR

- PART I - PROJECT DIRECTOR'S REPORT
Ray Nielsen, Director
- PART II - EVALUATOR'S REPORT
American Justice Institute

August 1973

Richard W. Bothman
Chief Probation Officer
County of Santa Clara
Juvenile Probation Department
840 Guadalupe Parkway
San Jose, California 95110

SANTA CLARA COUNTY
PPE-DELINQUENT DIVERSION PROJECT
ANNUAL REPORT FY 1972 - 73

PART I
PROGRAM OVERVIEW

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SANTA CLARA COUNTY PRE-DELINQUENT DIVERSION PROJECT

ANNUAL REPORT FY 1972 - 73

PROGRAM OVERVIEW

I. Concept

This program is the result of an LEAA¹ grant proposal sponsored by the Santa Clara County Juvenile Probation Department with the 12 law enforcement jurisdictions of Santa Clara County including the Sheriff's Office, San Jose, Sunnyvale, Santa Clara, Mountain View, Palo Alto, Campbell, Los Gatos, Gilroy, Los Altos, Morgan Hill and Milpitas. In essence, this is a demonstration project to determine the alternatives to referring the pre-delinquent child to the juvenile justice system.

Of the 2,712 pre-delinquent cases referred to the Juvenile Probation Department during 1971, 71 percent were settled without Court action. This is not to imply that great effort was not expended. Indeed, properly closing "official" pre-delinquent cases requires considerable effort. The point made here, however, is that the Juvenile Court process was not found to be necessary in nearly three quarters of the cases referred.

It is the thesis of this project that law enforcement personnel can provide the services necessary in pre-delinquent matters before

¹Law Enforcement Assistance Administration established under Title I, Part A, of the Omnibus Crime Control and Safe Streets Act of 1968.

"official referral"² is made. This premise is based on the belief that sufficient community alternatives can be developed through coordinated efforts. Obviously, a significant percentage of pre-delinquent cases investigated by police are not officially referred, therefore, diversion is a continuing program.

Hopefully, this will put increased emphasis on family responsibility which will reduce the involvement of law enforcement in family matters of any kind. The absence of official records for what are customarily family problems is a further advantage.

Project objectives for the first year program were:

1. To reduce anticipated W & I Code 601³ referrals to the Santa Clara County Juvenile Probation Department by 66 percent during the fiscal year 1972 - 73.
2. To create within the geographic area served by each of the 12 law enforcement jurisdictions in Santa Clara County, expanded and improved services to the juveniles who, without this program, would normally be referred to the Juvenile Probation Department under Section 601 W & I Code, by:
 - A. Providing the resources to all 12 law enforcement jurisdictions in Santa Clara County which will allow these jurisdictions to

²An "official referral" applies when an officer takes a minor into temporary custody and: (a) He prepares a written notice for the minor to appear before the Probation Officer, (citation), and (b) he may take the minor without unnecessary delay before the Probation Officer, (booking).

³Definition of 601, Welfare and Institutions Code: Any person under

3 - continued

the age of 18 years who persistently or habitually refuses to obey the reasonable and proper orders or directions of his parents, guardians, custodian or school authorities, or who is beyond the control of such person, or any person who is a habitual truant from school within the meaning of any law of this State, or who from any cause is in danger of leading an idle, dissolute, lewd, or immoral life, is within the jurisdiction of the Juvenile Court which may adjudge such a person to be a Ward of the Court.

- I. Runaways
- II. Beyond Controls
 - A. Parent
 - B. School
- III. Truants
- IV. In Danger Of:
 - A. Idle and dissolute
 - 1. Vagrants
 - 2. Wandering
 - 3. No visible means of support, etc.
 - B. Lewd
 - 1. Other than P.C. Violations
 - C. Immoral
 - 1. Other than P.C. Violations

Under the W & I Code of California a "601" is essentially defined as a "pre-delinquent" child, one who has not committed a Penal Code or Ordinance violation, but whose behavior is such that he or she comes within the jurisdiction of the Juvenile Court.

In actual practice in this County as well as many others throughout the State however, this definition is more loosely applied.

In some police jurisdictions some ordinance violations such as curfew, vagrancy, some types of alcohol offenses, etc., are treated as "pre-delinquent" rather than delinquent. The decision as to whether to refer a minor for 601 or 602 in many cases is at the discretion of the referring Officer based upon his opinion of the overall situation.

An example might be the youngster who is out after curfew who could, under the W & I Code, be cited for an ordinance violation but who may be cited for Beyond Control or In Danger of, depending upon the Officer's evaluation of the situation as it appears to him.

For the purposes of this Project the W & I Code definition of a 601 will be strictly adhered to in order that there be uniformity throughout the twelve jurisdictions.

improve services to juveniles either directly or through other agencies.

- B. Creating both an incentive and increased capability in the 12 jurisdictions to reduce these referrals and provide improved services to persons formerly referred under Section 601 of the W & I Code.
3. To demonstrate, test and evaluate the pre-delinquent diversion program model; i.e., to develop and test a major diversion program model which can potentially have great impact on the juvenile and adult criminal justice systems.

Organization

The planning stages of the diversion project began in 1971 with meetings of department heads of Probation and law enforcement agencies. The general concept was agreed upon by all agencies concerned.

Operation of the project unit began in June of 1972 with the appointment of the project director, three consulting probation officers and two clerks. These personnel are housed at the Juvenile Probation Department. They provide continuous full-time services to the 12 law enforcement agencies.

A project advisory committee was formed to assist the project director. This committee consists of four representatives of local law enforcement elected at large. This committee reviews the 601 diversion plan of each law enforcement jurisdiction and any revisions, amendments or proposed budget adjustments which occur throughout the

program period with respect to these 12 plans. They make recommendations to the project director and certify that the plan provides adequate assurance that the program is being focused on the project objectives.

Each police jurisdiction has appointed diversion officers who have the responsibility of coordinating their agency's efforts toward diverting youngsters from the juvenile justice system. The diversion officers and project consultants are working together initially in the area of program development, and location of community resources. Emphasis has been placed on attempting to modify existing community resources and to enhance their flexibility in meeting the needs of police.

II. ADMINISTRATION

Staff Selection

The project advisory committee was elected by the general committee which developed the grant application. They are as follows:

Captain Jack McFadden, Los Altos Police Department
Deputy Chief Ed McKay, San Jose Police Department
Lieutenant Joe Ledesma, Santa Clara Police Department
Sergeant Hal Shurway, Morgan Hill Police Department

The advisory board and the Director of Probation Services for the Juvenile Probation Department sat as the oral board for the selection of the project director. Candidates for the position were Juvenile Probation Department supervisory staff who volunteered for the project.

Each applicant was given 30 minutes interview to determine qualifications. On April 26, 1972, Ray Nielsen was appointed as the director.

In the selection of the probation officer consultant, an announcement was made within the Juvenile Probation Department that any experienced probation officer was eligible. Each applicant was interviewed by an oral board consisting of the project advisory committee and the project director. Each candidate was given a 30 minute interview. Subsequently, on May 9, 1972, the three consultants; Paul Jordan, Ed Titus and Jerry Todd were selected.

The positions for senior typist clerk and budget account clerk were determined by the administrative services officer of the Juvenile Probation Department on the recommendation of a clerical supervisor's oral board. Mrs. Tosca Pincolini and Mrs. Mary Fidone were selected.

Staff Background

The following are resumes of the project staff with their experience and qualifications outlined.

RAY NIELSEN

Education

B.A. Public Administration

24 Units Graduate work Administration of Criminal Justice

Experience

1959 - 1964 Special Investigator, State of California

1964 - present - Juvenile Probation Department, Santa Clara County

1 year Delinquent Intake 1 year Delinquent Supervision

1 year Delinquent Investigation 6 months Court Unit

1 year Custody Investigation 1½ years Placement Unit, Supv.
6 months Special Investigation, Supv 6 months Traffic Hearing Officer

PAUL JORDAN

Education

M.A. Theology, Counseling & Guidance - Philosophy - Mathematics
Attended Gonzaga University, Spokane, Washington (1954 - 1961),
University of Santa Clara, Santa Clara, California (1964 - 1968).
Also attended Seattle University, University of San Francisco,
University of California in Berkeley and Santa Cruz and other
individual training workshops and units in specialized areas
such as Conjoint Family Therapy, Counseling, and particular
Therapeutical theories (e.g. Transactional Analysis, Brief
Therapy, Psychodrama, Sensitivity Training, Behavior Modifica-
tion, Drug Education, I-Level, Firo-B, Gestalt, Reality Therapy,
etc.).

Experience

Employed for four years in the area of teaching and school
administration; was head of the Mathematics Department at
Bellarmine High School, Tacoma, Washington and at Copper Valley
High School, Glennallen, Alaska, as dean of boys and vice-
principal. Other supervisory experience would include one year
as pastor of a 500 square mile parish which included four churches,
Probation Officer for Santa Clara Juvenile Probation Department
for almost three years, two and one half years in the Placement
Unit and the rest as project consultant in the 601 Diversion
Project. Licensed by the State of California for family, marriage
and child counseling.

ED TITUS

Education

Junior College - Oakland City College; College - San Jose State College. Currently enrolled at San Jose State University in Public Administration graduate work.

Experience

Employed one year as a night attendant at Juvenile Hall; seven months as a group counselor in Juvenile Hall; two years as senior counselor and acting supervising group counselor in Juvenile Hall; over three years as a probation officer in Santa Clara County Juvenile Probation Department. Community work at the Santa Clara Youth Village as a counselor and activities director.

Training

Received training in the following areas: Brief Therapy, T.A., Psycodrama, Firo-B, Sociodrama, I-Level, Conjoint Family Therapy, Gestalt, Sensitivity Training and Reality Therapy. January 1970 - June 1971. facilitated Communication Workshop at 300 Seventeenth Street and at Blossom Hill Elementary School with minors using T.A., Psycodrama and Sociodrama techniques.

JERRY TODD

Education

B.A. Social Science - English
30 Units Graduate work in Public Administration
Writing Masters Thesis at present time

Experience

Employed two years as recreation leader in City of San Jose;
one year as counselor in Juvenile Hall; seven years as
Probation Officer in Santa Clara County Juvenile Probation
Department;

2 years Investigation 6 months Custody Investigation
2½ years Court Unit 2 years Special Supervision

Specialized Training

60 hours Transactional Analysis, 40 hours Brief Therapy, 20 hours
Psychodrama, 20 hours I-Level, 36 hours Heimler Scale, 10 hours
Gestalt, 15 hours Firo-B, 20 hours Sensitivity Training, 10 hours
Reality Therapy, 10 hours Behavior Modification and 10 hours
Drug Education.

Financial Plan

The mechanics of the financial plan were worked out with participants
from each jurisdiction. An allocation of financial support was provided
for the program year. The purpose was to get enough money - at least a
minimum amount - to each jurisdiction to allow it to begin to impact its
own problem. The size of financial support was determined by the
percentage of referrals made by each jurisdiction during the past three
years.

Jurisdiction	Base Support
Morgan Hill	\$ 10,040
Los Altos	11,256
Gilroy	11,312

Jurisdiction	Base Support
Los Gatos	\$ 12,040
Campbell	12,112
Milpitas	13,064
Palo Alto	13,344
Mountain View	13,960
Santa Clara	14,680
Sunnyvale	16,480
Sheriff's Office	21,688
San Jose	67,760

Fiscal Operation

Considering that there are 12 subcontracts between Juvenile Probation and the law enforcement jurisdictions considerable effort was expended in fiscal accountability within the guidelines of the State Fiscal Affairs manual. Budget instructions to the police jurisdictions dated July 12, 1972 covered: personnel, accounting systems, grant project accounts, supplemental records, maintenance and retention of fiscal records, consultant services, audits, budget revisions, equipment and monthly budget reports.

Research Contract

The procedure to select a consulting firm to provide research and evaluation services for the project conforms to standard grant conditions.

1. A request for proposal was developed by the Juvenile Probation Department and reviewed by the staff of the CCCJ, Region A.

2. A list of nine consulting firms in California with competence indicated in the areas of research and evaluation was developed from a listing of consulting firms provided by staff of the Regional CCCJ office.
3. Proposals were reviewed by a screening committee composed of Ray Nielsen, project director; Jerry Todd of the project staff; Bob Ragsac of the CCCJ Regional Planning Board; Deputy Chief McKay of the San Jose Police Department and Ken Hines, administrative services Juvenile Probation Department. The vote of the committee taken on June 21, 1972 was in favor of the American Justice Institute proposal.

III. TRAINING

The 601 diversion training for participating police officers amounting to 21 hours was conducted during the months of July and August 1972. The training was presented in three sections:

Community Social Services Orientation

Representatives from various community services organizations spoke to the training class presenting the various capabilities and limitations of their organizations. The first such session included a panel of professional people from the Mental Health field. They discussed the County Mental Health Department and specifically, the Immediate Treatment Service and the children's adolescent services. Private organizations such as the Adult and Child Guidance Clinic and the Family Service Association and the Catholic Social Service explained their counseling abilities and their intake procedures.

Other organizations presented were the Department of Social Services, Job Corps, Human Resources Development, Public Health Department, Social Planning Council of Santa Clara County and the Salvation Army. Each of these organizations expressed a definite desire to coordinate with law enforcement agencies toward the further development of resources.

Family Systems Training

This consisted of two three hour sessions presented by the staff development officer of the Juvenile Probation Department and Paul Jordan of the project staff. This was a lecture situation discussing systems theory overview, family role conflicts, family communication, and functional and dysfunctional family systems.

Limited Brief Therapy

This was 12 hours of training presented by Doctor Fisch, M.D., Psychiatrist. Doctor Fisch presented techniques designed to assist the police officer in analyzing a family conflict within a limited period of time and discussed some possibilities toward family conflict resolution. He discussed stress controls and coping skills and effective communication techniques toward relieving acute family stress. The main emphasis of the presentation was to understand and use brief therapy techniques working within limited time spans.

IV. CONSULTANT REPORTS

The following are overviews of the 12 law enforcement programs submitted by the project consultants. They are not intended to be all

inclusive, but are merely statements regarding general approaches taken by each jurisdiction.

Project Area Description

In the large metropolitan area of Santa Clara County there are 11 jurisdictions with their own police department and four cities who contract their police services to the Sheriff's Department and various unincorporated areas scattered throughout the County.

These cities vary in size from the City of San Jose with a population of 495,000 to the City of Monte Sereno with a population of 3,200.

These cities are as diverse in populations and life styles as they are diverse in population size.

The North County area, which includes Palo Alto, Los Altos Hills, Los Altos and various unincorporated areas, are primarily upper middle-class areas and their police problems are similar to police problems in all residential communities throughout the State.

Just north of the City of San Jose are Santa Clara, Sunnyvale and Mountain View, whose populations are generally middle-class and, again they are essentially bedroom communities, although these cities do have a considerable amount of industry in the form of electronics firms, and large organizations such as H.A.S.A. and Lockheed. Their population is more transient than that of the rest of the County, due to the rather unstable labor characteristics of defense and research contracts.

Just South and West of the central City of San Jose are the cities of Los Gatos, Campbell, Cupertino and Monte Sereno, whose characteristics generally reflect those of the upper middle-class, however, there are areas in each of these cities whose population characteristics are those of the so-called blue collar worker. Populations in these areas tend to be somewhat more stable than those of the central peninsula area.

The extreme South County areas are quite unique in that those cities and unincorporated areas of Morgan Hill and Gilroy are essentially rural in nature and their problems are of a quite different nature than the cities and jurisdictions previously described.

In the central and northern most areas of Santa Clara County are the cities of San Jose and Milpitas, whose populations run the entire gamut of the social, economic, and ethnic spectrum.

Due to the rather large size of the County, its population of approximately 1,150,000, and the diversity present in both geographical and socio-economic positions the problems of each police jurisdiction are as diverse and as varied as are the populations of the above described cities.

In general, Santa Clara County mirrors all of the characteristics of a large metropolitan area with the concomitant growing pain characteristic of all rapidly expanding areas of this type throughout the State and the Nation.

In driving from the extreme South end of Santa Clara County through the northern most location in the County a person would pass through areas ranging from rural to metropolitan to suburban and would essentially get a picture of representative areas that could be found in almost any section of the United States.

The corollary to this drive would be the recognition that the problems experienced throughout the country are all present in the County of Santa Clara and their solutions are as difficult here as anywhere, however, there is the opportunity to draw upon quite varied areas within the County for the solution of these problems.

COUNTY POPULATION - CERTIFIED - FEBRUARY 1, 1972

San Jose	495,000
Santa Clara	92,100
Milpitas	32,300
Palo Alto	55,400
Mountain View	58,400
Los Altos	25,100
Cupertino	21,700
Los Gatos	25,100
Campbell	27,100
Gilroy	13,600
Morgan Hill	7,600
Sunnyvale	100,300
Los Altos Hills	7,000
Monte Sereno	3,200
Saratoga	29,300
Unincorporated areas	157,700
TOTAL	1,144,000

ANNUAL REPORT - 601 DIVERSION PROJECT - CAMPBELL POLICE DEPARTMENT

Development of the 601 (pre-Delinquent) Diversion Project in the Campbell Police Department consisted mainly of expanding and refining their already existent juvenile bureau. Sergeant Frank Furtaw had been the juvenile bureau officer prior to the inception of the 601 Project and extended his services to include a more intense 601 Diversion Program. Sergeant Don Dore is the backup man in the project and provides capable aid to the Diversion Program where and when it is needed. Both Sergeant Furtaw and Sergeant Dore attended the 40-hour training program provided by the Juvenile Probation Department in the beginning months of the program. Sergeant Furtaw had also attended juvenile officers training at Asilomar prior to the beginning of the program.

Since Sergeant Furtaw, as a juvenile officer, was already well known in his area, his concentration during the first quarter of the program consisted of many personal contacts with personnel in the schools and other agencies in order to inform them of the project and coordinate their efforts to meet the goals. The high level of cooperation, particularly between the school department, the Mental Health Department and the police department in the Campbell area attests to the good working relationship that exists between these major agencies. Sergeant Furtaw also undertook the task, during the first quarter, of establishing procedure to handle the 601 minor in his jurisdiction's Diversion Program and to make the entire community aware of his project.

Sergeant Furtaw states that his primary objective during the second

quarter was to improve several areas of the program, particularly the training and procedure of handling 601 type cases among the patrol division itself. He further felt that the 601 Diversion Program did give him some control over patrol procedures when handling juvenile cases, which he had not had before the program began. The patrol was informed that when handling the 601 juvenile the main objective is to keep the juvenile in the community if at all possible. They are to use the parents, school and their own police agency as their primary referral source. Sergeant Furtaw, as the juvenile diversion officer, is on 24-hour call and in that capacity, has been called about two or three times a month while off duty.

The Campbell Juvenile Bureau feels that the 601 program is a community program and that all referral sources should remain in the juvenile's community. In training sessions the patrol are urged to particularly handle the truant, the runaway, the uncontrollable and the minor shoplifter in the Diversion Program and are given guidelines on how to do so. Even though the patrol was urged to handle these types of cases, each case is also reviewed and often followed up by the juvenile diversion officer. The sixth month report from the Campbell Police Department contains a thorough description of the cooperative effort between the school department and the police department in handling the truant. The success of the program is due, in large part, to this cooperative effort and early detection program. A brief summary of the early detection system and cooperative effort is this: the patrolman is requested to be watchful for juveniles on foot or in vehicles who are out during normal school hours. The officer will radio in and have the

school check to determine if the juvenile is truant and if so, he will take the juvenile to the dean's office and deposit him. The officer will then fill out a brief F. I. card, providing the name of the juvenile, date and time observed and who he is with. He then turns the card into the 601 juvenile diversion officer who will do the normal follow-up.

Several good 602 (delinquent) arrests for burglary, narcotics, etc., have come forth from such a procedure and this side benefit appeals to the patrolman. The 601 juvenile diversion officer has also made it a policy to make daily appearances at the high school, where he often participates with the deans in interviews and admonitions to truants.

For the more habitual truant, Sergeant Furtaw has worked out an informal probation program in which the minor and his parents meet with the juvenile diversion officer and set up a definite contract and terms of the probation. This contract has proved very effective. A copy of the contract, as well as copies of letters sent out to the parents of truant children, are attached at the end of this report.

Chief Don Burr of the Campbell Police Department has been 100% behind the program since its beginning and has given much encouragement and support. At the present time, besides the services of Sergeant Furtaw and Sergeant Dore, the Chief has also assigned an intern from California State University in San Jose to the juvenile bureau. The grant funds for the 601 Diversion Project have been entirely expended on personnel services. The City of Campbell and the Campbell Police Department have picked up the remainder of the expenses.

Upon completion of one year in the 601 Diversion Program, Sergeant Furtaw finds that between the schools, the Mental Health Department and his own personal counseling, the majority of the 601 type problems can be effectively handled. As the program becomes more publicized and widespread, more parents are calling in about family problems which have been satisfactorily handled so far by a personal contact from the diversion officer or a referral to an appropriate agency.

In other words, Sergeant Furtaw is satisfied with the results of the program and with the available community resources in his area. He sees no particular need in the way of services at this time. A caseworker from the West Valley Mental Health Department runs a group for one hour every week at the Campbell Police Department for those juvenile cases in the 601 Diversion Program which the police officer feels are more chronic or who would benefit from the weekly counseling sessions. Therefore, at this time, Sergeant Furtaw foresees no particular problem areas and looks forward to the coming year with prospects of continued success.

It is noteworthy to mention that the Campbell Police Department does have one of the best percentages on the basis of high number of diversions versus a low number of bookings. A random selection and follow-up of diverted clients from the Campbell area showed a ninety percent initial contact rate between the client and the community resource agency. This is in itself a significant successful trend. A more indepth follow-up program looking toward the quality of the treatment plan will be undertaken during the second year of the project.



POLICE DEPARTMENT
CITY OF CAMPBELL



75 NORTH CENTRAL AVENUE
CAMPBELL, CALIFORNIA 95008
(408) 378-1211

Address all communications:
DONALD R. BURR
CHIEF OF POLICE

INFORMAL PROBATION

Name _____ Age _____
Address _____ Grade _____
School _____
Duration of Probation _____ To _____

The above named juvenile is being placed on probation for _____ by the Campbell Police Juvenile Division. The terms of the probation and the probation itself were agreed upon by both the juvenile and the parents.

TERMS OF PROBATION

A. Juvenile named above must:

1. Attend all classes at school. (Exception: illness verified by parent)
2. Obey all school rules and regulations.
3. Obey all requests made by the parent.
- 4.
- 5.
- 6.

It is requested that should any of the conditions of this probation be violated, that the parent contact the Campbell Police Juvenile Division.

Juvenile Officer _____

Parents _____

Juvenile _____



Campbell Union High School District

3235 UNION AVENUE, SAN JOSE, CALIFORNIA 95124 • (408) 371-0950

Trustees

V. R. Rutten, *President*
W. L. Murphy, *Clerk*
F. Bonanno
Dorothy Goble
M. Martinez

Nicholas R. Montezano
District Superintendent

(THIS LETTER IS SENT BY THE SCHOOL DISTRICT OFFICE TO THE PARENTS OF THE TRUANT AFTER IT FIRST APPEARS THAT A TRUANCY PROBLEM MAY BE DEVELOPING.)

Dear

Truancy is defined by the State School Code as "any unauthorized absence from class."

_____ has been reported

truant for classes on _____ at Campbell High School.

These truancies will have a serious effect upon his/her grades.

Continuance of this pattern could cause the student sufficient loss of credit to bring about failure in one or more classes.

- If you care to discuss the problem, I will be glad to talk with you at your convenience.

Sincerely,

Dean

Telephone: 379-4710

BLACKFORD HIGH SCHOOL - BRANHAM HIGH SCHOOL - CAMDEN HIGH SCHOOL - CAMPBELL HIGH SCHOOL
James Goble, Principal - Elna Egan, Principal - James V. Crowder, Principal - Robert A. Price, Principal
DEL MAR HIGH SCHOOL - LEIGH HIGH SCHOOL - PROSPECT HIGH SCHOOL - WESTMONT HIGH SCHOOL - WILLIAMS HIGH SCHOOL
Harris Sorensen, Principal - George Adams, Principal - Verla P. Komer, Principal - George Samacore, Principal - Stewart Frantz, Principal



Campbell Union High School District

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Trustees

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F. Bonanno
Dorothy Goble
M. Martinez

Nicholas R. Montesano
District Superintendent

(THIS LETTER FROM THE SCHOOL DISTRICT OFFICE FOLLOWS THE FIRST LETTER TO THE PARENTS IF THE TRUANCY PERSISTS AND IS THE LAST STEP BEFORE REFERRING THE TRUANCY MATTER TO THE POLICE DIVERSION OFFICER.)

Dear

Truancy is defined by the State School Code as "any unauthorized absence from class."

_____ has been reported
truant for classes on _____ at Campbell
High School.

These truanies will have a serious effect upon his/her grades.
Continuance of this pattern could result in the student being referred to the local juvenile authorities.

If you care to discuss the problem, I will be glad to talk with you at your convenience.

Sincerely,

Dean

Telephone: 379-4710

ANNUAL REPORT - 601 DIVERSION PROJECT - GILROY POLICE DEPARTMENT

Chief Jim Laizure of the Gilroy Police Department began the 601 (pre-delinquent) Diversion Program by assigning Officer Ken Maxwell and Officer Gil Horta as diversion officers to expand and refine their already existing diversion program. From the far end of the County the Gilroy Police Department had already explored manyways of keeping the minors from the Juvenile Justice System due to the time consuming transportation to Juvenile Hall and central County facilities. The assigned officers explored means of developing or coordinating community services to aid them in the implementation of a cooperative diversionary and treatment effort.

During the first months of the program Officer Ken Maxwell was promoted to Sergeant and placed in charge of a patrol unit. Officer Dennis Trettin succeeded Sergeant Maxwell as the diversion officer and very capably and energetically continued to develop and refine the diversion program, besides personally contacting various agencies and individuals who could offer services to youth in the community. Officer Trettin's personal contacts quickly laid the ground work toward a united effort in handling juvenile problems. Upon the invitation of the Gilroy School District Office, Officer Trettin attended a workshop with administration and personnel from Gilroy High School and Junior High School. Officer Trettin was also instrumental in forming an active community citizen's group, concentrating on exploring and developing community resources to provide adequate services for youth and families in the Gilroy area. Dennis was soon elected chairman of the group and during their weekly meetings they earnestly attempted to

assess the community's needs and properly plan a united direction in which to channel their energies. Specialists in appropriate professional services were invited to share their experiences and ideas and provide directed input as needed. Officer Trettin feels that the greatest success area in his 601 Diversion Program is this cooperative and united effort between himself, school personnel and the active community group. The largest problem area had been the lack of adequate counseling services and community involvement. However, the prognosis for successfully overcoming the major portion of that problem appears to be well within reach.

A crisis and family intervention program entitled "The Bridge", was begun during the latter part of the first grant year for the South County area. Although the program is just beginning, it appears to be an important and much needed resource, particularly for families and youth on welfare programs. Officer Trettin states that the Pathways South organization has also concentrated more effort in the Gilroy area toward drug and crisis counseling of youth. The fact that Officer Trettin has been sought as a consultant in all of the above-mentioned programs is in itself an example of a concerted cooperative effort with the police department.

Officer Dennis Trettin and Gil Horta attended the 40-hour training session offered by the Juvenile Probation Department at the beginning of the 601 Diversion Program and, in turn, attempted to relate the training and philosophy to their patrol divisions. Chief Laizure's encouragement and support helped build an overall positive attitude toward the program in the Gilroy Police Department. In fact, Chief

Laizure, himself, initiated an innovative and interesting project between his department and the high school. Chief Laizure gave a questionnaire to two control groups among the high school students and subsequently one group was followed up with rap sessions by the Chief himself as well as intake personnel from the Juvenile Probation Department and the diversion officer and others from the Gilroy Police Department while the other control group was allowed to continue in their usual pattern of school and home life without the extra police contact. At the end of the test period the Chief followed up with the same questionnaire in order to study the effects of the police contact on the attitudes and activities of that particular group. The overall results of the project have not yet been tabulated.

Officer Trettin states that one of his main goals during this next year is toward increased community involvement, including a public relations program to educate the overall community regarding the diversion project and a cooperative effort to seek funds to set up appropriate individual and family counseling services. Officer Trettin would like to see the 601 Diversion Project continue toward more indepth quality treatment and services. He further states that another training session for the diversion officers, similar to last year's 40-hour block would be much more valuable now, after the first year's experiences. Officer Trettin stated that he had the honor of being the first police officer from Gilroy to attend the Juvenile Officer's Training Course at Asilomar. He just recently completed the week long session.

During the first year of the program, Gilroy expended their grant funds on obtaining personnel services with a minimal amount of travel

and supply expenses. Officer Trettin's summary of the utilization of the 601 Diversion grant funds is attached to the end of this report.

601 DIVERSION

The proposal of the Gilroy Police Department for the utilization of 601 diversionary funds is as follows:

To establish a Juvenile Diversion Officer who will:

1. Review all 601 referrals and Citations and determine appropriate action with strong emphasis placed upon handling the minors and their problems in the community itself other than booking into Juvenile Hall.
2. Encourage referrals from the school in an effort to get these juveniles referred before they have established a life style. Success in the early stages of a potential 601 would further encourage the schools to refer these people to us earlier.
3. Encourage parents to contact the police department before they completely lost control of the juvenile. We would be in a better position to do this if we were able to assure them that the juvenile would be referred to "county probation" only as a last resort.
4. Be able to increase home counseling with the juvenile and the parents in an attempt to resolve the problems which are causing the 601.
5. Be able to increase the police-counselor counseling at the school level between the juvenile and the faculty members. This should prevent many of the juveniles from becoming truancy problems.
6. Attempt to develop community resources for the overnight housing of juveniles when they refuse to go home or the parents refuse to allow the juvenile to come home. This would be far preferable to booking the juvenile into a jail cell pending the counseling contact by the officer.

7. Develop community resources of professional people, such as psychologists, sociologists, and family counseling organizations. There would be on an on-call basis when the situation arose where they were needed.
8. Maintain a profile record on all juveniles when attempts are made to divert them from the criminal justice system. This would not only give us a firm basis for evaluating the program, but would also provide a ready made background for the juvenile probation department in the cases of our failure to divert the 601.

ANNUAL REPORT - 601 DIVERSION PROJECT - LOS ALTOS POLICE DEPARTMENT

In the initial steps of the project, the Los Altos Police Department selected Sergeant Ed Dunn as the diversion officer on an "as needed" basis. In October, 1972, Sergeant Ron Jones succeeded Sergeant Dunn in the project. The Diversion Unit is supervised by Captain R.G. Brannan, Detective Division Commander. Sergeant Dunn received training at the Juvenile Probation Department and received further training at Wheaton College, Wheaton, Illinois. Sergeant Jones was trained "in-house".

The administration felt that the diversion officer's role should be on an as needed basis as the department's theory has been that of diversion long before the conception of the 601 project. However, at this time, the Los Altos Police Department administrative staff is of the opinion that Ron Jones has so contributed his expertise to the department in handling 601 problems that the Chief feels that Sergeant Jones' time allotment for the program should be broadened for the fiscal year 1973 - 74 to a half-time position. Thus, a major modification change in the department's first year is that of changing the diversion officer's position to a half-time position from an "as-needed" position.

During the first year of the project, Los Altos used their funds for Sergeant Ron Jones' and Sergeant Dunn's salary.

Sergeant Jones felt that in order to develop the program in his department he would have to assess what he thought the needs of the

minors in the Los Altos community were. After assessing these needs he felt there were uses for volunteer crisis foster homes, good communication with the schools, and coordination between the law enforcement agency and community resources.

Sergeant Jones, in conjunction with Steven DeShazer, developed the first two licensed foster homes in the County relative to the 601 Diversion Project. Sergeant Jones used both homes during the month of December, 1972. Both homes were licensed by Mid-Peninsula Family Services. One home was initially found and set up by Sergeant Jones on a volunteer basis. On one occasion a beyond control girl who refused to return home was placed with parental consent in the foster home for a period of five weeks. The effort was very successful and the minor returned back home to her parents.

Sergeant Jones developed expertise in the area of family counseling as a result of his working on a team basis with clinicians from North County Mental Health and Mid-Peninsula Family Service agencies.

Sergeant Jones advises that his department has been very satisfied with the cooperation that has been received from the North County community agencies.

Sergeant Jones has employed the role call training technique as a method of keeping the patrolmen informed as to the developments in the 601 Project. The majority of Sergeant Jones' time has been in counseling. Because of the exceptional diversionary effort by the field officers, Sergeant Jones normally averages about one hour per case. 10% of the

department's 601 referrals are from the patrol and about 60% are from a combination of parents and school. Sergeant Jones advises that he is on a 24-hour-call basis and the screening process with the aforementioned diversionary foster homes is a method of controlling the type of referrals from the field officers to the volunteer homes as a precaution to not over-working the homes. According to Sergeant Jones, Chief Henshaw is satisfied as to the coordination between his department, the community resources, and the schools in a combined effort at keeping minors out of the Juvenile Justice System.

Captain Brannan and Sergeant Jones advise that future diversionary tactics will be a more concentrated effort toward the community in the form of reinforcing communication with parents and the schools.

ANNUAL REPORT - 601 DIVERSION PROJECT - LOS GATOS POLICE DEPARTMENT

Los Gatos Police Chief Harold A. Johnson established the position of juvenile officer in his department in conjunction with his "601 Pre-Delinquent Diversion Project". Officer Scott Tuttle was assigned as the first juvenile officer, in addition to his Crime Prevention Division duties. He undertook not only juvenile case work but also the development of suggested procedures for the processing of all juvenile-involved cases in the Department.

Sergeant Richard Dormois, aided by Officer Tuttle, organized meetings and established working relationships with personnel from the schools, public and private agencies, interested key people in the community and with churches and the press.

Chief Johnson had demonstrated his interest in and support of the 601 Diversion Project from the early planning stages on and assisted in the development of a well organized and well defined program.

Officer Tuttle has participated in forty hours of training provided by the County Juvenile Probation Department at the beginning of the program and later spent three days at Asilomar attending a California Youth Authority sponsored workshop in which he was invited to participate because of his demonstrated interest in working with juveniles.

Officer Tuttle continues to train and explain procedures for juvenile casework among the Operations Division personnel in an on-going, one-to-one basis. He feels that the patrol training, conducted on a personal level, accomplishes a great deal in the area of implementing departmental philosophy and policies.

As patrol officers gain confidence and experience in handling juvenile, family crisis and human emotional situations, a definite attitudinal change is noticeable on the part of the officers. Officer Tuttle feels that exposure to juvenile problems may be a sizeable step in the molding or changing of philosophical and attitudinal outlooks in police. It is also his opinion that officers may experience considerable frustration in dealing with juvenile and family problems as such situations present wide ranges of options and require more subjective value judgments due to the human factors involved. Whereas there are guidelines and regulations under which many police activities are conducted, there are few such applicable when dealing with human emotional situations.

The juvenile officer reviews all juvenile cases, coupled with emphasis on training Operations Division personnel. Toward the latter goal, Officer Tuttle, in conjunction with West Valley Mental Health personnel, has established a training program in family crisis intervention, which will be initially attended by seven Los Gatos patrol officers. This program, which will commence in the fall of the year, is scheduled for joint attendance with paraprofessional (volunteer) members of the community who will help in the program.

At the present time, Officer Tuttle is available on a 24 hour on-call basis to aid patrol officers in deciding the most appropriate dispositions of juvenile cases. He estimates that he is called approximately six times a month during evening and nighttime hours.

In the Los Gatos 601 Diversion Project, grant funds have thus far been used almost exclusively for salary subvention, with the Town, through the Police Department budget, providing necessary transportation, equipment and supplies without charge to the project funds.

As the Project becomes more widely known in the Los Gatos area, Officer Tuttle receives an increasing number of telephone calls and personal contacts directly from troubled parents and/or juveniles. The Project statistics do not reflect the majority of these contacts as records are not maintained on voluntary counseling or initial interview sessions. In fact, Officer Tuttle feels that many people would not turn to the police for assistance or advice if they thought records and files were employed.

In conjunction with the Los Gatos Project, the West Valley branch of the County Mental Health Department has established a twenty-four on-call service which permits patrol officers to transport persons to the psychiatric ward at Good Samaritan Hospital and to summon the mental health worker assigned for counseling services, no matter what the hour. The Stairways Home for Girls has also offered to take any girl on a crisis basis, assuming available space at the time. While the need for such services has not been numerically extensive, the important thing is the

modification of the system to permit such emergency counseling and placement.

Meetings - generally on an individual basis although occasionally in group settings - have been held with personnel of the Mental Health Department, high school counselors and of such private groups as Stairways Home for Girls, the Center for Human Communications, the Switchboard, Ming Quong Childrens' Shelter and various family counselors. In general, the degree of cooperation and acceptance has been high throughout the community and continues to increase as awareness of the project becomes more widespread.

In discussing considerations for the future progress of the Project or a similar program, Officer Tuttle feels that the greatest need for improvement and additional services lie in the pre-police diversion area. Many of the juvenile cases presently handled by the Department would not have to come to the attention of the police had community diversion or delinquency prevention programs been available. Society often creates delinquents and "losers" because of the lack of such counseling and positive action programs. Officer Tuttle sees a continuing police/community attitudinal change as a necessity, whereby dealing with causes rather than effects only, would have the higher priority.

ANNUAL REPORT - 601 DIVERSION PROJECT - MILPITAS POLICE DEPARTMENT

The 601 Diversion Program within the Milpitas Police Department got off to a fairly successful start due to several factors. Sergeant DiSalvo of the Milpitas Police Department was, at that time, on leave to the California Youth Authority on a consulting basis and had the overall responsibility for Santa Clara County as regards projects that the California Youth Authority had an interest in and so was deeply involved in the development of the program in its early stages. Additionally, assigned to diversion for the first several months was an experienced juvenile officer, Detective Lucy Carlton, who had extensive prior experience in handling juvenile cases within the City of Milpitas.

In addition, the Chief of Police of the City of Milpitas, Chief Murray, was actively involved in the early development of the project in that city and was instrumental in setting up policies and procedures and seeing that they were carried out throughout the entire department in regard to the handling of 601 cases.

The diversion officer in Milpitas was given complete responsibility for all 601 cases and even though the initial contact with the youngster might not have been made by the identified diversion officer, in almost all cases the diversion officer was responsible for following up cases handled by the patrol to see that the case was properly disposed of.

During the last six months of the project, the above mentioned Sergeant DiSalvo returned from leave to the California Youth Authority

and assumed the duty of diversion officer. His extensive experience with juvenile work, as well as his familiarity with programs throughout the State, due to his experiences with the Youth Authority, had a considerable impact upon the program.

The organization of the 601 Diversion Project in the City of Milpitas consists of one identified diversion officer responsible directly to the Chief of Police.

Milpitas Police Department uses almost all of their grant funds for salaries of the diversion officer.

Due to the fact that the police department had juvenile specialists already, there was little need for much reorganization of the police department's system. However, there was considerable discussion and implementation of procedures for the control of the processing of 601's for the City of Milpitas and for the collection of data pertinent to the evaluation component of the project.

The police department's extensive contacts throughout the community and its previous good relationships with schools enabled the police department to make a fairly smooth transition to diverting 601 juveniles specifically.

Additionally, during the project year the police department became interested in the possibility of working more closely with the Probation Department and other community agencies in establishing a Youth Service

Bureau in that City in order to more effectively deal with problems of delinquency prevention and diversion. It appears that at the writing of this report that there will be an operational Youth Service Bureau in the City of Milpitas in September of 1973 which will further assist in the diversion of 601 juveniles from the Juvenile Probation Department.

In addition to the development of the Youth Service Bureau in the City of Milpitas, there will be a program instituted in the second project year whereupon officers will be assigned to specific schools for the purpose of delinquency prevention and school liaison. It is anticipated that this will again augment the diversion efforts of the Milpitas Police Department and will contribute to their continuing success in the second project year.

It appears, at this time, that the Milpitas Police Department has been most successful in the area of controlling the processing of juveniles through their own department and in maintaining good contacts with established community agencies. There are several identifiable gaps in services within the City of Milpitas that may or may not be filled by the Youth Service Bureau. There seems to be a need for more effort on the part of the police department to develop resources to handle counseling and family problems within the city itself, rather than having to refer them to agencies located primarily in the City of San Jose, with its concomitant problems of travel and distance.

It is anticipated in the second year of this project Milpitas Police Department will continue to be successful in diverting juveniles

from the juvenile justice system. However, emphasis will be placed upon further identification in gaps of services within the Milpitas area and the attempted development of resources to fill those gaps.

While it is anticipated that the already good relationship with the school district will continue, as well as be enhanced by new programs being considered in the second year, there does seem to be a need for more effective programs aimed at handling the truant problem and other family problems within the City itself.

In the second year of the project there will be attempts made to identify and utilize more fully those resources, however scarce, that have to date not been developed or utilized in the first project year.

ANNUAL REPORT - 601 DIVERSION PROJECT - MORGAN HILL POLICE DEPARTMENT

Sergeant Hal Shumway of the Morgan Hill Police Department had been involved with the 601 (pre-delinquent) Diversion Project in the early development stages prior to the July 1, 1972 beginning date as a member of the Police Advisory Board. Chief John Moreno was also in strong support of the program and readily lent his influence and encouragement. Therefore, the Morgan Hill community, including its public and private agencies, were well aware of the diversion program many months prior to its inception.

The use of the grant funds has been entirely on personnel services and covered one-half of Sergeant Shumway's salary plus a small percentage for clerical help. Sergeant Shumway was already well known in his community as a Juvenile Officer and even though only half of his time was to be devoted to the 601 Diversion Project, many more hours of counseling and case work had to be added each week. The telephone calls from parents, from youth themselves, from interested people in the community alone added many hours to the scheduled school and community talks and meetings, case work and paper work. Sergeant Shumway found that there was little outside help available to him in the area particularly in the night-time hours.

Cooperation between the police and the school personnel has been excellent. Sergeant Shumway and the Welfare and Attendance Officer of the school district have outlined definite procedures toward the handling of truancy and school problems and as a result of their cooperative effort

they have very little on-going problems. Perhaps the greatest area of success in Morgan Hill's 601 Diversion Project is the handling of the school situation. Sergeant Shumway has established a student volunteer program in the Live Oak High School for the purpose of peer-counseling. Sergeant Shumway has also developed a successful program of contract probation between himself and the students in need of such control.

Sergeant Shumway feels that the greatest need at this time is in the area of professional counseling with both on-going and follow-up programs as well as recreational programs. Some help has been given in this area through the services of the "Bridge" program which has just begun for South County area in the latter part of this first grant year. The "Bridge" program offers 24-hour-a-day crisis intervention and counseling service for youth and their families in the South County area. Sergeant Shumway had been one of those instrumental in helping the "Bridge" project obtain its grant and begin its program.

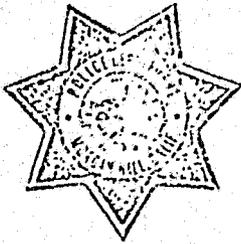
Even though the Morgan Hill Police Department had one of the best percentages, considering the number diverted to the number booked in Juvenile Hall, the total number does not reflect many of the cases handled. As mentioned previously, many parents with troubled families and many youth with problems of their own kept in contact and sought advice from Sergeant Shumway.

There were also a surprising number of students from the schools who voluntarily signed up for Sergeant Shumway's probation program because it gave them the needed "out" when pushed by peers to participate

in illegal activities. Sergeant Shumway feels that many youth cannot stand up to peer pressure unless they have a definite excuse that takes them off the hook. Stating that their probationary status would be jeopardized gives them that excuse besides the fact that it also gives them a certain status in the eyes of some of their peers.

Sergeant Shumway further feels that the majority of youth problems begin with cutting classes and truancy and hence his emphasis on the school programs will pay off in the future. Attached are three of the forms that Sergeant Shumway has used effectively during the past year.

Chief John Moreno, as well as Sergeant Shumway, has devoted much energy to establishing a solid and well defined Juvenile Bureau and program that will not only be effective at the present time, but will encourage on-going projects and expanded programs for the future.



POLICE DEPARTMENT ... CITY OF MORGAN HILL

17599 MONTEREY STREET * MORGAN HILL, CALIFORNIA 95037 * PHONE (408) 779 2101

JOHN R. MORENO
CHIEF OF POLICE

_____ :

It has been brought to my attention that _____
has been involved in activities which fall under the jurisdiction of
juvenile law. It is necessary that we take steps to prevent any further
activities of this nature. Therefore, we are requesting that you and
_____, appear at the Morgan Hill Police Department on:

Date: _____ Time: _____

It is our desire to assist you in preventing any further incidents of
this nature. If you want any further information, please call 779-2104.

Very truly yours,

Morgan Hill Police Department

School: _____ First Name _____ M.I. _____ Last Name _____
Date: _____ Birth Date: _____

MORGAN HILL POLICE DEPARTMENT
601 Diversion

This form is to be completed by _____, and
deposited at the Morgan Hill Police Department as follows: _____

Sergeant Harold Shumway, Badge #7

PERIOD	TEACHER	MON.	TUES.	WED.	THURS.	FRI.
1						
2						
3						
4						
5						
6						
7						

CITY OF MORGAN HILL

"South Santa Clara Valley"

CITY HALL

17599 SOUTH MONTEREY STREET

Phone (408) 779-3121

MORGAN HILL, CALIFORNIA 95037

Police Department

John R. Moreno
Chief of Police

Dear _____,

On _____ you were advised by _____
_____ and this department that your child's attendance
record indicates a non-compliance of the Education Code regarding
attendance. Records as of this date indicate that the situation
has not been corrected.

It is now necessary that further action be taken as explained
in our prior notification.

Enclosed is Juvenile Citation _____ issued for vio-
lation of Section 601 of the Welfare & Institution Code, Truancy.

This citation is a referral to Santa Clara County Juvenile
Probation Department which will send further instructions from
its department.

Sincerely,

John R. Moreno
Chief of Police

Copy: C.W.A. Office
School Record
Police Dept.

By: _____

ANNUAL REPORT - 601 DIVERSION PROJECT - MOUNTAIN VIEW POLICE DEPARTMENT

At the beginning of the project year the Mountain View Police Department selected Rocky Castellano as the designated diversion officer. Officer Christi Penkoff was employed as an assistant to the diversion staff under the direction of Lieutenant Galiotto to primarily work with female clients. In September, 1972, Sharon Gishi was employed on a part time basis as a clerical aide to the diversion program. Both Officers Penkoff and Castellano were involved in the training sessions held at the Juvenile Probation Department. Officer Castellano received other training by enrolling in courses at the University of California, Santa Cruz.

Since the development of the 601 Diversion Project in the Mountain View Police Department, the only personnel change has been the hiring of Officer Carolyn Ohlson, who is replacing Officer Christi Penkoff who resigned in June, 1973. Officer Ohlson was formerly a Probation Officer in Fresno, California, where she received most of her training in family conflict intervention.

To initiate the 601 Diversion Program in the Mountain View Police Department, the majority of their funds was used for salaries and a small portion was used for operating supplies for the juvenile unit.

One of the changes that the 601 Diversion Project has made in the Mountain View Police Department was to modify the department's procedures manual relative to the handling of juveniles. The juvenile bureau

concept was dropped and most juvenile matters were handled and followed up by the community relations-crime prevention unit. All officers received training in the changes relative to the 601 Welfare and Institutions violators, handled by Officer Castellano. The PAL program which is coordinated by Officer Castellano was another program modified in order to incorporate the theory of the 601 diversion concept. Consequent to the modification of the department's procedures manual relative to juvenile matters, the field patrolman diverts more 602 as well as 601 cases than in the past. Officer Castellano is of the opinion that the modification of the procedures manual actually gives the field officer more alternatives in making an effective disposition of all cases.

Officer Castellano advises that Chief Schatz has been very enthusiastic regarding the operation of the Diversion Project and the participation of his staff. It is this consultant's opinion that the entire department has been very active in the Diversion Program and members have been making every effort to make the program a success in the Mountain View community.

To operate the 601 program in the Mountain View Police Department, Officer Castellano indicates that he spends approximately 49% of his time interviewing and counseling in the office and about 50% counseling in the field and approximately 1% of his time on the phone. Officer Castellano further indicates that he likes to make personal contacts with his clients, as he feels that he gets better results in this manner. According to Officer Castellano, he spends about three hours per case. A large percentage of Officer Castellano's time was spent with patrolmen at roll call to introduce the 601 diversion concept.

Officer Penkoff stated that she originally made all initial appointments in the client's home, now she finds it is more effective to have appointments in the office. She spends approximately 70% of her time counseling, 10% on the phone, 15% on report writing, and about 5% in training and transportation.

Rocky Castellano advised that the Mountain View school officials are aware of the diversion concept and are including him in school affairs and in the decision making process, i.e., parent-teacher conferences, staff meetings, etc.

The Mountain View Police Department receives 50% of the 601 referrals from parents, 30% from schools, 10% from patrol, 5% from community agencies and 5% from minors looking for help.

According to Officer Castellano, Chief Schatz emphasized the need for case work intervention of truant cases. One method that Officer Castellano has found to be effective and appropriate in handling the minor who has become truant is seen in the following statement: If a minor is picked up for truancy and the parents cannot be reached, the minor is temporarily held at the police department until the parents are contacted. Upon the parent's arrival at the police department, a rap session is held and the minor is released to the parents whenever appropriate. Officer Castellano advises that the parents and school authorities are very pleased with this method of handling this type of problem.

According to Officer Penkoff, one of the techniques that she has used and has found to be successful working with the truant has been role playing with the minor in a school session. She has worked with counselors to re-arrange some minor's schedule to eliminate some of the reasons for truancy and to attempt to build the school schedule around the minor's needs.

Another method that the diversion officers have used in handling the truant problem is that of prevention as they have set up an arrangement with school officials to write letters to parents, advising that their child was becoming truant and will be given thirty days to make an adjustment. A copy of the letter is sent to Officer Castellano and Officer Penkoff and they immediately respond by contacting the parents in an effort to prevent the child from becoming a legal truant.

According to Officers Penkoff and Castellano, the agencies that they have found appropriate for referrals are: Catholic Social Service, Family Service, Mental Health, and school counselors. They also had the use of counseling and guidance services from a motorcycle club that was initiated by Awalt High School students, the Mountain View Police Department and the City Recreation Department.

Both officers meet monthly with Mountain View and Los Altos Union High School District Deans and representatives from the community agencies who assist the young people in that area. The purpose of the meetings is to examine the operation of each agency and how each could be utilized in meeting the needs of the youth.

The Mountain View Police Department has been very successful in their accomplishment of one of the objectives of diverting minors from the criminal justice system. For related statistics please refer to the research area of this report.

Officer Castellano advised that the administrative staff would like to see a Youth Service Bureau in the City of Mountain View as soon as possible, due to the experience gained in the first project year.

ANNUAL REPORT - 601 DIVERSION PROJECT - PALO ALTO POLICE DEPARTMENT

The Palo Alto Police Department administrators selected Officers James Decious and Lynda Pritchett as the designated diversion officers under the supervision of Captain Bullerjahn and Sergeant Gardner during the first months of the project. In August, 1972, Officer Decious was transferred to another division in the department and Officer Bill Butler was selected to assist Lynda Pritchett in the 601 Diversion Program. All three officers received training at the Juvenile Probation Department and both officers Pritchett and Butler have been attending college in the evening, taking courses relevant to technique and theory in family counseling. In June, 1973, Mrs. Catherine Talbot was employed by the department and will assist Lynda and Bill after she graduates from the Police Academy.

To implement the 601 Diversion Program in the Palo Alto Police Department most of the grant funds were used on personal salaries and some on office supplies and transportation.

Officers Pritchett and Butler concentrated most of their efforts toward developing a community resource that Lynda terms "crisis home intervention". Both officers work with Steven DeShazer of Mid-Peninsula Family Services. Steven, Bill and Lynda developed a short procedures manual of guidelines for the patrol officers and the Watch Commander's use when Officers Pritchett and Butler are off duty, and for late hours. A format for legal forms, i.e., waiver of liability and transportation, was presented to the Palo Alto City Attorney for approval. The City

Attorney approved the legal forms, however, approval was not forthcoming in the matter of transportation of minors by the police officers. The responsibility of transportation lies with the Director of Mid-Peninsula Family Services.

Both diversion officers advise that the majority of their time is spent in counseling. Officer Pritchett advises that she spends about eight hours per case on a personal basis and she uses the telephone for initial contacts for certain appointments. Even though a number of work hours are spent on each case, Officer Pritchett advises that in-house counseling is not solving problems as anticipated due to the fact that beyond control problems tend to take time and involvement. About 90% of the Palo Alto referrals were from parents, about 9% were from the schools, and 1% from minors themselves.

According to both officers, a large amount of their time in the initial stage of the project was used in role call training to educate the patrolmen to the 601 concept. According to both officers, the Chief has been very satisfied with their coordinated effort in the implementation of the 601 program in the department and in the community.

According to Officer Pritchett, one of the largest problem areas is truancy; however, because there has been good trust and a working relationship between the police department and the school Welfare and Attendance so that when a minor is finally referred to the police department he is placed into custody. Lynda and Bill feel that by the time the school Welfare and Attendance officer refers a minor, all the community resources

have been exhausted.

The Palo Alto Police Department has two diversion officers and there are three other police officers working on campuses in the Palo Alto School District, where their duties are more or less liaison between the police department and schools. It is believed that talk sessions, and socialization on campus with students, improve the police rapport with the student population.

Both officers are especially pleased with the assistance of the following community resources: Catholic Social Services, Mental Health, Palo Alto Community Drug Board, Special Problem Counselor, Phil Bliff of Cubberly High School and Wilbur Junior High School.

One area that Officer Butler would like to see expanded in the Palo Alto Police Department is the Volunteers Bureau, that is, community volunteers, young and old, working in a coordinated effort with the police department in helping to guide fellow citizens who may have family social problems.

ANNUAL REPORT - 601 DIVERSION PROJECT - SAN JOSE POLICE DEPARTMENT

During the first year of the 601 Diversion Project, in regard to San Jose Police Department, many changes have occurred in the handling of this particular type of juvenile within the police department itself.

San Jose Police Department is one of the prime organizers, planners and developers of the 601 Diversion Project and had staff involved in the development of the program in its initial stages.

Additionally, the San Jose Police Department had an operational diversion program on the first day of the project year with the assignment of two juvenile sergeants full-time to the project.

These two sergeants, along with their immediate superior, proceeded to institute those organizational changes within the police department that were necessary for the data gathering and the consistent processing of 601 juveniles through their own system.

Changes were made in policy regarding the handling of this particular category of youngster, as well as changes being made in operational and records keeping procedures.

This development and organizational change has gone on throughout the entire project year with the situation being fairly stable at the present time, due to the police department and the consultant's opinion

that the data gathering process is of such a stage of development as to be fairly efficient, if properly utilized.

One of the possible problems that has developed in instituting the 601 Project within the San Jose Police Department is in the area of data gathering.

Year end statistics, in the opinion of this consultant, do not accurately reflect the number of actual diversions handled by the San Jose Police Department.

One of the possible explanations for the rather low number of diversions recorded by project staff in regards to the San Jose Police Department could be the lack of attention to added paper work by both the patrol division and the juvenile bureau.

It has been fairly well established by this consultant that the two assigned diversion sergeants do, in most cases, adequately record and transmit the information gathered on diversions that they, themselves, personally handle.

During the next project year there will be added emphasis on gathering some of the data that was lost due to inattention to paper work in the first year.

In the initial stages of the project the overall project coordinator for the San Jose Police Department was Captain, now Deputy Chief McKay of the San Jose Police Department. Assigned to work directly in diversion

were Sergeants Bye and Sanfilippo and they have continued in this capacity to the present time. One change in the project staff has been the assignment of Lieutenant Knopf of the Juvenile Bureau as the administrator directly responsible for the Diversion Project upon the promotion of Captain McKay to Deputy Chief.

At the present time the staff of the Diversion Project, in regards to the San Jose Police Department, consists of Lieutenants Knopf and Cleary, supervising Sergeants Bye and Sanfilippo and collaterally overseeing the operation of the Juvenile Bureau staff as regards diversion cases.

The great majority of grant funds used by the San Jose Police Department is utilized in the area of personal services, i.e., salaries for the two sergeants and some clerical, as well as a certain percentage toward the time spent supervising the project by Lieutenants Cleary, and Knopf.

One additional use of grant funds which has not been utilized to this date is approximately \$13,000 set aside for training purposes.

Over the past year, the San Jose Police Department has been attempting to obtain training in crisis intervention and in casework techniques for dealing with the 601 type youngster through various private and/or public agencies.

They are presently in the final negotiations stages with a private consultant firm to train several police officers in crisis intervention

with the idea that these officers will, in turn, train the entire patrol division in these techniques.

It is this consultant's opinion that the Diversion Program has been very favorably received by the San Jose Police Department as regards the police administration. There seems to be a consistent and favorable attitude toward this type of effort throughout the police administration.

It is difficult to determine the actual attitudes of the patrol division due to its rather large size, however, there will be some attempt to determine their attitudes and cooperation during the second project year.

One conclusion that can be drawn from the police departments' performance in the program during the year is that policies and procedures approved or agreed upon by the police administration are generally quite effectively carried out by the line personnel, as evidenced by the rather low number of bookings for a city of this size.

The impact upon the community served by the San Jose Police Department seems to have been, for the most part, favorable. The Diversion Sergeants have made many contacts within the community with public agencies, schools, private resources, parents, etc. and they report that their general reception has been favorable.

There was some initial reaction from many schools that some problems

might develop in the handling of truants. Although some problems had developed, these do not seem to be nearly as major as anticipated.

After an initial period of surveying what was available in the community and some trial and error attempts at utilizing these resources, the police department now has a fairly good idea of what resources are available, which have been effective for them, and where the gaps in services are.

Some new programs have been instituted and some liaison instituted with many resources throughout the community that may, in the future, prove effective in filling some of the gaps identified.

In the opinion of this consultant, San Jose Police Department has been successful in the area of the administrative implementation of the project throughout the department and the effective control and processing of the 601 juvenile through their own system.

How effective they have been in effecting an attitude change or a real appreciation for the program throughout the line staff is uncertain at this time.

Another successful area in which the San Jose Police Department has been active is in the setting up and maintaining of liaisons and procedures with other public and private agencies. Although much needs to be still developed along these lines, the first beginnings were made in this first project year.

One of the problem areas identified by this consultant is mentioned above and this relates to the adequate gathering of data for resource purposes for the project. As indicated earlier in this report, the San Jose Police Department's diversions approximately equal their bookings. It is the opinion of this officer that there is a loss of data, perhaps through the lack of understanding by the patrolman as to the importance of gathering this type of information.

Another problem area indicated in this first project year is the difficulty of obtaining and disseminating information and training throughout a department of this size. Hopefully, some of this problem can be alleviated in the second project year if San Jose is successful in obtaining an outside consultant to assist in this type of training.

Some of the goals of the second year of the project refer to problem areas indicated above. Increased training for patrol, as well as the Juvenile Bureau, better data gathering and a more concerted attempt to determine the line officers actual attitudes toward programs of this type and increased utilization of community resources will be the primary goal of the project staff in the San Jose Police Department in the second project year.

FIELD OFFICER'S GUIDE - 601 W&I PROJECT

Problem Background

In California, as well as in other states throughout the nation, there is a need for program models which will successfully and demonstrably illustrate that it is practical and feasible to divert from the Juvenile Justice System large numbers of youngsters who are now being referred to, processed and supervised by Juvenile Probation Departments.

In California many children and youths whose behavior does not involve a criminal law violation are referred to Probation Departments under Section 601 of the Juvenile Court Law. Their behavior involves truancy, "beyond parental control", "incurability", etc., and other imprecise definitions of undesirable conduct.

It is evident that many of the delinquency problems facing our community, particularly those falling under Section 601 W&I, can and should be handled on a local level without involving the youth or the parents in the Juvenile Justice System.

There is increasing evidence that the Juvenile Justice System rather than being helpful for some children has in fact worked to their detriment. We are, in this project, trying to identify children that can be handled with greater effect through other resources. The thrust of the project is toward the child just getting into difficulty and not the one already in the Juvenile Justice System.

The 601 Diversion Project of the Juvenile Probation Department that was instituted on July 1, 1972 under a LEAA grant is an attempt to demonstrate such a program model that will meet the needs outlined above.

Compiled by:

Sgt. Roy Sanfilippo
Sgt. Bud Bye

INSERT III BEAT MAP BOOK

I. OBJECTIVES

A. The 601 Diversion Project has several objectives:

1. To improve the effectiveness of the police officer by referring juvenile cases to community agencies rather than booking into juvenile hall.
2. To reduce the anticipated W&I code of 601 referrals to the Santa Clara County Juvenile Probation Department by 66% during fiscal year 1972-73.
3. To create within the area served by the San Jose Police Department improved services to juveniles.
4. To demonstrate, test, evaluate, and measure diversion program model which can have great impact on the Juvenile Justice System.
5. The providing of immediate assistance and/or treatment for pre-delinquent youth.
6. To identify, evaluate and begin to increase utilization of community resources.
7. To increase inter-agency cooperation and achieving effective diversion from the Justice System.
8. To increase the amount of time and resources that Law enforcement can expend to reduce the referrals of pre-delinquent youth.

II. HANDLING OF JUVENILES UNDER 601 W&I PROJECT

A. Juveniles in violation of 601 W&I code that are counseled/reprimanded and released to parents (or other departments when runaway):

1. Field officer's disposition options are:
 - a. Arrange juveniles return to home, or to department handling case if another jurisdiction's runaway
 - b. Close case at own discretion exercising Sec. 626a W&I Code, Refer case to San Jose PD's social worker, or on duty Juvenile Officers
 - c. Refer to diversion officer for follow-up
 - d. Refer to community resources known to field officer
 - e. File JCR in all cases

B. Juveniles that require temporary removal from home:

1. Crisis situation where cooling-off period is required

- a. Suggest parent or guardian make temporary placement in relative's or friend's home
- b. Refer case to San Jose PD's social worker and/or on duty Juvenile Officers
- c. Attempt to defuse situation using own counseling ability
- d. File JCR in all cases

III. JUVENILES THAT DO NOT COME UNDER THE 601 W&I PROJECT

- A. Juveniles on formal probation with the Juvenile Probation Department or California Youth Authority
- B. Juveniles taken into custody under section 602 W&I Code (Criminal charges) or dependent children under 600 W&I

COMMUNITY RESOURCES

SOCIAL WORKER - ASSIGNED TO SAN JOSE POLICE DEPARTMENT
277-4000, Ext. 4781

Mr. Richard Green will handle cases relating to family crisis and child protection. His working hours are from 1500 to 2400 out of the Juvenile Unit. Days off are Saturday and Sunday.

SANTA CLARA COUNTY DEPARTMENT OF SOCIAL SERVICES
55 West Younger Avenue, San Jose 95114
299-1121

Public Assistance: Provide eligible persons and families with financial assistance, social services and certification to receive health care (through California Medical Assistance Program) and Food Stamps.

Social Services

Information and Referral Services: To assist persons in securing needed services and to provide information about social, rehabilitation, health, employment, and other services.

Vocational Services: People on aid who need help through work experience, training and job placement.

Children

Protective Services for Children: Aided and not aided responding to complaints from agencies, schools and individuals, to families with problems which may have resulted in neglect, abuse, exploitation, delinquency (substandard poor child care practices) or delinquency of children. Families are provided with guidance, and other therapeutic efforts in exercising their responsibility as parents. This service is non-punitive and carries no legal authority. Therefore, when services cannot be used or are refused, and a child's life is in immediate danger, the problem is referred to appropriate legal authorities.

The Aged

Protective Services for the Aging: Casework service to protect aging persons who are not receiving aid from exploitation or mistreatment; to prevent dissipation of their assets; and to help devise plans for self-care.

Foster Care

Supervision and Licensing: Through the authority the State Department of Social Welfare. Full-time and part-time day care and foster homes for children under 16 years of age, and residential care homes for adults aged 65 or older.

Placement Services: For children eligible for AID (AFDC) who cannot live with their own families; for adults eligible for AID payments who need care outside their own or family's home.

ADULT AND CHILD GUIDANCE CLINIC
1165 Park Avenue, San Jose 95126
292-9353
Medical Director: Lois Lowden, M.D.

SERVICES: An outpatient psychiatric clinic for diagnosis and treatment of mental and emotional disturbances. Individual and group psychotherapy, counseling and guidance, and medication supervision are available.

ELIGIBILITY: Services are available to all ages without regard to race, color, creed, or ability to pay.

CATHOLIC SOCIAL SERVICE
2175 The Alameda, San Jose 95126
243-0994
Executive Director: Helen S. Hansen, ACSW

SERVICES: Professional Counseling for individuals, families, and groups; recruits and licenses foster homes for placement of children; counsels families whose children are in placement; foster parents discuss mutual problems in a monthly group meeting; counseling unmarried parents and their families; operates McDonald Home, a group home for unmarried mothers. Provides services to the aging through counseling aged people, through Marian (Friendly) Visiting, through Senior Clubs throughout the county. Operates John XXIII Senior Center, 175 East San Fernando, San Jose 95113. Provides reaching out services to Mexican-American families.

CATHOLIC YOUTH ORGANIZATION
2175 The Alameda, San Jose 95126
244-1486
Executive Director: Larry Donatoni

SERVICES: Group work services to junior high age boys and girls in downtown San Jose area through small groups. Training and in-service consultation to teen and adult volunteers engaged in parish high school programs. Resident camp located in Occidental, Ca. Drop-in Center in East San Jose, Search program for juniors and seniors in high school.

FAMILY SERVICE ASSOCIATION
55 East Empire, San Jose 95112
295-7664

Open six days a week- week days 0900 to 2100, Saturday 0900 to 1700

SERVICES: Strengthens family life through individual, family-unit, group counseling, play therapy, crisis intervention, rap sessions, and working with any health and welfare agencies on behalf of troubled families. The service is available to everyone regardless of income, creed, race or family status who is seeking help with problems in personal, family, or social adjustments.

MENTAL HEALTH ASSOCIATION
1572 Los Padres Blvd., Santa Clara 95050
247-1770
Executive Director: Glorian N. Ross

Suicide and Crises Service
1572 Los Padres Blvd., Santa Clara 95050
Emergency 267-2424 Business Ext. 247 286-5442
Program Coordinator: Stephanie Vance

SERVICES: a 24 hour, seven day week emergency telephone answering service manned by volunteers.

REHABILITATION MENTAL HEALTH SERVICES, INC.
846 Jackson St., Santa Clara 95050
86 South 14th Street, San Jose 95112
293-6141
Director: Leonard H. Goveia

Adolescent Residential Center - Residential in-patient facilities for adolescents and young adults (16-22) who are experiencing emotional, social adjustment problems and need to be removed from stressful living situations. Individual and group therapy programs, psychiatric services, socialization and recreation programs are provided.

Mental Health Centers
Central Community Mental Health Center
645 South Bascom Ave., San Jose 95128 286-5442
In-Patient Ext. 265, 293-0252
Drugs & Alcohol Ext. 354, 286-5442
Suicide & Crisis Service 287-2424

SERVICES: a. emergency 24 hours a day; b. out-patient; c. in-patient; d. partial hospitalization; f. alcohol treatment services; g. drug abuse; h. consultation for agencies and groups; i. information and education

SOCIAL PLANNING COUNCIL
277 W. Hedding, San Jose 95110
Information & Referral 275-6740
Director: Charles Quinn

SERVICES: The Social Planning Council of Santa Clara Co. is a voluntary association of individuals, social agencies and organizations formed for the purpose of planning, developing and coordinating health and welfare services.

YOUTH SERVICE BUREAU
1668 East Santa Clara St., San Jose 95116
251-7462
Director: Frank Gomez

SERVICES: Direct counseling with children and families; intensive group work with acting out youngsters, with drug problems, or other identified needs; coordination of effort with other agencies already working in the area. We have the services of a skilled full time staff from Mental Health, Juvenile Probation, San Jose Police, and Welfare Counselors.

SANTA CLARA COUNTY DRUG ABUSE CLINIC
2320 Moorpark Ave., San Jose 95128
286-5442
Coordinator: Robert Campos

SERVICES: 1. Community oriented, walk-in, out-patient clinic which provides direct services for drug users and their families. (Individual and group therapy, counseling, work programs, detoxification) 2. Methadone maintenance program for heroin addicts. 3. Drug education and consultation in community.

SAN JOSE POLICE ATHLETIC LEAGUE
P.O. Box 270, San Jose 95103
277-4000, Ext. 4725
Athletic Coordinator: Sgt. James J. Guido

SERVICES: Provide a variety of athletic programs to our youth in fostering and encouraging the American principles of goodwill, friendship, and guiding them toward responsible and mature citizenship.

SANTA CLARA COUNTY
Conciliation Court
191 N. 1st St., San Jose 95113
299-3741, 299-3742
Supervising Marriage Counselor: Warren W. Weiss

SERVICES: Marriage counseling; diagnostic; conjoint involvement; usually limited to three sessions of up to two hours each.

THE MEXICAN-AMERICAN YOUTH PROJECT
55 East Empire, San Jose
287-7671 Hours: 0900 - 1700 Mon-Fri

SERVICES: The Chicano Youth Project is sponsored by Family Service Association of Santa Clara County, a united funded agency. It is an integral part of the regular Family Service program. The services provided by the project are many, however, counseling is the main emphasis in most cases. The street worker approach is used in many cases by the project's staff. The clientele served by the personnel of the project is mainly Chicano. About 95% to 98% of all the people served are of Spanish Surnames, the remaining percentage is composed of other races. Over 75% of the clients served are youngsters under the age of 18 years.

FISH OF SOUTH SAN JOSE
c/o St. Andrews Lutheran Church
5805 Cahalan Avenue, San Jose 95123
295-2424
24 Hour Service

SERVICES: Emergency assistance for clothing, furniture, food, transportation, baby sitting, homemaking services for the ill. Problem assistance. Read to the blind.

PLANNED PARENTHOOD ASSOCIATION
28 No. 16th St., San Jose 95112
294-3032
Executive Director: Pat Miller

SERVICES: Education on birth control; pelvic examinations and prescription; pregnancy confirmation; counseling for unplanned pregnancy - including counseling for abortion; referrals for vasectomies and for infertility problems.

CHILDREN'S HOME SOCIETY OF CALIFORNIA
1010 Ruff Drive, San Jose 95110
293-8940
District Director: Ruth W. Canada

SERVICES: Counseling in regard to unplanned pregnancy including referral for abortion, if desired. Counseling to any parent with continuing service available regardless of parent's decision to keep the child or plan adoption. Service to couples wishing to adopt a child.

BUDDY PROJECT
VOLUNTEER BUREAU OF SANTA CLARA COUNTY
244-5252
Program Coordinator: Joyce Sasse

SERVICES: The purpose of the Buddy Program is to provide Buddies, mature men, to boys in the area who at present do not have satisfactory male influence in their homes. Interviewing and placement is being done by professionally trained social workers. They are looking for men who will provide the type of warmth, stability, patience and dependability a boy can look up to as a real "Buddy."

VOLUNTEERS OF AMERICA
Brandon House
1716 E. San Antonio, San Jose 95116
258-6146
Executive Director: Lt. Maj. Swiger

SERVICES: An emergency shelter for women and children in stress situations; referrals, limited food baskets, layettes, clothing, limited transportation for clients, spiritual counseling if requested, social excursions, professional casework, 24 hour service.

ALUM ROCK COUNSELLING CENTER -(EAST SAN JOSE AREA)
c/o St. Phillip's Church
5038 Hyland, San Jose

SERVICES: Effective December 1, 1972 at 0800, "on-call" counselling service will be offered to families residing east of Highway 101 with 601 W.I.C. problems who are referred by police officers or sheriff's deputies. The service will be available Monday through Saturday from 0800 - 2400. No service will be available on Sundays.

Officers handling assignments east of Highway 101 who wish to make referrals may do so by dialing 259-2020 (switchboard answering service, 2346 Alum Rock Avenue) and advising the operator that they have a 601 diversion matter and that they wish to be connected to the on-call counselor. The answering service will have a listing of the on-call counselors. Fees will be charged on a "sliding scale" comparable to those of United Fund Counselling Agencies. Appointments will be kept at St. Phillip's Church, 5038 Hyland where space has been reserved by the Center for counselling services.

ANNUAL REPORT - 601 DIVERSION PROJECT - SANTA CLARA POLICE DEPARTMENT

The Santa Clara Police Department 601 Diversion Project is an extension of the type of work done by the police department for the past nineteen years. The police juvenile bureau is staffed by five detective sergeants and one policeman. It is under the supervision of Lieutenant Joseph Ledesma. Lieutenant Ledesma is on the Police Advisory Board of the Santa Clara County 601 Diversion Project. Sergeant Don Grimes is the director of the 601 Diversion Project and is assisted by policewoman Paula Florentine and Sergeant Phil Thompson. Each member of the Juvenile Bureau is experienced in counseling and is called on to assist in the project when needed.

At the present time the staff remains the same as above. The police department used the majority of the grant funds toward the diversion officers' salaries and the remaining portion for office supplies.

One major organization change due to the implementation of the 601 Diversion Project, is the fact that patrolmen have been advised not to book 601 minors before getting clearance through the diversion officer. According to Sergeant Grimes, all the staff is totally involved in the diversion program. He advises that he receives good feedback from the administration, and members of the patrol division constantly seek advice regarding 601 referrals and awareness of community resources.

In methods of operation, Sergeant Grimes and Officer Florentine make personal contact on all 601 cases and after initial interview, it is determined if additional professional counseling is in order or if the problem has been resolved. Many cases are seen on a repeated basis and parents and juveniles are always advised to contact the police department if problems or crises arise. The average time spent on each case is approximately three hours. Approximately 85% of Sergeant Grimes' time is spent on casework. Those cases needing counseling usually are referred to Catholic Social Service. Sergeant Grimes states that approximately 80% of his cases are the direct result of patrolmen, or school officials advising the parents to make contact with him. Approximately 20% of the cases are from parents who have a problem but don't know where to look for help and end up calling the Santa Clara Police Department.

The community agencies which are utilized by Sergeant Grimes are: Mental Health, Protective Services, Adult and Child Guidance Clinic, Parents' Outside, and Catholic Social Service. The Santa Clara Police Department also has a built-in referral agency in the form of a Juvenile Advisory Council which was formed in 1954 for the purpose of diverting 601 and 602 cases, and is composed of an attorney, retired college dean of girls, Catholic Priest, Protestant Minister, marriage and family counselor, police lieutenant, and a secretary. The council predominantly handles first-time law violators, but occasionally handles 601 cases.

The Santa Clara Police Department received service from Mrs. Marilyn S. Carter, a senior Sociology student at the University of Santa Clara.

Mrs. Carter's status was that of a sociology practicum intern for the police department. One of her assigned duties was that of gathering follow-up data on the diverted cases. The question of how a family tackles a problem subsequent to diversion contact was explored by means of a questionnaire mailed to families whose children had not re-entered the system on any level. Questionnaires were sent to families where there had been contact between a police officer and the parents, where the parents were aware that a police officer had spoken to their child.

Of the 65 families surveyed, 74% completed and returned the questionnaire. Only two inquiries were returned by the Post Office, indicating that the family had moved and left no forwarding address.

According to the families surveyed, most consulted the police department on their own initiative. Most of the families responded to the diversion officer's offer of assistance and conferred with him at the Santa Clara Police Department for about forty-five minutes on the average.

The questionnaire revealed that most families did not contact an outside agency, but decided to work it out within the family. Only seven families stated that counseling was recommended, of these only two actually made contact with the agency. Most of the families would try to work family problems out on their own.

According to Sergeant Grimes, the agency has been satisfied with the services received from Mental Health, Catholic Social Service, and

the school district. Sergeant Grimes relates that he is elated to see that other community agencies realize that the police have input into their system, and that the police are concerned about minors' welfare and not just concerned about locking them up. He attributes success to the fact that community agencies, police and probation are working together. Sergeant Grimes also feels that it is difficult to motivate families to go to private counselors.

Sergeant Grimes feels that the most important person in the success of the project in the Santa Clara Police Department is the patrolman as he is the one who enters the crisis situation. Sergeant Grimes has used role call training in which he has covered the various aspects of crisis diffusion and outlining the goals of the project to the patrolmen. These concepts are also implemented on a one-to-one basis when officers are talked with during coffee-breaks and at other times. The concept of having out-of-jurisdiction runaways returned to the home agencies has been the hardest to sell. A search is underway to obtain a skilled instructor to further the ability of the patrol officers in crisis intervention.

According to Sergeant Grimes, the largest problem he has faced as a diversion officer has been that of truancy and other school related problems. To alleviate some of these problems, Sergeant Grimes advises that the Department anticipates that a Youth Service Bureau will be of great importance to the Santa Clara community as hopefully it will open new avenues to expand services to the Santa Clara community. Sergeant Grimes would like to see the 601 concept introduced into the Police Academy to encourage family intervention training.

ANNUAL REPORT - 601 DIVERSION PROJECT - SHERIFF'S DEPARTMENT

In conjunction with the 601 Diversion Project, the Sheriff's Department established a Juvenile Bureau under the capable leadership of Sergeant Paul Prickett. In previous years the majority of the 601 cases in which the Sheriff's Department had contact were either referred to the Juvenile Probation Department or booked into Juvenile Hall. Therefore, it was necessary to expend much energy and time establishing a solid, well defined 601 Diversion Program within the Sheriff's Department.

With the capable aide of Officer Dan Johnson and Maria SantaCruz, Sergeant Paul Prickett not only carefully explored services and resources throughout the community, but diligently attempted to train and accustom the patrol divisions with the availability of more proper referrals within the community and with the proper philosophical and attitudinal change necessary to deal with juvenile and family problems. The new Juvenile Bureau earnestly undertook the task of handling the majority of the 601 cases that were now being re-routed to their office for follow-up in diversion case work and planning.

The Juvenile Bureau staff attended a 40-hour special training conducted by the Juvenile Probation Department at the beginning of the 601 Diversion Project. In the Sheriff's Department the grant funds have been used exclusively to obtain personnel services and travel expenses.

Sergeant Prickett estimates that he spends approximately 60% of his

time in case work and counseling and is aided in that area by Officer Dan Johnson. A rough estimate of their remaining time is approximately 20% in administration and developing new programs and 20% in training patrol. Initially it was necessary for the Juvenile Bureau staff to spend a great portion of their time in personal contacts with agencies from practically all areas of the County. Because the Sheriff's Department services sections in nearly all areas of the County it was necessary for them to work with other police jurisdictions in establishing cooperative efforts with numerous agencies around the County. For example, the North County Mental Health unit has stated that they will charge no initial interview fee for 601 diversion families that have been referred to them by the diversion officers in their catchment areas. This will definitely aid the Sheriff's Department in referrals from the Los Altos Hills and Cupertino areas. Mid-Peninsula Family Services, which also handles the Los Altos Hills area, has indicated that they will charge no fee for the first three counseling sessions for walk-in 601 type adolescents. The West Valley Mental Health unit has also been most cooperative with the Sheriff's Department in handling youth and family problems in their catchment area.

In conjunction with the South County police jurisdictions, the Sheriff's Department encouraged and supported the newly funded crisis and family intervention program entitled "The Bridge" which now services youth and families on welfare in the South County area.

In the East side of the County, the "Alum Rock Counseling Center" was established to aid the 601 Diversion Program for the Sheriff's

Department and San Jose Police Department. This counseling service was begun under the leadership of Mr. Fred Reinheimer who organized competent and experienced counselors and social workers, who lived in the area, to be on-call to the patrol divisions after ordinary working hours when other services are closed down.

Polling the Churches in the County, Sergeant Frickett sent a questionnaire to each Priest and Minister exploring their cooperation and the services they may have to offer to the youth and their families in their own communities. The questionnaire will be attached at the end of this report. Sergeant Frickett received response from approximately 50% of the Churches, and the atmosphere of cooperation and desire to help appears to be good. Sergeant Frickett hopes to have more time available during the second year of the program to follow-up on this valuable source of youth programs and possible treatment services.

In his own department, Sergeant Frickett began training sessions with the patrol on both a group and one-to-one basis. He further established a form which would provide feedback to the patrol on each case in which they participated. This generated more personal interest and motivation for the diversion program. Other innovative forms for agency follow-up and case work will also be added at the end of this report.

It is noteworthy to mention that the Sheriff's Department, particularly through Officer Dan Johnson and Maria SantaCruz of the Juvenile Bureau, has one of the better follow-up programs to keep in contact with the troubled youth and their families in order to explore treatment plan

results or offer further suggestions and aid if needed. The Sheriff's Department's Juvenile Bureau also has an impressive data collection file system and record system on each of their cases which aides them in their follow-up program and research programs.

Because of his involvement and energy, Sergeant Paul Prickett has been recently named as President of the Santa Clara County Juvenile Officers' Association, and was also chosen by the California Youth Authority as one of forty representatives who were invited to attend a state-wide law enforcement and probation middle-management conference at Asilomar.

Sergeant Prickett stated that prior to the 601 Diversion Program the juvenile unit in the Sheriff's Department was almost strictly an investigative unit and has been expanded because of the program into a Juvenile Bureau which handles all juvenile matters and juvenile divisions. During the past year, Sergeant Prickett and his staff not only handled the added case work, but also set up definite guidelines and procedures for handling juvenile cases in their department. Sergeant Prickett feels that the patrol are becoming more conscious of the Juvenile Bureau and are not only routing all juvenile matters to the Bureau, but are also beginning to work with the Bureau on a diversion and prevention basis.

TO: SHERIFF JAMES GEARY, VIA CAPTAIN MCSUNIC
FROM: SERGEANT PAUL PRICKETT, JUVENILE UNIT
SUBJECT: RUNAWAY CAUSES AS PERCEIVED BY INVOLVED MINORS
DATE: MAY 7, 1973

The sheriff's Office Juvenile Unit, Detective Division, has, as a part of its duties under the PRE-DELINQUENT PROJECT has been spending a large amount of its time on runaway cases. In order to determine the root causes of teenage runaways, each returned runaway who was follow-up contacted by Deputy D. Johnson or myself, was asked what their reason was for their leaving home. Their view of the basic reason or problem was recorded on the Juvenile Contact Report written up after the interview.

All of the Juvenile Contract Reports from the above cases from the date July 1, 1972 through April 30, 1973 were surveyed by Sgt. Prickett. The total number of cases surveyed was 132. Also recorded in the survey was the age and sex of the involved minors. There were 105 females and 75 males. By age, the following break-down was determined:

Age	Number of Cases
8	1
9	1
10	1
11	7
12	11
13	20
14	43
15	40
16	32
17	26

Refer to attached chart for percentage analysis of age, sex, and reasons for runaways.

The basic causes and the number of cases with each cause are listed as follows:

Drug Abuse, 4 cases; minor a self-victim of the drug scene as the cause of leaving home.

Alcohol Abuse, 1 case; minor a self-victim of a drinking problem.

Emotional Disturbance, 12 cases; minor has serious psychological or psychiatric problems, or is under extreme stress.

Peer group problems or pressures, 7 cases; minor yielded to influence of friends to leave home as the in-thing to do.

Desire for Independence, 17 cases; minor has definite, strong desires to be on his/her own without parental, school, or society restraints.

School and School Systems, 34 cases; minor upset by bad grades, school discipline, etc., or "turned off" by the educational system.

Romance, 10 cases; infatuation or affair with boyfriend/girlfriend as basic cause.

Pregnancy, 1 case; girl upset over unwanted pregnancy, or to keep parents from knowing.

Home and Parents (serious problems), 51 cases; broken or dysfunctional homes, step-parent problems, alcohol or drug abuse problems in home, complete lack of discipline in the home, or excessive discipline in home, conflict and argument over family goals, mental illness in home or serious communication breakdowns in home, etc. Most of these type problems require extensive professional treatment.

Home and Parent Problems (minor, 49 cases; misunderstandings or communications breakdowns which can be easily overcome or corrected.

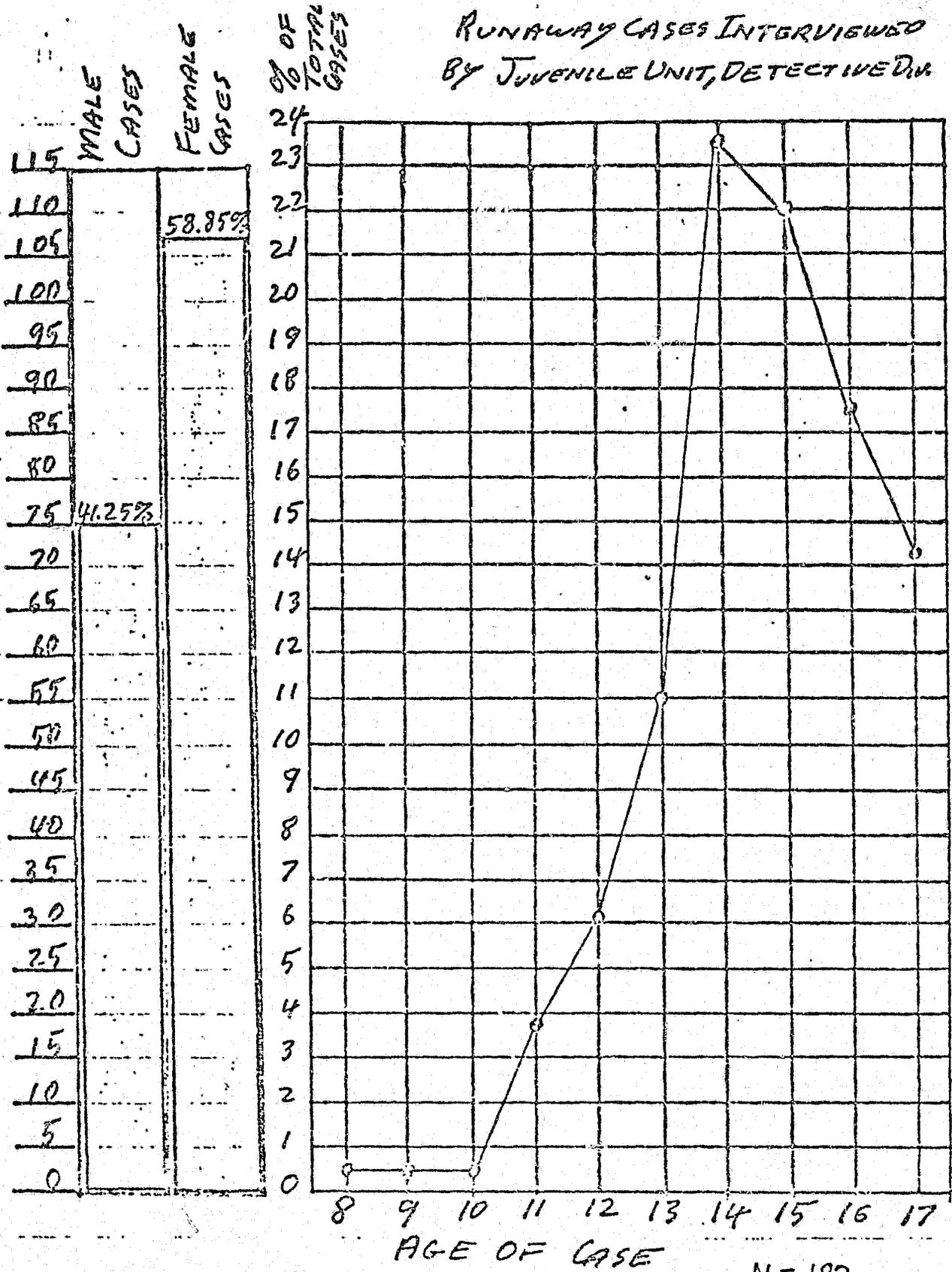
To Accompany a Friend, 6 cases; to reinforce a friend who had problems and the desire to run away, or keep a friend company on runaway.

Attached to this report are two charts which illustrate the data mentioned in this memorandum.

jef
5-7-73/2330 hrs.

Sgt. P. Prickett; #57
5-7-73/1630 hrs.

RUNAWAY CASES INTERVIEWED
BY JUVENILE UNIT, DETECTIVE DIV.



N=182

By SGT. PAUL PRICKETT, JUVENILE UNIT

-BT-

County of Santa Clara

190 West Hedding Street
San Jose, California 95110

James M. Geary, Sheriff

California

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- REASON FOR RUNAWAY, AS STATED BY MINOR.
- PROBLEMS ASSOCIATED WITH:
- DRUG ABUSE BY MINOR.
- ALCOHOL ABUSE BY MINOR.
- EMOTIONAL DISTURBANCE OF MINOR.
- PEER GROUP PRESSURE.
- DESIRE FOR INDEPENDENCE.
- SCHOOL & SCHOOL SYSTEM.
- ROMANTIC INVOLVEMENT.
- HOME & PARENTS, (SERIOUS).
- HOME & PARENTS, (MINOR COMMUNICATION BREAKDOWNS).
- PREGNANCY.
- ACCOMPANY A FRIEND.

An Equal Opportunity Employer

By Sgt. Paul Prickett, Juvenile Unit, Detective Division

SANTA CLARA COUNTY SHERIFF'S DEPARTMENT

FOLLOW-UP REFERRAL FORM

601 DIVERSION PROJECT

CR _____

DATE _____

MINOR'S NAME (Last, First, Middle) _____

RE-REFERRAL TO _____ DATE _____

NEW TYPE OF SERVICE NEEDED _____

REASON(S) FOR RE-REFERRAL _____

OFFICER _____

County of Santa Clara
California

Office of the Sheriff
180 West Hodding Street
San Jose, California 95110
James M. Geary, Sheriff

CR# _____
date _____

Dear

This letter is to advise you that your child _____
has not been attending classes at _____.

The school has made a referral to the Santa Clara County Sheriff's Office Juvenile Unit. This referral is based upon their feeling that the contacts that they have had with you and your child have not solved the problem that apparently exists.

California State Law requires that children attend school, and both the child and/or his parents are liable to court action for the child's failure to attend school.

We are requesting that you contact the school immediately and correct this situation. If the school advises us that they have not heard from you within one week, we will investigate this referral. This may result in your child being referred to the Santa Clara County Juvenile Court, and you, as parents, to the District Attorney for prosecution.

A copy of this letter has been sent to your child's school.

If you need assistance regarding your child's behavior, we will be happy to assist you in any way we can. For information or assistance, please call the Juvenile Unit, at the following phone numbers: Central County - 299-2211, North County - 967-6908, ext. 2211, South County - 683-2681, ext. 2211.

Very truly yours,

JAMES M. GEARY, SHERIFF

By *Frank J. Mosunic*

Frank J. Mosunic, Captain
Detective Division

PP:gs

180 W. Hedding Street
San Jose, California 95110

SANTA CLARA COUNTY SHERIFF'S DEPARTMENT
YOUTH REFERRAL FORM

Phone: 408-299-2211

Youth's Name _____ Date of Referral _____
Address _____ Without this program, would youth have been
referred to J.P.D.? Yes ___ No ___
City _____ Zip _____ Was Subj. formally arrested? Yes ___ No ___
P.O.P. _____ P.O.B. _____ Agency App. Date _____ Time _____
School _____ Contact Person _____
Father/Stepfather _____ Parent's Emp. _____
Mother/Stepmother _____ Father _____ Phone _____
Community Resource Agency _____ Mother _____ Phone _____
Address _____ Youth Emp.? _____ Phone _____
Incident _____

We hereby give consent for the Santa Clara County Sheriff's Department to release information, reports or records they may deem pertinent to that community resource agency in the Juvenile Diversion and Community Resource Development Program to which the above named minor may be sent. We further give consent for the resource agency or agencies to return all information deemed necessary by the Sheriff to aid in program research and evaluation.
We understand that all such information received by the above authorized recipient agencies must be kept confidential.

Minor _____ Parent _____ Referring Officer _____

RESOURCE/AGENCY DISPOSITION

TO AGENCY, Please complete form and return within 2 weeks noting:

- 1. Initial intake appointment is concluded.
- 2. Your agency cannot make contact;
- 3. Contact is made but child/parent refuses services; or,
- 4. Contact is made and another intake appointment is scheduled and kept.

NOTE: FOR QUESTIONS, PLEASE CALL YOUTH REFERRAL UNIT.

Child or parents appeared for intake: Yes ___ No ___
Was Contact made as a result of reach-out? Yes ___ No ___
If no appearance, did agency attempt to reach-out: Yes ___ No ___
Is Child/Parent now receiving services? Yes ___ No ___

Type of Service or Programs _____

COMMENTS: (Action taken by agency, initial reactions to intake, problems, etc.)

Representative

Agency

Date

340.2

MEMORANDUM

	TO DEP. _____, PATROL DIV. JUVENILE UNIT, DETECTIVE DIV.	FROM PATROL DIV. JUVENILE UNIT, DETECTIVE DIV.
	SUBJECT FINAL DISPOSITION ON YOUR JUVENILE CONTACT REPORT, IR73	DATE // // /73

SGT./DEP. _____ ASSIGNED FOLLOW-UP DETECTIVE

The Juvenile Contact Report which you wrote on _____
alleging _____, & which you disposed of in the following manner;

____ Juvenile Hall, ____ Citation, ____ Shelter, ____ Arrest & Release, ____ Other, ____ Other-

601 Diversion; was closed in the following manner:

____ 602 W&I Case reclassified to 601 W&I by Juvie Unit and Minor placed in 601 Diversion Program.

____ 601 W&I Case reclassified to 602 W&I by Juvie Unit. See "Comments" for reason.

____ Case was referred to Juvenile Probation, which took the following disposition:

____ Settled At Intake (Closed within 48 Hours)	____ Informal Supervision	____ Ward of Court Probation	____ 6 Months Probation
____ Private Institution	____ Calif. Youth Authority	____ Adult Court	____ Dependent Child
____ Juv. Rehab. Facility	____ Foster Home	____ Other _____	

P.O.: _____

____ Case was retained by the S/O Juvenile Unit and the following disposition was made:

____ Referred to community resource for appropriate treatment.

____ Informal Probation to the S/O Juvenile Unit.

____ Parental follow-up & discipline adequate, No Further Action.

____ Field Deputy's action adequate, Parents notified, No Further Action.

____ Juvenile Diverted from the Juvenile Justice System.

____ Other _____

In the future on similar cases, please contact a Juvenile Unit Officer, or issue a Citation to the S/O Juvenile Unit.

COMMENTS: _____

By _____

The Santa Clara County Sheriff's Office, along with the eleven other law enforcement agencies in Santa Clara County, have started a County wide Juvenile Diversion Program. This Diversion Program is aimed at the pre-delinquent youth with identifiable delinquent tendencies as defined in Section 601 of the Welfare and Institutions Code. These tendencies include, but are not limited to, the following problems: parental control and behavior, school control and attendance, drug use and abuse, abuse of alcohol, sexual misconduct, minor law violations, runaways, etc.

The basic goal is to divert the involved amenable youth from the formal Juvenile Justice System, i.e., Juvenile Hall, Probation, Court, etc., and have the law enforcement agency treat the youth through counselling. If the law enforcement agency is unable to properly treat the youth's problem, a referral is made to an appropriate community resource for proper treatment. The Santa Clara County Sheriff's Office Juvenile Unit would like to add your church to it's list of useable community resources.

In interviewing and counselling 42 youths during the first quarter of the Diversion Program (July - September, 1972), it was found that a majority of the interviewed youths came from dysfunctional families and were only a part of a more serious, involved family problem. Many of these problems can be treated by properly trained and interested community church personnel.

The Sheriff's Office Juvenile Unit has learned that there are personnel in the various churches in Santa Clara who are well qualified by experience, education and license to assist the Sheriff's Office and other County law enforcement agencies in follow-up counselling on some of these problem-youth cases. The advantage of using a church-type community resource is that it should be able to provide peer group encouragement long after a formal counselling program expires.

The main problem now is the developing of a list of churches which have staff willing and capable of assisting. Therefore, the Sheriff's Office Juvenile Unit is compiling a list of churches with available professional and lay assistance to handle the referral of a problem youth and his/her problem family. This list will be distributed to the Juvenile Units of all of the Santa Clara County law enforcement agencies.

This is an opportunity for your church to provide a positive, much needed service to the youth of your community, to assist in the prevention of crime by helping potential violators, and to make your community a safer place to live.

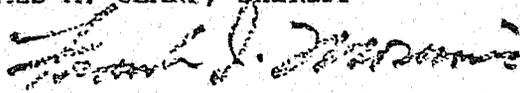
If you will fill out and return the attached questionnaire, your church will be placed in the County Church Resources Directory. You will then be contacted as the need arises in your community. If a good response is obtained from this letter, no particular church will be overloaded with referrals.

Please direct any inquiries to Sgt. Paul Prickett, Juvenile Unit, Detective Division, phone 299-2211 in the Central area; phone 967-6908, extension 2211 in the North County area, and phone 683-2681, extension 2211 in the South County area.

Thank you for your consideration and possible response.

Very truly yours,

JAMES M. GEARY, SHERIFF

BY 

Frank J. Mosunic, Captain
Detective Division

PP:gs
encl.

DETECTIVE DIVISION
JUVENILE UNIT
Church Resource Survey

CHURCH: _____

Denomination/Confrence/Faith: _____

Address: _____ Phone: _____

Area of Influence: _____
STAFF (Counseling) Education/Degrees Licenses

Pastor: _____

Assistant: _____

Assistant: _____

Assistant: _____

Lay Assistant: _____

Church has organized Youth Program: Yes ___; No ___.

Type of Youth Program: _____

Willing to Counsel Youth & Family Problems: Yes ___; No ___.

Interested In Receiving Referrals? Yes ___; No ___. Are your services limited to your members, members of your faith, or your denomination? Yes ___; No ___. Check here ___ if not interested in any participation.

Comments, Unique Programs, etc.: _____

Please fill out and return within 2 weeks. Thank you.

Phones: N. Co.--967-6908, Xt. 2211; S. Co.--683-2681, Xt. 2211;
Central County--299-2211.

Sgt. Paul Prickett
Dep. Dan Johnson

ANNUAL REPORT - 601 DIVERSION PROJECT - SUNNYVALE DEPARTMENT OF PUBLIC SAFETY

The history of the 601 Diversion Project in the City of Sunnyvale is rather unique in respect to most of the other diversion programs throughout the county. The City of Sunnyvale utilizes the public safety system of organization in that the police and fire functions are combined. Each public safety officer is trained in the techniques and procedures of each function and are utilized in each function at a fairly consistent rotating basis. This has necessitated some adjustments in project personnel as outlined below.

Initially, two staff members, Lieutenant Barba and Detective Kendrick, were assigned to the project at the outset and these two officers were involved in the training offered by the Juvenile Probation Department and outside resources during the first months of the program. These two officers were also instrumental in developing the procedural changes necessary for the operation of the program within the department.

In January of the first project year these officers were assigned to the fire protection function and Officer Enslin and Lieutenant Burrow were assigned as the identified diversion officers for Sunnyvale.

Subsequently, in response to department needs there was another change in diversion staff which occurred in approximately the last month of the project year. At this time, Lieutenant Seely has direct responsibility for the 601 Diversion Program and functions primarily as a coordinator, in

addition, four public safety officers operating out of both the patrol and special services division have responsibility for diversion contacts in their particular specialty.

These personnel changes have resulted in several different styles of handling the diversion process within the city and each has been successful in its own particular way.

In the first several months of the project more emphasis was placed upon the personal contact by the diversion officer with the 601's that were referred. Detective Kendrick and Lieutenant Barba made a considerable amount of direct contact with 601 juveniles and their emphasis was more on personal contact than upon the referral process.

Starting in January with Officer Enslin and Lieutenant Burrow, more emphasis was placed upon referring 601 juveniles to community resources. Officer Enslin expended considerable effort in contacting community resources and in maintaining liaison with the available resources in the Sunnyvale area. Considerable headway was made in establishing procedures with the local school district and other resources within the area.

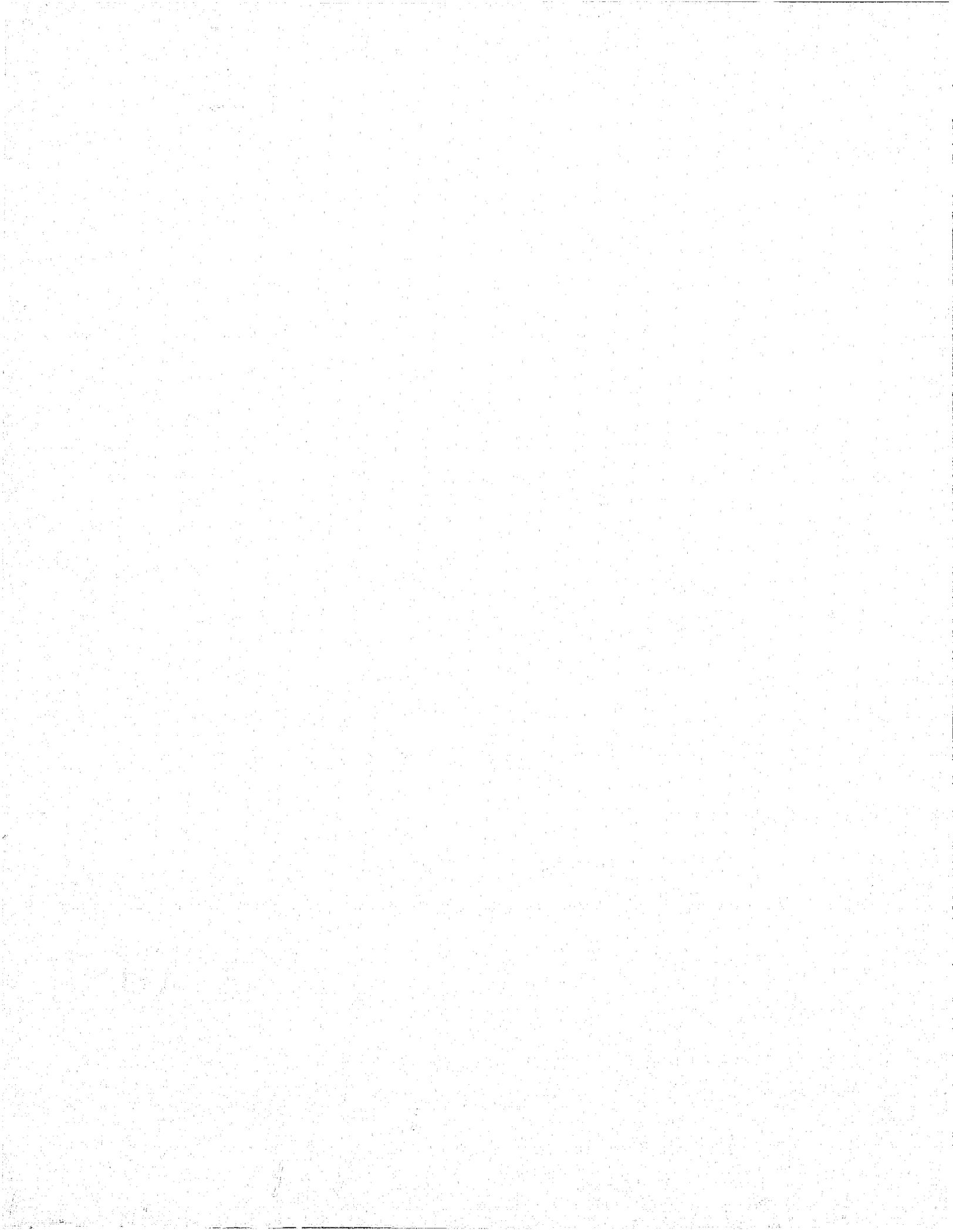
At the present time, under Lieutenant Seely, the diversion project in the City of Sunnyvale is more broadly based in that several officers are involved directly in diversion with the entire department being responsible for diversion contacts on a one-to-one basis. The coordination and liaison function is carried on by Lieutenant Seely primarily.

It is this consultant's opinion that 601 Diversion Project has had a significant impact upon the Sunnyvale Department of Public Safety over the past project year. There have been many liaisons established with community resources and some enhancement of public safety's own programs has occurred.

The department has modified its own system to the extent that it can accommodate the new procedures for handling the 601 juvenile and this modification has been effective. There has been consistent support of the diversion project throughout the year and it is anticipated that this support will continue in the future, both from the administrative levels of the Sunnyvale Department of Public Safety and the line staff.

In respect to the project's impact upon the community, the feedback over the past year has been favorable. The two resources which are primarily used by the department are Sunnyvale's own parent-youth discussion group, run jointly by the department and the Department of Public Health, utilizing public health personnel, department personnel and community volunteers. In addition, the department has utilized, to a great extent, the Community Schools Program in the Lakewood Village area.

Good communication and liaison seems to be established and continuing with the Community Schools Program which, incidently, has a diversion project of its own, and the two programs are working effectively together at this time.



CONTINUED

1 OF 3

One primary resource that was used, as mentioned above, is the parent-youth discussion group of the Sunnyvale Department of Public Safety, which handles minor 601 to 602 type problems in a rather unique, for a police department, method. The minors and their parents are referred to this discussion group by both the public safety officers and by self referral and their problems are discussed in a group setting over a six week period.

At the present time, all cases which seem to involve family problems are reviewed by Lieutenant Bryce of the department, who then attempts to enlist the minors and their parents in the attendance at the discussion group for the six week period. The groups are run by volunteers from the community, by Lieutenant Bryce and by Public Health Department personnel. The communication problems and family conflicts that are present within the family situation are discussed in the group setting and an attempt is made at resolving these problems.

Although no hard data is available at this time, the program does seem to be effective and the feedback from the parents and the minors has been favorable.

At the present time, the majority of grant funds utilized by the Sunnyvale Department of Public Safety is in the area of personal services.

Due to the rather unique organization of the Sunnyvale Department of Public Safety with its concomitant effect upon the 601 Diversion Program

over the past year, considerable emphasis will be given in the second year to the assessing of the impact of these departmental changes and reorganization upon the project, itself. To date, the transition of one phase to another has gone very smoothly and the statistics gathered by the project staff indicate that there has been a consistent level of service offered to the clients in the Sunnyvale area over the past year, regardless of the personnel that were involved in the diversion project itself.

It is anticipated that in the second year of the 601 Diversion Project in the City of Sunnyvale that more emphasis will be given to developing resources other than those that are already established and to strengthening the ties and liaison between those community agencies already being utilized.

One of the problem areas that seems to be rather universal throughout the county, is the lack of adequate community resources to handle the influx of 601 type cases during the evening hours.

PART II

RESEARCH AND EVALUATION STUDY
OF THE SANTA CLARA COUNTY
PRE-DELINQUENT DIVERSION PROGRAM

California Council on Criminal Justice
Grant No. 0998-E, Contract E-7-71

Joyce Berkowitz
Senior Research Analyst
AMERICAN JUSTICE INSTITUTE
August 1973

ACKNOWLEDGEMENTS

Too often, the parties involved in current innovations in the field of criminal justice use each other for their own purposes: organizations using researchers for system maintenance or "exterior flash", researchers using organizations as quasi-experimental data bases for the generation of theory. In contrast, the collaboration of the entire Pre-Delinquent Diversion Project staff and the American Justice Institute's Senior Research Analyst proved to be a viable and effective synthesis of the two extremes above. Thanks are extended to the Project Director, Ray Nielsen; and the three Project Consultants to the police departments, Paul Jordan, Ed Titus, and Jerry Todd for their cooperation and candidness; and to Mrs. Mary Fidone and Mrs. Tosca Pincolini for their tireless efforts typing and coding project data.

Great appreciation is extended to Dr. Kjell Nielsen for his assistance in the design and execution of complex computer programs for handling the project data, to Mr. Dale K. Sechrest for his guidance in the creating of the research design, and to Mrs. Marilyn Carter for her professional efforts in connection with two major sections of this report.

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Project Coordinator: Raymond C. Nielsen

Consultant to Police: Jerry Todd

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Consultant to Police: Ed Titus

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SUMMARY

The Santa Clara County Pre-Delinquent Diversion Program is an attempt to develop and coordinate community-based alternatives to the Juvenile Justice System. The concept of diversion is implemented at the police level by twelve law enforcement jurisdictions, each of which has shaped a distinctive approach to the problem in consonance with the nature of both their police force and community.

The objectives of the program were three-fold:

1. To reduce anticipated Welfare and Institution Code Section 601 referrals to the Santa Clara County Juvenile Probation Department by 66% during FY 1972 - 73.
2. To create expanded and improved services appropriate to the needs of those juveniles diverted within the twelve participating law enforcement jurisdictions.
3. To demonstrate, test and evaluate the pre-delinquent diversion program model.

The first objective concerning the reduction of 601 referrals was easily accomplished. Based on a prediction of 4,843 pre-delinquent referrals for FY 1972 - 73, police agency participants were required to reduce such referrals to no more than 1,647. On a county-wide basis

actual 601 referrals during the program year numbered only 1,002 or 60.8% of the number allowed. All of the participating police departments individually accomplished the goal, with their respective levels of success varying from 123% to 189%. Part of the successful accomplishment of this goal must be attributed to the nature of the statistical base of the program. Research findings pinpointed several weak aspects of the prediction process used by program developers which contributed to a rather inflated and misleading foundation against which "success" was measured. Nevertheless, results were encouraging.

Of the pre-delinquent youth referred to the Juvenile Probation Department during the project year, 55% were settled and released at intake, which compares favorably with the 68% released at intake during the previous year. This is still an indication, however, of considerable disparity between police and probation decisions regarding the appropriate treatment of 601's.

Although the majority of all reported police contacts (65.5% or 1,904 juveniles) were handled by diverting the juvenile to a resource in the community, this diversion rate appears to be only a moderate one considering the availability of juvenile justice system alternatives. The discrepancy between the successfully low booking rate based on predictions (as mentioned above) and the only moderate diversion rate may possibly be attributed to a difference in the reporting of diversion and booking data. Whereas every 601 referral to the Juvenile Probation Department was recorded and submitted for project statistics, it is likely that certain 601 incidents which were handled using diversion were not reported due to factors involving case confidentiality and/or police distaste for additional paper work.

The overall recidivism rate for the diverted pre-delinquents was 24.3%, which is significantly lower than the rate of 48.5% found for a one year cohort sample of pre-program 601's. This suggests that diversion away from the formal juvenile justice system was more effective than booking in helping pre-delinquents avoid further trouble.

A second project goal concerned the improvement and expansion of community based services for pre-delinquent youth. The achievement of this goal was viewed from four perspectives: police awareness of community resources, police knowledge about these resources, police use of community resources, and police development of such resources.

Based on the findings of an organizational study of the law enforcement agencies, police accomplished the most in the area of resource usage. Before the program began, services for pre-delinquents were infrequently sought by police, and from only approximately 15 community resources. By the twelfth program month, a total of 89 such resources had been used in treatment recommendations made by police to pre-delinquents. Although most of the 89 resources were either community agencies or independent professionals, parents (considered collectively) were used as a resource in 35.4% of the cases.

In the case of the majority of diverted juveniles, police recommended either generalized professional counseling or home-based problem resolution. Both recommendations were accompanied by various amounts of counseling by the contacting police officer. Police also advised many 601's to seek other services such as temporary alternative shelter, group encounters, recreational activity, and drug counseling. The extent to which the services recommended were actually obtained by the youth is not stated.

investigation indicated that there may be little follow through on recommended treatment programs.

There was a moderate amount of progress on the part of law enforcers in the area of resource awareness. Such progress, however, was less easily demonstrated due to the high level of initial awareness. During the first month of the program, police representatives were able to cite collectively almost 100 community resources that were available for their use at that time.

The least amount of progress was made in developing community resources and learning about the nature and capabilities of existing service agencies. Late in the program year police verbalized frustration as to which agencies could and would respond to various problems of the 601 juveniles. Some attempts to develop appropriate and responsive agencies were made by police but the attempts were few.

The third program objective concerned the testing and evaluation of the diversion program model. This project phase was accomplished through research conducted by The American Justice Institute. Evaluation efforts were directed toward a wide range of issues including the cost impact on the Juvenile Probation Department. The cost of providing probation services to the number of 601 juveniles anticipated to enter the probation system during FY 1972 - 73 had there been no Diversion Program is \$754,292.16 and approximately 23,068.46 personnel hours. The actual number of 601's referred to the Juvenile Probation Department during the fiscal year necessitated expenditures of only \$261,564.99 and 6,995.32 hours. The difference yields an initial savings of \$492,727.17 and 16,073.74 personnel hours. Some of these benefits are offset by program

costs yielding a final savings of \$289,716.94. These freed resources must be viewed however, in terms of absorption and redistribution rather than savings.

Evaluation efforts were directed toward other issues relating to the program model including the treatment needs of pre-delinquent juveniles, the general preparedness of participating police forces for diversion activities, the impact of the program on facets of the Juvenile Justice System, police-probation coordination, and the effectiveness of diversion mechanisms in terms of the recidivism of "treated" youth. Evaluation results are reported in more detail in later sections of this report.

The general conclusion reached is that this and similar diversion programs should be continued and expanded.

RECOMMENDATIONS

In light of research findings, the following recommendations are made:

1. Re-structure the statistical base of the program for purposes of increasing the validity of the measurement of police success.
2. Define explicitly the role that the police officer will take in the diversion process; i.e., case worker, referring agent, etc. There may be inter-departmental differences in the role assumed by the police officer. Variance between an officer's action and his training emphasis, and variance between an officer and his superiors in role perception is counter-productive if not conflict producing.
3. Channel energies and funds toward training the police force for their chosen well-defined role: techniques of family therapy and counseling for the case worker role, and knowledge and development of community agencies for the referring agent role.
4. Channel energies and funds toward training patrolmen in techniques of crisis intervention and effective communication within the family conflict situations, despite their Department's choice of the above-mentioned roles.

5. Diagnose those 601 cases which reach the intake level of probation for careful analysis of previous treatment from community-based resources.
6. Create definite and consistent intra-departmental police procedures regarding the handling of 601 incidents.
7. Conduct follow-up activities on diverted pre-delinquents by either police personnel or a designated "coordinating" agency in order to insure the delivery of services to the youth and in order to render some degree of accountability in the diversion process.
8. Examine the use of "freed" time in the Juvenile Probation Department resulting from reduced admissions.
9. Continue and enlarge this and similar programs designed to divert youthful offenders away from the formal Juvenile Justice System.

I. Introduction

There are three basic assumptions which suggest the need to divert pre-delinquents from the formal Juvenile Justice System. 1) Sheer numbers make it impossible from an economic standpoint to deal effectively with all young people guilty of violating juvenile codes. 2) Exposure to the formal Juvenile Justice System labels a child as a delinquent. Once the label has been applied, a new process may begin: that of learning and conforming to behavior that the role prescribes. 3) Treatment for the problems that underlie misbehavior is most effective if it involves the family and if it takes place as close to the juvenile's own environment as possible.

The 601 Diversion Program is Santa Clara County's response to the development of alternatives to involving the pre-delinquent in the Juvenile Justice System. The program is sponsored by the Santa Clara County Juvenile Probation Department and implemented by the 12 law enforcement jurisdictions of Santa Clara County. The project is based on the premise that law enforcement personnel can refer pre-delinquents to sources of help in the community before official involvement of the juvenile takes place. Implicit in this premise is the belief that sufficient community alternatives can be developed through coordinated efforts.

The objectives of the Diversion Project were three-fold:

1. To reduce anticipated Welfare and Institutions Code 601 referrals to the Santa Clara Juvenile Probation Department by 66% during fiscal year 1972 - 73.

2. To create expanded and improved services appropriate to the needs of those juveniles diverted within the 12 participating law enforcement jurisdictions.
3. To demonstrate, test and evaluate the pre-delinquent diversion program model.

II. Organization of the Santa Clara County Diversion Project

A. Personnel

A project unit within the Juvenile Probation Department was created with the appointment of a project director, three consulting probation officers and two clerks. These personnel provided continuous full-time services to the 12 law enforcement agencies in such areas as program development, problem resolution and budget assistance.

A project advisory committee, formed to assist the project director, was comprised of four representatives of local law enforcement agencies elected at large. This committee reviewed the diversion plans of participating departments, monitored revisions or amendments of same throughout the year, and made recommendations to the project director.

Each police jurisdiction appointed diversion officers responsible for coordinating their agency's efforts toward diverting pre-delinquents from the Juvenile Justice System. Departments formed individual sub-contracts between themselves and the Juvenile Probation Department. A

detailed discussion of the unique financial structure of the program can be found in Appendix D.

B. Training of Police Participants

Twenty-one hours of 601 diversion training was offered to participating police officers during the first two months of the project. The training, taken advantage of almost exclusively by diversion officers, was presented in three sections:

1. Community Social Services Orientation
2. Family Systems Training (lectures regarding family role conflicts, family communications, etc.).
3. Limited Brief Therapy (analyzing family conflicts and working toward problem resolution).

III. Research Methodology

A. Objectives

In order to evaluate the diversion program model, the following research objectives were accomplished:

1. A data system to enable a uniform analysis and evaluation of the diversion program across all participating jurisdictions was created.

2. The degree of success each law enforcement agency attained during the project period, with reference to reducing its expected share of the projected referrals to the Santa Clara County Juvenile Probation Department was determined.
3. Client related or police factors underlying the diversion decisions in each jurisdiction were studied in order to explain the differential experiences among the various jurisdictions and within the same jurisdiction.
4. The unique application of the diversion program within each participating jurisdiction and its effectiveness was examined.
5. A study of the impact of the diversion program on the Santa Clara Juvenile Probation Department, and diversion resource agencies was conducted.
6. A "needs" survey of a sample of pre-delinquents (601 cases) referred to the Santa Clara Juvenile Probation Department was conducted in order to determine their characteristics, defined program needs and services received via probation staff.
7. Agency baseline data were developed for the Juvenile Probation Department and for each participating law enforcement agency at the beginning of the project period regarding staffing, budget and services. Follow-up data were collected for comparison.

8. To the extent possible, the diversion program services utilized in various jurisdictions were compared with the services rendered referred cases handled by the Juvenile Probation Department.
9. A study was conducted of the increased knowledge gained by law enforcement personnel regarding diversion resources during the project.
10. A cost/benefit analysis for each of the agencies involved in processing 601 cases was carried out.

B. Research Design

In order to reach the objectives listed above, the research design consisted basically of studying the effectiveness of community-based treatment of pre-delinquents and pinpointing approaches responsible for effective treatment versus ineffective treatment of such youth. The research approach employed both an "early program - late program" comparison design which involved each subject as his own control, and a pre-test/post-test design using a randomly selected group of pre-program 601 juveniles for comparison with program youth.

The major difficulty in the design was the absence of a true control group against which to evaluate the behavior of program youth. Most such evaluations were necessarily based on the juveniles' own baseline behavior which did not control adequately for differences that would have occurred over time in spite of the program. The ideal control would have been to create a program and non-program group by random selection; however, ethical considerations ruled out that possibility.

C. Subjects

The main subjects in this study included 2,906 reported pre-delinquents contacted by the participating police. These juveniles, who were either diverted to a community resource (1,904 youth) or referred to the Juvenile Probation Department (1,002 youth) between July 1, 1972 and June 30, 1973, were determined eligible for the program on the basis of two main criteria: that the youth had violated the 601 Section of the Welfare and Institutions Code by being truant, beyond the control of parents and/or school, in danger of leading a lewd and immoral life, vagrant, or involved in running away from home; and that the youth was not under any type of Probation Department supervision at the time of the violation.

A sample of 101 of the diverted juveniles were randomly selected for a separate phase of the study which examined factors associated with recidivism. The parents of these 101 pre-delinquents were also involved in the study through their participation in a questionnaire survey which focused on the nature and frequency of the juveniles' contact with community resources.

A sample of 207 pre-delinquents were involved in yet another phase of the study. These randomly selected youth had been referred to the Juvenile Probation Department between fiscal years 1965 and 1972, years preceding the Diversion Project. These youth were the subjects of an examination of pre-delinquents' needs for treatment and services.

The participating law enforcement agencies were also considered as subjects of the study. The performance of the 11 police departments and the Sheriff's Department was monitored.

booking rates, recidivism rates of youth handled, distribution of diversion work among department personnel, use of and agreements with community resources and the departments' use of project funds. The 19 specially designated diversion officers from the departments were the subjects of a sub-study regarding the specialists' diversion techniques and police use of and knowledge about community resources.

Selected Juvenile Probation Department personnel were the final group of subjects involved in the study. Twenty-six of the 42 deputy probation officers working in the Delinquent Supervision Units were interviewed in order to discover whether the diversion program impacted probation officer work patterns effecting juveniles under supervision.

D. Methods of Data Collection

1. Classified by Research Objectives

The research objectives are given below along with the instrument used for data collection and the collection schedules pertaining to each objective. (Refer to Appendix C for examples of the instruments used.)

<u>Research Objective</u>	<u>Instruments</u>	<u>Collection Schedule</u>
Attributes of Diverted Youth	Police Departments' Juvenile Contact Report	Continuous
Attributes of Booked Youth	Juvenile Probation Department's Intake Form	Continuous
Nature of 601 Incidents	Above two instruments	Continuous
Needs of 601 Youth	Juvenile Probation Department's Records Room Cards Case History Category Sheet	4th project month 4th project month
601 Penetration into Probation System	Juvenile Probation Intake Unit Log	Continuous
601 Recidivism	Police Juvenile Contact Report Probation Intake Form Probation Department's Confidential Log	Continuous Continuous Continuous
Use of Community Resources by Police	Attachment to Juvenile Contact Report	Continuous
Use of Community Resources by 601 Youth	Youth-Agency Contact Questionnaire	11th project month
Attributes of Diversion Officers	Baseline Organizational Survey	1st and 9th project month
Police Diversion Techniques	Baseline Organizational Survey	1st and 9th project month

2. Classified by Subjects

A variety of different methods of data collection were employed. The methods, their associated techniques, and the subjects on which the data were collected are as follows:

<u>Method</u>	<u>Technique</u>	<u>Use</u>	<u>Subjects</u>
Analysis of Documents	Content analysis Statistical compilations	Cost Benefit Analysis	Juvenile Probation Department
		Baseline Data Collection	All 601's contacted Under Program (2,906 juveniles)
Mail Questionnaire	Use of attitude scales to measure background of respondents	Delivery of services	Parents of 101 Sampled Diverted Youth
Personal Interview (Structured)	Open-ended and closed questions	Organizational Survey	19 Diversion Officers of 12 Participating Departments
Focused Interview	Attention focused on given area, respondent urged to talk freely about area	Police program content and problems	19 Diversion Officers of 12 Participating Departments
Group Interview	Small group of respondents interviewed simultaneously using above techniques	Examining work patterns of Juvenile Probation Officers.	24 Juvenile Probation Officers from Delinquency Supervision Units.
		Probation Department consultant's perception of police programs	Juvenile Probation Department's three consultants to the police
Case Study	Cross-sectional and longitudinal collection of data for intensive analysis emphasizing factors in socialization	Pre-delinquent Needs Survey	Sample of pre-program 601 juveniles
Participant Observation	Interactional recording	Ride with Police for analysis of diversion by patrolmen	Police Patrolmen

IV. Program Results

A. Characteristics of Program Juveniles

1. Youth Diverted to Community Resources

During the first project year, 1,904 juveniles or 65.5% of all those handled under the project were diverted. The typical pre-delinquent diverted was a Caucasian between the ages of 13 and 16. (Specific characteristics of diverted juveniles can be found in tabular form on the following pages, Tables 1 through 5). Furthermore, the youth had repeatedly experienced problems similar to the one leading to involvement in the program but had, in most cases, no pre-program contact with the police. Diverted youth were most often involved in runaway incidents, but were also frequently involved in truancy and beyond control situations.¹ As would be expected in such types of behavior, the "victims" or individuals most often harmed by the 601 violations were either the juvenile himself or his immediate family. In only a few cases were these acts directly harmful to businesses, schools or community members.

2. Youth Referred to Juvenile Probation

Of the 2,906 pre-delinquents handled under the program during the first year, 34.5% or 1,002 were referred to the Juvenile Probation Department by participating police jurisdictions ("booked"). As shown in the tables on the following pages, the profile of the youth

¹It should be noted that the various behaviors included under the 601 Section of the Welfare and Institutions Code were so inter-related that strict categorizations by incidents were often difficult. In many cases, juveniles who were beyond the control of the parents often came to the attention of the police through lewd and immoral behavior or through running away; or truants were discovered because they appeared to patrolling police to be vagrant or wandering.

Table 1: Age of Pre-Delinquent Youth
Contacted Under Program

Age in Years	Diverted		Booked		Total	
	N	%	N	%	N	% of Total Youth
10 or under	59	92.2	5	7.8	64	2.2
11	51	75.0	17	25.0	68	2.3
12	125	71.0	51	29.0	176	6.1
13	235	66.8	117	33.2	352	12.1
14	381	61.8	236	38.2	617	21.2
15	488	65.9	253	34.1	741	25.5
16	366	62.8	217	37.2	583	20.1
17	196	64.9	106	35.1	302	10.4
18	3	100.0	0	0	3	.1
TOTAL	1,904	65.5	1,002	34.5	2,906	100.0

Mean Age for Diverted Youth = 14.5 years old

Mean Age for Booked Youth = 14.7 years old

Table 2 : Sex of Pre-Delinquent Youth
Contacted Under Program

Sex	Diverted		Booked		Total	
	N	%	N	%	N	% of Total Youth
Male	912	71.6	362	28.4	1,274	43.8
Female	992	60.8	640	39.2	1,632	56.2
TOTAL	1,904	65.5	1,002	34.5	2,906	100.0

Table 3: Cultural Background of
Pre-Delinquents Contacted Under Program

Cultural Background	Diverted		Booked		Total	
	N	%	N	%	N	% of Total Youth
Caucasian	1,530	68.5	705	31.5	2,235	76.9
Negro	47	46.5	54	53.5	101	3.5
Mexican	275	55.9	217	44.1	492	16.9
Other	22	51.2	21	48.8	43	1.5
Missing Data	(30)	85.7	(5)	14.3	(35)	(1.2)
TOTAL	1,904	65.5	1,002	34.5	2,906	100.0

Table 4: School Level of Pre-Delinquents
Contacted Under Program

School Level	Diverted		Booked		Total	
	N	%	N	%	N	% of Total Youth
Elementary	156	76.5	48	23.5	204	7.0
Junior High	427	65.3	227	34.6	654	22.5
High School	1,190	64.4	659	35.6	1849	63.6
High School Graduate	4	57.1	3	42.9	7	.2
College	3	100.0	0	0	3	.1
Continuation School	27	51.9	25	48.1	52	1.8
Drop Out	2	100.0	0	0	2	.06
Not Attending	28	41.2	40	58.	68	2.3
Missing Data	(67)	100.0	0	0	(67)	(2.3)
TOTAL	1,904	65.5	1,002	34.5	2,906	100.0

Table 5: Type of 601 Incidents Involving
Pre-Delinquents Contacted Under Program

Type Incident	Diverted		Booked		Total	
	N	%	N	%	N	% of Total Youth
Runaway	873	64.7	477	35.3	1,350	46.5
Beyond Parental Control	509	52.9	453	47.1	962	33.1
Beyond School Control	43	62.3	26	37.7	69	2.4
Truant	387	91.7	35	8.3	422	14.5
Lewd and Immoral	84	89.4	10	10.5	94	3.2
Wandering	1	50.0	1	50.0	2	.06
No Support	1	100.0	0	0	1	.03
Vagrant	6	100.0	0	0	6	.2
TOTAL	1,904	65.5	1,002	34.4	2,906	100.00

typically booked differed somewhat from that of the typically diverted youth. The group of pre-delinquents referred to Probation was slightly older and racially more heterogeneous than the diverted youth. As shown in Table 5, runaways were again the most frequent 601 violators; however, juveniles who were booked for being beyond the control of their parents number almost as many as the runaways. Proportionally more of the booked youth were females than of the diverted youth.

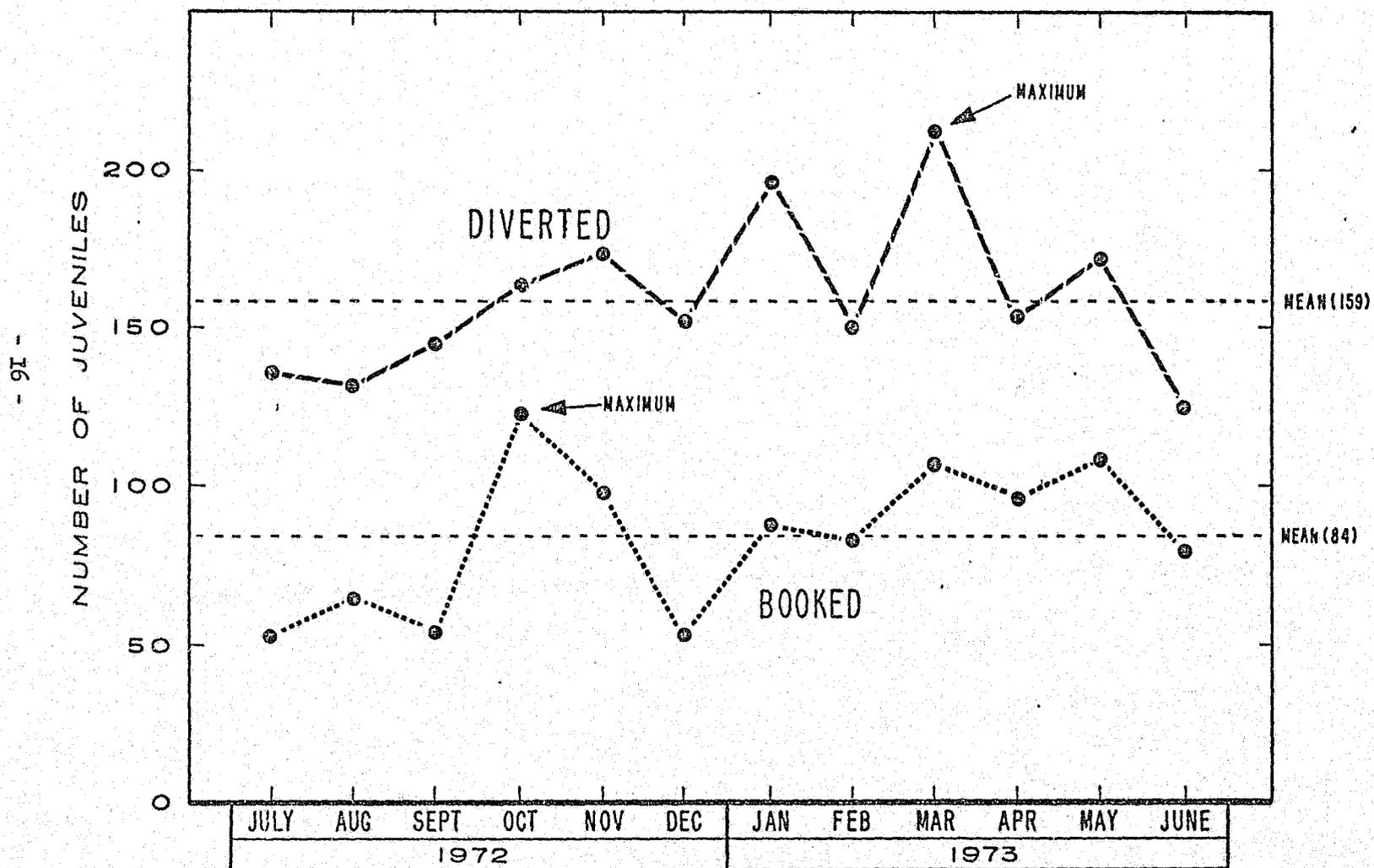
B. Flow of Pre-Delinquents into the Program

The number of project-eligible pre-delinquents reportedly contacted by participating police departments during the first year was 2,906 (as compared with the over zealous prediction of 4,843 pre-delinquents). The flow of these juveniles into the program was relatively light during the early summer months but this seasonal slump was typical of the flow of delinquent cases into the Department in past years, as shown in Figure 1 on the following page. The flow of project cases fluctuated irratically during the fall and winter months, reaching a peak in March 1973, with 318 cases handled during that month. The number of contacts hovered around the average monthly figure during the last three months of the project year. In general, the rate of pre-delinquent contacts made by police participating in the program was not unlike the typical Juvenile Probation Department trends involving the intake of delinquent cases.

1. Diversions

County-wide diversions irratically increased throughout the first half of the project year reaching one high point of 196 cases during

FIGURE 1
 FLOW OF PRE-DELINQUENTS INTO PROGRAM BY TYPE OF POLICE ACTION



January 1973, and reaching a peak of 211 cases during March 1973. An overview of diversions by project month and by police department can be seen in Table 6. The average number of diversions per month was 159. As shown in Figure 2, 90% or 1,713 of all the diversions during the year represented single, one-time referrals to community resources. One hundred and sixty-four juveniles (8.6%) however, required further action by police for being involved in two separate incidents, 24 juveniles (1.3%) for three separate incidents, and three juveniles (.2%) were diverted for either four or five separate 601 violations.

San Jose Police Department, responsible for a jurisdiction with 192,060 residents under the age of 17,² understandably diverted the largest number of pre-delinquents during the year (558 juveniles, or 29.3% of the county's reported diversions). The Sheriff's Office was second in terms of reported diversions (343 juveniles) and the remaining jurisdictions fell into a descending order by diversion volume that closely paralleled the order by jurisdictional volume of juvenile residents (See Table 12 on page 33).

2. Bookings

The flow of 1,002 pre-delinquents referred to the Juvenile Probation Department during the program's first year fluctuated slightly more than the flow of diversions (See Figure 1 on page 16).

² -----
Data were obtained from "General Population Characteristics, California", U. S. Department of Commerce, Bureau of the Census, 1970. Population figures current for February 1973 were provided by the Santa Clara County Planning Department. These were used in conjunction with percentages of juvenile residents from the Census.

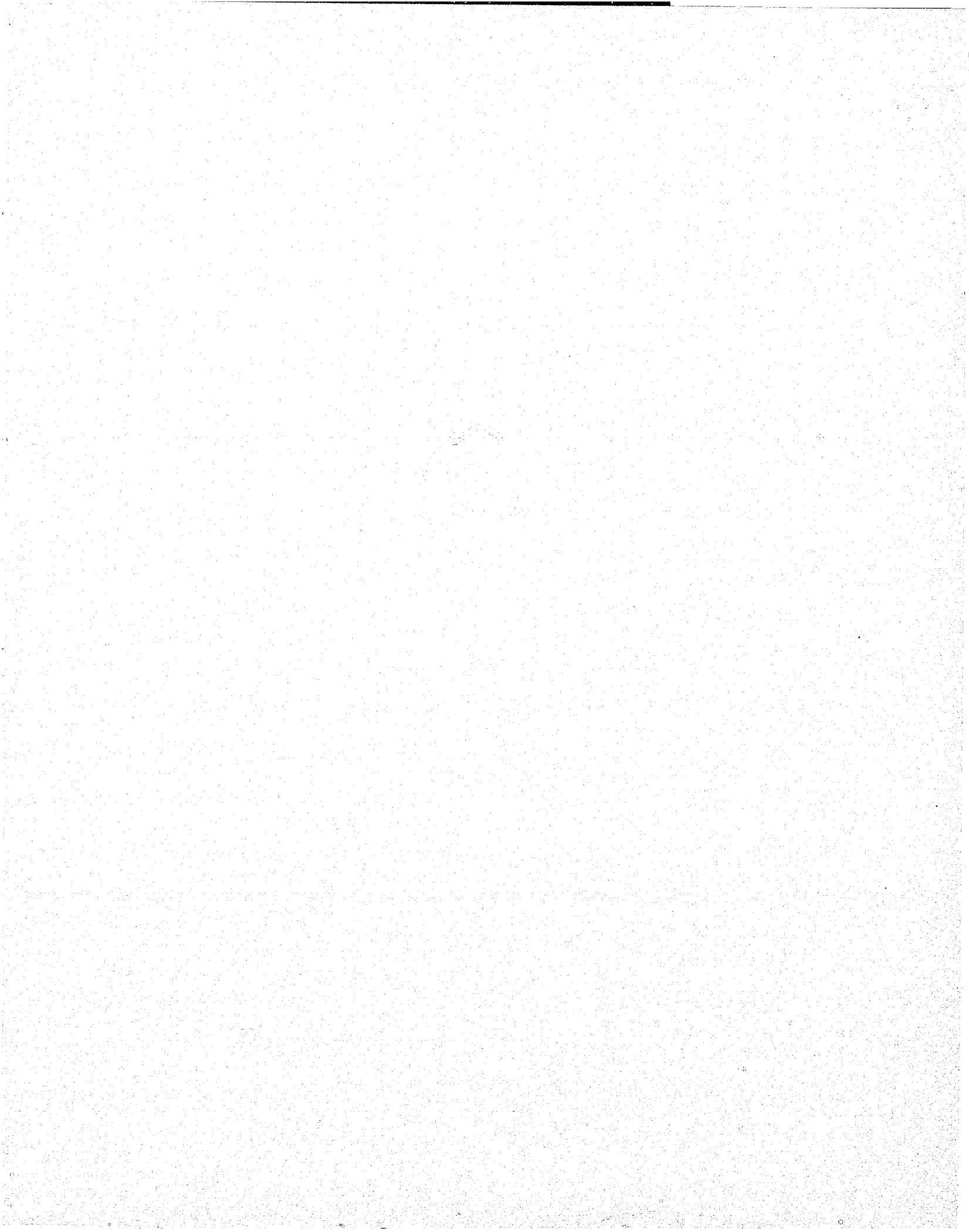
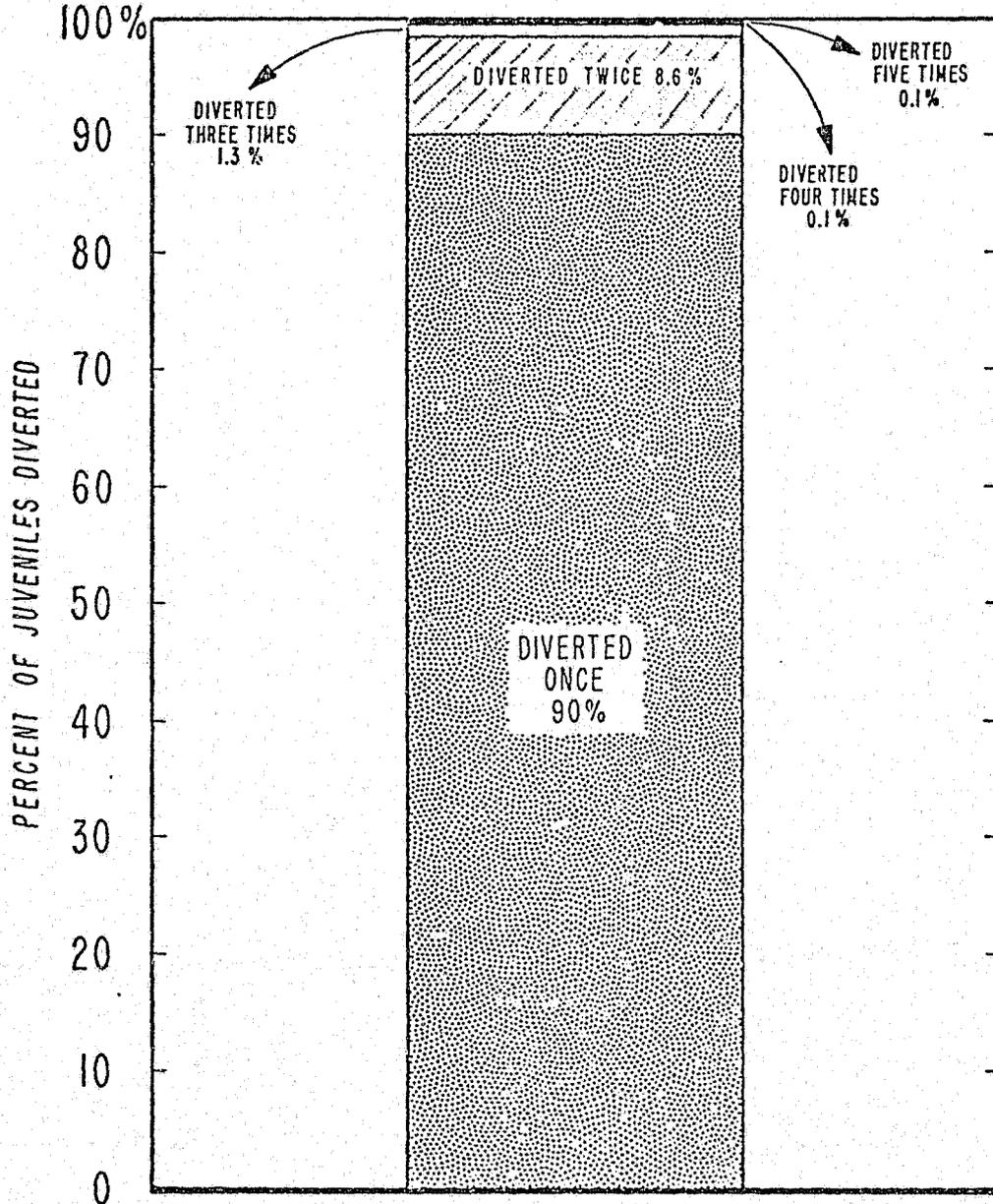


TABLE 6:
601 DIVERSIONS DURING FIRST PROJECT YEAR
(FY 1972 - 1973)
BY MONTH AND BY POLICE DEPARTMENT

POLICE DEPARTMENT	JULY		AUGUST		SEPTEMBER		OCTOBER		NOVEMBER		DECEMBER		JANUARY		FEBRUARY		MARCH		APRIL		MAY		JUNE		TOTAL	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
San Jose	70	12.5	48	8.6	48	8.6	42	7.5	50	9.0	52	9.3	46	8.2	46	8.2	49	8.8	24	4.3	46	8.2	37	6.6	558	29.3
Sheriff's Office	26	7.6	7	2.0	24	7.0	29	8.5	36	10.5	32	9.3	35	10.2	17	5.0	23	6.7	40	11.7	40	11.7	34	9.9	343	18.0
Sunnyvale	5	3.4	3	2.1	2	1.4	7	4.8	14	9.7	12	8.3	18	12.4	16	11.0	38	26.2	7	4.8	16	11.0	7	4.8	145	7.6
Santa Clara	1	0.8	18	13.5	17	12.8	15	11.3	6	4.5	10	7.5	7	5.3	11	8.3	19	14.3	13	9.8	8	6.0	8	6.0	133	7.0
Mountain View	3	1.8	9	5.3	10	5.9	16	9.4	17	10.0	7	4.1	20	11.8	9	5.3	21	12.4	23	13.5	21	12.4	14	8.2	170	8.9
Palo Alto	4	5.6	12	16.9	2	2.3	4	5.6	6	8.5	7	9.9	4	5.6	9	12.7	8	11.3	6	8.5	4	5.6	5	7.0	71	3.7
Milpitas	8	6.8	13	11.0	14	11.9	6	5.1	11	9.3	1	0.8	7	5.9	3	2.5	23	19.5	15	12.7	6	5.1	11	9.3	118	6.2
Campbell	5	3.0	3	1.8	3	1.8	23	13.7	16	9.5	11	6.5	33	19.6	24	14.3	19	11.3	13	7.7	17	10.1	1	0.6	168	8.8
Los Gatos	12	21.1	6	10.5	6	10.5	12	21.1	6	10.5	3	5.3	3	5.3	2	3.5	5	8.8	0	0.0	2	3.5	0	0.0	57	3.0
Gilroy	0	0.0	8	10.5	11	14.5	7	9.2	6	7.9	6	7.9	13	17.1	3	3.9	3	3.9	5	6.6	12	15.8	2	2.6	76	4.0
Los Altos	1	7.7	2	15.4	1	7.7	0	0.0		7.7	1	7.7	4	30.8	1	7.7	1	7.7	0	0.0	0	0.0	1	7.7	13	0.7
Morgan Hill	1	1.9	1	1.9	7	13.5	1	1.9	4	7.7	10	19.2	6	11.5	9	17.3	2	3.8	7	13.5	0	0.0	4	7.7	52	2.7
Total	136	7.1		6.8		7.6		8.5		9.1		8.0		10.3		7.9		11.1		8.0		9.0		6.5	1904	100.0

FIGURE 2
 POLICE EFFORTS EXPENDED TO
 RE-DIVERT INITIALLY DIVERTED JUVENILES
 (MEASURED BY JUVENILE INVOLVEMENT IN DIVERSION STREAM)¹



¹ ILLUSTRATION DOES NOT DEPICT JUVENILES WHO ENTERED THE PROBATION SYSTEM BY BEING BOOKED EITHER BEFORE OR AFTER THEIR DIVERSION(S).

As with the diversions, the low point of monthly bookings occurred during the first project month, however, the peak of bookings was reached as early as October 1972, when 121 juveniles were referred to Probation. An overview of bookings by project month and by police department can be seen in Table 7. It initially appeared as if the peak number of bookings in October was due to an increase in the number of truants accompanying the start of school. Data on the types of 601 incidents booked during that month, however, show only 1.7% of the month's referrals were for truancy violations, and that only 4.9% of all the truants contacted were booked. Other explanations for the sharp rise in October are not obvious, but a seasonal rise during the fall months seemed to be a pattern for all delinquent Juvenile Probation Department intakes (See Figure 3). The average number of juveniles booked per month was 84.

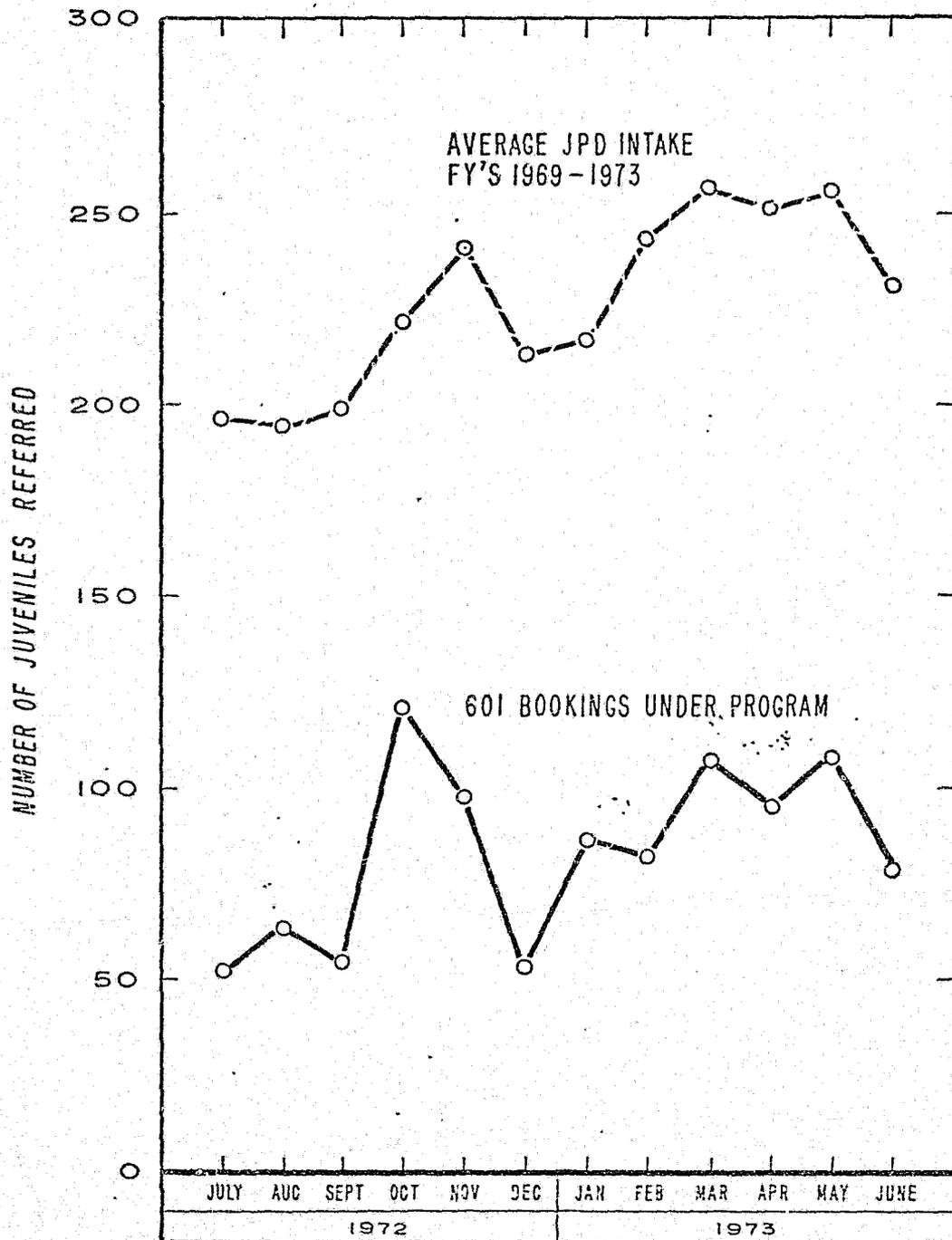
Several conditions prevailed during the first project year that seriously affected the flow of bookings. Research findings show that during the first project year four relevant conditions prevailed:

- a) Although Police representatives displayed an awareness of available agencies in their community, they were at a loss as to where to obtain many services for particular pre-delinquent problems.

TABLE 7:
 601 BOOKINGS DURING FIRST PROJECT YEAR
 (FY 1972 - 1973)
 BY MONTH AND BY POLICE DEPARTMENT

POLICE DEPARTMENT	JULY		AUGUST		SEPTEMBER		OCTOBER		NOVEMBER		DECEMBER		JANUARY		FEBRUARY		MARCH		APRIL		MAY		JUNE		TOTAL	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
San Jose	19	3.6	38	7.1	24	3.5	77	14.4	56	10.5	27	5.0	47	8.8	40	7.5	62	11.6	49	9.2	57	10.7	39	7.3	535	7.3
Sheriff's Office	15	8.1	16	8.6	19	10.3	17	9.2	13	7.0	9	4.9	17	9.2	17	9.2	16	8.6	17	9.2	12	6.5	17	9.2	185	18.5
Sunnyvale	9	10.3	1	1.1	2	2.3	12	13.8	6	6.0	6	6.9	6	6.9	6	6.9	5	5.7	11	12.6	13	14.9	10	11.5	87	8.7
Santa Clara	4	7.1	2	3.6	4	7.1	5	8.9	5	8.9	2	3.6	4	7.1	7	12.5	6	10.7	6	10.7	7	12.5	4	7.1	56	5.6
Mountain View	0	0.0	3	16.7	0	0.0	2	11.1	2	11.1	2	11.1	0	0.0	0	0.0	2	11.1	5	27.8	2	11.1	0	0.0	18	1.8
Palo Alto	0	0.0	1	3.6	4	14.3	1	3.6	1	3.6	3	10.7	6	21.4	2	7.1	3	10.7	1	3.6	5	17.9	1	3.6	28	2.8
Milpitas	3	13.6	0	0.0	0	0.0	1	4.5	5	22.7	1	4.5	1	4.5	2	9.1	2	9.1	3	13.6	2	9.1	2	9.1	22	2.2
Campbell	0	0.0	1	4.2	0	0.0	0	0.0	6	25.0	1	4.2	2	8.3	1	4.2	4	16.7	2	8.3	6	25.0	1	4.2	24	2.4
Los Gatos	1	6.3	0	0.0	0	0.0	0	0.0	0	0.0	1	6.3	3	18.8	2	12.5	2	12.5	1	6.3	2	12.5	4	25.0	16	1.6
Cilroy	1	5.0	1	5.0	1	5.0	5	25.0	4	20.0	1	5.0	1	5.0	4	20.0	2	10.0	0	0.0	0	0.0	0	0.0	20	2.0
Los Altos	0	0.0	1	33.3	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	2	66.7	0	0.0	3	0.3
Morgan Hill	0	0.0	0	0.0	0	0.0	1	12.5	0	0.0	0	0.0	0	0.0	1	12.5	3	37.5	1	12.5	1	12.5	1	12.5	8	0.8
Total	52	5.2	64	6.4	54	5.4	121	12.1	98	9.8	53	5.3	87	8.7	82	8.2	107	10.7	96	9.6	109	10.9	79	7.9	1002	100.0

FIGURE 3
 SEASONAL FLUCTUATIONS IN FLOW OF PROJECT CASES
 VS. AVERAGE JPD DELINQUENT INTAKE ¹



¹ DELINQUENT INTAKES INCLUDE BOTH 601 AND 602 OFFENSES

- b) There existed few explicit procedures or agreements between police departments and community resources regarding how and by whom pre-delinquent cases would be handled. A similar lack of procedural understanding existed between many departments' patrolmen and their supervisors. Both weaknesses lead to inconsistent program performance on the part of police and frequent doubts regarding agency use.
- c) Most of the police had little training to adequately perform their role in the diversion program. In 11 out of the 12 police departments,³ it was only the diversion officer who received initial preparation from Juvenile Probation staff. There was little, if any, ongoing training of these individuals aside from an occasional conference attended by one or two individuals, and there was little transfer of knowledge or technique from the small corp of officers to the hundreds of patrolmen county-wide doing much of the initial contact work with pre-delinquents.
- d) Almost all of the available agencies maintained Monday-through-Friday, 8 a.m.-to-5 p.m. work schedules. One existing agency, Immediate Treatment Service of County Mental Health, operated on a 24 hour availability schedule, but was not designed to respond to the pre-delinquent and his problems.

³ Sunnyvale Department of Public Safety often sent a patrolman to these

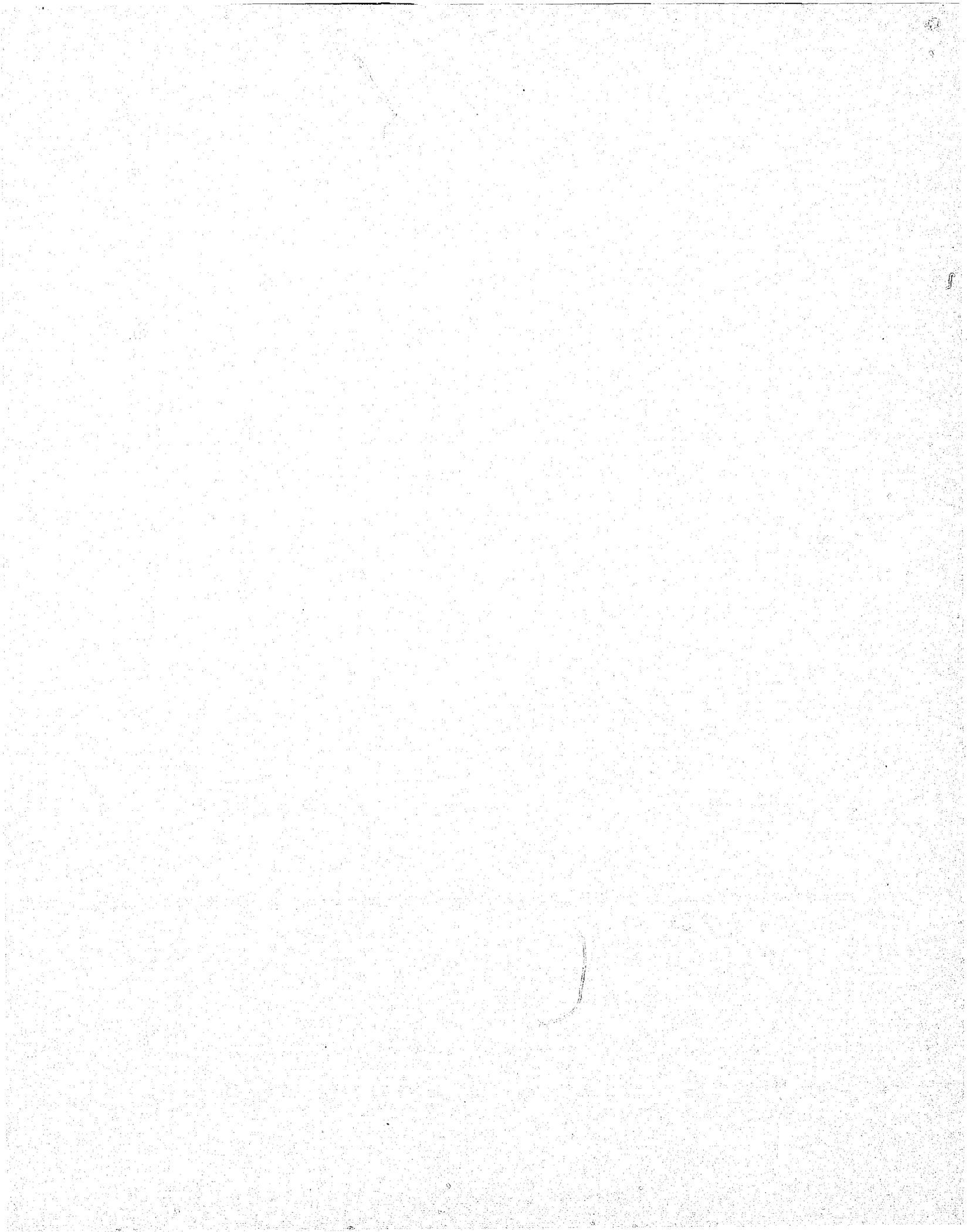


TABLE 8: Time of Day Booking Occured by Referring Police Department

TIME	POLICE DEPARTMENTS														Total N	Total %										
	Morgan Hill		Los Altos		Gilroy		Los Gatos		Campbell		Milpitas		Palo Alto				Mountain View		Santa Clara		Sunnyvale		Sheriff's Office		San Jose	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%			N	%	N	%	N	%	N	%	N	%
Midnight to 8 A.M.	2	25.	1	33.3	4	19.	2	12.6	1	4.2	1	4.5	8	28.5	3	16.7	8	14.3	15	17.2	30	16.3	78	14.6	153	15.3
8 A.M. to 5 P.M.	1	12.5			12	60.	5	31.3	9	37.5	11	50	6	21.4	10	55.5	27	48.2	36	41.4	71	38.3	220	41.2	408	40.7
5 P.M. to Midnight	5	62.5	2	66.6	3	15.	8	50.	14	58.4	9	40.9	13	46.4	5	27.8	19	34	31	35.6	79	42.7	203	37.9	391	39.1
Missing Information					(1)	(5.)	(1)	(6.3)			(1)	(4.5)	(1)	(3.6)			(2)	(3.6)	(5)	(5.7)	(5)	(2.7)	(34)	(6.4)	(50)	(5)
TOTAL	8	100.0	3	100.0	20	100.0	16	100.0	24	100.0	22	100.0	28	100.0	18	100.0	56	100.0	87	100.0	185	100.0	535	100.0	1002	100.0

- 25 -

police departments become evident (as shown in Table 9 on the following page). These program facets are discussed below, first in relation to all the participating departments, and then in relation to their affect on the performance of specific departments.

a) Program Staff

The size of the police forces involved in the program varied tremendously. The largest department was faced with disseminating the diversion concept amidst a staff of 565 sworn staff while the smallest had to deal with 16 sworn staff. Although the number of staff involved in any one department was noteworthy, the thrust of the program centered around a core of specially designated "Diversion Officers." The number of Diversion Officers per police department can be seen on the following page. (Refer to Appendix F, page 137, for a discussion of the background and training of the Diversion Officers.)

b) Work Load Allocations

Allocations of work loads differed among jurisdictions since departments were involving both patrolmen and Diversion Officers and making both initial and in-depth contacts with program juveniles. Departments responsible for the large jurisdictions, almost by necessity, made 80 to 95% of their initial 601 contacts through their patrolmen. They differed, however, on their in-depth handling of cases. One department's patrolmen funneled only 10% of all their initial-contact cases

TABLE 9: TYPES OF PROGRAM PARTICIPATION BY POLICE DEPARTMENT*

	POLICE DEPARTMENTS											
	Morgan Hill	Los Altos	Gilroy	Los Gatos	Campbell	Milpitas	Palo Alto	Mt. View	Santa Clara	Sunnyvale	Sheriff's Dept.	San Jose
PROGRAM STAFF												
Number full time			1		1	1		1	1	1	1	2
Number 3/4 time				1								
Number 1/2 time	1	1					2	1			2	
Number part-time			1						2			
DISTRIBUTION OF WORK												
% 601's initially contacted by Patrol	25	70	75	75	75	80	60	80	90	95	80	95
% 601's initially contacted by Diversion Officer	75	30	25	25	25	20	40	20	10	5	20	5
% 601's contacted in-depth by Diversion Officer	100	70	75	75	75	90	80	90	80	10	75	10
Handling simple cases	P	P	P	P	P	P	P	P	P	P	P	P
Handling tough cases	DO	P,DO	DO	DO	DO	DO	DO	DO	DO	DO	DO	DO
Handling initial contact						P				P		P
Handling follow-ups	DO	DO	DO	DO	DO	DO	DO	DO	DO	DO	DO	DO
USE OF FUNDS												
% for salaries	100	100	100	100	100	80	90	90	95	85	95	70
% for operating supplies						5	5	10	4			10
% for travel						15	5		1	15	5	
% for training												20
UNDERSTANDINGS WITH RESOURCES¹												
With Schools												
Stiff policies	x					x				x	x	x
Flexible policies		x	x	x	x		x	x	x			
None												
With Parents												
Stiff policies												x
Flexible policies	x	x	x	x	x	x	x	x	x	x	x	
None												
With Other Agencies												
Stiff policies		x				x	x	x	x	x		x
Flexible policies	x		x	x	x						x	
None												

P = PATROLMEN

DO = DIVERSION OFFICER

¹Stiff policies = Definite procedures and policies regarding which cases police will handle and at what point.

Flexible policies = Agreements exist but are often circumvented or disregarded.

None = No explicit agreements - police accept any and all referrals.

* As reported by the Juvenile Probation Department's three project consultants to the police departments.

to their Diversion Officers, whereas the other passed along approximately 75% of all their initial contacts for further follow-up by the Diversion Officers. The two smallest jurisdictions differed as widely; one making almost all of their 601 contacts through their Diversion Officer, and the other handling approximately 70% of their initial contacts through their patrolmen. A detailed presentation of the activities to which diversion officers devoted their time can be seen in Appendix E, Table 1 on page 133.

There appeared to be a strict adherence among all departments to procedures regarding patrol handling simple cases alone, and Diversion Officers doing follow-ups. The same uniformity applied to the Diversion Officer handling "tough cases" except for one department (Los Altos Police), whose patrolmen also handled difficult pre-delinquent situations.

c) Use of Funds

As shown in Table 10, it was anticipated that police departments would direct the money allocated to them toward a number of important areas: personnel, travel, consulting and professional services, community resource development and operating expenses. It was hoped that a somewhat balanced dispersement of funds would enhance program development per jurisdiction. As shown in Table 11, 91.5% of the funds were expended for personnel, 5.9% for travel

TABLE 10: ANTICIPATED EXPENDITURES FOR POLICE DEPARTMENTS

JURISDICTIONS	PERSONNEL	TRAVEL		CONSULTANT & PROFESSIONAL SERVICES	COMMUNITY RESOURCES	OPERATING EXPENSES	TOTAL
		Mileage	Conference				
San Jose	53,231.00	5000	400	8,000.00	1,129		67,760.00
Milpitas	12,262.00	405				397.00	13,064.00
Sheriff's Office	20,788.00	900					21,688.00
Morgan Hill	9,251.13	480		518.87		390.00	10,640.00
Los Gatos	9,140.00	1800		900.00		200.00	12,040.00
Gilroy	9,112.00			1,700.00		500.00	11,312.00
Campbell	11,912.00			200.00			12,112.00
Mountain View	12,305.00	200		600.00		855.00	13,960.00
Palo Alto	8,400.00	1800		1,594.00		1550.00	13,344.00
Los Altos	9,156.00	700	150	1,000.00		250.00	11,256.00
Santa Clara	12,535.00	570		880.00		695.00	14,680.00
Sunnyvale	14,144.00	1664		672.00			16,480.00
TOTAL	\$182,236.13	\$13,519.00	\$550	\$16,064.00	1,129	\$4,837.87	\$218,336.00

TABLE 11: ACTUAL DIVERSION PROJECT EXPENDITURES BY JURISDICTION

JURISDICTION	PERSONNEL (SALARIES)		TRAVEL		CONSULTANT & PROFESSIONAL SERVICES		COMMUNITY RESOURCES		OPERATING EXPENSES		TOTAL	
	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%
San Jose	51,767.52	90.6	5,380.21	9.4							57,147.73	32.1
*Milpitas	9,607.80	92.3	405.00	3.9					397.00	3.8	10,409.80	5.8
Sheriff's Office	18,063.04	96.6	632.52	3.4							18,695.56	10.5
Morgan Hill	10,640.00	100.0									10,640.00	5.9
Los Gatos	6,289.09	99.2							52.55	.8	6,341.64	3.6
5 Gilroy	9,112.00	80.6			1,700.00	15.0			500.00	14.4	11,312.00	6.4
Campbell	11,912.00	98.4			200.00	1.6					12,112.00	6.8
Mountain View	10,871.01	96.1	182.12	1.6					262.97	2.3	11,316.10	6.4
Palo Alto	8,184.00	81.5	1,718.00	17.1	49.00	.6			75.00	.8	10,026.00	5.5
*Los Altos	543.11	64.8	39.40	4.7	225.09	26.9			30.51	3.6	838.11	.5
Santa Clara	11,722.30	91.9	570.00	4.5	131.42	1.0			337.12	2.6	12,760.84	7.2
Sunnyvale	14,144.00	85.8	1,664.00	10.1					672.00	4.1	16,480.00	9.3
TOTAL	\$162,855.87	91.5	\$10,591.25	5.9	\$2,305.51	1.3			\$2,327.15	1.3	\$178,079.78	100.0

* Expenditures from the last month of the project year were not submitted by this Police Department.

and 1.3% for operating expenses. Only 1.3% were directed toward obtaining expertise outside the field of law enforcement (consultant and professional services) to assist developing approaches to the new police functions. None of the participating jurisdictions expended any funds for the development of community resources.

d) Understandings with Resources

It was anticipated that police would establish wider and more functional channels of communications with resources in the community to facilitate the obtaining of treatment for pre-delinquents. Forty-two percent (five out of twelve) of the departments established certain definite procedures and policies with schools regarding which 601 cases would be handled by police and the amount of pre-referral effort necessary on the part of the schools. The remaining seven departments had somewhat flexible policies set up with regard to schools; that is, certain explicit and implicit agreements existed but were often circumvented or ignored for expedience. San Jose was the only jurisdiction with strict understandings with parents whereas the rest of the departments had flexible procedures. Seven of the departments had set definite procedures and policies with other community agencies, with the remaining five departments having no such agreements.

2. Effectiveness of Approach on Case Outcome

The performance of the 12 police departments can be viewed in light of the above factors, plus many others, including the nature of

the jurisdictions, the nature of the particular cases handled, the amount of agreement displayed by Juvenile Probation staff regarding the department's judgement on booked cases⁴ as seen in intake dispositions of booked 601's and, later court dispositions of 601's petitioned at intake, etc. These factors are discussed below for each department in connection with the following measures of program success: the department's ratio of bookings to allowable bookings, their ratio of diversions to total 601 contacts, and the recidivism rate of juveniles diverted by the department.

a) San Jose Police Department

San Jose Police Department was faced with several unique problems - - - it was responsible for the largest volume of juveniles residing in any jurisdiction in the county and had the largest staff in which to instill the concepts and techniques of pre-delinquent diversion (See Table 9). Two sergeants, assigned to the project on a full-time basis, handled approximately five percent of initial contacts with 601's and did follow-up work with the more difficult cases (approximately 10%).

During the first year, San Jose Police Department established rigid policies with schools and with parents regarding the handling of 601 cases, and more flexible policies with various community agencies. One of the Department's important resources for pre-delinquent diversion (as was the case with most other departments) was the juvenile's parents. As shown in Table 13, well over one-third

⁴Such evidence of agreement or disagreement regarding cases does not, at this point, show the appropriateness of decisions made by either the police officers or Juvenile Probation staff. The intention here is simply to expose existing discrepancies.

TABLE 12: RANK ORDER OF POLICE DEPARTMENTS BY JUVENILE POPULATION WITHIN JURISDICTION¹, ANTICIPATED 601 REFERRALS TO JUVENILE PROBATION FOR FY 1972 - 73, AND SIZE OF STAFF²

POLICE DEPARTMENT	JUVENILE POPULATION	# ANTICIPATED 601 REFERRALS ³	# SWORN OFFICERS
San Jose	192,060	2,286	565
Sheriff	61,818	708	462
Sunnyvale	36,007 (4)	392	156
Santa Clara	54,800 (3)	283	111
Mountain View	15,300 (6)	240	63 (6)
Palo Alto	15,733 (5)	202	100 (5)
Milpitas	14,987	106	32 (8)
Campbell	14,877	128	33 (7)
Los Gatos	8,559	124	29
Gilroy	5,317 (11)	79	25
Los Altos	8,383 (10)	76	23
Morgan Hill	2,971	39	16
TOTAL	1,144,000	4,743	1,615

Rank orders are designated in () if they appear out of order

¹Derived from figures provided by Santa Clara County Planning Department and "General Population Characteristics, California", U.S. Department of Commerce, Bureau of the Census 1970.

²Number of sworn officers on the department's force, discluding court baliffs in the case of the Sheriff's Department.

³With no diversion program in operation.

TABLE 13: Use of Community Resources by Police Departments

Type Resource	Police Departments														Total	Total										
	Morgan Hill		Los Altos		Gilroy		Los Gatos		Campbell		Milpitas		Palo Alto				Mountain View		Santa Clara		Sunnyvale		Sheriff's Office		San Jose	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%		
Parent	21	37.5	4	20.	44	55.7	45	77.6	95	56.2	69	57.	38	50.7	46	27.1	70	46.7	30	18.3	160	44.1	219	37.3	841	41.3
Private Residence	1	1.8	4	20.	1	1.3	1	1.7	0	0	0	0	1	1.3	0	0	2	1.3	2	1.2	4	1.1	7	1.2	23	1.1
Private Agency	1	1.8	4	20.	4	5.1	4	6.9	1	.6	6	5.	25	33.3	37	17.8	16	10.7	17	10.4	54	14.9	117	19.9	286	14.0
Public Agency	10	17.2	4	20.	12	15.2	2	3.5	10	5.9	15	12.4	4	5.3	46	22.1	17	11.3	28	17.1	56	15.4	157	26.7	361	17.7
Religious Agency	1	1.8	2	10.	3	3.8	0	0	0	0	3	2.5	0	0	8	3.9	27	18.	1	.6	42	11.6	36	6.2	123	6.0
Police Program	1	1.8	1	5.	0	0	0	0	1	.6	1	.8	0	0	4	1.9	1	.7	24	14.6	0	0	23	3.9	56	2.7
School	17	30.4	0	0	13	16.5	6	10.3	52	51.2	23	19.	2	2.7	56	26.9	13	8.7	56	34.2	30	8.3	18	3.1	296	14.5
Relative	0	0	0	0	2	2.5	0	0	0	0	4	3.3	5	6.7	11	5.3	4	2.7	6	3.7	17	4.7	10	1.7	59	2.8
TOTAL	52	100.0	19	100.0	79	100.0	58	100.0	169	100.0	121	100.0	75	100.0	208	100.0	150	100.0	164	100.0	363	100.0	587	100.0	2035	100.0

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of San Jose's diversion recommendations went to parents, over one-quarter to public agencies, and almost one-fifth to private agencies in the community. Distinct from any other departmental approach, San Jose hired an in-house social worker who handled many cases.

Each department's decisions to book certain pre-delinquents were examined in terms of the amount of supportive action displayed by Juvenile Probation staff. Approximately 55% of San Jose's booked juveniles were released at the intake level of the Probation Department, and only 23.2% were petitioned (See Table 14). Although this represents a favorable reduction from the percentage trend of previous years for "SAI's" (settled at intake), it still reveals a high degree of discrepancy in police versus probation estimations of which juveniles need probation services. Of all the juveniles booked by San Jose, 16.3% were made Wards of the Court, showing an increase of 5.3% over the past years' county-wide trends (See Table 15).

In terms of one of the program goals (for each police department to book less than one-third of the number of 601's predicted for their jurisdiction), San Jose was statistically 128% successful. Had they referred 777 pre-delinquents (one-third of the number predicted for the jurisdiction had there been no program), they would have achieved 100% of their statistical goal. At year's end, they had referred only 558 juveniles or 68.8% of their "allowables" (See Figure 4). In vivid contrast to this success, however, was their performance in terms of the ratio of diversions to total 601 contacts. From this perspective, San Jose showed the poorest performance of all

TABLE 14: Intake Dispositions of 601's Booked by Police Departments

Dispositions	Police Departments														N	%										
	Morgan Hill		Los Altos		Gilroy		Los Gatos		Campbell		Milpitas		Palo Alto				Mountain View		Santa Clara		Sunnyvale		Sheriff's Office		San Jose	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%			N	%	N	%	N	%	N	%	N	%
Settled at Intake	4	50.0	2	66.7	13	65.0	10	62.5	15	62.5	11	50.0	14	50.0	5	27.8	27	48.2	46	52.9	111	60.0	293	54.8	551	55.0
Awaiting Probation Officer Action	2	25.0					2	12.5					2	7.1			3	5.4			2	1.1	13	2.4	24	24.0
Informal Supervision			1	33.3	2	10.0	1	6.3	2	8.3	5	22.5	4	14.3	6	33.3	9	16.1	18	20.7	31	16.8	105	19.6	184	18.4
Petitioned	2	25.0			5	25.0	3	18.8	7	19.2	5	22.5	8	28.6	6	33.3	16	28.6	21	24.1	39	21.1	120	22.4	232	23.2
Transferred Out										1	4.5			1	5.6	1	1.8	2	2.3	2	1.1	4	.7	11	.01	
TOTAL	8	100.0	3	100.0	20	100.0	16	100.0	24	100.0	22	100.0	28	100.0	18	100.0	56	100.0	87	100.0	185	100.0	535	100.0	1002	100.0

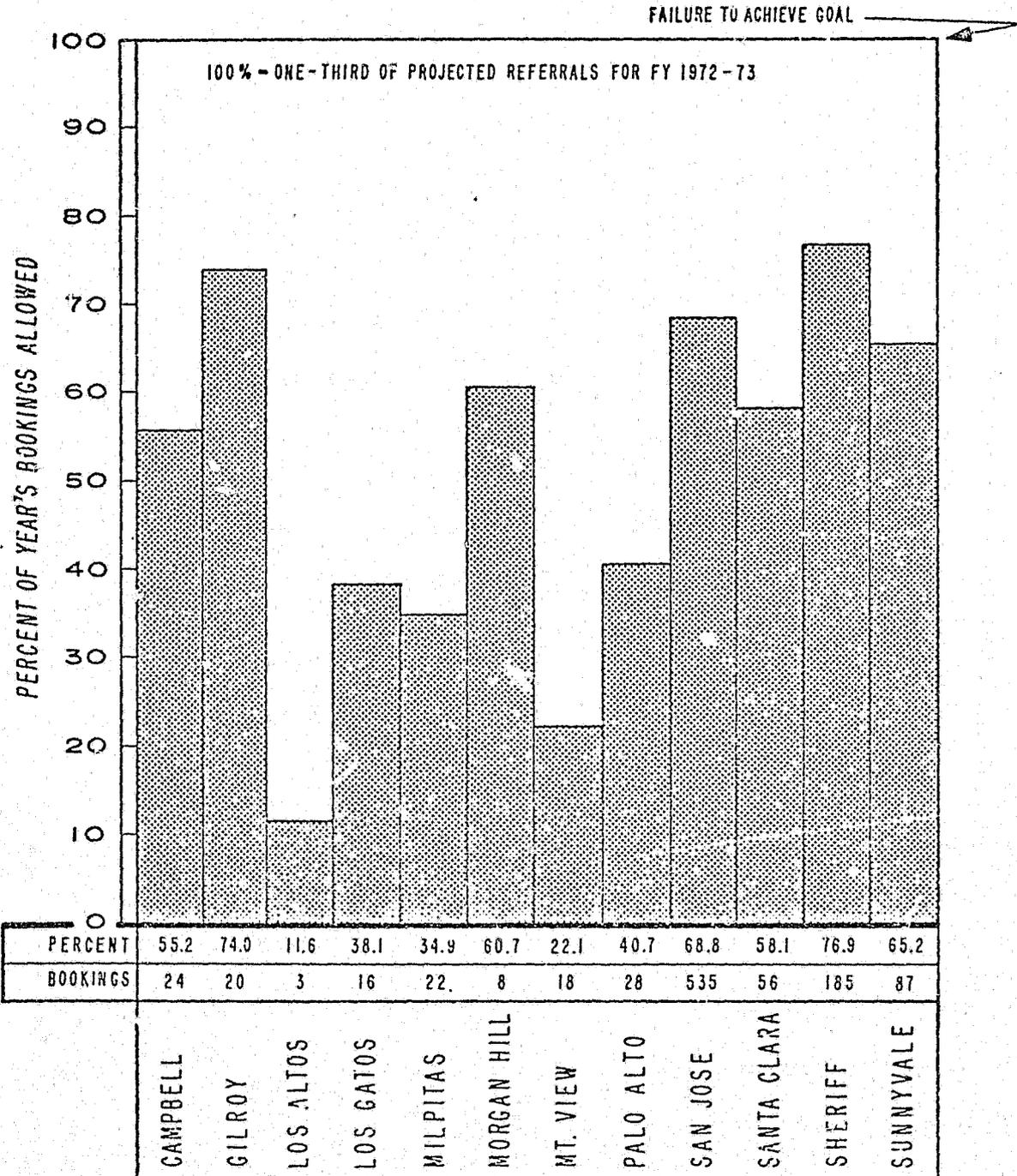
TABLE 15: Court Disposition of Petitioned 601's Booked by Police Departments
(As Percent of Total Bookings)

Dispositions	Police Departments														County-wide N	County-wide %										
	Morgan Hill		Los Altos		Gilroy		Los Gatos		Campbell		Milpitas		Palo Alto				Mountain View		Santa Clara		Sunnyvale		Sheriff's Office		San Jose	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%			N	%	N	%	N	%	N	%	N	%
Hard	1	12.5			2	10.0	3	18.8	4	16.7	3	13.6	5	17.9	4	22.2	12	21.4	17	19.5	26	14.1	87	16.3	164	16.4
Dismissed	1	12.5			3	15.0			1	4.2			1	3.6	1	5.6	1	1.8			6	3.3	23	4.3	37	3.7
Month Probation											1	4.6	1	3.6	1	5.6	1	1.8	1	1.2	3	1.6	7	1.3	15	1.5
Dependent Child																	1	1.8			1	.5			2	.2
Sending									2	8.3	1	4.6	1	3.6			1	1.8	3	3.5	3	1.6	3	.6	14	1.4
TOTAL	2	25.0			5	25.0	3	18.8	7	20.9	5	22.8	8	28.7	6	33.4	16	28.6	21	24.2	39	21.1	120	22.5	232	23.2

FIGURE 4
POLICE DEPARTMENT BOOKINGS

JUNE 1, 1972 - JUNE 30, 1973

(AS PERCENT OF EACH DEPARTMENTS ALLOWED BOOKINGS TO MEET PROGRAM GOAL)



*NOTE: The higher the bar on the graph, the less successful the department.

the participating departments (See Figure 5 and Figure 6).

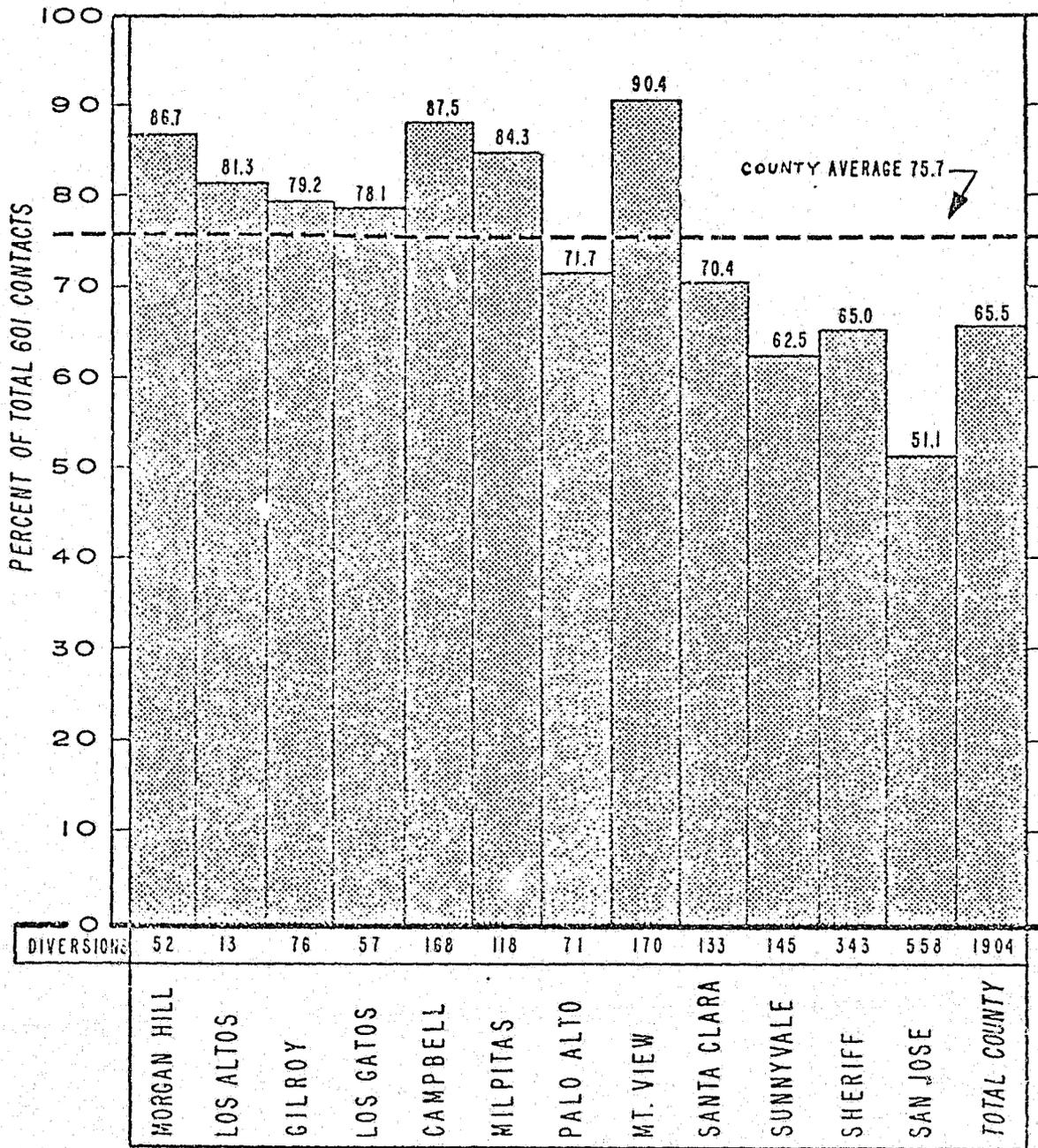
This phenomenon of successful goal achievement on the one hand, and poor performance in terms of a diversion/contacts ratio on the other hand, was evidenced in many of the departments. Such evidence supports the research contention discussed earlier regarding the weakness of the statistical "success" base of the program derived by program developers. It may also be attributed, in some small part, to the fact that there are differences between departments in the amount of paperwork completed and submitted on their 601 contacts.

Important to the estimation of jurisdictional effectiveness is an examination of the recidivism of youths diverted by the police departments. Seventeen percent of the pre-delinquents diverted by San Jose Police Department became involved in Welfare and Institutions Code violations subsequent to their diversion. This represents a rate 1% higher than the county-wide trend for post-diversion recidivism. Figure 7 shows that the Department did not attempt to re-divert the majority of recidivists, but rather referred them to Juvenile Probation.

b) Sheriff's Department

The Sheriff's Department was faced with the responsibility for the second largest area in terms volume of juveniles (See Table 12 on page 33) and the second largest staff of sworn personnel in which to instill the concepts and techniques of pre-delinquent diversion. One full-time sergeant was assigned to the program and was assisted part-time by a deputy and a clerk. These individuals made 20% of the

FIGURE 5
 POLICE DEPARTMENT DIVERSIONS
 (AS PERCENT OF TOTAL 601 CONTACTS)



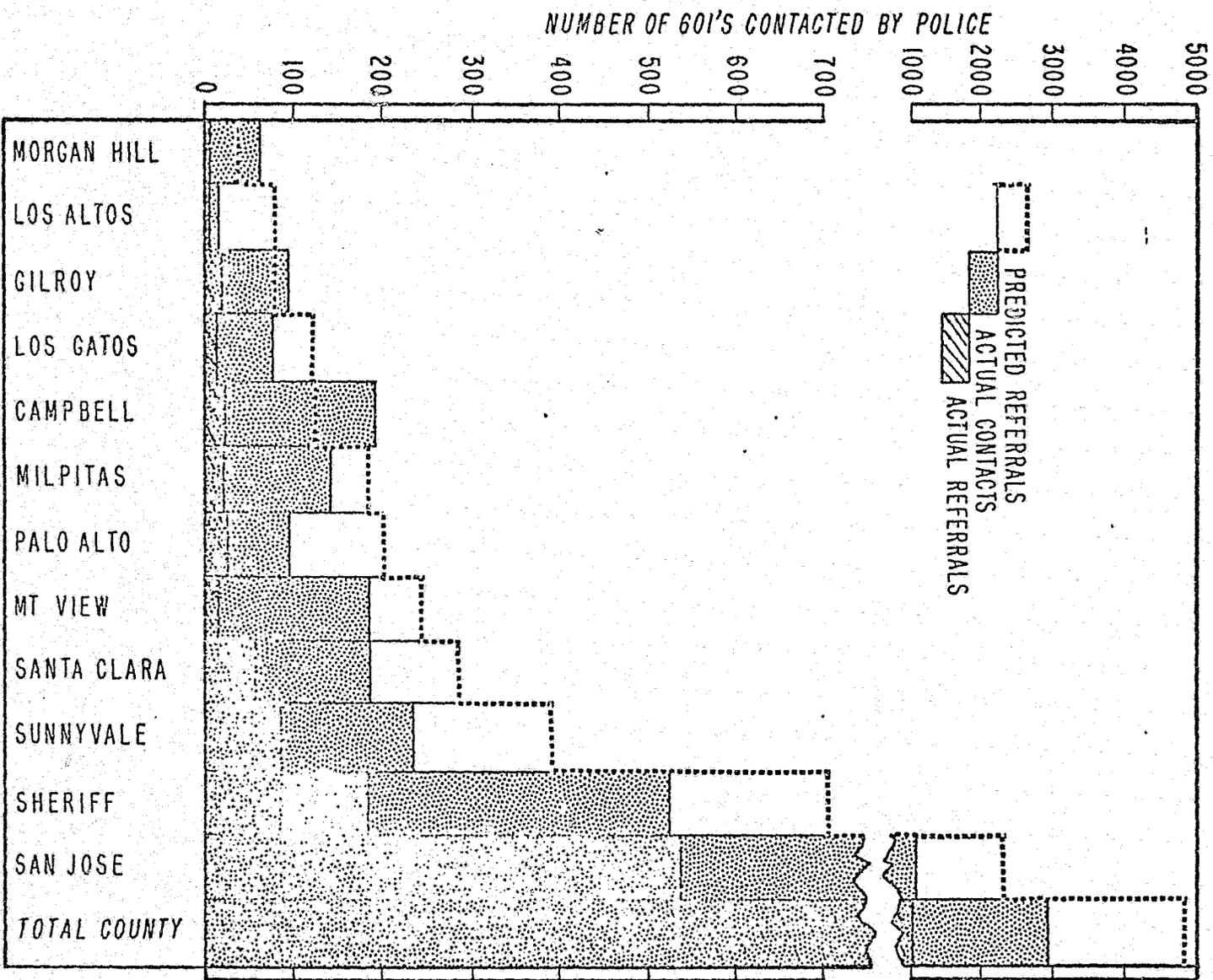
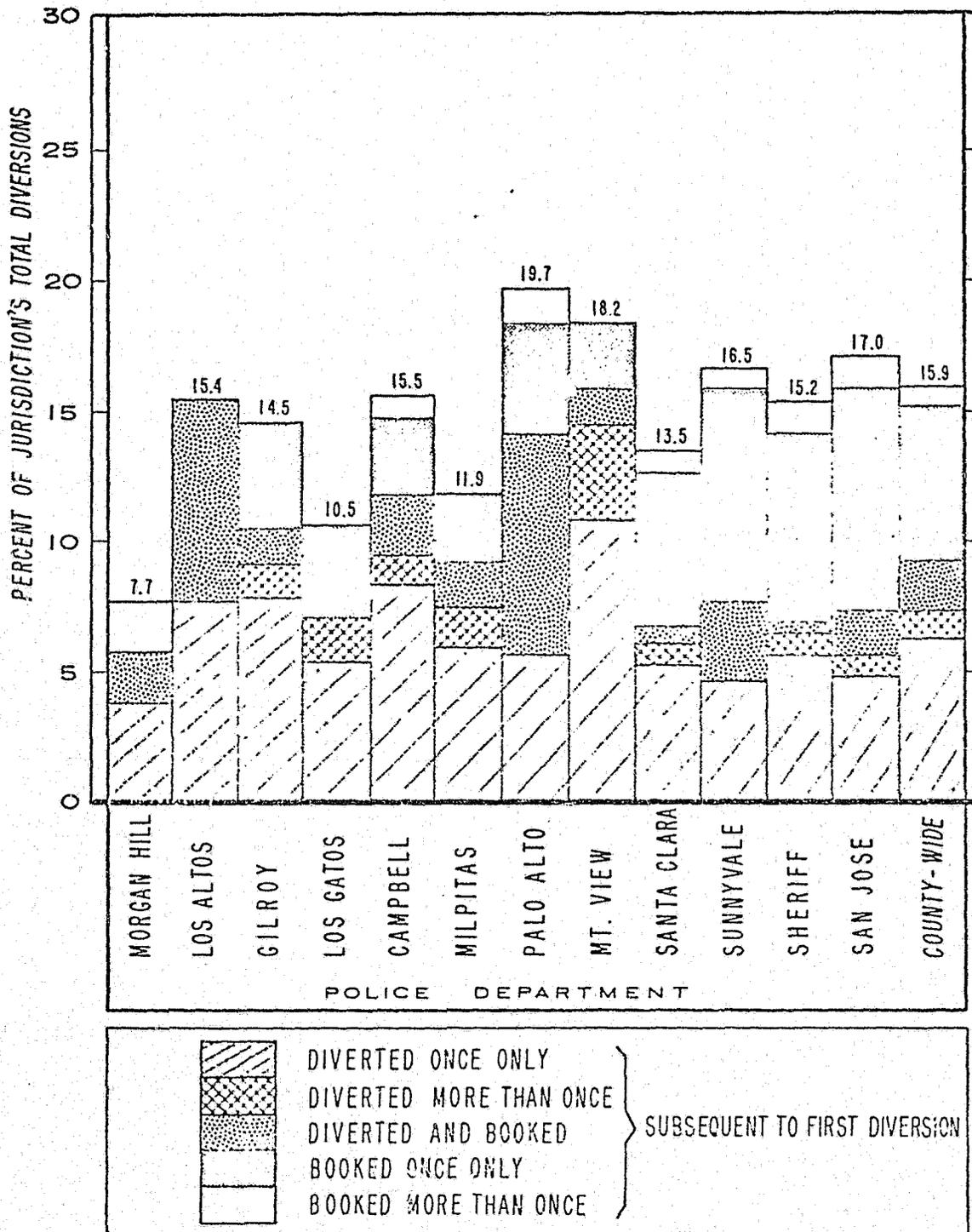


FIGURE 6
**PREDICTED REFERRALS FOR FY 1972-73
 VS ACTUAL CONTACTS AND ACTUAL REFERRALS**

FIGURE 7
 RECIDIVISM RATES OF DIVERTED 601'S BY TYPE OF REINVOLVEMENT
 AND BY POLICE DEPARTMENT DIVERTING THE YOUTH



initial contacts with 601 juveniles; however, they did further case work and extensive follow-up with as much as 75% of their total number of 601's contacted.

As shown in Table 9 on page 27, the Sheriff's Department established fairly rigid policies and procedures with schools regarding the handling of 601 cases, had more flexible policies with parents, but made no procedural agreements with other agencies in the community. Similar to many other department's diversion patterns, a great many of their diverted juveniles were referred back to their parents for cooperative problem resolution. Public and private agencies were suggested over 30% of the time and religious agencies were recommended over 11% of the time (See Table 13 on page 34). Early in the project year, the Sheriff's Diversion Team polled all the churches in the County to gauge the interest and capabilities regarding community treatment of pre-delinquent juveniles. Many favorable responses were returned, providing one base for services for the Sheriff's Department.

Intake personnel at the Juvenile Probation Department proved to be supportive of Sheriff's booking decisions in only 40% of the cases referred. Sixty percent of the bookings were settled at intake and released (only 10% below past years' trends), and 39% were petitioned (See Table 14 on page 36). As shown in Table 15 on page 37, approximately 14% of those juveniles booked were made Wards of the Court, showing an increase of 4% over past years' county-wide trends.

In terms of the program goal regarding reduced bookings, the Sheriff's Office was statistically 123% successful. Based on

predictions, they were allowed 241 bookings during the year to achieve the program goal and they booked only 185 (76.9% of their "allowables", as shown in Figure 4 on page 38). Viewed from the perspective of a diversions/total contacts ratio, the Sheriff's Department's performance appear less successful than is indicated above. Figures 5 and 6 on pages 40 and 41, show that 65% of all their contacts with 601's were diverted, exhibiting the third lowest ratio in the County. This reversal in performance levels, discussed in the section above regarding San Jose, may be similarly attributed to the weak statistical base of the program and the department's incomplete processing of paperwork.

The recidivism rate of youth diverted by the Sheriff's Department was used as a further measure of the Department's program effectiveness. Approximately 15% of their diversions became involved in a subsequent violation of the Welfare and Institutions Code. As shown in Figure 7 on page 42, this approximates the county-wide trend for post-diversion recidivism. The Department did not attempt to re-divert most of these youths, but rather referred them to Juvenile Probation.

c) Sunnyvale Department of Public Safety

Sunnyvale ranked fourth of all participating jurisdictions in terms of volume of juvenile population, but based on previous years' booking patterns, ranked third in terms of anticipated referrals for the project year (See Table 12 on page 33). The number of their sworn officers also placed them third in departmental size. The unique nature of their Public Safety Organization influenced their shifting allocation of program workload to many different staff members. Three

individuals assumed the full-time position of Diversion Officer at different times during the year. These individuals, intended to function as program coordinators, handled only 5% of the initial 601 contacts and approximately 10% of the more extensive contacts with juveniles.

Sunnyvale's police established set policies with the schools in their jurisdiction regarding the handling of pre-delinquent juveniles, and made some flexible procedural policies with parents and other community resources (See Table 9 on page 27). Schools in Sunnyvale were used as resources far more than in most other jurisdictions and parents were used significantly less. As shown in Table 13 on page 34, the Department, itself, provided a service program for almost 15% of their diverted juveniles, (parent-youth discussion groups).

Similar to the Departments previously discussed, Sunnyvale officers differed with Juvenile Probation Intake staff in over half their judgements regarding the appropriate treatment of their booked 601 cases. As shown in Table 14 on page 36, almost 53% of Sunnyvale's booked juveniles were released at intake. Of the pre-delinquents who were booked, 19.5% were made Wards of the Court, 9.5% more than previous years' trends. Once again, some improvement is shown in the coordination of police and probation action, however, frequent discrepancies still exist.

In terms of the program goal relating to a reduction in bookings, Sunnyvale was statistically 135% successful. They were allowed 133

bookings during the year for full goal achievement and actually booked only 87 juveniles (65.2% of their "allowables" as shown in Figures 4 and 5 on pages 38 and 40). From this perspective, Sunnyvale had the second lowest ratio among participating departments; again, possibly attributable to the mitigating factors discussed for San Jose and the Sheriff's Department.

The recidivism rate of youth diverted by the Sunnyvale Department of Public Safety was used as a further measure of the Department's program effectiveness. Sixteen percent of their diversions became involved in a subsequent violation of the Welfare and Institutions Code. This approximates the county-wide trend for post-diversion recidivism. As shown in Figure 7 on page 42, Sunnyvale did not attempt to re-divert most of these youths, but rather referred them to Juvenile Probation.

d) Santa Clara Police Department

Santa Clara, despite its ranking of third in terms of juveniles residing within its jurisdiction, ranked fourth in terms of the number of 601 bookings anticipated for the first project year (See Table 12 on page 33). The jurisdiction was met with the task of instilling the concepts and techniques of pre-delinquent diversion in a staff of 111 sworn police personnel. One sergeant, assigned to the project on a full-time basis, was assisted part-time by two other officers. These individuals made only 10% of the initial contacts with 601's but did further case work with as much as 80% of the entire number of 601's contacted (See Table 9 on page 27).

During the first project year, Santa Clara Police set up rigid policies with several community agencies but had more flexible understandings with resources such as parents and schools (See Table 9). Over 46% of their recommendations involved the juvenile's return to his parents for a cooperative settlement of the problem. Of the community agencies used, those of a religious orientation received the most referrals from this police department.

As shown in Table 14 on page 36, Santa Clara Police evidenced one of the least amounts of Juvenile Probation staff opposition to their judgements regarding the treatment needs of their booked 601's. Slightly more than 48% of these juveniles were released at intake, with 28.6% of those booked being petitioned, and as many as 21.4% being made Wards of the Court (See Table 15 on page 37).

The achievement of the program goal involving the reduction of previous 601 bookings was successfully accomplished by Santa Clara Police, who were statistically, 141% successful. By the end of the first project year, they had referred 56 pre-delinquents or only 58.1% of the number allowed them according to the project objectives (See Figure 4 on page 38). From the perspective of diversion activity, they maintained a moderately high ratio of diversions to total 601 contacts - - - better than the larger, previously discussed departments but lower than the smaller departments discussed below.

In further estimating Santa Clara's program effectiveness, measures of recidivism were taken among their diverted youth.

Thirteen-and-one-half percent of the Department's diverted pre-delinquents became involved in a subsequent violation of the Welfare and Institutions Code. As shown in Figure 7 on page 42, this is somewhat smaller a rate than the county-wide trend for post-diversion recidivism. The Department tried to re-divert slightly more of these recidivists than they booked.

e) Palo Alto Police Department

As shown in Table 12 on page 33, Palo Alto ranked fifth among the departments based on the number of juveniles residing within its jurisdiction and on size of its police force (100 sworn personnel) - - - however, due to its pre-program booking patterns, it ranked sixth in terms of the anticipated number of 601's it would refer to probation with no diversion program in operation. Two officers, assigned to the project on a half-time basis, handled approximately 40% of the department's initial contacts with 601's and followed through with more extensive case work on approximately 80% of the contacts (See Table 9 on page 27).

During the first project year, Palo Alto established no hard and fast policies or procedures with schools, parents or other community agencies regarding the handling of pre-delinquent problems. The department did create certain flexible policies in agreement with these resources, but they were not rigidly adhered to. Over half of the officers' recommendations for community services involved the juvenile's return to his parents for cooperative problem resolution. Over one-third of the Palo Alto diversions were referred

to private agencies, proving to be the highest proportion of referrals by any jurisdiction to agencies of a private nature (See Table 13 on page 34).

Only half of the booking decisions made by Palo Alto police officers to obtain probation services for some of their 601 contacts received supportive action from Juvenile Probation personnel. As shown in Table 14 on page 36, 50% of their bookings were released at intake, however, as many as 28.6% were petitioned. Of their year's bookings, 17.9% were finally declared Wards of the Court, 7.9% more than County trends of this disposition in pre-program years (See Table 15 on page 37). Palo Alto achieved the program goal of reduced bookings, being statistically 159% successful. Figure 4 on page 38 shows that they referred 28 pre-delinquents to the Probation Department, only 40.7% of the number they were allowed in order to achieve the objective. From the perspective of diversion activity, 71.7% of the 601 contacts reported by Palo Alto were diverted (See Figures 5 and 6 on pages 40 and 41).

In further estimating Palo Alto's program effectiveness, measures of recidivism were taken among their diverted youth. The Department's diverted youth exhibited the highest rate of recidivism of any diverted by the participating departments, becoming involved in subsequent violations of the Welfare and Institutions Code at a rate of 19.7%. As shown in Figure 7 on page 42, this is 4.7% above the county-wide trend for post-diversion recidivism. The Department attempted to re-divert the majority of these youth, but ultimately referred them to Juvenile Probation.

f) Mountain View Police Department

Mountain View ranked sixth in terms of the volume of juveniles residing within its jurisdiction and the size of the police force which needed to be trained for their program participation (See Table 12 on page 33). Based on its previous patterns of bookings, it ranked fifth among the departments in anticipated 601 referrals to the Juvenile Probation Department for FY 1972-73. One officer, assigned to the program on a full-time basis was assisted part-time by another officer. These Diversion Officers made approximately 20% of the initial 601 contacts and did further case work with 90% of the department's total 601 volume (See Table 9 on page 27). During the first project year, some flexible policies were established between Mountain View Police and schools, parents of pre-delinquents and other community resources. As shown in Table 13 on page 34, no one type of resource received the burden of Mountain View's diversions- - - parents, public agencies and schools were suggested by officers with much the same frequency, with private agencies also used in many cases. Occasionally, pre-delinquents were detained in the police department's holding cells in order to "think about their problems."

Based purely on statistics, Mountain View Police Department exhibited the best initial performance of the 12 participating jurisdictions. They encountered the highest incidence of supportive action by Juvenile Probation Department personnel in terms of decision reinforcement. As shown in Table 14 on page 36, only 27.8% of the juveniles booked by Mountain View Police were released at

intake and as many as two-thirds were either petitioned or placed on Informal Supervision. This represents the least conflict between the police and probation judgements as to which 601 cases need probation supervision. Furthermore, over 22% of the pre-delinquents referred ultimately were made Wards of the Court. Table 15 on page 37 shows this proportion to be favorably the highest of any of the departments.

In keeping with Mountain View's successfully selective booking performance was their performance in terms of the ratio of diversions to total 601 contacts. From this perspective too, Mountain View exceeded the achievement of other departments by diverting 90% of their reported 601 contacts (See Figures 5 and 6 on pages 40 and 41).

The recidivism rate of youth diverted by Mountain View Police was used as a further measure of the Department's program effectiveness. Approximately 18% of their diversions became involved in a subsequent violation of the Welfare and Institutions Code. This rate was the second highest among those exhibited by the participating departments. As shown in Figure 7 on page 42, Mountain View attempted to re-divert the great majority of these youths, rather than refer them to Juvenile Probation.

g) Milpitas Police Department

Milpitas ranked among the "middle-size" departments, being responsible for the seventh largest number of juvenile residents and the eighth largest staff of sworn personnel needing training for

their extended diversion activities. As shown in Table 12 on page 33, they also ranked seventh based on a predicted number of 601's they were expected to refer to Juvenile Probation during FY 1972-73 had there been no program. One full-time position allocated to the project by the Department was filled temporarily by one officer and, later by the Department's designated sergeant. These individuals handled approximately 20% of the jurisdiction's initial contacts with 601's and 90% of the more extensive 601 case work (See Table 9 on page 27).

During the first year, Milpitas Police Department established relatively rigid policies with schools regarding the handling of 601 cases, and more flexible procedural agreements with parents and other community resources. Table 13 on page 34 shows that of the 12 participating departments, they referred the second largest proportion of their diverted 601's back to the juveniles' parents for family resolution of the problem. Approximately one-fifth of their diversions were referred to schools, with public agencies being recommended to serve 12.4% of the diverted pre-delinquents. The Milpitas Diversion Officer occasionally used written contracts between himself and the juvenile, involving promises of more positive behavior from the juvenile in the future. These "contract probations" were not unlike Juvenile Probation Department's Informal Supervision.

Milpitas approximated the county-wide norm in terms of the amount of supportive action they received from Juvenile Probation staff regarding their booked cases. As shown in Tables 14 and 15 on pages 36 and 37, half of their booked 601's were released at intake, and

only 13.6% ultimately became Wards of the Court. Based on the program goal of a specific reduction in 601 bookings, Milpitas was 165% successful in achieving its objective. Viewed from the perspective of diversion activity, their program participation was similarly successful. Of all the pre-delinquents reportedly contacted by Milpitas Police, 84.3% were diverted.

In further estimating Milpitas' program effectiveness, measures of recidivism were taken among their diverted youth. Almost 12% of their diversions became involved in a subsequent violation of the Welfare and Institutions Code. This was approximately 4% below county-wide trends for post-diversion recidivism. As shown in Figure 7 on page 42, Milpitas attempted to re-divert most of these youths, rather than refer them to Juvenile Probation.

h) Campbell Police Department

Statistically, Campbell Police Department was faced with much the same jurisdictional responsibilities as was Milpitas Police. As shown in Table 12 on page 33, Campbell had almost the same number of juveniles residing within its boundaries and just one less officer on its force for whom program indoctrination was necessary. One sergeant, assigned to the project on a full-time basis, made 25% of the department's initial contacts with 601's and approximately 75% of the further case work that was done with these juveniles.

During the first project year, Campbell Police established flexible procedural policies with schools and parents in the community, but no real agreements between the Department and any other

community resources. Understandably, approximately half of their recommendations for service for their pre-delinquents involved use of the schools, while almost as many involved the juvenile's return to his parents. Many informal "probations" were set up by the Diversion Officer in which the juvenile promised to exhibit more positive behavior in the future and to occasionally contact the officer. Photographs of each diverted juvenile were taken as part of the Officer's diversion procedure.

Supportive action on the part of Juvenile Probation personnel was not often evident regarding the 601's Campbell booked. In approximately 62% of the cases, the juveniles were released at intake and in only 16.7% of the cases did the youth become Wards of the Court (See Tables 14 and 15 on pages 36 and 37). The Department was allowed to book 43 pre-delinquents during the first project year to achieve the goal of a specific reduction in 601 bookings. As shown in Figure 4 on page 38, they booked only 24, (or 55.2% of their "allowables"), thus being 144% successful. In terms of diversion activity, they displayed a high ratio of diverted 601's to total 601 contacts (See Figures 5 and 6 on pages 40 and 41).

In further estimating Campbell's program effectiveness, measures of recidivism were taken among their diverted youth. Fifteen and one-half percent of the Department's diverted pre-delinquents became involved in a subsequent violation of the Welfare and Institutions Code, approximating the county-wide trend for post-diversion recidivism. The Department attempted to re-divert most of these youth, rather than book them, as shown in Figure 7 on page 42.

i) Los Gatos Police Department

Los Gatos Police Department ranked ninth among the departments in terms of the number of juveniles residing within its jurisdiction and the number of sworn personnel on its force in need of training for its extended diversion activities (See Table 12 on page 33). One officer, assigned to the project on a three-quarters time basis, made approximately 25% of the Department's initial contacts with 601's and conducted more extensive contacts and follow-ups with approximately 75% of the Department's 601's. During the first year, Los Gatos Police established flexible policies with local schools and with parents regarding the handling of 601 juveniles, but made no real procedural agreements with any other community resources. The great majority of their diverted juveniles - - - proportionally more than any other department - - - were returned to their parents for cooperative resolution of the problem within the family (See Table 13 on page 34). Some 10% of the diversions made use of the schools in the community.

As indicated in Table 14 on page 36, Los Gatos was among the many departments which disagreed with probation action on their referrals more than agreed. Over 62% of the 601's whom the Department adjudged to be in need of probation services were released at intake and only 18.8% were ultimately made Wards of the Court (See Table 15 on page 37). Los Gatos was able to meet the program goal of reduced bookings, being, in fact, 162% successful. They booked only 16 pre-delinquents or 38.1% of their "allowables". In terms of diversion activity, they performed similarly well, diverting 78.1% of their total reported 601 contacts (See Figures 5 and 6 on pages 40 and 41).

The recidivism rate of youth diverted by Los Gatos Police was used as a further measure of the Department's program effectiveness. Ten and one-half percent of their diversions became involved in subsequent violations of the Welfare and Institutions Code. This was over 5% lower than the county-wide rate of post-diversion recidivism. As shown in Figure 7 on page 42, Los Gatos attempted to re-divert slightly more of the recidivists than they referred to Juvenile Probation.

j) Gilroy Police Department

Gilroy Police Department ranked eleventh among the participating jurisdictions in terms of its volume of juvenile residents, and tenth according to its number of sworn personnel for whom program indoctrination was necessary (See Table 12 on page 33). One officer, assigned to the project on a full-time basis, was assisted part-time by another officer. These individuals made approximately 25% of the Department's initial 601 contacts and did further case work with approximately 75% of the total 601 caseload. During the year, Gilroy Police created some flexible policies with schools and parents regarding the handling of 601's, but none with any other agencies in the community. As shown in Table 13 on page 34, over one-half of their diversions were referred back to the parents, yet several went to schools and public agencies. As was the case in Mountain View, pre-delinquents were occasionally detained in the police station's holding cell to "think about their problems."

Gilroy encountered a relatively small amount of supportive action by Juvenile Probation Department personnel. Sixty-five percent of the

601 cases they booked were released at intake and 15% were later dismissed after Court. Only 10% were ultimately made Wards of the Court (See Tables 14 and 15 on pages 36 and 37).

In furtherance of the program goal to reduce bookings, Gilroy Police were allowed to refer 27 pre-delinquents to Juvenile Probation. Since they only actually referred 20 youth, or 74% of their "allowables" (See Figure 4 on page 38) they were statistically 126% successful. Viewed from the perspective of diversion activity, as shown in Figures 5 and 6 on pages 40 and 41, 79.2% of their total contacts with 601's were diverted.

In further estimating Gilroy's program effectiveness, measures of recidivism were taken among their diverted youth. Fourteen and one-half percent of the Department's diverted pre-delinquents became involved in a subsequent violation of the Welfare and Institutions Code. As shown in Figure 7 on page 42, this is slightly below the county-wide trend for post-diversion recidivism. The Department attempted to re-divert most of these youths, rather than refer them to Juvenile Probation.

k) Los Altos Police Department

Los Altos ranked tenth among the 12 departments by its volume of juvenile residents, but ranked eleventh according to the number of sworn personnel whom had to be acquainted with the program (See Table 12 on page 33). Based on its pre-program pattern of 601 referrals, it also ranked eleventh in the number of anticipated 601

referrals for FY 1972-73. One officer, assigned to the project on a half-time basis, made approximately 70% of the department's initial 601 contacts and did further case work with 70% of the total. As shown in Table 9 on page 27, the Department established flexible procedural policies with local schools, parents and other resources in the community, spreading its diversions almost evenly between parents, private citizens, and public and private agencies (See Table 13 on page 34).

Although the Department's decisions to refer 601's to Juvenile Probation were few, the majority of them were not well supported by intake personnel (See Table 14 on page 36). Statistically, the goal achievement displayed by Los Altos Police was 189% successful. As shown in Figure 4 on page 38, they booked only 11.6% of the number of pre-delinquents they were allowed for achievement of the objective. The Department's diversion performance was equally as successful with their diversions amounting to 81.3% of their total 601 contacts (See Figures 5 and 6 on pages 40 and 41).

In further estimating Los Altos' program effectiveness, measures of recidivism were taken among their diverted youth. Approximately 15.4% of their diversions became involved in a subsequent violation of the Welfare and Institutions Code, slightly below the county-wide trend for post-diversion recidivism. As shown in Figure 7 on page 42, Los Altos attempted to re-divert all of these youths, but eventually referred over half to Juvenile Probation.

1) Morgan Hill Police Department

Morgan Hill ranked the last among the 12 participating jurisdictions in terms of the volume of its juvenile residents, the number of its anticipated 601 referrals, and the size of its police force in which the concepts and techniques of pre-delinquent diversion had to be instilled (See Table 12 on page 33). One sergeant, assigned to the project on a half-time basis, made approximately 25% of the Department's initial contacts with 601's and conducted further case work and follow-up with virtually all of the pre-delinquents contacted by the Department. As shown in Table 9 on page 27, Morgan Hill Police established certain rigid policies with local schools regarding the handling of 601 juveniles and more flexible procedural agreements with parents. No real policies were created in agreement with other community resources. Similar proportions of the Department's diversions were referred to both parents and schools with the bulk of the remainder going to public agencies (See Table 13 on page 34).

As was the case with most of the other participating police departments, the decisions made by Morgan Hill to obtain probation services for certain of their 601's were not often reinforced by Juvenile Probation personnel. Half of their referrals were released at intake, and only 12.5% of their cases were ultimately made Wards of the Court (See Tables 14 and 15 on pages 36 and 37). In terms of the program goal of reduced 601 bookings, Morgan Hill Police were 139% successful. They were allowed to book 13 pre-delinquents during the year to achieve the statistical objective, and as shown in Figure 4 on page 38, referred only 60.7% of that number. Their

performance diverting juveniles was similarly successful. Of the total number of pre-delinquents the Department contacted, 86.7% were diverted (See Figures 5 and 6 on pages 40 and 41).

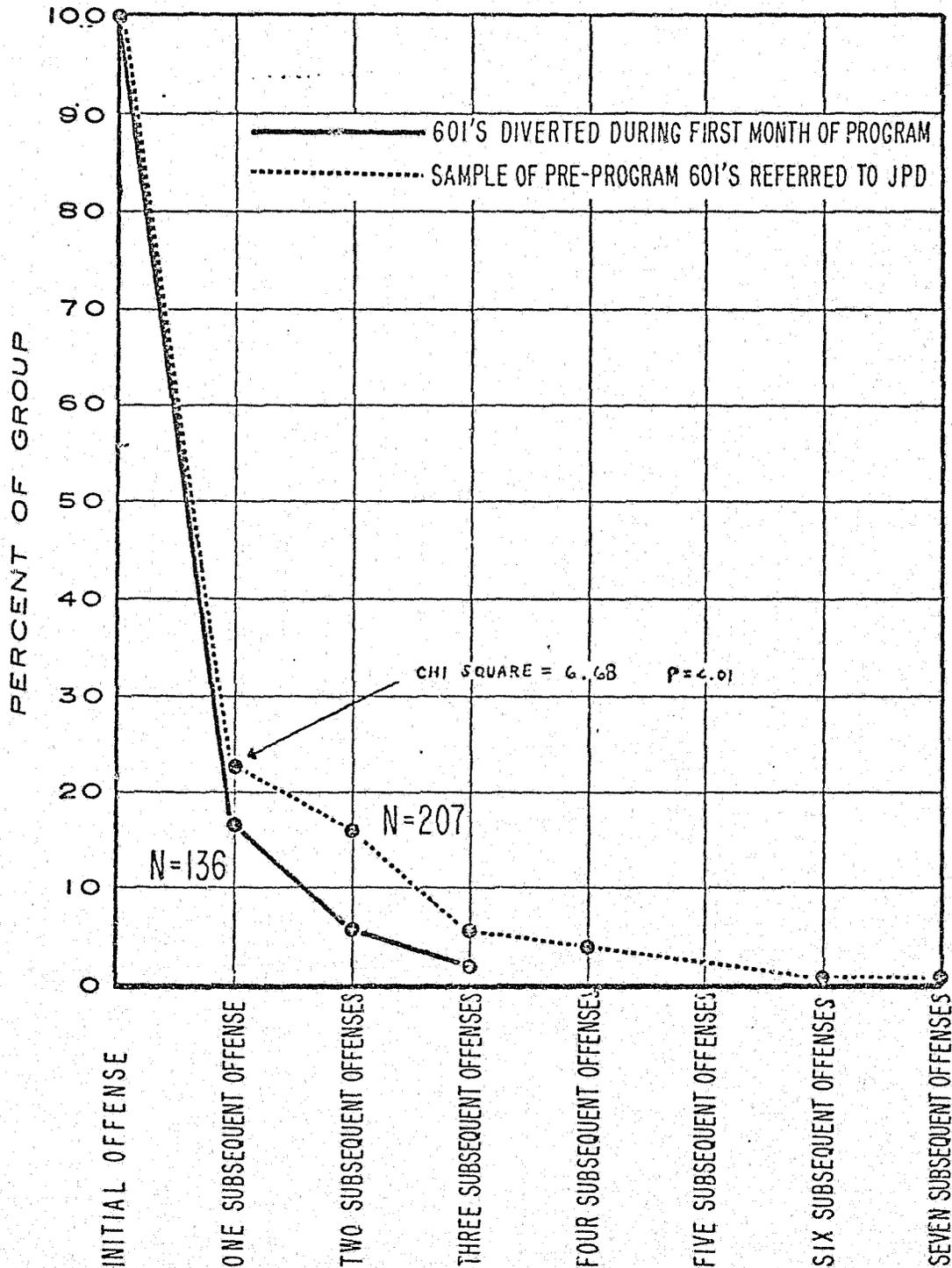
The recidivism rate of youth diverted by Morgan Hill Police, used as a further measure of the Department's program effectiveness, strongly supported the approach used in that jurisdiction. Only 7.7% of their diversions became involved in a subsequent violation of the Welfare and Institutions Code, proportionally fewer than any diverted by participating jurisdictions. As shown in Figure 7 on page 42, Morgan Hill attempted to re-divert most of these youth, rather than refer them to Juvenile Probation.

D. Recidivism of Program Youth

An important factor in the assessment of program success is the effect of the treatment on the client. The recidivism rate of the pre-delinquent youth diverted under the program was used as an indicant of program effectiveness. Recidivism was examined from two perspectives for the diverted youth: first, focusing on only those youth who had a period of approximately one year in which to recidivate; and then focusing on the program youth as an entire group, without consideration of time to recidivate.

One hundred and thirty-six youth diverted during the first month of the project year had approximately one year during which they could become involved in subsequent violations of the Welfare and Institutions Code. As shown in Figure 8, 16.9% of these youth (23 juveniles) became involved in one other violation of the Code, 5.9% (eight juveniles) in two other violations, and 1.5% (two juveniles) became involved in three subsequent violations. A total of 33 (24.3%) of the first-month diversions recidivated.

FIGURE 8
 RECIDIVISM RATES OF DIVERTED 601'S VS. SAMPLE OF
 PRE-PROGRAM 601'S REFERRED TO JPD
 (BASED ON ONE YEAR COHORT)



The recidivism rate for all the diverted youth was understandably even lower than the rate for those handled during the first month only. Approximately 16% of all the youth became involved in subsequent incidents in violation of the Welfare and Institutions Code - - - 12.2% (232 juveniles) became involved in one (reported) incident, 3.2% (60 juveniles) became involved in two, .4% (eight juveniles) became involved in three, and .05% (one juvenile) became involved in six incidents in violation of the code subsequent to their diversion. The way in which recidivists were handled by police varied. Approximately 46% of the recidivists were re-diverted (7.3% of all the diverted youth).

It should be noted that a complete interpretation of project case recidivism would be premature after only a year, however, results are encouraging. There are a number of differences between traditional policy and the diversion approach which may account for lowered recidivism. 1) The 601 Diversion Program places an emphasis on the treatment of a pre-delinquent act at an earlier point in time than the probation stage of the juvenile justice system. 2) The program attempts to stimulate at least initial treatment at the point of police-juvenile contact. 3) Initial treatment often takes place in the home or the school, the very real settings wherein the problems frequently arise. 4) The type of services the Diversion Program attempts to make available are aimed at family involvement as opposed to treatment administered to the juvenile alone.

1. Comparison with Recidivism of Pre-Program Youth

In order to compare the effectiveness of pre-program treatment of pre-delinquents with that of program treatment, an examination was made of the recidivism of a group of pre-program pre-delinquents.

Two hundred and seven youth who had been referred to the Juvenile Probation Department between 1965 and 1972 for 601 violations were randomly selected for the comparison.

Statistics suggest that the conventional treatments of pre-delinquent juveniles were not exceptionally effective. Recidivism was relatively high (See Figure 8 on page 61). The sample of pre-program juveniles was examined under a one year cohort design. Of these 207 youths, 22% re-entered the system for a third violation within a year, with the subsequent re-entry rate declining very slowly. A total of 99 youth (48.5% of the sample) recidivated during the one-year time frame.

In contrast to the sample, project case recidivism was low (See Figure 8). However, the entry levels of the juvenile justice system used for the comparison may be said to differ, depending on interpretation. On the one hand, juveniles in the sample who were referred to the Probation Department previous to the program represent a later point of apprehension and entry; and perhaps, a more serious, more well-developed offender. Therefore, one might infer that recidivism rates would be understandably higher.

On the other hand, since no structured program for diversion then existed, one might assume that all types of 601's flowed into the Department: some involving problems of a serious nature, but also many involving small and fleeting problems. The inference would then be that the sampled flow of 601's, representing an array of 601 severity, would be a valid comparison group for contrast with

2. Factors Influencing the Difference in Pre-Program Versus Program Recidivism

A study concerned with the effect of antecedent and intervening variables influencing the differences in recidivism discussed above was conducted using data on a second unique sample of 101 diverted youth. The variables examined were the youths' contact with the criminal justice system prior to his diversion, the kinds of police action taken in response to the offense, and the community based treatment (if any) actually received. The following definitions were used in the study:

No Prior Contact: No record of any offense or contact with the Police except for traffic tickets.

Prior Contact: This was distributed into two categories: police contact and Juvenile Hall booking. In the former instance an offense report or Juvenile Contact Report is filled out and the contact would receive a case number. This procedure is not an arrest. In the second instance the youth receives an identification number and is either cited or transported to Juvenile Hall. Prior contact implied that this procedure took place previous to the youth being diverted.

No Future Contact: This pertained to those youth that had been diverted and had no subsequent contact with either the police or Juvenile Hall.

Future Contact: This referred to those youths that had police or Juvenile Hall contact after being diverted. Some of these youths fell under the category of multiple diversions (second or third diversions).

The sample studied was composed of 101 pre-delinquents contacted between July 1, 1972 and April 13, 1973, the first nine months of the study. The population was divided into four groups as shown below (each juvenile being categorized twice according to the criteria):

- Group A: 55 juveniles having "no prior contact"
- Group B: 46 juveniles having "prior contact"
- Group C: 75 juveniles having "no future contact"
- Group D: 26 juveniles having "future contact"

The group of juveniles with no prior contact was comprised of 55% females, 45% males, and had a group mean age of 14.3 years old. The sex ratio of the group of pre-delinquents with prior contact, differing significantly with that of the "no priors", was 37% females to 63% males. The mean age of the groups differed only slightly (See Table 16).

An examination of the recidivist group ("future contacts") versus the non-recidivists suggests that the factors of prior contact, age, type of offense and sex are related to recidivism.

Sixty-three percent of the non-recidivists ("no future contacts") had no prior contact with either probation or police. Pre-delinquents in this group were considerably younger than recidivists. Furthermore,



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TABLE 16: CHARACTERISTICS OF JUVENILES STUDIED FOR RECIDIVISM

AND POLICE/PROBATION CONTACT

CHARACTERISTIC	NO PRIOR CONTACT	PRIOR CONTACT	NO FUTURE CONTACT ¹	FUTURE CONTACT	TOTAL POPULATION
SEX:					
Male	45.5%	63.0%	58.7%	38.5%	53.5%
Female	54.5%	37.0%	41.3%	61.5%	46.5%
MEAN AGE:	14.3	14.9	13.1	14.5	14.5
REASON FOR DIVERSION:					
Runaway	61.8%	47.8%	56.0%	53.9%	55.4%
Beyond Parental Control	25.5%	43.5%	32.0%	38.5%	33.6%
Beyond School Control			5.3%	0	4.0%
Truant	12.7%	8.7%	6.7%	0	5.0%
Lewd and Immoral			0	7.7%	2.0%

¹ Future indicates after the first diversion of the youth.

of the 56 runaways in the total sample of 101 juveniles, as many as 75% had no future contact with either police or probation. In contrast to the non-recidivists, the "future contact" group was comprised predominantly of females and youth with prior contact.

Based on evidence provided by the sample (See Table 16 on page 66), female pre-delinquents tend to have fewer reported involvements in Welfare and Institutions Code violations prior to their contact with the diversion program; however, once detected, they seem to exhibit more recidivism than do males. Recidivism appears to be more prevalent among older juveniles and less prevalent among runaways. Finally, the more contact a pre-delinquent has with either police or probation before his entry into the diversion program, the more likely he is to recidivate following his community-based treatment.

E. Community Resources

1. Police Use of Resources

As interpreted by the program, a community resource was any party, group or organization within the community which offered services appropriate for the treatment of pre-delinquent youth; except criminal justice agencies operating within the confines of their crime function. This allowed these latter agencies to participate in the program as community resources when they offered innovative programs using volunteers, agency staff during their time-off, and paid professional people of social service orientations.

The "use" of a community resource by police in the act of diversion was loosely interpreted by the program to include a wide range of police-youth-agency interaction. At the least level of interaction, "use"

entailed suggestions made by the police officer to the juvenile and/or his family, regarding agencies that should be contacted by the individuals concerned. At the most intense level of interaction, police officers brought the concerned individuals to appropriate agencies, established channels of communication with the agency regarding the limited follow-up of the case outcome.

The approaches to diverting pre-delinquents used by the 12 police departments are presented in Figure 9. The three Juvenile Probation Department consultants to the police were asked to categorize their respective police departments in terms of the departments' use of community resources and the number of their diversions. Since larger jurisdictions have a greater number of contacts with pre-delinquents during any designated time than smaller jurisdictions, the ordinal rank in the table does not refer to the absolute frequency of diversions, but rather to the ratio of diversions to bookings.

In contrast to pre-program performance, a total of 89 community resources were used by police during the first project year. This reflects a significant county-wide increase of 74 resources over pre-program use, repositioning the various police departments on the "approach typology" discussed above (See Figure 9). All but three of the 89 resources were either independently operating professional individuals or agency representatives. The three that were not were parents (considered collectively, the most frequently used resource), friends and relatives. As shown in Table 13 on page 34, approximately one-third of the agencies receiving 601's were public, one-fourth private, one fourth schools and one-tenth of them were religious

Figure 9

PROGRAM IMPACT ON THE NATURE AND FREQUENCY
OF POLICE DEPARTMENT DIVERSIONS

PRE-PROGRAM

	Few Diversions	Some Diversions	Many Diversions
Little Use of Available Community Resources	Campbell Los Gatos Mountain View Santa Clara Sheriff	Gilroy Los Altos Palo Alto San Jose	Milpitas Sunnyvale
Much Use of Available Community Resources	Morgan Hill		

NINTH PROGRAM MONTH

	Few Diversions	Some Diversions	Many Diversions
Little Use of Available Community Resources		Santa Clara	Los Altos Milpitas
Much Use of Available Community Resources	Gilroy	Campbell Sheriff Sunnyvale	Los Gatos Morgan Hill Mountain View Palo Alto San Jose

agencies. Special police programs received approximately five percent of the juveniles diverted to agencies.

Early in the project year, a handful of community agencies expressed distressed anticipations of burgeoning caseloads, due to the flow of pre-delinquents into the community for treatment. These premonitions turned out to be unfounded, as can be seen by Table 1, Appendix B, page 109. This complete listing of the agencies used by police and the number of juveniles referred to each agency clearly shows that no one agency was overwhelmed with suddenly inflated caseloads of 601's.

As was discovered in a survey of the diversion officers during the first project month (See Appendix C for survey instrument), few community resources were being used by the 12 jurisdictions in any of the departments' pre-program diversion activity. Any community treatment accorded these 601 juveniles as a result of police recommendation before July 1, 1972 emanated from approximately 15 agencies throughout Santa Clara County communities.⁵ In most cases, 601's were either returned home with no treatment to speak of, or were referred to the Juvenile Probation Department for conventional probation services.

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Six of the 12 departments had occasionally used the Department of Social Services, two departments had used Family Services, eight had used County Mental Health, five had used Catholic Social Services, two had used Community Services, one had used the Chicano Youth Project, one had used the Y.M.C.A., three had used Adult and Child Guidance, two had used churches, two had used Family Guidance, two had used the Drug Rehabilitation Center, two had used Chrysalis House, four had used schools, two had used Public Nursing, and the majority of departments had "diverted" pre-delinquents to their parents. In terms of the use of these community agencies, the frequency of such referrals were, at best, sporadic.

2. Police Knowledge about Community Resources

Police knowledge about resources that were available in their community was measured as a distinct variable separate from the use of same. The use of the diversion officer survey presupposed that the jurisdictional liaisons (as diversion specialists) would best represent the resource awareness of their respective police departments. Each officer was asked to indicate every resource that was currently available in his/her community which could be used to serve the needs of pre-delinquent youth.

During the first month, the majority of departmental responses (unique responses given by any of the departments' diversion officers) cited from two to 10 available resources. (Six departments cited this number of resources). Four departments cited between 11 and 21 available resources, and two departments were aware of over 59 available resources in their community. Most often recognized were agencies such as County Mental Health and Catholic Social Services (each by 14 of the 17 officers); Protective Services (by 10 officers); Family Services (by nine officers); Adult and Child Guidance (by six officers); Salvation Army, Youth Service Bureau and churches (each by five officers); and Job Corps and Suicide and Crisis Service (each by four officers).

A total of 96 unique resources were cited, many of which were recognized as available only by one or two officers, due to their unique location in one community. As indicated by the diversion officers, many of the resources cited had not been tested as to appropriateness or responsiveness to program needs. Thus, the

openness of the question encouraged and allowed for the maximum indication of police awareness as to resource availability.

Police knowledge of available community resources was once again tested through diversion officers during the ninth project month as a distinct variable. Such awareness increased with program duration but not as much as the increase in the use of the resources. Early program police knowledge of available resources had been considerable (due somewhat to anticipatory preparation for the coming program). One hundred and sixteen resources were cited as being available at the eight month mark, only 20 more county-wide than at the beginning of the project. There was an indication of some information exchange between departments as reflected in the increased frequency of responses for many of the resources. Since the early test indicated a considerable awareness of these resources,⁶ the later test results showed a less vivid increase of knowledge than of actual use.

Thus, prior to July 1, 1972 it appears as if a important inhibitor of the police practice of pre-delinquent diversion was the lack of some outside stimulus (money, inter-jurisdictional competition, etc.) - - not the lack of police awareness of available community resources.

⁶ -----
A true "pre-test" indication was confounded by two factors. First was the factor of pre-program anticipatory preparation on the part of many law enforcement agencies. The second factor involved the three to four week timing delay of the administration of the early test, allowing for additional knowledge to be gained.

F. Services for Community Treatment of Pre-Delinquents

1. Pre-Delinquents' Needs for Services

A separate phase of the evaluation study was conducted in order to profile pre-delinquents' needs for services. It was expected that an examination of such needs would suggest whether appropriate types of community treatment were being recommended by police for pre-delinquent juveniles.

A sample of 207 pre-delinquents, referred to the Probation Department between 1965 and 1972 was randomly selected from the Department's record room file. A comparison between the sample and the diversion project population's attributes can be seen in tabular form in Appendix A, Tables 1 through 5.

Fifty juveniles were randomly selected from the above-mentioned sample of 207 youth to be subjects in an in-depth examination of pre-delinquent problems. The case histories of these 50 were studied using techniques of content analysis. In search for indications of needs for services, documents such as court reports, medical reports, letters from placement institutions, probation officer reports, school reports and police forms were read. The categories used as guidelines for the content analysis can be seen in Appendix G, page 140.

a) Family Relationships

A need for family therapy was perceived to be the most pressing need of 601 referrals. Reports of investigating and supervising probation officers recommended either weekly counseling for the entire family unit, handling of the problem by the family with no outside professional help, or simply an increase of family love and affection for the juvenile (in 28, 14 and 8 percent of the cases, respectively).

The great majority of parents (whose desires were made known in the case histories) wanted their child to live at home and in over one-third of these cases, the probation officer supported this desire. However, an equal number of the juveniles were seen to be in need of relative or foster home placement, and a substantial number were felt to be in need of some type of institutional home (14%).

The natural parents of 40% of the sampled juveniles were divorced, and either raising their children alone or with frequently changing mates. Several parents were mentally or emotionally disturbed, several were alcoholics or methadone patients, and one was frequently in jail. Family counseling was emphasized in all cases of juveniles who had stepparents (22% of the 50 sampled juveniles) and in all case where siblings were known to the Probation Department (18% of the sampled juveniles). Increased attention by parents was also seen to be important for the juvenile violators from large families of five or more children (juveniles from large families comprised 24% of the sample) and for juveniles whose families were welfare recipients (14%). Other probation officer recommendations included the obtaining of vocational training, regimented group life (the armed services), and in some cases, permission to marry.

b) School Performance

The case histories indicated that many of the juveniles needed stimulation to revive their interest in school. Over 70% were either habitually truant or constantly cutting classes,

yet only eight percent displayed academic failure and needed special remedial courses. Fourteen percent had failing grades due to incomplete work, 18% had fair to average grades and 12% maintained good grades. Several of the pre-delinquents were reported to have exceptionally high IQ's. The need for an educational incentive was further displayed by the success of the juveniles assigned to a continuation school.

c) Social Development

Analysis found that another pressing need of the pre-delinquents was guidance and direction concerning their social development. A significant segment of the sample's case histories revealed drug involvement. Although in most cases this involvement was not the prime reason for the referral, the problems of 36% of the juveniles were complicated by their use of drugs.

In a smaller number of cases (12%), the juvenile's use of alcohol was found to be problematic. When the analysis focused separately on the sample's female referrals, 12% of the girls were referred for reasons involving their sexual behavior.

2. Police Perception of Services Needed

The survey administered to Diversion Officers during the first and ninth project months allowed the pinpointing of services perceived as necessary for community treatment of 601's but not available at that time. During the first testing, 11 of the 17 officers stated

that the most needed unavailable service was a temporary shelter for pre-delinquents - - - a place they could stay for a day or two until the tension and emotion surrounding their problem could be relieved. The service next most frequently found to be lacking was a counseling or crisis-oriented resource that was available around-the-clock.

(One such resource existed at that time, Immediate Treatment Service of the County's Mental Health Department, which was reported to be unwilling to respond to pre-delinquent type cases). Eight out of the 17 officers indicated the need for such a 24 hour service. Four diversion officers reported the need for counseling sessions that could be conducted in the home of the pre-delinquent instead of in the office of the professional counselor. Three officers mentioned the lack of a training site for the pre-delinquent's whole family at which harmonious family living could be demonstrated and practiced.

Other needed services mentioned by one or another of the diversion officers were youth oriented community activities, sex education counseling, private agencies to serve juveniles whose families were in an upper economic bracket, suicide prevention, low cost counseling centers, counseling which focused on juveniles' psychiatric disturbances, vocational services, counseling by clergy, new peer group opportunities, and more protective service.

Responses on the ninth month test indicated that some development had taken place over the eight month period in the area of critical services for pre-delinquent treatment (See Table 17). Several jurisdictions had developed resources to shelter pre-delinquents on a temporary basis (only three officers indicated such a

TABLE 17: SERVICES FOR PRE-DELINQUENTS¹:

POLICE PERCEPTIONS OF NEEDED SERVICES VS ACTUAL RECOMMENDATIONS

TYPE SERVICE	Perceived as needed but not available 1st Month	Perceived as needed but not available 9th Month	Actual Recommendations	
			Number of cases	Percent of cases
General Counseling	x ²	x ³	895	43.7
Parental Guidance and Problem Resolution within Family			795	38.8
Shelter	x	x ⁴	99	4.8
Group Encounters and/or Recreation	x	x	64	3.1
Drug Counseling			59	2.9
Family Planning and Pregnancy Information	x		26	1.3
Vocational Counseling and/or Referral	x		23	1.1
Psychiatric and/or Psychological Counseling	x		22	1.1
Educational Counseling and/or Referral			22	1.1
Information and Referral			9	.4
Transportation Out of County			7	.3
Medical Advice and/or Examination			6	.3
Deportation			3	.2
Legal Aid			3	.2
Emergency			3	.2
Awareness of Law by "Ride Along Program"			2	.1
Alcoholism Counseling			2	.1
Care and Protection	x		2	.1
Assistance by Relative			2	.1
Suicide Prevention	x		1	.05
Referral to Out-of-County Police Department			1	.05
Tutoring			1	.05
Religious	x		1	.05
TOTAL			2048	100.0

1. Allowing for more than one service per case
2. Specifically out-reach counseling and 24-hour counseling
3. Specifically 24-hour counseling
4. Specifically long-term foster homes

service need as opposed to 11 on the early test). Other previously cited services in the "needed-but-not-available" category, which were developed during the year were sex education counseling, suicide prevention services, vocational services, and counseling by clergy. Some jurisdictions had developed resources for in-the-home counseling, but this service was still cited as being needed.

The most frequently cited service still considered as needed but not available was a 24 hour counseling resource. Seven officers (only one less than on the earlier test) made this response. Over the eight month interim, several services were found to be needed that were not mentioned on the pre-test. A few officers cited such services to be Big Brother type of companionship, long-term foster homes, and hospitalization for pre-delinquents with more serious psychiatric problems.

3. Services Actually Recommended for 601's by Police

As shown in Table 17, 23 unique types of services were recommended by police for community based treatment of 601 juveniles. After diagnosing and clarifying the problems involved in the pre-delinquent situation, police most frequently suggested that the youth obtain general counseling from professional agencies within the community. Almost as frequently recommended was that the youth return home for services that could be obtained only there: those of parental guidance and home-based unified family problem solving.

Early program police premonitions about the critical need for temporary shelter for 601's were not altogether unfounded, as is also

shown in Table 17, page 77. During the year, many pre-delinquents were actually sent to various sheltering community resources; however, providers of such a service were more often informally employed parties such as relatives or "the other parent" in broken home situations. Such arrangements were only suggested or overseen by police and thus, had to be agreed upon and implemented by all parties concerned. Another treatment often recommended was peer group and/or parent-youth encounter sessions which were conducted by such varied agencies as private psychologists, churches and two participating police departments. These discussions not only allowed the pre-delinquents to vent their problems among other youth in similar situations, but also enabled them to gain perspective by viewing other families' approaches to the problems.

Other services often recommended for the pre-delinquents by police were drug counseling, family planning (for girls who were either pregnant or sexually involved), vocational training, psychiatric examination and/or treatment, and continuing education for those who had dropped out of school prematurely. Table 17, page 77, depicts the various types of services that were judged by police to be needed by characteristically different pre-delinquents. A complete listing of the agencies that were used to obtain each kind of service can be found in Appendix B, Table 2, page 111.

4. Services Actually Obtained by Pre-Delinquents

A study was done on a sample of 101 pre-delinquents in order to determine the likelihood of and the processes involved in a 601 actually obtaining services in the community. Of the population studied, the success of a diversion rested on the hope that the family screened by the diversion officer would follow the recommendation for services given. The overwhelming problem was that none of the parties involved were either responsible or accountable for the delivery of such services. It was left entirely up to the family to take the first step. Any number of factors may prevent a family from getting professional guidance: unfamiliarity with service agencies, lack of transportation, employment responsibilities, or other problems within the family unit.

The question of how a family tackles a problem subsequent to a diversion contact was explored by means of a questionnaire mailed to families whose children thus far had not re-entered the system on any level (See Appendix C). Questionnaires were sent to families where there had been contact between a police officer and the parents or where the parents were aware that a police officer had spoken with their child.

Of the 65 families surveyed, 74% completed and returned the questionnaire. Only two inquiries were returned by the Post Office, indicating that the family had moved and left no forwarding address.

According to the families surveyed, most consulted the police on their own initiative. The law enforcement agency is viewed as the next logical step when the parents' authority is ineffective. Most of the families responded to the diversion specialist's offer of assistance and conferred with them at the Police Department for an average of 45 minutes.

The questionnaire revealed that most families did not contact an outside agency, but decided to work problems out within the family. Only seven families stated that counseling was recommended (coinciding with data provided by the police departments' reports). Of these, only two actually made contact with an agency. Three other families were involved with counseling previous to the diversion. Thus, most of the families are trying to resolve problems on their own. On the whole, 65% felt that they have been successful in that the situation had improved or no longer existed. The remainder felt their conflict had stayed the same or gotten worse, this second group being more likely recidivists if these problems are not worked out. About 68% of the families felt that the service was helpful.

From the survey it can be concluded that many of the families that responded to the questionnaire preferred to work their problems out on their own and were somewhat successful. Too many of the

families, however, (35%) are still having difficulties with their children. The tone of some of the questionnaire responses reveals that some of the parents are really struggling with these problems and do not know how to ask, or where to go for help, indicating that counseling is originally recommended in too few cases. In those that were directed to an agency, only one family followed through.

These findings indicate a strong need for follow-up after a diversion takes place. A cry for additional help is voiced in the returns. Problem solving is not an easy task. Families need prodding and encouragement until the conflict has been resolved. Otherwise, it will again become a police concern.

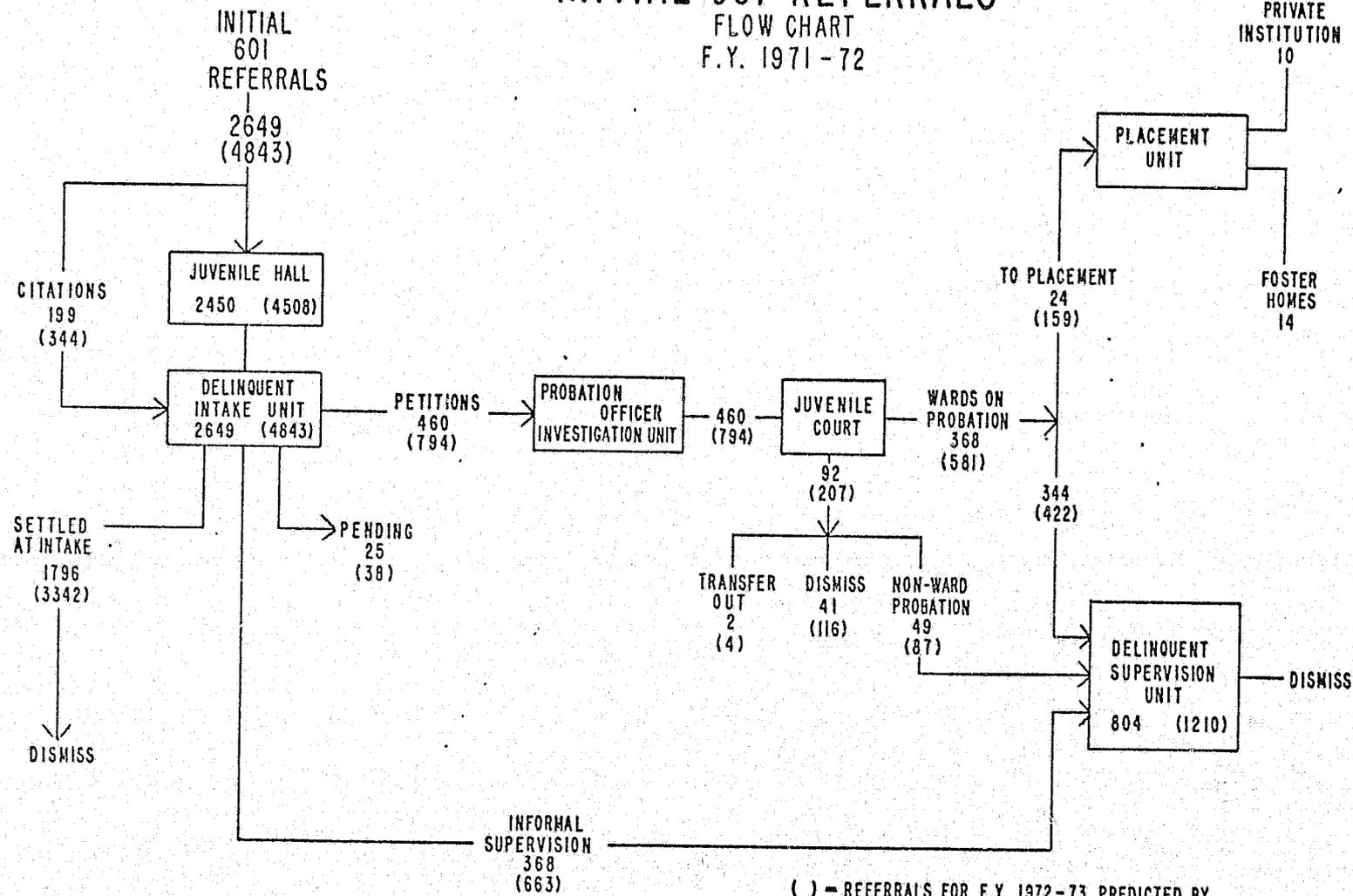
V. Discussion of Results

A. Cost Benefits Analysis

1. Flow of Past 601 Cases into Juvenile Probation Department

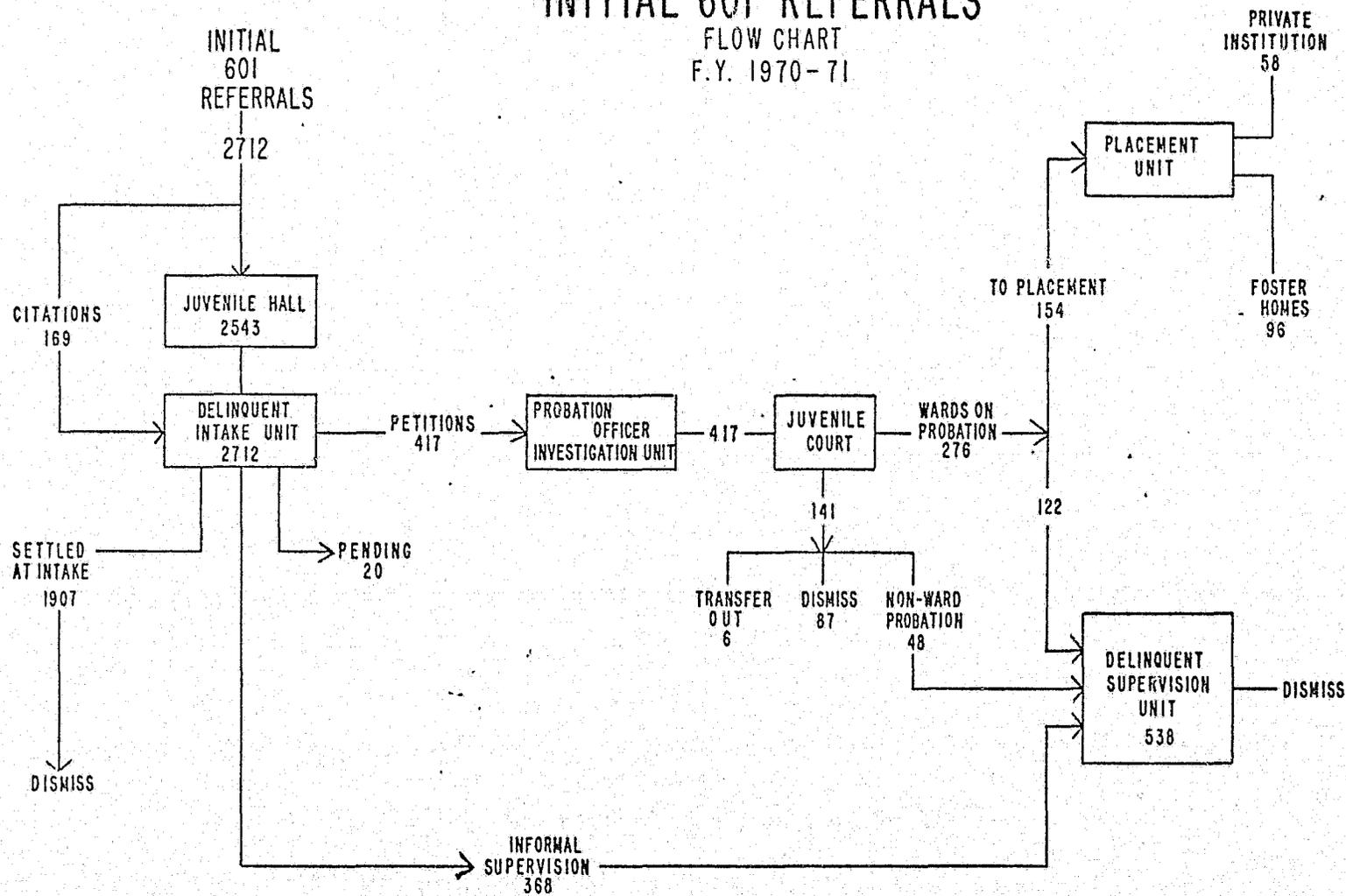
Figures 10 and 11 on the following pages display the flow of initial 601 referrals through the Juvenile Probation system during a two year period previous to the instatement of the 601 Diversion Program. These juveniles were either first time violators or were repeaters not under any type of Juvenile Probation Department supervision at the time of referral. During FY's 1970 and 1971, a large number of the cases (70% and 68% respectively) were closed at intake after brief counseling and returned to the community. Another significant number of cases (14% in both years) were placed on Informal Supervision, which involved an informal agreement between the juvenile, the parents and the Probation Department for a period of six months. A slightly larger group (15% and 17%, respectively)

FIGURE 10
 INITIAL 601 REFERRALS
 FLOW CHART
 F.Y. 1971-72



() - REFERRALS FOR F.Y. 1972-73 PREDICTED BY PROGRAM DEVELOPERS

FIGURE II
 INITIAL 601 REFERRALS
 FLOW CHART
 F.Y. 1970-71



48

required Court hearings, resulting in 12% and 15%, respectively, being placed on formal probation.

2. Predicted Flow of 601 Cases

Based on the number and dispersion of initial 601 referrals for these two years, an average rate of flow of these juveniles through the Probation system was determined (See Table 18). Using an averaging process which did not take long range departmental workload trends into consideration,⁷ a prediction was made as to the number of initial 601's that would have been referred had there been no Diversion Program (approximately 2,680).⁸ These anticipated 601's were then hypothetically dispersed through the system in similar proportion to the previous two years.

A comparison of this prediction and the actual number of referrals made with the Diversion Program in operation reveals only some of the impact of the program. With the varying lags between the time of referrals and their concomitant dispositions, only 97.7% of the cases could actually be traced through the system. Furthermore, statistical impact is even more impressive if actual referrals are compared with the even larger predictions of the original program developers (See Table 18).

⁷From 1965 until early 1970 there was a fairly regular rise and fall of referral rate (annually climbing approximately 8% after every summer decline). However, September 1970 displayed a very unusual low in all referrals with a slow climb through the spring of 1971. During that summer (just previous to the writing of the Diversion Program proposal) referrals leveled off and then began dropping. This unexpected and irregular turn of events made the previously steady trend un dependable and difficult to use for purposes of predictions.

⁸Using regression equations, a prediction of 2,758 pre-delinquents was made.

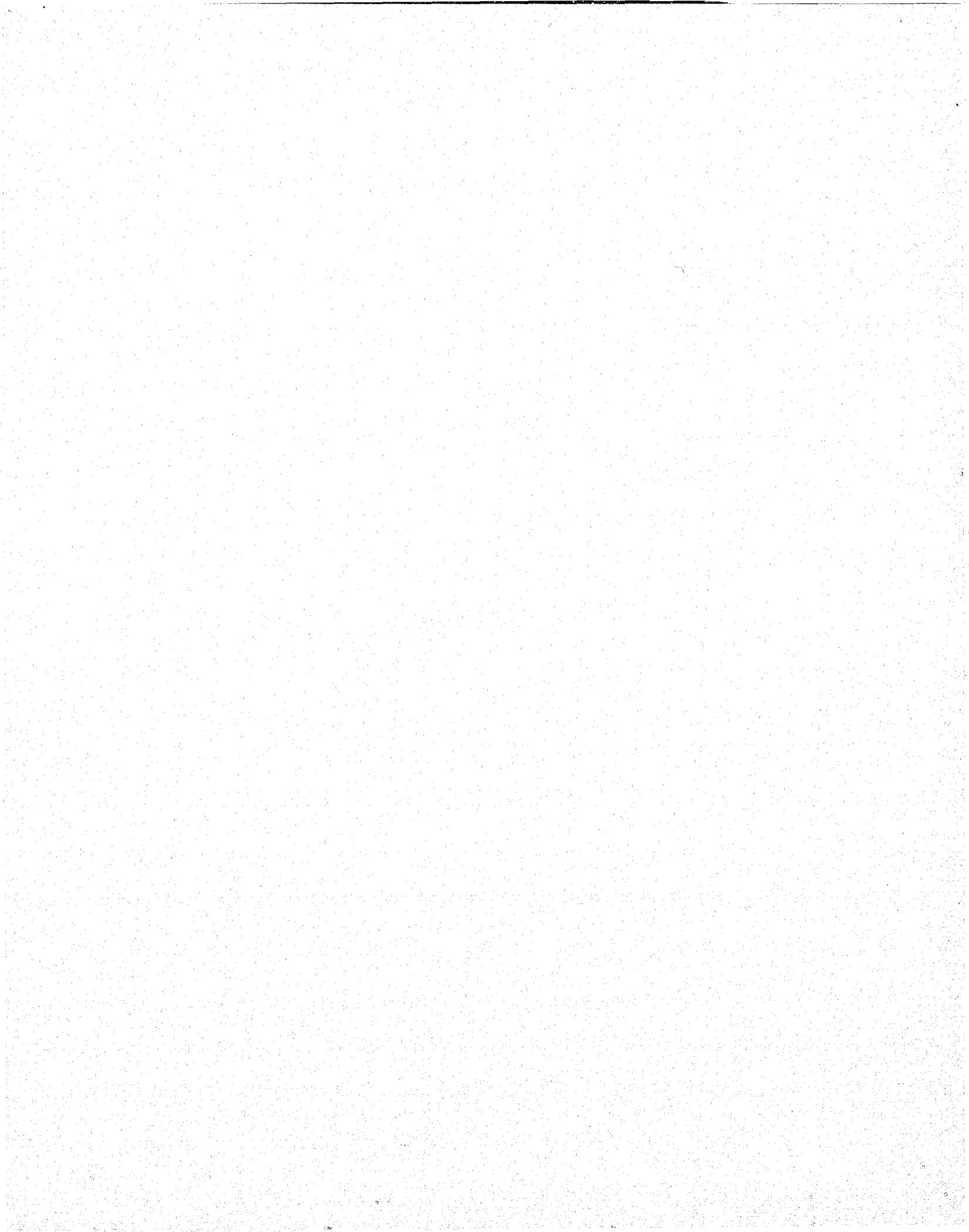


TABLE 18: 601 Referrals to Juvenile Probation Department¹ FY 1970 - FY 1972

	FY 1970		FY 1971		FY 1970 + 71		AVERAGE OF FY'S 1970+1971
	No. Cases	% of Total 601 Referrals	No. Cases	% of Total 601 Referrals	No. Cases	% of Total 601 Referrals	No. of Cases
1. 601 Referrals	2712		2649		5361		2680
a. Juvenile Hall	2543	93.8	2450	92.5	4993	93.1	2496
b. Citations	169	6.2	199	7.5	368	6.9	184
2. Delinquent Intake	2712		2649		5361		2680
a. Settled at Intake	1907	70.3	1796	67.8	3703	69.0	1851
b. Informal Supervision	368	13.6	368	13.9	736	13.7	368
c. Pending	20	.7	25	.9	45	.3	22
d. Petitioned	417	15.4	460	17.4	877	16.4	438
3. Investigation	417	15.4	460	17.4	877	16.4	438
4. Court	417	15.4	460	17.4	877	16.4	438
a. Transferred Out	6	.2	2	.07	8	.1	4
b. Dismissed	87	3.2	41	1.5	123	2.4	64
c. Non-Ward Probation	48	1.8	49	1.3	97	1.8	48
d. Wards on Probation	276	10.2	368	13.9	644	12.0	322
5. Delinquent Supervision	804	29.6	538	20.3	1342	25.0	671
6. Placement	154	5.7	24	.9	173	3.3	89
TOTAL	2712	100.0	2649	100.0	5361	100.0	2680

¹Not including Wards or 601's involved in modifications of Court Orders.

3. Operations Analysis

The development of community based alternatives for pre-delinquent juveniles has impacted the Department in several ways. Although the flow charts discussed earlier indicate that the vast majority of initial 601 referrals are settled through non-judicial action, all referrals made to the department involve the delivery of some services involving time and money (See Table 19). Every juvenile who is initially referred to the department comes through Delinquent Intake at a cost of \$20.96. Every 601 juvenile whose case is closed at intake requires approximately 1.1 work hours. Agreements concerning informal supervision made at intake take 1.42 work hours. The cost of such supervision has been calculated to be \$421.49 per case. As a juvenile becomes more involved in the probation system, the efforts expended in the delivery of services increase geometrically. Once the decision has been made to petition the case of a 601 juvenile; processes of investigation, adjudication, and sometimes incarceration are necessary - - - each involving specialized staffs.

Further compounding the strain on the system is the fact that the cases of 601 juveniles are decidedly more time consuming to treat than those of 602's. It takes approximately 2.36 hours to initiate the petitioning process for a pre-delinquent juvenile, whereas only 1.96 hours for a 602 juvenile. The investigation of a 601 case, costing \$203.91, takes approximately 7.7 hours, compared to 6.3 hours for a 602 case. Furthermore, the predominance of girls involved in 601 violations contributes still more to the work strain

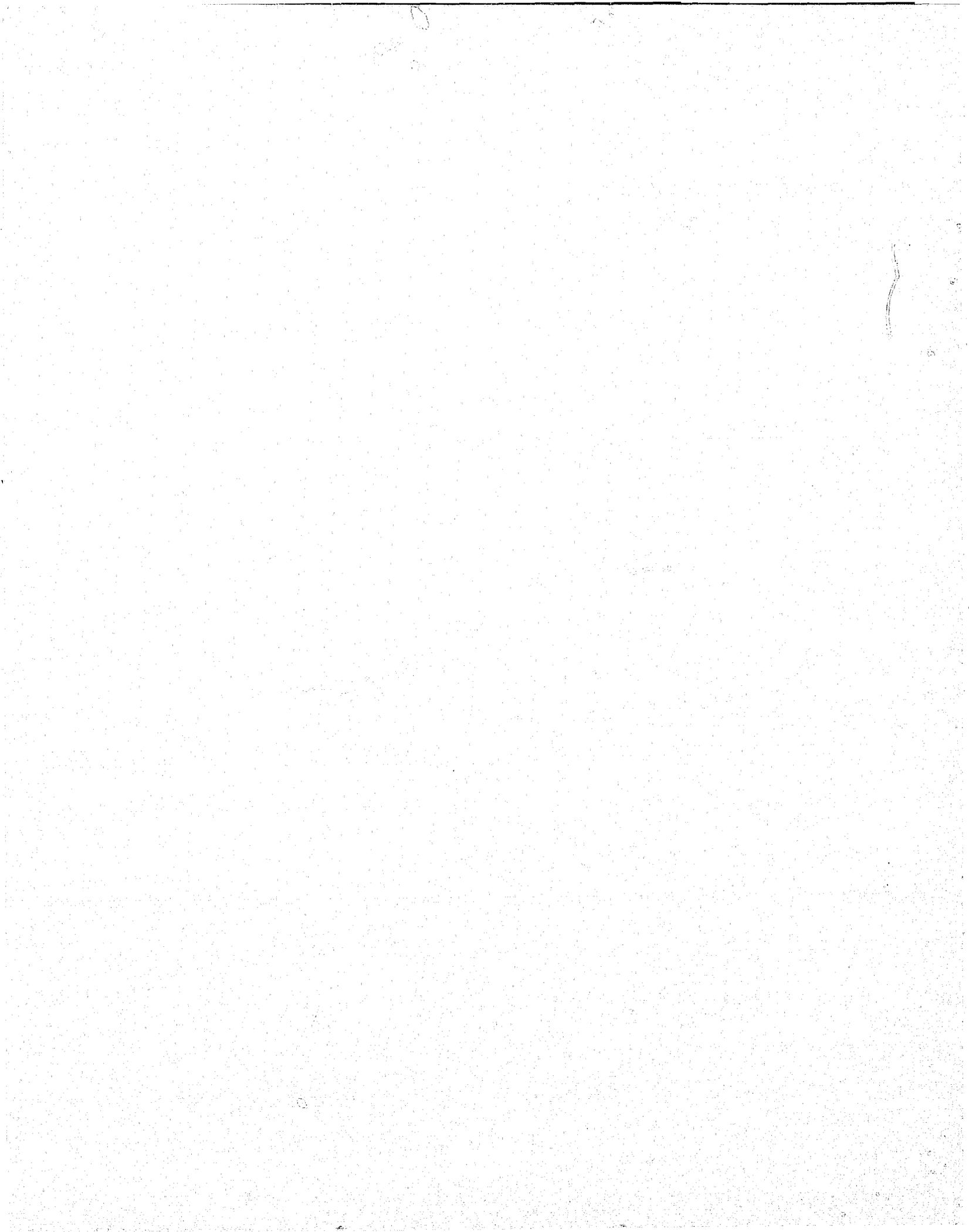


TABLE 19: JUVENILE PROBATION SYSTEM COST

LEVEL OF PROBATION	COST PER UNIT	MAN HOURS PER UNIT
1. 601 Referrals		
a. Juvenile Hall	\$ 36.32	
b. Citation		.78
2. Delinquent Intake	20.96	
a. Settled at Intake		1.1
b. Informal Supervision *	421.49	1.42
c. Pending		
d. Petitioned		2.36
3. Investigation	203.91	7.7
4. Court ¹	20.69	
a. Transferred		
b. Dismissed		
c. Non-Ward Probation *	421.49	21
d. Wards on Probation *	421.49	21
5. Delinquent Supervision *	421.49	21
6. Placement *	799.57	21

¹Court costs for Juvenile Probation Department personnel only.

*Indicates cost and man hours per month.

involved in handling pre-delinquents; since the initial petition process for a female juvenile takes 2.81 hours as opposed to approximately 1.92 hours per male.

4. Cost Benefits

A more precise picture of the 601 Diversion Program's impact on the Juvenile Probation system in terms of cost-benefit can be seen in Table 20. The number of initial 601 juveniles predicted to be referred during FY 1972-73 based on averaging, would have cost the Department no less than \$754,292.16 and 23,068.46 hours in the delivery of services. With the Diversion Program in operation during this same time frame, the cost of servicing initial 601 referrals was approximately \$261,564.99 and 6,995.32 hours (See Table 21. It should be noted, once again, that a referral-disposition time lag prohibits an exact, up-to-date analysis at any time).

An even more dramatic impact can be seen by comparing the Juvenile Probation Department prediction of total 601 referrals anticipated for FY 1972 with the actual number of initial referrals. If the number of referrals had been as many as the predicted 4,843, the department would have expended \$1,360,154.64 and 43,959.5 hours, as shown in Table 22, in the delivery of services. The actual number of 601's cost the department only \$261,564.99 and 6,995.32 hours. The difference between the prediction based on averaging and the actual referrals volume yields a "savings" of \$492,727.17 and 16,073.74 manhours, while the difference using program developers' predictions yields a "savings" of \$1,093,559.65 and 36,964.18 manhours (See Tables 23 and 24). Some of these benefits are offset by program costs

TABLE 20: Actual 601 Referrals for Project Year VS. Projection Based on Two Year Average (FY 1970 and FY 1971) VS. Projection of Program Developers

Level of Probation	No. of Actual Referrals	No. of Projected Referrals by Averaging ²	No. of Projected Referrals Predicted by Developers
1. Initial 601 Referrals	1002	2680	4843
a. Juvenile Hall	970	2496	4508 ¹
b. Citations	32	184	334
2. Delinquent Intake	1002	2680	4843
a. Settled at Intake	551	1851	3342
b. Informal Supervision	184	368	663
c. Pending	23	22	38
d. Petitioned	233	438	794
3. Investigation	233	438	794
4. Court	233	438	794
a. Transferred Out	11	4	4
b. Dismissed	39	64	116
c. Non-Ward Probation	15	48	87
d. Wards on Probation	164	322	581
5. Delinquent Supervision	179	671	1210
6. Placement		89	159
TOTAL	1002	2680	4843

¹ Modest estimate of number of detention days for actual 601's. The conservative approximation is based on the assumption that every 601 not dismissed at intake and not cited stayed one day in Juvenile Hall. Average periods of detention for 601's have proven to be lengthier than one day.

² Using regression equations, the number of 601 referrals for the project year was predicted to be 2,758.

TABLE 21: COST OF PROBATION SERVICES FOR PROGRAM 601's VS. 601's PREDICTED BY AVERAGING¹

LEVEL OF PROBATION	PREDICTED REFERRALS BASED ON AVERAGING	COST	"MAN" HOURS	ACTUAL REFERRALS	COST	"MAN" HOURS
1. 601 Referrals	2,680			1002		
a. Juvenile Hall	2,496	\$ 90,654.72		970	\$ 35,330.40	
b. Citation	184		143.52	32		24.96
2. Delinquent Intake	2,680	56,172.80		1002	21,001.92	
a. Settled at Intake	1,851		2,036.1	551		606.1
b. Informal Supervision	368	155,108.32	522.56	184	77,544.16	261.28
c. Pending	22			23		
d. Petitioned	438		1,033.68	233		549.88
3. Investigation	438	89,312.58	3,372.6	233	47,511.03	1,794.1
4. Court	438	9,062.22		233	4,820.77	
a. Transferred Out	4			11		
b. Dismissed	64			39		
c. Non-Ward Probation ²	48	(20,231.52)	(1,008.0)	15	(6,322.35)	(315.0)
d. Wards on Probation ²	322	(135,719.78)	(6,762.0)	164	(69,124.36)	(3,444.0)
5. Delinquent Supervision	671	282,819.79	14,091.0	179	75,446.71	3,759.0
6. Placement	89	71,161.73	1,869.0			
TOTAL	2,680	\$754,292.16	23,068.46	1002	\$261,564.99	6,995.32

¹Based on the average 601 referrals for FY 1970 - 1971

²Not included in totals since it is cumulated with Delinquent Supervision category

TABLE 22: COST OF PROBATION SERVICES FOR PROGRAM 601's VA, 601's PREDICTED BY PROGRAM DEVELOPERS

LEVEL OF PROBATION	REFERRALS PREDICTED BY DEVELOPERS	COST	"MAN" HOURS	ACTUAL REFERRALS	COST	"MAN" HOURS
1. 601 Referrals	4,843 ¹			1002		
a. Juvenile Hall	4,508	\$163,730.56		970	\$35,230.40	
b. Citation	334		2,605.2	32		24.96
2. Delinquent Intake	4,843	101,509.28		1002	21,001.92	
a. Settled at Intake	3,342		3,676.2	551		606.1
b. Informal Supervision	663	279,447.87	941.46	184	77,554.16	261.28
c. Pending	38			23		
d. Petitioned	794		1,873.84	233		549.88
3. Investigation	794	161,904.54	6,113.8	233	47,511.03	1,794.1
4. Court	794	16,427.86		233	4,820.77	
a. Transferred out	4			11		
b. Dismissed	116			39		
c. Non-Ward Probation ²	87	(36,669.63)	(1,827.0)	15	(6,322.35)	(315.0)
d. Wards on Probation ²	581	(244,885.69)	(12,201.0)	164	(69,124.36)	(3,444.0)
5. Delinquent Supervision	1,210	510,002.90	25,410.0	179	75,446.71	3,759.0
6. Placement	159	127,131.63	3,339.0			
TOTAL	4,843	\$1,360,154.64	43,959.5	1002	\$261,564.99	6,995.32

¹Total referrals for FY 1972 were predicted to number 4,843 by Juvenile Probation Department. This prediction was made in 1971 when previous years indicated a steady 8%-10% rise in total referrals to Juvenile Probation Department. The number of juveniles involved in the various stages of the system are based on the average percents of dispositions during FY 1970 - 1971.

²Not included in totals since it is cumulated with Delinquent Supervision category.

TABLE 23: COST BENEFIT I OF PROGRAM OPERATION¹
(AVERAGING)

LEVEL OF PROBATION	COST SAVINGS	"MAN" HOURS SAVINGS
1. 601 Referrals		
a. Juvenile Hall	\$ 55,424.32	
b. Citation		118.56
2. Delinquent Intake	35,170.88	1,430.0
a. Settled at Intake		
b. Informal Supervision	77,554.16	261.28
c. Pending		
d. Petitioned		483.8
3. Investigation	41,801.55	1,578.5
4. Court	4,241.45	
a. Transferred out		
b. Dismissed		
c. Non-Ward Probation ²	(13,909.17)	(693.0)
d. Wards on Probation ²	(66,595.42)	(3,318.0)
5. Delinquent Supervision	207,373.08	10,332.6
6. Placement	71,161.73	1,869.0
TOTAL	\$492,727.17	16,073.74

¹Based on a comparison between providing probation services for program 601's as opposed to probation services for a predicted number of 601's based on a two year average.

²Not included in total since it is computed in Delinquent Supervision savings.

TABLE 24: COST BENEFIT II OF PROGRAM¹
(DEVELOPER'S SCHEME)

LEVEL OF PROBATION	COST SAVINGS	"MAN" HOURS SAVINGS
1. Initial 601 Referrals		
a. Juvenile Hall	\$ 128,500.16	
b. Citations		2,580.24
2. Delinquent Intake	80,507.36	
a. Settled at Intake		3,070.1
b. Informal Supervision	201,893.71	680.18
c. Pending		
d. Petitioned		1,323.96
3. Investigation	114,393.51	4,319.17
4. Court	11,607.09	
a. Transferred Out		
b. Dismissed		
c. Non-Ward Probation ²	(30,347.28)	(1,512.0)
d. Wards on Probation ²	(175,761.33)	(8,757.0)
5. Delinquent Supervision	434,556.19	21,651.0
6. Placement	127,131.63	3,339.0
TOTAL	\$1,098,589.65	36,964.18

¹Based on a comparison between providing probation services for program 601's as opposed to probation services for a predicted number of 601's based on statistical program development.

²Not included in total since it is computed in Delinquent Supervision savings.

of \$203,010.23, leaving a final "savings" of \$289,716.94 in the case of the first prediction and \$895,579.42 in the case of the original developers' prediction.

5. Resource Allocation

a) Personnel

A question to which diversion program evaluators rarely, (if ever), address themselves is the use made of these resources "freed-up" through probation alternatives. Investigation of this matter is a difficult, yet critical part of the analysis of program impact. In a time of a spiraling economy with increasing costs of operation, freed resources must be discussed in terms of absorption and redistribution, rather than savings. Many of the manhours eliminated in the processing of 601's went toward the creation of three line staff positions, in the form of Diversion Program consultants to the law enforcement jurisdictions and a first-line supervisory position created for the purposes of directing the program.

b) Caseload

An analysis of the Department's delinquent supervision caseload fluctuation between July 1971 and June 1973 suggests another use of the freed resources - - - the improvement in the quality of services for juveniles under departmental supervision.

Figure 12 displays the number of delinquent juveniles (601's and 602's) on the average caseload of a probation officer in any of the department's six supervision units. From August 1971 until

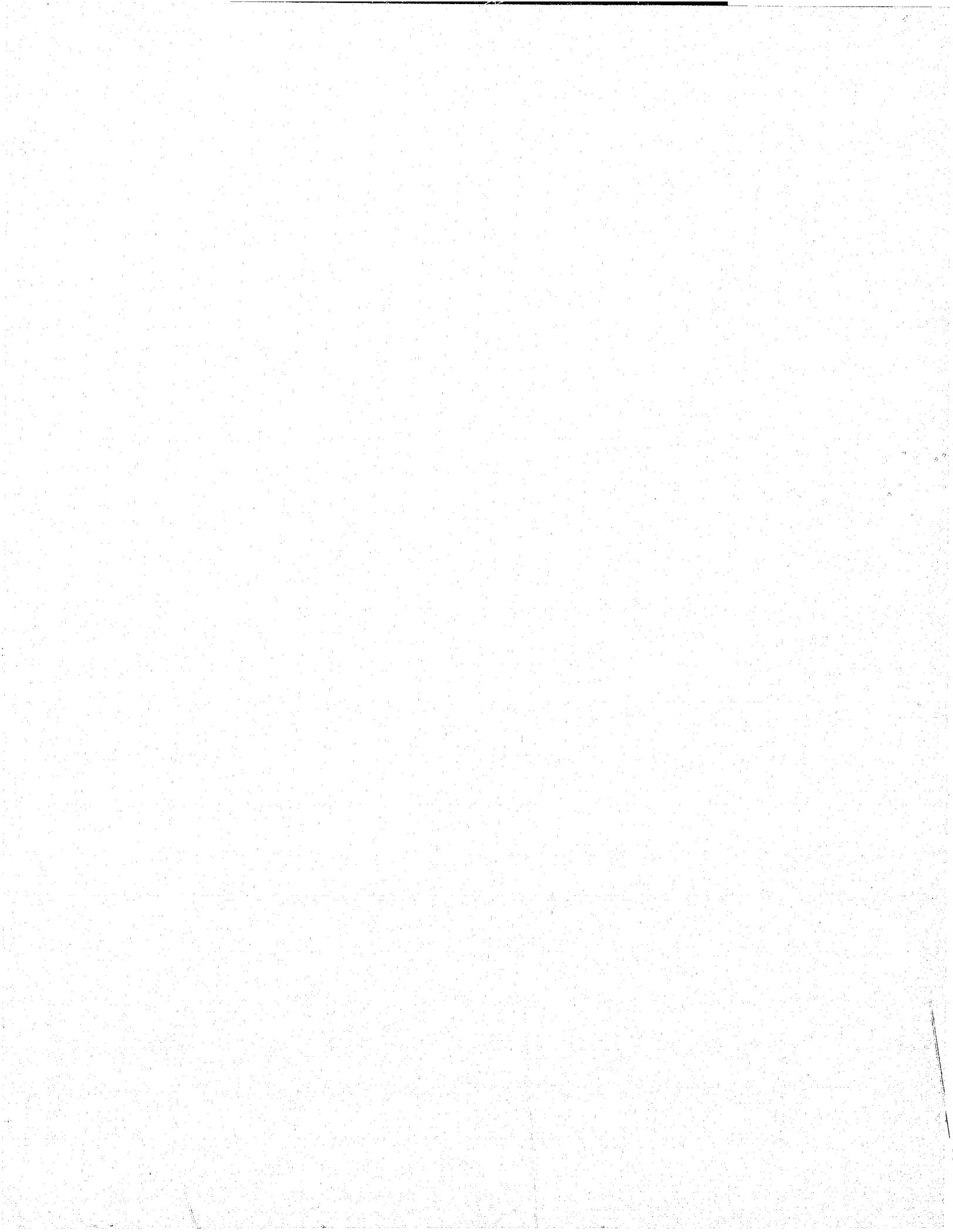
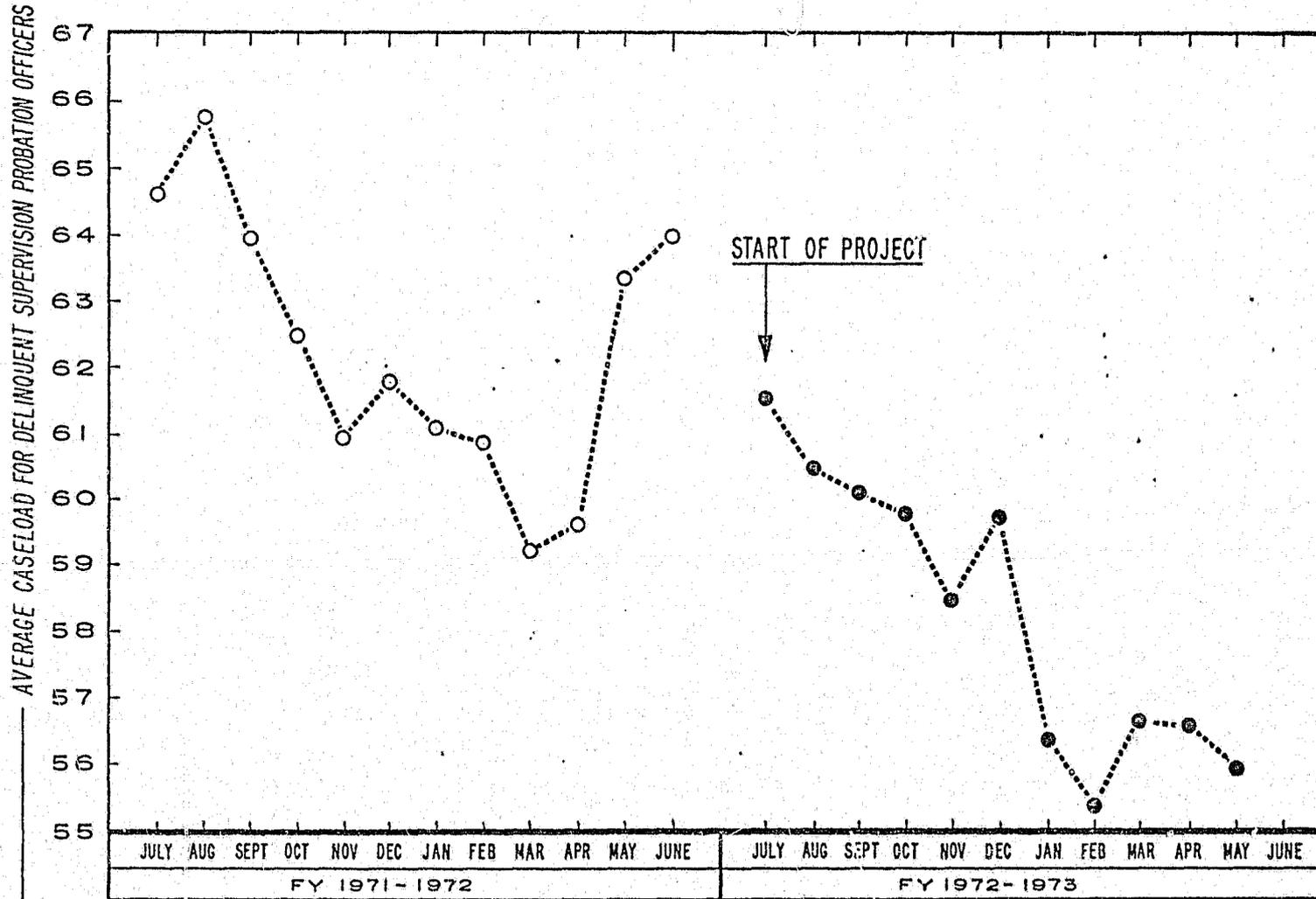


FIGURE 12

IMPACT OF DIVERSION PROGRAM ON PROBATION OFFICER CASELOADS



March 1972 there was a gradual decrease in caseload followed by a sharp increase during March and April of 1972. In May of 1972, however, law enforcement jurisdictions who were expecting to participate in the coming Diversion Program, began preparing their police forces in concept and in practice. The pre-project month of June showed a relatively sharp decrease in caseload due to the above-mentioned anticipation in combination with the annual summer decline in Juvenile Probation Department work load. This seasonal slack, however, failed to follow the prevailing tendency of a fall upswing. In contrast to previous years, the delinquent supervision caseload average continued to decrease gradually to a low of 58 juveniles in November. With two small exceptions, the following months exhibited a steady decline, resulting in an average caseload of 55.9 juveniles per probation officer in May 1973.

6. Implications

The atypical shift in caseload average has important implications involving the use of Juvenile Probation Department resources. While the average delinquent caseload declined, the number of supervising probation officers remained constant⁹; suggesting either a work "slow down" or an increase of services to the continuing caseload of juveniles. Interview results with a sample of delinquent supervision probation officers indicate both are occurring.

⁹One Deputy Probation Officer position was vacated early in the program, but it was filled two months later.

The officers, unaware of the exact statistical effect of the Diversion Program, described differences that have evolved in their work pattern over the past year. It was noted that there were fewer instances of telephone contacts involving simple reassurance or admonishment, and less time spent with superficial problems. The 601's that are being assigned for supervision were described as being more serious violators of the Welfare and Institutions Code, sometimes being simultaneously involved in categorically 602 incidents. Some probation officers indicated that the time previously spent in these ways was now being used for more frequent contacts, (including additional group sessions), with their 602's and more serious 601's. Other officers stressed an increase in the length and intensity of contact with the juveniles they supervised.

Finally, there was felt to be a marked decrease in the demands made directly on probation officers by school authorities concerning truancy bookings. Previous to the Diversion Program, school officials frequently contacted probation officers as soon as problems with students developed - - - contacts which often resulted in debate over the appropriateness of such treatment. Not only did these requests seem to dwindle, but a new support seemed to be reinforcing probation officers' policies of probation alternatives.

Despite the above changes in work patterns boosting the services to probationers somewhat, a work "slow down" was evident. During the later months of the project, the Department engaged in budget hearings with the County Board of Supervisors regarding six Deputy Probation Officer's positions not fully being utilized by the Juvenile Probation

Department. The positions were finally retained, but were designated to be soon absorbed in the Department's developing Youth Services Bureaus. Interviews with probation officers further confirmed the "slow down".

B. Interpretation of Program Success

The success or failure of the Diversion Program must, at some point, be viewed in terms of the pre-determined project goals which structure the measurement of progress. One of the program goals was to divert two-thirds of a predicted number of pre-delinquents anticipated to flow into Juvenile Probation had there been no program to direct them into the community for treatment. The prediction of 4,843 juveniles was based on previous referral patterns of participating jurisdictions to Juvenile Probation. Since this prediction assumes an important place in the interpretation of program success, an analysis of its derivation and its affect on program structure is discussed below.

1. Prediction Process Used by Program Developers

- a) The number of all pre-delinquent juveniles referred by each of the 12 jurisdictions (plus the California Highway Patrol) were recorded for FY's 1968, 1969 and 1970.
- b) A three year sum of these referrals for all jurisdictions collectively and individually allowed the determination of the percent of total pre-delinquent referrals made by each jurisdiction. These same percents were applied in estimating the contribution of jurisdictions regarding 601 referrals (See Table 25).
- c) The number of delinquent referrals were then noted on a

TABLE 25: Pre-Program 601 Referrals to Juvenile
Probation by Jurisdiction

Jurisdictions	Fiscal Years			Number of 601 Referrals	% of County-wide Total
	1968-69	1969-70	1970-71		
Morgan Hill	19	23	32	74	0.80
Los Altos	59	45	41	145	1.57
Gilroy	57	48	47	152	1.64
Los Gatos	65	92	79	236	2.55
Campbell	72	96	76	244	2.64
Milpitas	111	138	105	354	3.83
Palo Alto	107	133	147	387	4.18
Mountain View	147	168	143	458	4.95
Santa Clara	153	210	178	541	5.85
Sunnyvale	172	275	302	749	8.10
Sheriff's Office	423	434	494	1,351	14.61
San Jose	<u>1,339</u>	<u>1,557</u>	<u>1,469</u>	<u>4,365</u>	<u>47.20</u>
Sub-Total	2,724	3,219	3,113	9,056	97.92
Calif. High. Pat.	62	71	59	192	2.08
TOTAL	2,786	3,290	3,172	9,248	100.00

half-year basis, i.e., the number of delinquent referrals from July 1968 - December 1968 and from January 1969 - July 1969 were noted separately for FY 1968.

- d) It was determined that during this three year period, an average of 47% of yearly referrals occurred during the first half of the year.
- e) Since the proposal was prepared during the later part of 1971, it was assumed that approximately 46% of the total delinquent referrals for the year had been made during the first half of 1971 (1% below the average due to unusual work load trends discussed in the following section) and that approximately 54% remained to be made. Thus, the number of all delinquent referrals made by jurisdictions for FY 1971 was predicted.
- f) With a four year picture in view of all delinquent referrals made by jurisdictions, it was determined that the Juvenile Probation Department work load involving these delinquent cases was increasing at an average of approximately 15% per year. Based on the predicted delinquent referrals for FY 1971, the calculated average increase led to a predicted number of delinquent referrals by jurisdictions for FY 1972 (the first project year).
- g) In reviewing the composition of delinquent referrals during FY's 1968, 1969 and 1970; it was determined that 601 referrals made up approximately 26% of the total delinquent referrals by jurisdictions.

h) Based on the average percent that 601 referrals annually contributed to the Juvenile Probation Department work load, the number of 601 referrals by jurisdiction was predicted for FY 1972 (the first project year) to be 4,843.

2. Meaning and Misapplication of Prediction

The 4,843 predicted 601 referrals for FY 1972 represented all 601's who were anticipated being referred to Juvenile Probation Department by the 12 participating jurisdictions plus the California Highway Patrol. This number was used as a basis against which the success of the first program year was measured. There are several reasons which made the year's statistical foundation both weak and misleading.

First, all predictions were based on a count of total 601 referrals made by jurisdictions. This included not only initial referrals, but also re-referrals who were Wards and re-referrals involved with modifications of Court Orders. The eligibility criteria for program 601's, however, included unsupervised referrals only (according to the project, these referrals are both new referrals and repeat referrals who are not currently under Juvenile Probation Department supervision). This discrepancy partially accounts for the large "over-prediction" of 4,843.

A second factor involved was an unanticipated reversal of Juvenile Probation Department work load trends. From 1965 until early 1970 there was a fairly regular rise and fall of referral

rate (annually climbing approximately 8% after every summer decline). However, September 1970 displayed a very unusual low in referrals, with a slow climb through the spring of 1971. During the summer, just previous to the writing of the proposal, referrals leveled off and then began dropping. At this time, the prediction for the second half of FY 1971 was made. Instead of using the 47% average half year work load assumption, it was assumed that only 46% of the year's referrals had been made and a heavier-than-normal second half would be encountered, making the rise more in tune with the previous years' trend. However, the expected "recovery" did not occur and the overall departmental work load did not increase.

Two intervening variables may be offered in partial explanation of the unexpected decline in work load. The first may be the experimental practice of diversion on the part of police departments in anticipation of the formal Juvenile Probation Department program. The second factor may be the almost simultaneous change in the presiding Judge of Juvenile Court and the subtle concomitant change in philosophy regarding handling of juvenile offenders.

3. Recommendation for New Statistical Base

Since the Diversion Project considers only unsupervised 601 referrals as statistically eligible, the predicted number of referrals for the second project year should be based on previous trends involving only unsupervised 601 cases. The natural yearly fluctuation¹⁰

¹⁰A natural fluctuation is herein meant to be the rate of yearly change, barring the intervention of innovative programs involving system change.

of unsupervised 601 referrals is an important variable in the prediction process. Table 26 on the following page displays 601 referrals over the three year period previous to the first project year. Between FY 1969 and 1970 there was a 7.7% increase of such referrals to the department. Between FY 1970 and FY 1971 there was a 2.3% decline. Over the three year period this indicates an overall increase of 5.2% in referrals (approximately 2.6% per year). Extending this calculation to a four year period (to include FY 1972) would mean that the number of referrals would probably be 2.6% greater than those during FY 1971; or 2,718. This, rounded to 3,000 would be a more realistic number of anticipated referrals on which to base the financial structure and statistical success of the project.¹¹

¹¹A goal of booking less than one-third of this suggested statistical base would mean FY 1973 county-wide bookings of pre-delinquents necessarily being less than 1,000. Since first year program efforts resulted in 1,002 bookings, second year efforts, employing more refined and developed diversion techniques, should realistically be able to meet this goal.

TABLE 26: PRE-PROGRAM 601 REFERRALS TO JUVENILE PROBATION¹

FY'S 1969 - 1971

MONTH	FY 1969	FY 1970	FY 1971
JULY	159	137	142
AUGUST	149	156	150
SEPTEMBER	178	186	174
OCTOBER	255	237	239
NOVEMBER	183	236	249
DECEMBER	217	195	207
JANUARY	244	263	262
FEBRUARY	251	258	246
MARCH	236	315	299
APRIL	261	270	250
MAY	243	277	295
JUNE	141	182	136
TOTAL	2517	2712	2649

1. Not including Wards or 601's involved in modifications of Court orders

APPENDIX A

Table 1: Age of Pre-Program 601's Referred to
Probation vs. Program 601's

Age in Years	All Program 601's		601 Referrals Under Program		Sample of Pre-Program 601 Referrals	
	N	%	N	%	N	%
10 or under	64	2.2	5	.5	8	3.9
11 or 12	244	8.4	68	6.8	18	8.7
13	352	12.1	117	11.7	36	17.4
14	617	21.2	236	23.6	44	21.3
15	741	25.5	253	25.2	56	27.1
16	583	20.1	217	21.7	31	15.0
17 or 18	305	10.5	106	10.6	14	6.8
TOTAL	2906	100.0	1002	100.0	207	100.0

Table 2: Sex of Pre-Program 601's Referred to
Probation vs. Program 601's

Sex	All Program 601's		601 Referrals Under Program		Sample of Pre-Program 601 Referrals	
	N	%	N	%	N	%
Male	1274	43.8	362	36.1	91	44
Female	1632	56.2	640	63.9	116	56
TOTAL	2906	100.0	1002	100.0	207	100

APPENDIX A

Table 3: Cultural Background of Pre-Program 601's
Referred to Probation vs. Program 601's

Cultural Background	All Program 601's		601 Referrals Under Program		Sample of Pre-Program 601 Referrals	
	N	%	N	%	N	%
Caucasian	2235	76.9	705	70.4	161	77.8
Negro	101	3.5	54	5.4	6	2.9
Mexican	492	16.9	217	21.7	20	9.7
Other	43	1.5	21	2.1	1	.5
Missing Data	(35)	(1.2)	(5)	(.5)	(19)	(9.2)
TOTAL	2906	100.0	1002	100.0	207	100.0

Table 4: Living Arrangements of Pre-Program 601's
Referred to Probation vs. Program 601 Referrals

Who Juvenile Lives With	601's Referred Under Program		Pre-Program 601's Referred ¹	
	N	%	N	%
Both Parents	398	39.7	16	32
One Parent	316	31.5	20	40
One Parent and Stepparent	226	22.6	11	22
Other Relative	38	3.8		
Board/Foster Home	13	1.3	3	6
Child Care Institution	3	.3		
Independent	2	.2		
Missing Data	(6)	(.6)		
TOTAL	1002	100.0	50	100

¹ Based on sample of 50 juveniles whose case histories were studied in-depth.

APPENDIX A

Table 5: Marital Status of Parents of Pre-Program 601's
Referred to Probation VS Program 601 Referrals

Parents' Marital Status	601's Referred under Program		Pre-Program 601's Referred ¹	
	N	%	N	%
Married-Living Together	447	44.6	14	28
Married-Separated	51	5.1	11	22
Divorced	374	37.3	20	40
One Parent Dead	75	7.5		
Both Parents Dead	2	.2	3	6
Unmarried	9	.9	2	4
Missing Data	(44)	(4.4)		
TOTAL	1,002	100.0	50	100.0

¹Based on sample of 50 juveniles whose case histories were studied in-depth.

APPENDIX B

TABLE 1:

POLICE USE OF COMMUNITY RESOURCES

JULY 1, 1972 - JUNE 30, 1973

Agency	No. of 601's Referred	% of All Diversion
Parent	840	35.4
Schools	280	11.8
Elementary Schools	(9)	(.4)
Junior High Schools	(63)	(2.7)
High Schools	(208)	(8.8)
Family Service	107	4.5
County Mental Health	105	4.4
East Valley Clinic	(6)	.3
Central Mental Health	(5)	.2
Immediate Treatment Service	(4)	.2
Catholic Social Service	76	3.2
Department of Social Services	72	3.0
Protective Services	(19)	.8
Relative	60	2.5
Private Psychiatrists	48	2.0
Youth Service Bureau	43	1.8
Counseling Associates	41	1.7
Police Dept. Social Worker	38	1.6
Community Schools	36	1.5
Churches	33	1.4
Latter Rain	(3)	(.1)
Body Life	(1)	(.04)
Young Life	(4)	(.2)
Teen Challenge	(1)	(.04)
Order of the Lamb	(1)	(.04)
Adult & Child Guidance	33	1.4
Sunnyvale Dept. of Public Safety Youth Grp.	27	1.1
Private Residence	21	.9
Hospitals	20	.8
Childrens Hospital	(2)	(.08)
Agnews State Hospital	(1)	(.04)
Social Planning Council	14	.6
Alum Rock Counseling	14	.6
Information & Referral	10	.4
Family Association	7	.3
Mexican-American Chicano Program	6	.3
Out of County Police Departments	6	.3
Informal Probation Officer	6	.3
Continuation School	6	.3
Private Physician	6	.3
Planned Parenthood	6	.3
Job Corps	5	.2
PAL	5	.2
Guidance Associates	5	.2
Bridge	4	.2

Police Use of Community Resources

Agency	No. of 601's Referred	% of All Diversions
Foster Home	4	.2
Alteens	3	.1
Neighborhood Youth Corp	3	.1
Alcoholism Center	3	.1
Therapeutic Community	2	.08
Screening and Counseling	2	.08
La Raza	2	.08
Stairways	2	.08
Police Departments in County	2	.08
Big Brother	2	.08
Legal Aid Society	2	.08
Good Sam House	2	.08
Police Department Ride-along Program	2	.08
Private Company	2	.08
Multiple Physcotherapy	2	.08
Campus Life	2	.08
YMCA	1	.04
Santa Clara Dental Clinic	1	.04
Military Academy	1	.04
Youth Center	1	.04
U.S. Immigration Dept.	1	.04
Fire Chief	1	.04
Private Tutor	1	.04
Los Gatos Community Center	1	.04
Center for Neurological Handicapped	1	.04
Family Intervention Asso.	1	.04
Youth Community	1	.04
Hotline	1	.04
Ming Quong	1	.04
Vocational School	1	.04
Peer Counsel	1	.04
Mid-Penninsula Counseling	1	.04
Family & Child Psychiatric Medi. Center	1	.04
Family Community Counseling	1	.04
School Age Mom Program	1	.04
Childrens Health Council	1	.04
Red Cross	1	.04
Emergency Screening & Counseling	1	.04
Switchboard	1	.04
Little League	1	.04
HRD	1	.04
Childrens Home Society	1	.04
Stanford Job Placement	1	.04

APPENDIX B

TABLE 2: COMMUNITY RESOURCES USED BY POLICE FOR SPECIFIC SERVICES
FOR PRE-DELINQUENTS

TYPE SERVICE	COMMUNITY RESOURCE
Alcoholism	County Mental Health
Child Care and Protection	Relative Parent
Counseling and Guidance	Social Planning Council County Mental Health Youth Services Bureau Catholic Social Service Family Service Church Department of Social Services Adult and Child Guidance Local Schools Childrens' Hospital Stairways Therapeutic Community Information and Referral Service Relative Police Program Al-Teens Counseling Associates Screening and Counseling LaRaza Unida Y.M.C.A. Private Psychiatrist Public Hospitals Mexican-Chicano Project Family Association Informal Probation Employee Youth Center Fire Chief Alum Rock Counseling Private Tutor Los Gatos Community Center Red Cross Switch Board Good Samaritan House Family Intervention Association Peer Counseling Mid-Peninsula Counseling Family and Child Psychology The Bridge Family Community Alcoholism Center Guidance Associates Children's Health Center Neighborhood Youth Corp.

(continued)

TYPE SERVICE	COMMUNITY RESOURCE
Drugs	Youth Service Bureau Catholic Social Service Family Service County Mental Health Local Schools Relative Counseling Associates Churches Private Psychiatrist Hospitals Private Physician Police Department Program Guidance Associates
Educational	Local Schools Continuation Schools Military Academy
Emergency	Family Service Local Schools Counseling Associates
Family Planning and Pregnancy	Catholic Social Service County Mental Health Department of Social Service Community Schools Information and Referral Service Private Physician Planned Parenthood Police Program Continuation School School Age Mother's Program Children's Home Society
Information and Referral	Social Planning Council Information and Referral Service Hotline
Legal	Legal Aid Society
Mental Health	County Mental Health Department of Social Service Local Schools Children's Hospital Stairways Information and Referral Service Hospital Private Psychiatrist Agnew State Hospital Center for Neurological Handicapped

(continued)

TYPE SERVICE	COMMUNITY RESOURCE
Physical Health	Hospital Santa Clara Dental Clinic Private Physician
Recreation and Group Work	County Mental Health Community Schools Police Program Churches Police Athletic League Big Brother's Program Family Association Good Samaritan House Little League Switch Board
Suicide Prevention	Hospital
Vocational	Social Planning Council Department of Social Service Schools Job Corp Family Association Community Schools Private Company Stanford Job Placement
Shelter	Catholic Social Service Churches Department of Social Service Adult and Child Guidance Information and Referral Service Relatives Private Physician Private Citizen's Residence Foster Home Ming Quong Home

**APPENDIX C
INTAKE AND RELEASE SANTA CLARA COUNTY
Juvenile Probation Department**

File No. & Status _____ Petition Due _____
 Petition No. _____ Assigned P.O. _____ Unit _____
 Advised of Rights by _____ Date _____

Date Received _____ Admitted To _____ Citation _____ DSS Yes _____ No _____
 DSS Worker _____
 Ext. _____ Case No. _____

Time Admitted _____ Time Arrested _____

PLEASE PRINT

Minor's Name _____
LAST FIRST MIDDLE JRA

Address _____ Zip Code _____ Telephone _____

Age _____ Sex M F Birth Date _____ Birth Place _____
STATE COUNTY

Social Security No. _____ Driver's License No. _____

Length of Residence In County _____
MOB. YRS Religion _____ Ethnic Descent _____
(WHITE, MEXICAN, NEGRO, OTHER - SPECIFY)

Marks or Scars _____ Hi. _____ Wt. _____ Complexion _____ Hair _____
 Eyes _____

School _____ Grade _____

Reason for Referral: 600 601 602 (Explain) _____

Involved With: _____

Father's Name _____
LAST FIRST MIDDLE

Father's Address _____ Work Phone _____ Home Phone _____

Mother's Name _____
LAST FIRST MIDDLE MAIDEN

Mother's Address _____ Work Phone _____ Home Phone _____

Guardian/ Stepparent's Name _____
LAST FIRST MIDDLE

Guardian/ Stepparent's Address _____ Work Phone _____ Home Phone _____

Marital Status of Parents	
1. Unmarried	
2. Mar./Liv. Tog.	
3. Mar. Intact/Not Liv. Tog.	
4. Separated	
5. Divorced	
6. Unknown	

Prev. Referrals	
1. One	
2. Two	
3. Three	
4. Four	
5. Five or more	

SIGNATURE OF OFFICER/REFERRING AGENCY _____ DEPARTMENT _____

PARENTS NOTIFIED BY _____ TIME _____

RECEIVED BY (SIGNATURE) _____

PERMANENT RELEASE

DISPOSITION	RELEASE TO	RELEASED BY	TIME	DATE

Court Case Yes No Court Hearing Date _____ Intake Completed By _____

White - FOLDER • Pink - RECEPTION • Yellow - RECORD ROOM • Golden Rod - J.H.

G-20 REV. 7/72

APPENDIX C
BASELINE ORGANIZATIONAL SURVEY

NAME _____

POLICE DEPARTMENT _____

NUMBER OF YEARS WITH P.D. _____ NUMBER OF YEARS WITH JUV. SECTION _____

1. Indicate the last level of school you completed:

_____ High School	
_____ Some College	(Major _____)
_____ 2 yrs. of college	(Major _____)
_____ 4 yrs. of college	(Major _____)
_____ some graduate work	(Major _____)
_____ Graduate Degree	(Major _____)

2. Have you ever done case work with a Social Service agency Yes No
Number of years _____ Type _____

3. How many hours of your total work week is devoted to diversion?

Number of hours on diversion _____

Number of hours in total work week _____

4. Specify the kinds of training and how many hours of training you have received to prepare you for your diversion duties with this project?

Kind of training	Number of hours
_____	_____
_____	_____
_____	_____

5. Approximately how many hours of diversion work have you done prior to this project?

6. What are the resources and services that are now available for you to use for diversion in your Community?

Name	Type of Service
_____	_____
_____	_____
_____	_____
_____	_____

7. What kind of resources and services for diversion are now needed but are not available:

8. In your opinion, what type of Juvenile in your Community is in most need of service (i.e., age, race, ethnic group, situational problem)

9. Listed below are some of the activities involved in the 601 Diversion Project. What % of your time per week as a Diversion Officer do you spend for each?

_____ %	Administration Meeting
_____ %	Training
_____ %	Paper work
_____ %	Contact with juvenile
_____ %	Contact with juvenile and family
_____ %	Referral development (contact with agencies)
_____ %	Other diversion duties _____
	specify
_____ 100%	

10. Are there any other duties involved in diverting juveniles that are not listed above? What percent of your time do you devote to these?

11. How would you rate your community's concern with the 601 case (Allocation of resources, provision of services, citizen involvement, and cooperation)? Circle the most appropriate number on the scale.

No							A great deal
Concern	0	1	2	3	4	5	of concern

12. What are the community resources that your department's juvenile section used within the last year? Specify the number of referrals made to each.

Resource	Approximate Number Referrals
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

13. Number the people listed below according to how much influence you think they now have on a pre-delinquent juvenile in your community, and then number them according to who you think should have the most influence on a pre-delinquent juvenile in your community.

- Use: 1 = Most influential on juvenile
 2 = 2nd most influential on juvenile
 3 = 3rd most influential on juvenile
 4 = 4th most influential on juvenile
 5 = 5th most influential on juvenile
 6 = 6th most influential on juvenile

	<u>Now Influential</u>	<u>Should be Influential</u>
Parent	_____	_____
School Authorities	_____	_____
Policeman	_____	_____
Professional Counselors	_____	_____
Other (_____)	_____	_____
Other (_____)	_____	_____

APPENDIX C

SURVEY OF SERVICES TO PRE-DELINQUENTS

Please answer each question completely. If you do not understand a question, please write down "do not understand".

Relationship to youth _____ Parent
 _____ Guardian
 _____ Foster Parent
 _____ Other _____

Youth's age _____ Sex _____ Male
 _____ Female

1. What was the particular complaint?

_____ Beyond control of parent _____ Beyond control of school
_____ Runaway _____ Truant
_____ Other (please explain) _____

2. What prompted you to call the Santa Clara Police Department?

_____ School _____ Church
_____ Friend _____ Other (please explain)

3. What kind of contact did you have with the Santa Clara Police Department?

_____ Officer spoke with you and your child at your home
_____ You and your child came to the Santa Clara Police Department
 and spoke with someone of the Juvenile Bureau
_____ Phone conversation
_____ Mail
_____ Other (please explain) _____

4. How long did the officer spend talking with you and your child?

___ 15 minutes ___ half hour ___ one hour ___ more than one hour

5. What did the officer recommend?

_____ Contact a counseling agency _____ Work with school personnel
_____ Work it out within family _____ Other (please explain)

6. If you chose to work this problem out within your own family, how did you go about it?

7. If counseling was recommended,

a. Did you contact a counseling agency? Yes No
Name of agency _____

b. How many times have you gone for counseling?
 1 time 2-3 times 4 times or more

c. Are you still going for counseling? Yes No

d. Do you feel that counseling has been helpful? Yes No

8. Has this difficulty with your child,

Become better Become worse
 Stayed the same Problem no longer exists

9. How do you feel about the service the Santa Clara Police Department offered when this incident occurred?

Service was helpful
 Service helped a little
 Service did not help
 Service made problem more difficult to solve

10. Do you have any comments or suggestions on how this procedure or service can be improved?

APPENDIX C



CITY OF SAN JOSE
CALIFORNIA

P.O. BOX 270
95103

201 W. MISSION ST
TELEPHONE 292-31

POLICE DEPARTMENT

Dear

This letter is to advise you that your child _____
has not been attending classes at _____.

The school has made a referral to the Juvenile Division of the San Jose Police Department based upon their feeling that contacts that they have had with you and your child have not solved the problem that apparently exists.

California State Law requires that children attend school and both the child and/or his parents are liable to court action for the child's failure to attend school.

We are requesting that you contact the school immediately and correct this situation. If the school advises us that they have not heard from you we will investigate this referral which may result in your child being referred to the Juvenile Court and his parents to the District Attorney for prosecution.

If you need assistance regarding your child's behavior we will be happy to assist you in any way we can. For information or assistance please call the Juvenile Division, 277-4000 Ext. 4781.

Very truly yours,

ROBERT B. MURPHY
CHIEF OF POLICE

RBM:aeK

APPENDIX C

County of Santa Clara
California

Office of the Sheriff
180 West Hedding Street
San Jose, California 95110
James M. Geary, Sheriff

CR# _____
date _____

Dear

This letter is to advise you that your child _____
has not been attending classes at _____.

The school has made a referral to the Santa Clara County Sheriff's Office Juvenile Unit. This referral is based upon their feeling that the contacts that they have had with you and your child have not solved the problem that apparently exists.

California State Law requires that children attend school, and both the child and/or his parents are liable to court action for the child's failure to attend school.

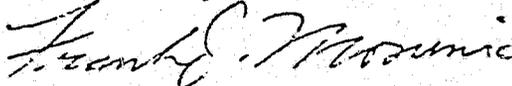
We are requesting that you contact the school immediately and correct this situation. If the school advises us that they have not heard from you within one week, we will investigate this referral. This may result in your child being referred to the Santa Clara County Juvenile Court, and you, as parents, to the District Attorney for prosecution.

A copy of this letter has been sent to your child's school.

If you need assistance regarding your child's behavior, we will be happy to assist you in any way we can. For information or assistance, please call the Juvenile Unit, at the following phone numbers: Central County - 299-2211, North County - 967-6908, ext. 2211, South County - 683-2681, ext. 2211.

Very truly yours,

JAMES M. GEARY, SHERIFF

By 

Frank J. Mosunic, Captain
Detective Division

PP:gs

APPENDIX D

Financial Plan

For a portion of the project year, the Santa Clara 601 Diversion Program introduced and tested an innovative concept in public finance at the local government level. The mechanics of the financial plan were worked out with participants from each jurisdiction and involved the following steps.

Each jurisdiction indicated that a certain base level of financial support would be necessary if they were to realistically approach the task of reducing 601 referrals to the Juvenile Probation Department. Three principle alternative approaches for providing this support developed from these discussions.

The first concept suggested that financial support should be awarded to each jurisdiction on the basis of the percentage of county-wide 601 referrals to Probation from each jurisdiction - in other words, put the money where the problem is. To make sure that no atypical situation affected the figures for a jurisdiction during one specific year of experience, it was decided to average the referrals of the past three years. The results of this analysis are presented in Table 5 on page 122.

Examination of the figures in Table 5 shows that referrals range from 0.80% by Morgan Hill to 47.20% of referrals by San Jose. After examining these figures it became clear to the committee that allocating support dollars on this basis would not be acceptable because it would not provide enough money to the smaller jurisdictions. For example, if \$375,000 could be obtained for program support, Morgan Hill would only be

eligible to receive 0.80% of that amount, or \$3,000. Half of the jurisdictions in the county would receive less than \$14,250 under this formula, probably not enough money to have any county-wide impact on the problem.

The second alternative considered represented the antithesis of the first approach. This second alternative involved the suggestion that an equal amount of money be awarded to each jurisdiction. It was quickly judged to be impractical because it put too little money into the Sheriff's Office and San Jose, where the bulk of the referrals have been coming from.

A committee began to search for some middle ground between these two extreme positions which would be acceptable to the majority of jurisdictions.

While involved in this process, the idea of a subvention, based upon performance, began to emerge. This suggestion involved providing each department with a minimum base of support which would later be augmented by additional money based upon the performance of each jurisdiction in accomplishing the goals of the program.

As the concept was refined, the committee agreed upon a formula which embodied the best features of these three alternatives.

First, each jurisdiction was to be guaranteed a basic unit of financial support for the program year. The committee's purpose was to get enough money - at least a minimum amount - to each jurisdiction to allow it to begin to impact its own problem. Each jurisdiction was to receive \$10,000 in "base dollars;" however, San Jose, because of its size, was to receive \$30,000.

For the twelve jurisdictions the "base dollars" total \$140,000.

In addition, each jurisdiction was to receive a "base dollar supplement." The size of the "base dollar supplement" was to be determined by the percentage of county-wide 601 referrals made by each jurisdiction during the past three years and served to shift additional dollars to those jurisdictions with the larger caseloads. \$80,000 was to be allocated on this basis.

Table 1 on the following page presents the "base dollars" and "base dollar supplements" for each jurisdiction and for the county as a whole. \$140,000 in "base dollars" and \$80,000 in "base dollar supplement" funds total \$220,000 in "Base Support" for the county-wide program. The "Base Support" for the twelve jurisdictions ranges from \$10,640 for the City of Morgan Hill to \$67,760 for the City of San Jose.

The concept of a "subvention" based upon program performance rounds out the financial plan. To present the subvention concept, however, it is first necessary to define the performance criteria upon which the subvention formula will rest.

4843 W & I Code 601 referrals were expected during fiscal year 1972-73. The first year goal of the program was to reduce these referrals by two-thirds (3196 referrals). If more cases could be diverted, so much the better, as the long term program goal is to divert all 601 referrals.

TABLE 1: CALCULATION OF BASE DOLLAR SUPPORT
FOR EACH LAW ENFORCEMENT JURISDICTION

Jurisdiction	Basic Dollars	Base Supplement Allocated by % of Referrals	Base Support
Morgan Hill	\$10,000	0.80 = 640	10,640
Los Altos	10,000	1.57 = 1,256	11,256
Gilroy	10,000	1.64 = 1,312	11,312
Los Gatos	10,000	2.55 = 2,040	12,040
Campbell	10,000	2.64 = 2,112	12,112
Milpitas	10,000	3.83 = 3,064	13,064
Palo Alto	10,000	4.18 = 3,344	13,344
Mountain View	10,000	4.95 = 3,960	13,960
Santa Clara	10,000	5.85 = 4,680	14,680
Sunnyvale	10,000	8.10 = 6,480	16,480
Sheriff's Office	10,000	14.61 = 11,688	21,688
San Jose	30,000	47.20 = 37,760	67,760
Sub Total	\$140,000	97.92 = \$78,336	\$218,336
Calif. Highway Patrol	0	2.08 = *	*
Total	\$140,000	100.0 \$78,336	\$218,366

* The California Highway Patrol would be eligible for \$1,664 on the basis of 2.08% of referrals; however, they will not be participating financially. The \$1,664 would bring the 100% total to \$80,000.

On the other hand, any reduction of less than one-third (1598 referrals) would be unacceptable and the CCCJ would not be asked to award a subvention if program performance fell below this minimum acceptable level. These limits then provided the acceptable boundaries for program performance.

The County Juvenile Probation Department took the lead by indicating that the subvention should be tied to program performance at achieving the program goal. For example:

<u>% Success at Goal Achievement</u>	<u>Referral Reduction Required at Each % Success Level</u>
100%	3,196
90%	2,876
80%	2,557
70%	2,237
60%	1,918
50%	1,598
Less than 50%	unacceptable

A \$50 subvention per case reduction appeared to be a dollar figure which would be attractive enough to serve as an incentive and still keep total program costs within reasonable limits. At \$50 per case reduction, dollars were tied to performance as indicated below. If the program goal were exceeded, a maximum of \$159,800 was to be set with the \$50 per case reduction figure adjusted.

<u>% Success at Goal Achievement</u>	<u>Subvention Earned at Each % Success Level</u>	<u>Referral Reduction Required at Each % Success Level</u>	<u>Subvention \$ Per Reduction</u>
100%	\$159,800	3,196	\$50
90%	143,820	2,876	50
80%	127,840	2,557	50
70%	111,860	2,237	50
60%	95,880	1,918	50
50%	79,900	1,598	50
Less than 50%	0		

Table 2 summarizes the financial plan. Column 1 indicates the allocation of \$218,336 in "base support" for the program. Column 2 indicates the number of referrals each jurisdiction will need to divert to meet the program goal of diverting 3196 cases during the program year. The dollar amount in column 3 is the result of multiplying the referral reduction number in column 2 by \$50. These were planned to be the subvention earnings. The total income to a jurisdiction would include the sum of its "base dollars" plus any subvention it earned. The "base dollars" would be provided to each jurisdiction at the beginning of the program period. The "Subvention" would be paid at the end of the twelve month program period.

Column 5 of Table 2 presents the per capita cost of the program per referral reduction for each jurisdiction.

TABLE 2:

Earnings by Jurisdiction and Cost per Case

Base Support Plus Subvention, assuming 100% Effectiveness Toward Goal Achievement

Jurisdiction	Base Support	Referral Reduction at 100% Effectiveness	Subvention Earnings at 100% Effectiveness	Base Support Plus Subvention	\$ per Case Cost
Morgan Hill	10,640	26	1,300	11,940	459
Los Altos	11,256	50	2,500	13,756	275
Gilroy	11,312	52	2,600	13,912	268
Los Gatos	12,040	82	4,100	16,140	197
Campbell	12,112	84	4,200	16,312	194
Milpitas	13,064	122	6,100	19,164	157
Palo Alto	13,344	134	6,700	20,044	150
Mountain View	13,960	158	7,900	21,860	138
Santa Clara	14,680	187	9,350	24,030	129
Sunnyvale	16,480	259	12,950	29,430	114
Sheriff's Office	21,688	467	23,350	45,038	96
San Jose	<u>67,760</u>	<u>1,509</u>	<u>75,450</u>	<u>143,210</u>	<u>95</u>
Sub-Total	218,336	3,130	156,500	374,836	120
Calif. Highway Patrol	0	66	3,300	3,300	75
TOTAL	\$218,336	3,196	159,800	378,136	119

Early-Year Financial Restructuring

In September, 1972 (the third project month) representatives from the California Council on Criminal Justice notified the Santa Clara County Juvenile Probation Department that the planned subvention payment to cities participating in the 601 Diversion Project was unallowable and that subvention payments with grant monies had to be paid to the cities involved and expended by them during the first project year. The objection revolved around a new interpretation of Standard Grant Condition Number 16, to wit:

"Grant funds may not, without written approval by CCCJ, be obligated prior to the effective date or subsequent to the termination date of the grant period. Obligations outstanding as of the termination date shall be liquidated within 90 days. Such obligations must be related to goods or services provided and utilized within the grant period."

The ruling that the subvention concept was unacceptable necessitated major revisions in the financial structure of the project. Two options appeared viable.

The first encompassed a plan that would retain the competitiveness of participating police departments. It provided for the payment of an enlarged base allocation per jurisdiction at the start of the second project year, designated as second year funds to be dispersed in keeping with the above Grant Condition. This enlarged base per jurisdiction would, however, be calculated according to each police department's performance during the first program year. Furthermore, it would be earmarked specifically for

jurisdictional development of resources appropriate for the treatment of pre-delinquent youth.

The second option apparent at the time was, in fact, accepted in early May, 1973 (the 11th project month). CCCJ granted a twelve month extension to the first project year so that the money allocated to the program could be spent within the first "year". An alternative to the subvention plan was decided on in which reimbursement would be made on a cost-reimbursement basis, and total reimbursement would be the total of the base support, plus the amount previously set aside as subvention for each jurisdiction.

In essence, the agreements between the Juvenile Probation Department and the police departments (and the Juvenile Probation Department and CCCJ) became a two-year contract. The "subvention" monies became available to each jurisdiction on July 1, 1973. The base funds unexpended by this date would remain available to the appropriate jurisdiction on a cost reimbursement basis until June 30, 1974.

The subvention of \$50 per case as discussed above was eliminated and no jurisdiction's funds were reduced had it proved to be less than 100% successful.

Effect

Two major effects of the imminent restructuring of the financial basis of the program were apparent. During the period of restructuring attempts, several police departments notified the Juvenile Probation Department that

their continuing participation in the program would be difficult, if not impossible, and that they would seriously re-consider re-negotiating their twelve month contracts with the Juvenile Probation Department. Furthermore, after the "illegitimacy" of the subvention structure was announced, there was evidence of a slight decrease in police enthusiasm and coordinated effort regarding program participation (See Figure 3, page 34 of the text; specifically, booking volume after December, 1972).

APPENDIX E

TIME ALLOCATED TO DIVERSION OFFICER ACTIVITIES
 (As reported by Diversion Officers)

Activity	Hours Devoted 1st Project Month		Hours Devoted 9th Project Month	
	Average	Mode ¹	Average	Mode ¹
Family Contact	21.8	20	26.9	20
Juvenile Contact	20.0	25	27.1	23
Paper Work	15.8	10	18.2	10
Agency Contact	13.4	10	12.8	5
Training	12.1	8	5.9	5
Meetings	6.6	7	6.6	8
Speech	3.0		.8	
Arrangements (Misc.)	1.7		3.4	
Investigation	3.8		.3	
Travel	2.3		0	
Conferences			.3	

¹The mode represents the most frequently occurring hour-amount indicated.
 When no mode is indicated, only one or two officers responded.

The various duties involved in diversion work and the time allocated to each facet further characterized early police approaches to the diversion program. Activities demanding much of the officers' time during the first project month (in descending order based on time allocation) were contacts made with the family group associated with the pre-delinquent, contacts made with the pre-delinquent himself, paper work involved in case processing and diversion training.

Family sessions (involving either counseling or exploratory discussion) absorbed between 20 to 40% of the majority of diversion officers' work loads (according to 11 officers). Sessions with the pre-delinquent alone, challenged almost as much of the officers' time, with nine officers estimating 20 to 32% of their time and one estimating 48% of his time being devoted to this aspect of diversion.¹

Ten officers reported paper work as taking from 10 to 20% of their diversion time, four reported 20 to 25%, and one reported as much as 48% of his time being absorbed by paper work. Early in the project, an important thrust of the Pre-Delinquent Diversion Project was the attempted training of the police liaisons as diversion specialists. Thus, a significant portion of some of the officers' time was devoted to such training. Eight of the officers indicated from 10 to 20% of their project related time was devoted to training, and two estimated as much as 33 to 48% of their time

¹Two distinct schools of thought appeared to dichotomize the officers. Most felt that they could adequately and effectively assume the role of "case worker" and devote relatively long periods of time to individual cases. The remaining officers believed their role was more appropriately effectively "case referrer" - - - that is, to quickly analyze a problematic situation and refer it to a more specialized source of service.

being spent in this way. Other diversion activities cited by the officers (in descending order of time allocation) were contacts with community resources, ancilliary meetings, investigation of cases, travel and miscellaneous arrangements.

Findings from the second diversion officer interviews conducted during the ninth program month showed that the type of duties involved in diversion work changed only slightly compared to the distribution of time allocated to the various duties. New activities engaged in by diversion officers included the deliverance of diversion-related speeches and participation in diversion-related conferences. The majority of time devoted to the diversion duties was again consumed primarily by family and juvenile counseling, however, to a much more dominating degree. Whereas 11 officers again estimated family counseling to be taking between 20 to 40% of their time, three officers indicated as much as 50 to 70% of their time.

Even more significant was the increase in time spent counseling juveniles alone. While 10 officers (one more than in the earlier interview) indicated 20 to 30% of their time was spent counseling juveniles, three estimated between 35 to 48% of their time and two estimated over 60% of their time was being absorbed by this. There were indications that paper work was becoming more time consuming. Seeming to decrease with the above increases was time devoted to such things as agency contact, meetings, investigation and travel.

APPENDIX F

Background and Training of Diversion Officers

At the start of the program in July 1972, there were 17 police officers interviewed as diversion specialists. Three of the officers had less than 10 months previous police experience, three had between three and five years previous police experience, eight had from five to 12 years experience, and three had over 15 years of working experience as police. Almost half of the officers were new to working juvenile offenses at the onset of the project; but three had approximately two years of such experience, four had between six and 12 years of such experience, and one had as much as 20 years of experience working with juvenile incidents.

The educational level of the diversion officers was relatively high. Almost half of them had graduated from a four year college, six of them had completed two years of college and two had some college training at the time of the first interview in mid-July. Although their educational emphasis was most often Police Administration, (eight out of 17); other areas of focus included psychology, business administration, accounting, social work and criminology. Only three of the officers had done previous case-oriented work outside of the realm of law enforcement.

The diversion-related training most of the officers received up to and including the fourth week of the project covered such areas as practice counseling and role play, resource development, project administration, social psychology, and techniques of crisis intervention. In general, the most training had been in the area of counseling and role

play. One officer had received 44 hours of such training, four officers had received between 19 and 26 hours, and 10 officers had received approximately three to five hours of this type of training. Social psychology and crisis intervention techniques were the next most frequent types of project related preparation; with one officer having had received from 40 to 65 hours of each, three officers having had received from 16 to 25 hours of each, and 12 officers having had received approximately three to 10 hours of both types of training. Most of the above-mentioned training had been offered by the Juvenile Probation Department during the first four project weeks.

During March of 1973, approximately eight months after the first was conducted, a second testing was administered to the police departments' diversion officers. In the interim personnel changes within several departments affected the composition of the original group of program liaisons. Two departments had replaced their original diversion officer with a new individual and two departments assigned an additional officer to specialize in pre-delinquent diversion.

Although many of the diversion officers received on-going training throughout the eight month period, the frequency and intensity of the training declined and its emphasis shifted. Whereas the bulk of early training for almost all the officers was counseling practice and role play, only four of the 19 officers had any further training of this type (two of whom had less than four hours during the eight months). Another area which drew less effort and attention was crisis intervention techniques, where again, only four officers pursued further training. It appeared as if these areas were ones in which on-the-job experience

provided more information for diversion officers to exchange in informal "rap-sessions" than could be provided in formal structured training sessions.

Emphasis was placed instead on resource development, with eight of the officers spending between four and 24 hours of training in this area. Social psychology was an area in which a moderate but continued amount of training was received. Four officers pursued between 10 and 24 hours in this area, and six officers pursued between two and 10 hours of such training.

APPENDIX G

GUIDELINES USED FOR CONTENT ANALYSIS IN NEEDS STUDY

Family Relationships

Parent relationship:

status
problems
attitudes
employment
life style

Parent-Juvenile relationship:

attitudes
approach
mode of ties
problems

Juvenile-Sibling relationship:

number
attitude
record with JPD
problems

School Performance

Attendance
Grades/Test Results
Attitude
Behavior

Medical History

Afflictions - past/present/psychosomatic
Affect on behavior
Institutionalization
Professional recommendations

Mental - Emotional Problems

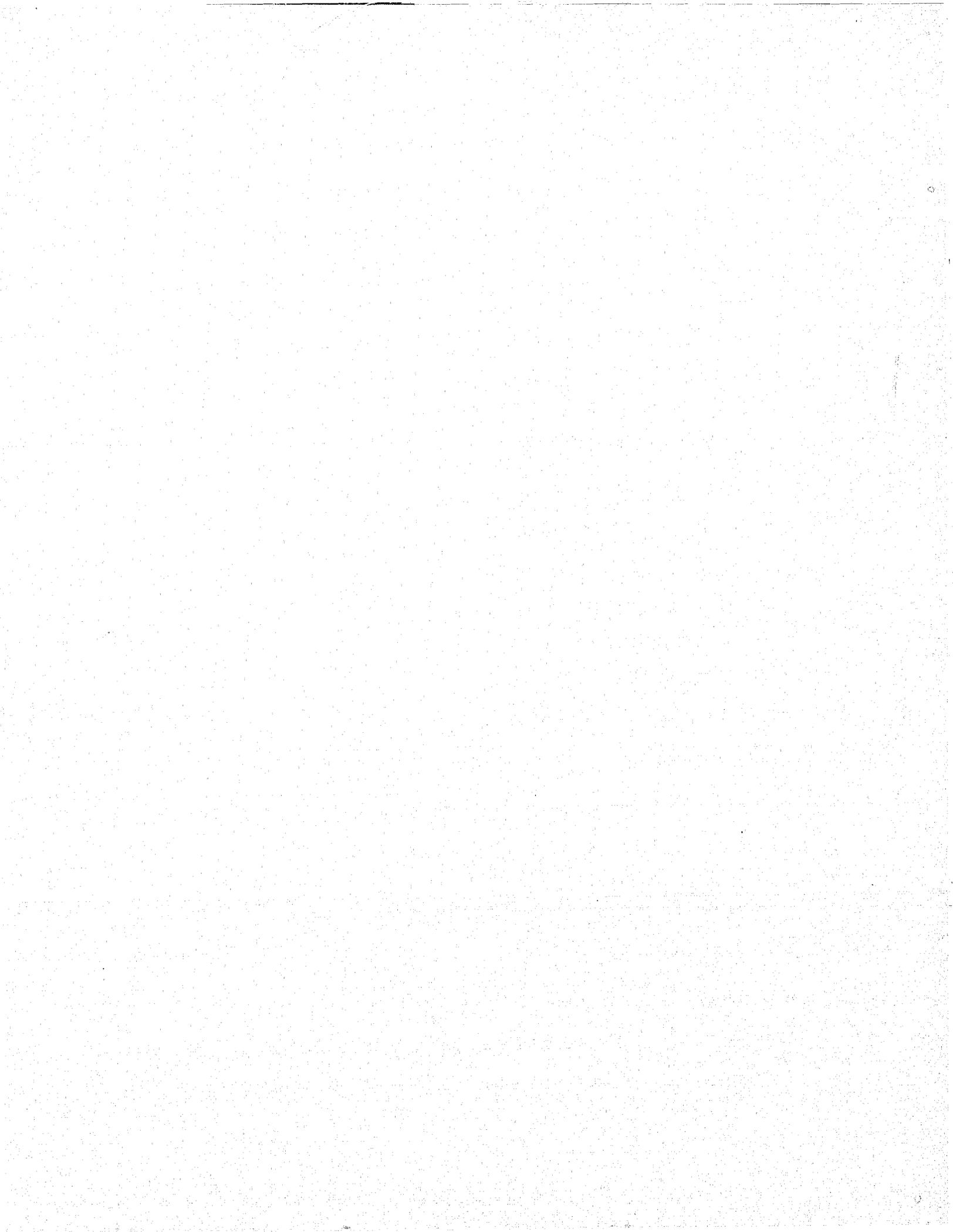
Type
Affect on behavior
Institutionalization
Professional recommendations

Social Development

Relationship with peers
Sexual involvements
Use of drugs/alcohol

Probation Officer Recommendations

Custody
Supervision
Treatment
Adjudication



END