

**AN EVALUATION OF SELECTED
ASPECTS OF THE ALAMEDA
COUNTY
DEINSTITUTIONALIZATION OF
STATUS OFFENDERS PROGRAM**

February 1978

Prepared by:

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Prepared for:

National Institute for Juvenile Justice
and Delinquency Prevention
Office of Juvenile Justice and Delinquency Prevention
Law Enforcement Assistance Administration
U.S. Department of Justice

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CONTENTS

Acknowledgments	ii
LIST OF ILLUSTRATIONS	v
LIST OF TABLES	vi
1. EXECUTIVE SUMMARY	1
1.1 Introduction	1
1.2 The National Evaluation	2
1.2.1 Background	2
1.2.2 Summary of the National Evaluation Design	3
1.2.2.1 Measurement of Goals	3
1.2.2.2 Sampling Procedure	4
1.3 Summary of Findings and Conclusions	5
1.3.1 General	5
1.3.2 Findings and Conclusions	6
1.3.2.1 Availability of the Program to Status Offenders	6
1.3.2.2 Recidivism of Ineligible Youths	6
1.3.2.3 Arrests of Status Offenders	6
1.3.2.4 Police Referrals to Probation Departments	6
1.3.2.5 Diversion from Juvenile Court	7
1.3.2.6 Client Reentry into the Official System	7
1.3.2.7 Recidivism and Prior-Record Status	8
1.3.2.8 Types of Cases Handled by the FCIUs and YSCs	8
1.3.2.9 Demographic Characteristics of Project Clients	8
1.3.2.10 Detention of Status Offenders	9
2. THE LOCAL DSO PROJECT PROFILE	10
2.1 The Program Concept	10
2.1.1 Purpose	10
2.1.2 Project Elements	10
2.1.2.1 Training of Law Enforcement Personnel	10
2.1.2.2 Alternative Resources for Status Offenders	11
2.1.2.3 Standardization of Policies and Procedures	13
2.1.2.4 Services Coordination	14
2.1.3 Procedures	16

2.2	Evaluation Constraints	20
2.2.1	Evaluation of a Preexisting Program	20
2.2.2	Passage of the AB 3121 Legislation	20
2.2.3	Data Availability and Accessibility	21
2.2.4	Decentralized Organizational Structure	22
2.3	Client Characteristics	22
3.	ANALYSIS OF STATUS OFFENDER REFERRALS AND EVALUATION OF PROGRAM EFFECTIVENESS	28
3.1	Analysis of Status Offender Referrals to the Juvenile Justice System Before and After the DSO Project	28
3.1.1	General	28
3.1.2	DSO Program Eligibility Criteria	28
3.1.3	Description and Analysis	29
3.1.3.1	Referrals to Probation	29
3.1.3.2	Intake Action	32
3.1.3.3	Disposition	32
3.1.3.4	Summary	33
3.2	Program Effectiveness Evaluation	36
3.2.1	Definitions Pertinent to the Evaluation Process	36
3.2.1.1	Status Offender	36
3.2.1.2	Arrest	36
3.2.1.3	Delinquent Offense	36
3.2.1.4	Recidivism	37
3.2.2	Methodology	37
3.2.2.1	General	37
3.2.2.2	Evaluation Sample	38
3.2.2.3	The Approaches Used To Evaluate Project Objectives	39
3.2.3	Evaluation Results	41
3.2.3.1	Diversion from the Official System	41
3.2.3.2	Recidivism	52
APPENDIX		
	CHARACTERISTICS OF STATUS OFFENDER SAMPLE POPULATIONS	67

ILLUSTRATIONS

2-1	Intake and Referral of Out-of-Custody Status Offenders	17
2-2	Police Procedures When Custody of Youth Is Probable	17
2-3	Referral Received By Youth Service Center (YSC)	18
2-4	Referral Received by Family Crisis Intervention Unit (FCIU)	18
2-5	Involuntary Placement Required Beyond Forty-Eight Hours	19
2-6	Voluntary Placement Required Beyond Forty-Eight Hours	19
3-1	Source and Disposition of Referrals to the Alameda County Juvenile Justice System, 1975 (All Status Offense Referrals)	30
3-2	Source and Disposition of Referrals to the Alameda Juvenile Justice System, Sept. 24, 1976/Sept. 23, 1977 (All Status Offenses)	31
3-3	Source and Disposition of Referrals to the Alameda County Juvenile Justice System, 1975 (Status Offenses Eligible for DSO Project)	34
3-4	Source and Disposition of Referrals to the Alameda County Juvenile Justice System, Sept. 24, 1976/Sept. 23, 1977 (Status Offenses Eligible for DSO Project)	35

TABLES

2-1	Referrals By Sex	23
2-2	Referrals By Age	23
2-3	Referrals By Ethnic Group	24
2-4	Referrals By Family Status	25
2-5	Referrals By Types of Status Offense	25
2-6	Referral Source	26
2-7	Source of Referral By Ethnicity	27
2-8	Status Offense By Source of Referral	27
3-1	Police Referrals of Status Offenders to Probation as a Percentage of Status Offender Arrests	44
3-2	Source of Status Offender Referrals to YSC/Group Homes in Alameda County	47
3-3	Status Offense Referrals and Petitions By Eligibility Status	50
3-4	Court Disposition of Petitions Filed for Eligible Status Offenders	51
3-5	Percentage of Eligible Status Offenders Re-Referred to the Probation Department Within Twelve Months	54
3-6	Percentage of Eligible and Ineligible Status Offenders Re-Referred to the Probation Department Within Twelve Months	55
3-7	Percentage of Ineligible Status Offenders Re-Referred to the Probation Department Within Twelve Months	56
3-8	Percentage of Eligible Status Offenders Re-Referred to the Probation Department Within Twelve Months, By Prior-Record Status	59
3-9	Percentage of YSC/Group Home Status Offender Clients Re-Referred to the Probation Department Within Twelve Months, By Prior-Record Status (Project Sample)	62
3-10	Percentage of YSC/Group Home Status Offender Clients Re-Referred to the Probation Department Within Twelve Months (Pre-Project and Project Sample)	63

3-11 Percentage of FCIU and YSC/Group Home Status Offenders Re-Referred to the Probation Department Within Twelve Months, By Prior-Record Status	64
3-12 Percentage of FCIU and YSC Status Offender Clients Having Prior Records	66

1. EXECUTIVE SUMMARY

1.1 INTRODUCTION

This report presents the findings of the first part of a two-part evaluation of the Alameda County Deinstitutionalization of Status Offenders (DSO) Program. The second part of the evaluation is currently being conducted by the University of Southern California (USC) and is part of a larger, nine-site national evaluation of DSO projects funded by the Law Enforcement Assistance Administration (LEAA). The evaluation design for the national evaluation is described in Para. 1.2.

The operational structure for the LEAA evaluation of DSO projects consisted of a coordinator for the national evaluation (USC) and a local evaluator for each of the DSO project sites selected for evaluation. The local evaluators were first of all responsible for collecting from their sites the data that were required by USC for conducting the national evaluation. Once the collection of these data was assured, the local evaluators could then allocate the remaining resources in their grants to conducting an evaluation of their specific project sites.

In February 1976, SRI International (then Stanford Research Institute) was awarded a grant by LEAA's Office of Juvenile Justice and Delinquency Prevention to collect the national evaluation data for the Alameda County DSO Project, and to perform the local evaluation of that project. Since financial resources for the local part of the evaluation were limited* and because several other evaluation or monitoring studies of the program were being planned by agencies within Alameda County, the decision was made to direct SRI's evaluation to selected aspects of the program that the evaluators perceived as the most important in terms of

* Approximately 85 percent of SRI's grant from LEAA was devoted to the data collection activities associated with the national evaluation.

assessing the program's effectiveness in achieving its goal of diverting status offenders from the official system to community resources. Accordingly, this report has placed primary emphasis on determining the degree to which the Alameda County DSO Project: (a) diverted status offenders from each stage of the Juvenile Justice System to community resources, and (b) prevented status offenders from reentering that system.

1.2 THE NATIONAL EVALUATION

1.2.1 Background

The funding by LEAA of status offender programs was authorized by the Juvenile Justice and Delinquency Prevention Act of 1974. In January 1976, two-year grants totalling \$10 million were awarded to 11 state and local jurisdictions across the country to develop community-based alternatives for status offenders. These jurisdictions were:

1. Alameda County, California
2. Pima County, Arizona
3. Arkansas
4. Connecticut
5. South Carolina
6. Clark County, Washington
7. Spokane, Washington
8. Delaware
9. Illinois
10. Newark, Ohio
11. South Lake Tahoe, California.

The first nine of these sites were also selected to be evaluated as part of a national DSO program evaluation. The goals of the national Deinstitutionalization of Status Offenders (DSO) Program are to:

- Remove from secure detention and correctional institutions status offenders currently incarcerated and preclude the further use of detention and commitment in the treatment of status offenders.

- Develop and utilize, on a per-child-accountability basis, community-based treatment and rehabilitation services as an alternative to secure detention and institutional commitment.
- Reduce recidivism and improve the social adjustment of status offenders.
- Encourage local Juvenile Justice Systems to incorporate into their procedures the use of such community-based services in dealing with status offenders.

1.2.2 Summary of the National Evaluation Design*

1.2.2.1 Measurement of Goals

The goals of the national evaluation of DSO programs and the indicators which will be used to measure the degree of attainment of these goals are discussed briefly hereunder:

Goal No. 1--To determine the extent to which status offenders have been removed from detention and correctional institutions, have been prevented from entering these facilities during the life of the projects, and have been transferred to new programs.

Indicators--These include basic descriptive data on every referral to a DSO project, including the source of referral, the type of offense, and initial referral and service information, in addition to a systems rate analysis comparing the flow of status offenders through the Juvenile Justice System before and after the DSO projects were established.

Goal No. 2--To determine how effectively community-based services have been developed and utilized.

* Summarized from the "National Evaluation Design for the Deinstitutionalization of Status Offenders Program," National Institute for Juvenile Justice and Delinquency Prevention, Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration, U.S. Department of Justice.

Indicators--Five basic measurements are being employed:

- The degree of community tolerance for juvenile misbehavior.
- The volume of youth services and treatment resources available in a project site.
- The character of statutory provisions related to the treatment of status offenders.
- The degree to which programs are free of coercive control from agencies within the system.
- The extent to which the programs avoid imposing coercive controls on their clients.

In addition, an organizational analysis would be conducted to determine the internal relationships among the components of the DSO project and project relations with other public and private agencies.

Goal No. 3--To determine the impact of the DSO service on the social adjustment and recidivism of program clients; the acceptance and support of the program by community opinion leaders, by personnel of collaborating private and public social service organizations, and by juvenile justice agencies; and the fiscal, organizational, and personnel problems of the Juvenile Justice System.

Indicators--The major indicators being used in measuring this goal are:

- Standardized measurements to determine levels of social adjustment among the clients in the program.
- The frequency of undetected acts of status or delinquent behavior, to be determined through a self-report questionnaire.
- Official offense histories obtained from police and Juvenile Court files.
- Multi-attribute utility measurement (MAUM), which will measure the program impact from the point of view of its participants.

1.2.2.2 Sampling Procedure

For purposes of comparing the effectiveness of the DSO projects with the process before the projects were initiated, pre-project and project samples of status offenders were selected for each site. The youths

selected for the evaluation and pre-project samples represented five types of status offenses:

- Runaways
- Ungovernables
- Curfew violations
- Truancy
- Minors in possession of alcohol.

These five categories of offenses were used, since they are generally considered to be status offenses in most states.

The results of the USC analysis of the data forwarded thereto by each local evaluator should be available sometime during the summer of 1978.

1.3 SUMMARY OF FINDINGS AND CONCLUSIONS

1.3.1 General

The findings of the evaluation of the Alameda County Deinstitutionalization of Status Offender (DSO) Project, and the conclusions drawn from those findings, are presented in the following pages.

Prior to a discussion of the specific results of the study, it is the major finding of this evaluation that the DSO project is, in fact, diverting status offenders from the Juvenile Justice System to community resources, although only project-eligible youths are being diverted and the degree of diversion varies among the different decision points in the system. At some stages of the system, e.g., the number of status offender petitions filed, the anticipated rate of diversion was achieved. For others, e.g., the number of status offender arrests, it was not. At all stages, a certain portion of the status offender population was excluded from the diversion process. The following pages summarize the project's degree of success in dealing with these diversion issues, as well as its ability to prevent project clients from reentering the official system at a later date.

1.3.2 Findings and Conclusions

1.3.2.1 Availability of the Program to Status Offenders

The stated goal of the DSO project is to "divert status offenders from the Juvenile Justice System to community resources." In fact, however, the project operates under a set of eligibility requirements which exclude nonqualifying status offenders. During the first twelve months of the project, 24 percent of the status offenders referred to the Probation Department were excluded from the project because they did not meet these eligibility criteria.

1.3.2.2 Recidivism of Ineligible Youths

Status offenders who were ineligible for the DSO project had higher recidivism rates than project clients. This indicates that many of the more difficult cases were excluded from the project.

1.3.2.3 Arrests of Status Offenders

The number of status offender arrests by police officers in Alameda County decreased by 10 percent between 1975 and the end of the first year of the DSO project. This was less, however, than the project objective of a 25 percent reduction in arrests.

1.3.2.4 Police Referrals to Probation Departments

The number of formal status offender referrals to the Probation Department decreased by 22 percent from 1975 to the end of the first year of the project. Based on an analysis of law enforcement arrest records and Youth Service Center (YSC) intake data, it appears that this decrease can be attributed to:

- An increased number of direct police referrals of status offenders to YSCs, and
- An increased number of official counsel and release cases by the police.

A possible explanation for the more frequent use of counsel and release by the police might be an unfamiliarity with and, therefore, a distrust of the DSO program.

1.3.2.5 Diversion from Juvenile Court

Petitions filed for status offenders decreased by 71 percent between 1975 and the end of the first year of the project. However, most of this reduction represents status offenders who were eligible for the DSO project. Status offenders who were excluded from the DSO project on the basis of the project eligibility criteria continued to go to Juvenile Court at approximately the same rate in the project year as in 1975. If the project eligibility requirements had not excluded certain status offenders (e.g., those currently on probation) from participating in the project, the number of petitions filed could have been even less.

The increased diversion of status offenders from court during the project did not have a very lasting effect, however. Based on an analysis of the pre-project (October/November 1975) and project (October/November 1976) referrals, 24 percent of the eligible referrals from the 1975 sample had petitions filed on their behalf, compared to 25 percent from the 1976 sample. This shows that the DSO project was no more successful at keeping status offenders out of court over a twelve-month period following initial referral than was the pre-project process.

1.3.2.6 Client Reentry into the Official System

The Family Crisis Intervention Unit (FCIU) was more effective in reducing client recidivism* of any kind (status or nonstatus) in the project year than the pre-project year. In terms of a client returning to the Probation Department on a delinquent offense, however, the FCIU was less effective in the project year.

* Defined in this study as re-referral of a youth to the Alameda County Probation Department. (See Para. 3.2.1.4.)

Based on available data, the YSCs were about as effective in preventing overall (status and delinquent offenses together as a group) recidivism in the pre-project period as in the project.* In terms of delinquent recidivism, however, the centers were less effective in the project year.

1.3.2.7 Recidivism and Prior-Record Status

Status offenders with prior records who entered the DSO program through the FCIU showed substantially higher recidivism rates than those youths without a prior record. In the YSC sample, however, the recidivism rates were approximately the same for both prior-record and no-prior-record clients. Although an analysis was not conducted on the seriousness of the prior offenses, it is possible that the FCIU prior-record cases were more serious than the YSCs, which could explain the difference in the levels of success.

1.3.2.8 Types of Cases Handled by the FCIUs and YSCs

The great majority of no-prior-record status offender referrals went to the YSCs, as opposed to the FCIUs, in both the pre-project and project years. This indicates a preference, mainly on the part of law enforcement officers in Alameda County, to refer more experienced offenders to the official system.

1.3.2.9 Demographic Characteristics of Project Clients

Most (57 percent) of the referrals to the DSO project in the first twelve months of operation were females.

Two-thirds of the clients were between 14 and 16 years of age, and most of the clients (62 percent) were white.

* Conclusions based on limited data made available for 1975.

1.3.2.10 Detention of Status Offenders

The passage of the AB 3121 legislation precluded measurement of the amount of time in which status offenders were detained after January 1, 1977.

2. THE LOCAL DSO PROJECT PROFILE

2.1 THE PROGRAM CONCEPT*

This section presents a summary of Alameda County's original concept for the DSO project and its plan for implementing the local project.

2.1.1 Purpose

The purpose of the Alameda County status offender program was to establish a family and youth service program under the administrative direction of the Probation Department to coordinate a comprehensive approach to divert status offenders from the Juvenile Justice System and to remove them from secure facilities. Efforts would be made to modify internal procedures within Police Departments to avoid arresting status offenders. Status offenders would be diverted to community resources, whenever possible. Only as a last resort would status offenders be removed from their homes and provided alternative nonsecure, placement resources. In the section immediately following, each of the project components is briefly discussed.

2.1.2 Project Elements

2.1.2.1 Training of Law Enforcement Personnel

The project would make in-service training available to law enforcement officers throughout Alameda County to improve its ability to deal effectively with family altercations and with youth who are exhibiting behavior within the definition of a status offense. Officers would be prepared to, wherever possible, avoid making an arrest, defuse the crisis situation, and refer the matter to a community service provider.

*As described in the Alameda County Probation Department's grant application to the LEAA, dated August 1975.

2.1.2.2 Alternative Resources for Status Offenders

2.1.2.2.1 Youth Service Centers

Youth Service Centers (YSCs) would be primary diversion facilities. YSCs presently exist in most cities within Alameda County and receive referrals from both schools and police departments. In the past, these centers have been successful in reducing the number of status offenders and delinquents referred to the Probation Department. Depending on the community, such centers are either privately operated by community organizations or operated by the city.

2.1.2.2.2 Family Crisis Intervention Units

The present Family Crisis Intervention Units (FCIUs), one in the north County and one in south County, would be moderately augmented and serve as a principal diversionary mechanism for those youths and families which cannot be dealt with by YSCs, either because of the serious problems represented or workload. The FCIUs would be available on a 24-hour-per-day, 7-day-per-week basis to take referrals from law enforcement agencies and to provide crisis-counseling services.

Status offenders may be referred to the FCIU of the Probation Department on an informal basis for services, if the appropriate service is not available from a YSC or other community service provider. Only when a formal referral is made or an official probation action required would the case be formally recorded within the Probation Department's juvenile index and a case folder issued.

The FCIU would provide intensive counseling to resolve family differences which may result when an out-of-home placement is necessary. When an out-of-home placement is required, attempts would be made to encourage the family to find an alternative placement on a voluntary basis in either the home of a relative or family friend or, if neither is available, a project-supported placement resource.

2.1.2.2.3 Community Counseling Services

It is expected that YSCs would not be fully capable of providing long-term counseling or appropriate service for all family referrals. Funds would be made available on a fee-for-service basis to allow the FCIU or a youth service bureau to refer youth or families to community counseling programs. A variety of such programs exist in Alameda County, such as family service bureaus and community counseling clinics. Unfortunately, in the past, most of these services have been beyond the means of most youths and families coming into contact with the police or Probation Department. Prior to authorizing payment for services, workers within a youth service bureau and an FCIU would assess the family's ability to pay for such service. When a family has sufficient financial means, project funds would not be authorized.

2.1.2.2.4 Nonsecure, Noninstitutional Alternative Placement

When it is impossible for the youth to be returned home, he would be placed in either the home of a family relative or friend, a group home, or an emergency foster home. Funds would be provided through the project to allow the placement of youths in appropriate long-term facilities based on an assessment of their needs. Such placements can range from a foster home to a psychiatric facility. Policy would preclude any status offender youth from being committed to the California Youth Authority.

Since foster homes willing to accept status offenders on a temporary basis represent the most cost-effective alternative to detention, a series of foster homes would be established with funds from the LEAA grant.

Some status offenders would represent problems which are beyond the capability of foster parents or for other reasons are not suitable for placement in a foster home. Moreover, due to the need for a 24-hour facility, foster homes may not always be immediately available for placement and an alternative facility will be required. Four group homes, two in the northern half of the County and two in the southern half, are

to be used to serve this exceptional status offender group. Two of these homes would be established and supported with funds under the LEAA grant, while the other two would be supported through revenue-sharing funds available to Alameda County.

2.1.2.3 Standardization of Policies and Procedures

The following policies and procedures would be adopted in Alameda County in order to standardize the treatment afforded to status offenders:

2.1.2.3.1 Law Enforcement Agency Procedures

A special study committee has been appointed to review all juvenile procedures within law enforcement agencies and to develop appropriate standards for recommendation to police departments throughout Alameda County. The Police Chiefs and Sheriffs Association and the Juvenile Officers Association are participating fully in this effort. It is expected that the resulting standards would be adopted and should provide uniformity as well as an overall reduction in the arrest of youths and a reduction of the referral of arrested youths to the Probation Department.

2.1.2.3.2 Maintenance of Diversion for Criminal Law Violators

Care has been taken in continuing the present effort established within Alameda County to divert minor criminal law violators. These efforts would not be displaced through the diversion of status offenders. It is expected that newly devised procedures for handling status offenders should favorably impact police attitudes toward the diversion of law violators who do not represent a serious threat to the community.

2.1.2.3.3 Probation Intake Screening Procedures for Juveniles

Directives would be issued to all probation intake units that any youth who is delivered to a detention facility and identified by the staff as a status offender would be immediately diverted to the FCIU. Any petition to be filed on behalf of a status offender must be filed by

FCIU personnel. Further, if a youth is initially booked as a youth falling within the provisions of Section 602 of the Welfare and Institutions Code (criminal offender) and upon examination the matter is determined to be in reality a status offense, the youth should immediately be released to the FCIU for further disposition.

2.1.2.3.4 Policy Relative to the Filing of Petitions

With the initiation of this project, the Probation Department would adopt a policy that petitions would be filed with Juvenile Court in status offender cases only when the involuntary placement of a minor out of his home is required. Involuntary placement means that either the youth or his parent or guardian object to an alternative home placement and cannot reach mutual agreement for the minor to either reside at home with his parent or guardian or voluntarily reside in an alternative placement.

2.1.2.3.5 Wardship for Involuntary Placement

The Probation Department would adopt a policy of recommending to the court that a petition be sustained and the child be declared a ward of the court only when it is necessary to place the youth outside of his home on an involuntary basis. Through the project, counseling services, short-term placement, and long-term placement can be achieved without court involvement when a youth is to reside in his home or placement is on a voluntary basis. When a youth problem is deemed to be chronic and, therefore, requires long-term intervention, the youth would be referred to an appropriate community service agency and payment for the services would be provided through the project funds, if necessary.

2.1.2.4 Services Coordination

With the diverse service and placement providers embodied in this program, coordination of all referral sources and service providers would be critical.

2.1.2.4.1 Coordination of Placement Resources

Attached to the DSO Project Director would be a Foster Home Supervisor, a Group Home Liaison, and a Placement Coordinating Clerk. These individuals would have primary responsibility for developing and coordinating the availability of placement resources. The Coordinating Clerk can be utilized for placement purposes. Additions or deletions from this list of placement resources would be made by FCIU personnel during those hours when the clerk is not on duty.

2.1.2.4.2 Coordination of YSCs and Community Services

Project funds would provide an experienced field worker in both the North and South FCIUs to act as the principal coordinator of YSC and other community services in the respective areas served by those units. The coordinator would assure close working relationships between police departments, the YSCs, and the FCIUs to facilitate the rapid exchange of referrals. The coordinator will handle any difficulties that arise in the referral processes and also assist in facilitating the training of YSC personnel.

2.1.2.4.3 Coordination with Schools

School districts are developing School Attendance Review Boards (SARBs) in each school district to review the cases of YSCs, which would assist SARBs in locating appropriate community services for youth. The coordinator would advise the SARBs whether cases could benefit from a referral to a YSC or an FCIU. Any SARB referral to the Juvenile Court would be made through the FCIU where attempts would be made to provide adequate service without resorting to a Juvenile Court hearing.

2.1.3 Procedures

Illustrations (Figures 2-1 through 2-6) of the following procedures are furnished in subsequent pages:

- Intake and referral of out-of-custody status offenders
- Police procedures when custody of a youth is probable
- Referrals received by YSCs
- Referrals received fry FCIUs
- Involuntary placement required beyond 48 hours
- Voluntary placement required beyond 48 hours.

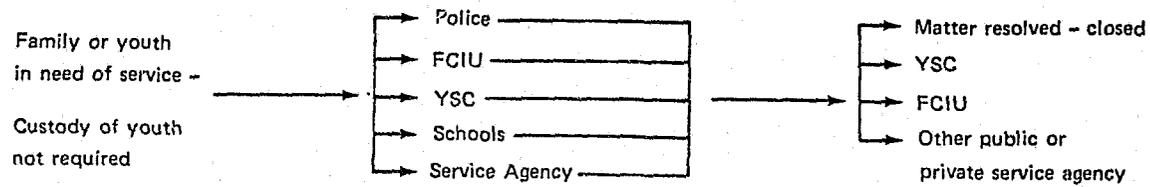


FIGURE 2-1 INTAKE AND REFERRAL OF OUT-OF-CUSTODY STATUS OFFENDERS

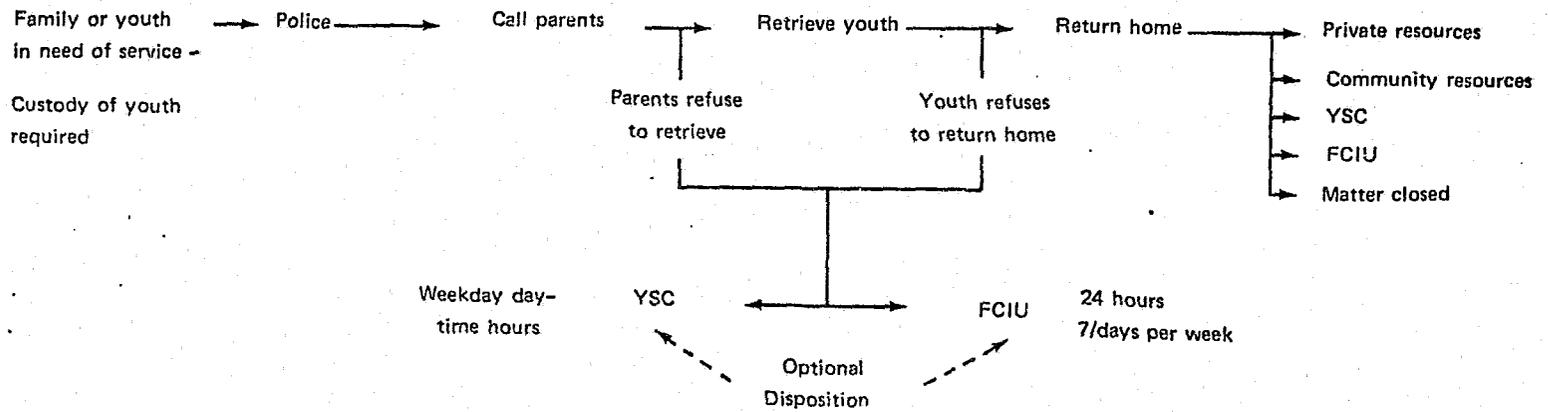


FIGURE 2-2 POLICE PROCEDURES WHEN CUSTODY OF YOUTH IS PROBABLE

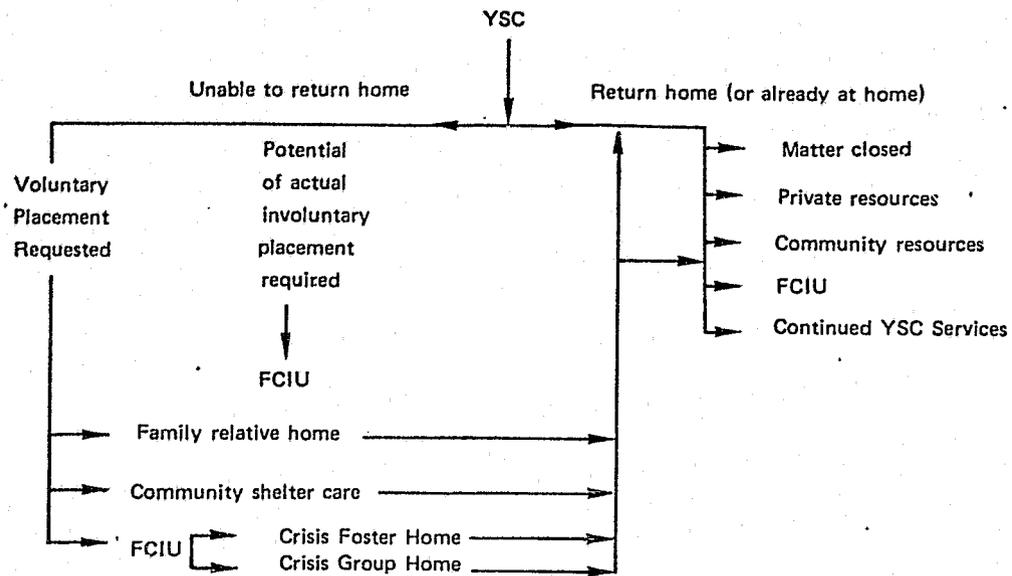


FIGURE 2-3 REFERRAL RECEIVED BY YOUTH SERVICE CENTER (YSC)

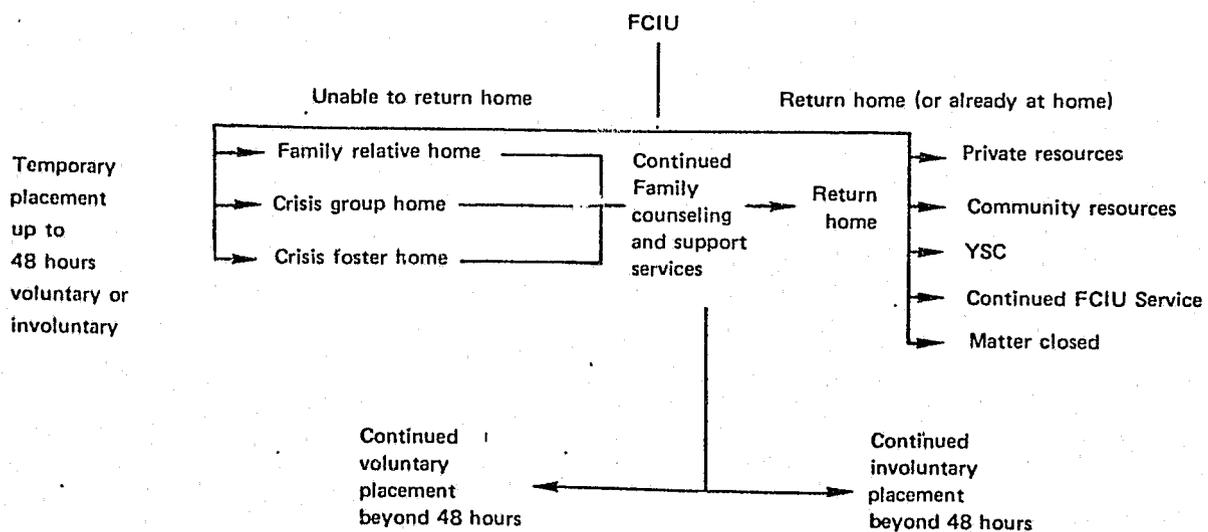


FIGURE 2-4 REFERRAL RECEIVED BY FAMILY CRISIS INTERVENTION UNIT (FCIU)

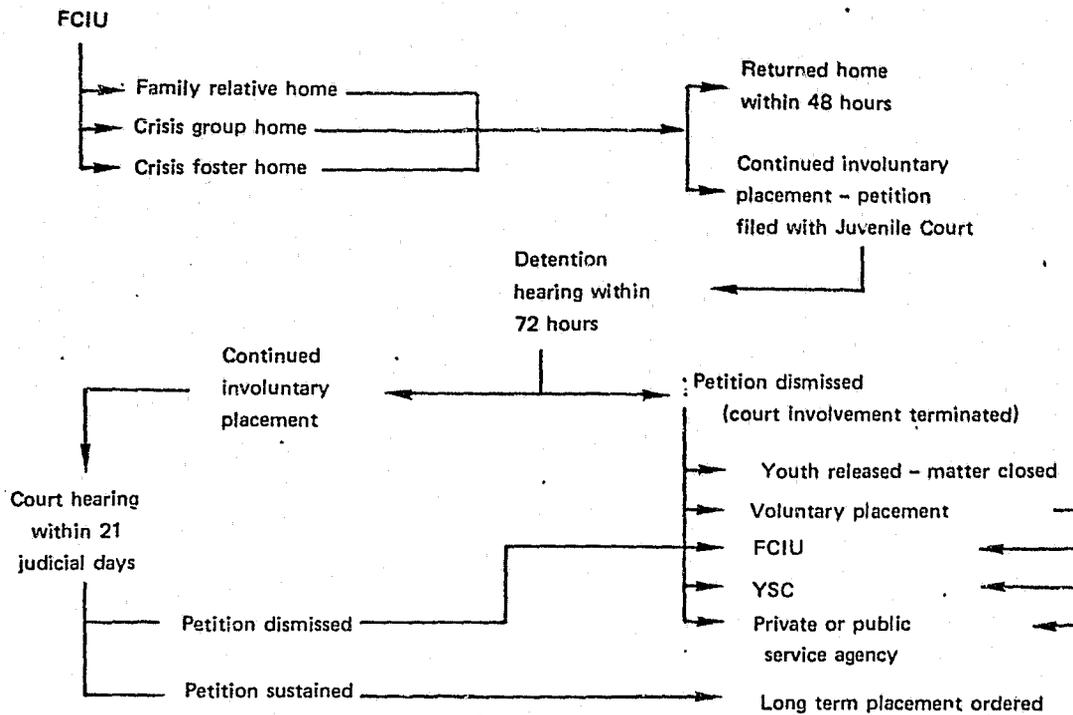


FIGURE 2-5 INVOLUNTARY PLACEMENT REQUIRED BEYOND FORTY-EIGHT HOURS

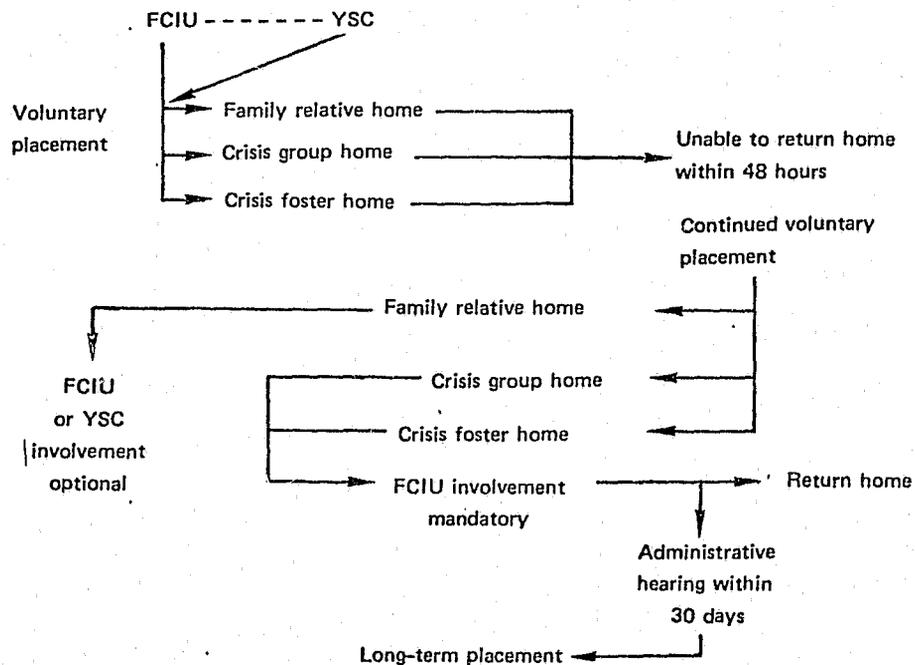


FIGURE 2-6 VOLUNTARY PLACEMENT REQUIRED BEYOND FORTY-EIGHT HOURS

2.2 EVALUATION CONSTRAINTS

This section discusses some of the more serious problems encountered by the local evaluators during the evaluation of the Alameda County DSO Project. These problems entail:

- An evaluation of a status offender diversion project in a county in which such a project already existed.
- Passage of the AB 3121 legislation.
- Data availability and accessibility.
- A decentralized organizational structure.

2.2.1 Evaluation of a Preexisting Program

Prior to the DSO Project, Alameda County had implemented a Family Crisis Intervention (FCI) Program which sought to test whether ungovernable youths, runaways, truants, and all other violations of Section 601 of the California Welfare and Institutions Code could be better handled through short-term family crisis therapy at the time of referral than through the traditional procedures of the Juvenile Court. Its goals were to reduce the number of cases going to court, reduce the number of repeat offenses, decrease overnight detention, and accomplish these goals at a cost no greater than that required for the regular processing of cases.

In view of this background, Alameda County presented some unique issues and problems for the local evaluator, such as:

- How to separate the preexisting FCI program from the new program.
- How to measure what results are attributable to the existing program as opposed to the new program.

2.2.2 Passage of the AB 3121 Legislation

In addition to the problem of separating the effects of the preexisting FCI Program from the new program, AB 3121 became law in the State of California on January 1, 1977 (four months after the beginning of the Alameda County DSO Project). This legislation removed the provisions of Section 602 of the California Welfare and Institutions Code which included status offenders in that section when they violated an order of

the court. More importantly, as far as the DSO evaluation was concerned, Section 507(b) of the new law specified that status offenders (as described in Section 601 of the Welfare and Institutions Code) could no longer be detained in secure facilities. They could be detained, if at all, only in a nonsecure facility such as a crisis-resolution home or a sheltered-care facility. Curfew violators, where the curfew ordinance is based solely upon age, were declared to come within the provisions of Section 601 rather than Section 602.

As a result of the passage of AB 3121 by the California State Legislature, one of the goals of the DSO project, i.e., to prevent the detention of status offenders in secure facilities, was in effect achieved by the new law. The emphasis of the DSO evaluation by necessity then changed to an assessment of the degree to which status offenders were being diverted from the official system, rather than an assessment of the effects on a status offender of detention in secure detention facilities and the success of the program in removing such youths from detention.

2.2.3 Data Availability and Accessibility

A very practical problem experienced by the evaluators was an inability to acquire certain client-related information from the YSCs and the Group Homes. It was necessary to have the names of the clients who received services from the YSCs and the Group Homes in order to interview them for the national evaluation and to check their subsequent offense histories as part of the local evaluation. However, the policies of these agencies regarding the release of confidential information of this type prevented them from providing SRI with the necessary information in many cases. In some cases, client sign-offs were obtained by the YSCs at intake, and the names of these clients were eventually obtained by SRI. In the case of the client interview, however, the fact that the YSCs would not provide the names and addresses of clients agreeing to be interviewed until after a sample had been selected using codes for the client names, long delays were caused in the interviewing process. In the case of obtaining offense histories for the recidivism analysis in

the local evaluation, the inaccessibility of client names for most of the pre-project sample and for some of the project sample, lessened the significance of some of the findings.

2.2.4 Decentralized Organizational Structure

The fact that the operating agencies in the Alameda County DSO Project consisted of the Probation Department, with FCIUs in two locations, and 15 relatively independent community youth service agencies, made the coordination of project operations and the evaluation of those operations more difficult. The information necessary to conduct client interviews and to analyze client offense histories had to be obtained from each of these agencies, rather than from one centralized intake point.

2.3 CLIENT CHARACTERISTICS

Between September 1976 and September 1977, there were 3,436 status offender referrals to the DSO project in Alameda County.* The following pages represent a breakdown of the characteristics of those referral clients.

Almost 57 percent of the referrals were female as shown in Table 2-1. Two-thirds of the referrals fall into the 14 to 16 age bracket, and 3 percent were 10 years old or younger as shown in Table 2-2.

Whites by far constitute the largest portion of the referrals, or 62 percent. Blacks represent the next largest ethnic group or 24 percent of the referrals. The remaining 14 percent of the population are Hispanic (which includes all persons of Latin descent) and others including Native Americans, Asian-Americans, and Pacific Islanders (see Table 2-3).

*The data presented in this section are based on project entry forms designed for the national status offender evaluation. The figure 3,436 may not include 100 percent of the total referrals for the period, since some entry forms may not have been processed by the time this report was prepared.

Table 2-1
REFERRALS BY SEX

<u>Sex</u>	<u>Number</u>	<u>Percent</u>
Female	1,953	56.8
Male	1,471	42.8
Not coded	<u>12</u>	<u>0.4</u>
Total	3,436	100.0

Table 2-2
REFERRALS BY AGE

<u>Age</u>	<u>Number</u>	<u>Percent</u>
10 or under	112	3.3
11 - 13	680	19.8
14	751	21.9
15	783	22.8
16	692	20.11
17	370	10.8
18 and over	19	0.6
Not coded	<u>29</u>	<u>0.8</u>
Total	3,436	100.1*

* Error due to rounding.

Table 2-3

REFERRALS BY ETHNIC GROUP

<u>Ethnicity</u>	<u>Number</u>	<u>Percent</u>
White	2,130	62.0
Black	811	23.6
Hispanic	332	9.7
Others	151	4.4
Not coded	<u>12</u>	<u>0.4</u>
Total	3,436	100.1*

* Error due to rounding.

Thirty-eight (38) percent of the referrals were residing with one parent, either their mother or father, at the time of entering the program, while 32 percent were living with both parents (see Table 2-4). Nineteen (19) percent were living with one parent and a step-parent. The remainder of the population lived with relatives in a foster home, alone, or in some other form of living arrangement.

The most common status offense which led to program referral was the runaways which represented 41 percent (see Table 2-5). The second most frequent offense was the "ungovernables," approximately 36 percent. Juveniles charged with curfew violations constituted the smallest portion of the population, a little more than 2 percent. The rest of the referrals were divided between possession of alcohol, truancy, and other unspecified violations.

As expected, more than half of the sample, or 57 percent, were referred to the DSO project by the police. Schools were the next most frequent source (13 percent) of client referral, as shown in Table 2-6. Youth service agencies referred 9 percent of the clients, parents or guardians 8 percent, and 5 percent were self-referrals. The remaining 7 percent were referred from a variety of sources, including the Probation Department, institutions, and other unspecified sources.

Table 2-4

REFERRALS BY FAMILY STATUS

<u>Family Status</u>	<u>Number</u>	<u>Percent</u>
Both parents	1,098	32.0
Step-parent	612	17.8
One parent	1,318	38.4
Relative or extended	148	4.3
Foster home	93	2.7
Living alone	11	0.3
Other	130	3.8
Not coded	26	0.8
Total	3,436	100.1*

* Error due to rounding.

Table 2-5

REFERRALS BY TYPES OF STATUS OFFENSE

<u>Status Offense</u>	<u>Number</u>	<u>Percent</u>
Runaways	1,406	40.9
Ungovernables	1,223	35.6
Truancy	285	8.3
Curfew violations	74	2.2
Minors in possession	94	2.7
Other	349	10.2..
Not coded	5	0.2
Total	3,436	100.1*

* Error due to rounding.

Table 2-6

REFERRAL SOURCE

<u>Source of Referral</u>	<u>Number</u>	<u>Percent</u>
Police	1,969	57.3
Parent or guardian	263	7.7
School	458	13.3
Youth service agency	323	9.4
Self	179	5.2
Other	<u>229</u>	<u>6.7</u>
Total	3,436	100.0

Although the police refer the majority of each ethnic group to the DSO project (see Table 2-7), and although they refer more white youths than any other group, they refer a higher proportion of the black and Hispanic groups, 60 and 63 percent, respectively. Police referred 56 percent of all white youths referred to the project, and 41 percent of all other ethnic groups. Referrals from schools were the next most frequent source of referral for white and Hispanic clients, 16 and 12 percent; youth service agencies referred 16 percent of black clients and 19 percent of other clients.

As could be expected, due to the overwhelming majority of clients referred by the police to the DSO project, clients with status offenses other than for truancy, were referred to the program by the police (see Table 2-8). Clients with truancy offenses were referred to the program by schools 59 percent of the time.

Table 2-7

SOURCE OF REFERRAL BY ETHNICITY

Source of Referral	Ethnicity (%)			
	White (N=2,130)*	Black (N=811)	Hispanic (N=332)	Other (N=151)
Police	56.1	60.2	62.7	40.5
Parent or guardian	9.5	4.1	5.1	7.3
School	15.8	8.3	12.4	8.6
Youth service agency	6.6	16.4	6.0	19.2
Self	5.2	4.3	6.6	7.3
Other	6.4	6.3	6.9	11.9
Not coded	0.4	0.4	0.3	0.2
Total	100.0	100.0	100.0	100.0

* N = Number of youths.

Table 2-8

STATUS OFFENSE BY SOURCE OF REFERRAL

Source of Referral	Status Offense (%)					
	Runaways (N=1,406)*	Ungovern- ables (N=1,223)	Truancy (N=285)	Cur- few (N=74)	Alcohol Poss. (N=94)	Other (N=349)
Police	78.5	49.3	7.7	85.1	90.4	25.8
Parent or guardian	2.8	12.5	8.1	1.4	0.0	13.5
School	2.9	15.1	59.0	0.0	0.0	18.3
Youth service agency	6.2	12.4	11.9	4.1	5.3	12.3
Self	4.3	3.8	2.8	0.0	0.0	18.3
Other	5.0	6.5	9.5	9.5	4.3	11.5
Not coded	0.3	0.4	1.0	0.0	0.0	0.3
Total	100.0	100.0	100.0	100.1	100.0	100.0

* N = Number of youths.

3. ANALYSIS OF STATUS OFFENDER REFERRALS AND EVALUATION OF PROGRAM EFFECTIVENESS

3.1 ANALYSIS OF STATUS OFFENDER REFERRALS TO THE JUVENILE JUSTICE SYSTEM BEFORE AND AFTER THE DSO PROJECT

3.1.1 General

This section presents a comparison of the status offender referrals to the Alameda County Probation Department and the disposition of those referrals: (a) for the year preceding the start of the DSO project (1975), and (b) for the first year of the project (September 24, 1976 to September 23, 1977). Since the DSO project excluded certain types of status offenders because of the eligibility criteria used to take youths into the project (see Para. 3.1.2), the analysis examines separately the referrals and dispositions of: (a) all status offenders (ineligible and eligible) for the year 1975 and for the project year, and (b) eligible status offenders for 1975 and for the project year. This separate analysis was necessary in order to show differences in the disposition of status offenders, in terms of intervention of the official system, between those youths who were eligible for the program and those who were not.

3.1.2 DSO Program Eligibility Criteria

Under the criteria established by the Probation Department, youths who had committed the following status offenses were eligible for the DSO program:

- Runaways
- Ungovernables
- Incurrigibles
- Truancy or school behavior problems
- Liquor possession or purchase
- Curfew violations
- "Family problems" (walk-ins).

However, status offenders were excluded from the project when they were:

- Currently on any form of probation for a status or nonstatus offense, or
- Currently awaiting disposition of a status or nonstatus offense, or
- Currently in placement at certain County, State, and/or private institutions.

3.1.3 Description and Analysis

3.1.3.1 Referrals to Probation

The number of status offense referrals* to the Probation Department decreased from 3,333 in 1975 to 2,431 in the first year of the DSO project. This was a net reduction of 902 and a percentage reduction of 27.

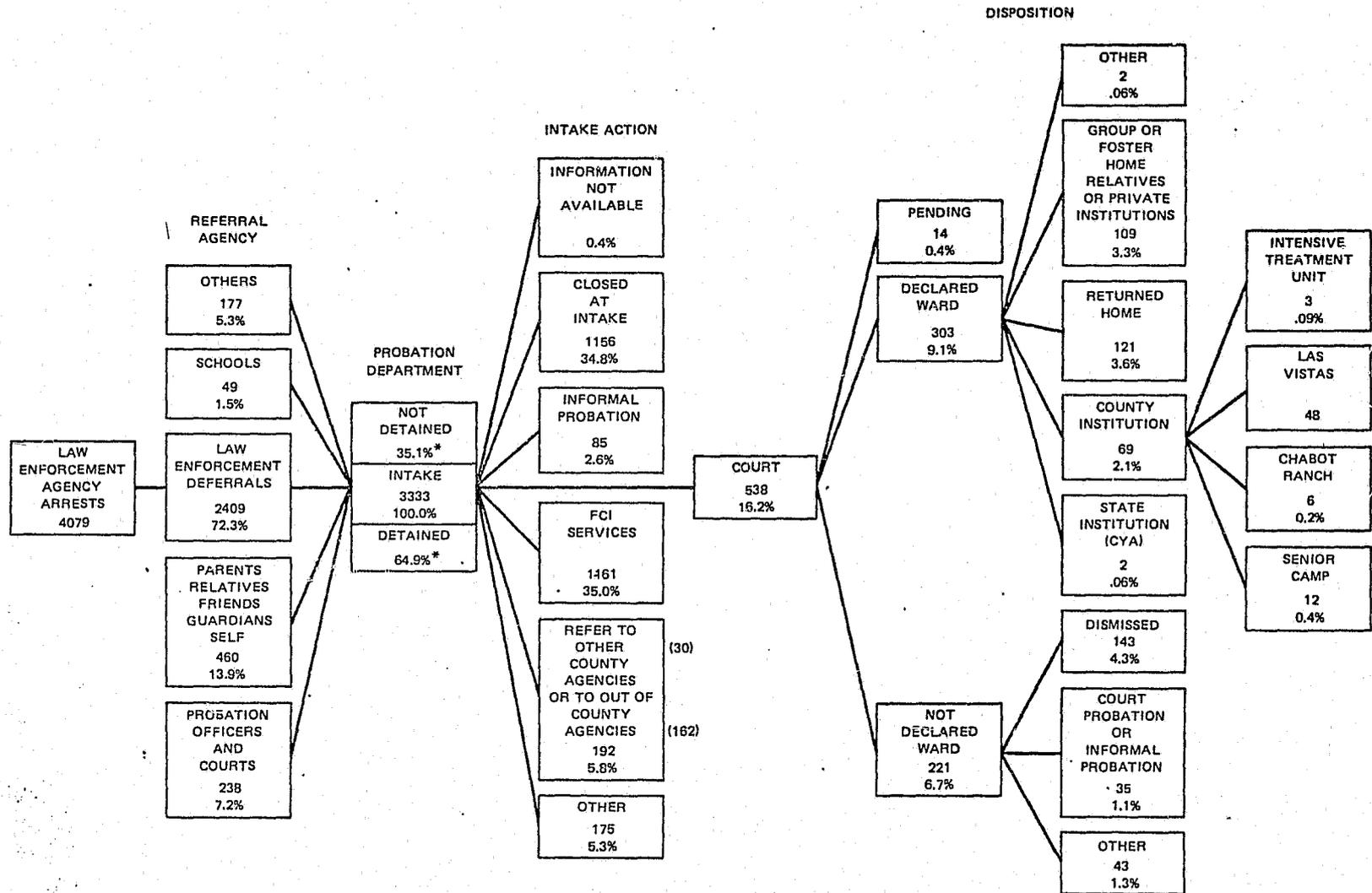
The major source of referrals in both years was the police departments in the County. In 1975, these departments referred 2,409, or 72 percent, of the status offenders referred to probation; in the project year, the number of police referrals dropped to 1,873,† a percent decrease of 22, while their proportion of referrals from parent, friends, and self-referrals decreased during this same time from almost 14 percent to 6 percent (see Figures 3-1 and 3-2).

Examining the cases which were eligible for the DSO program, 2,490 such cases were referred in 1975 compared to 1,903 in the project year, a net reduction of 587 and 24 percent.

The number of police referrals of eligible cases decreased from 1,787 in 1975 to 1,499 in the project year, a 16 percent decrease. The proportion of eligible referrals which came from the police increased from 72 percent in 1975 to 79 percent in the project year, while the

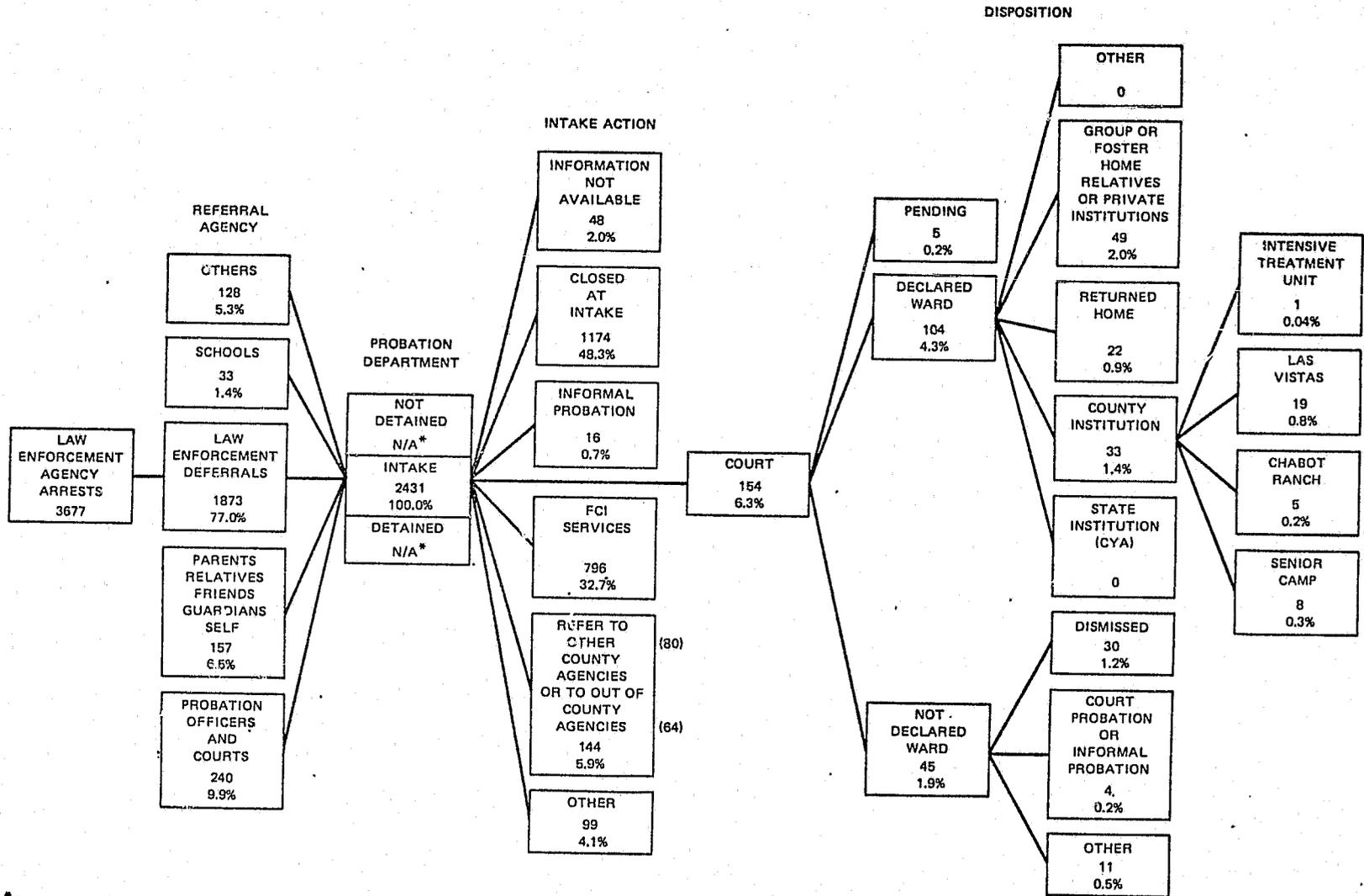
* Eligible and ineligible cases.

† An evaluation of this reduction in police referrals is presented in Para. 3.2.3.1.



*Based on November 1975 sample since detention data are not maintained in the master file.
 SOURCE: Probation Department master file and Juvenile Hall detention records.

FIGURE 3-1 SOURCE AND DISPOSITION OF REFERRALS TO THE ALAMEDA COUNTY JUVENILE JUSTICE SYSTEM, 1975 (ALL STATUS OFFENSE REFERRALS)



*Not applicable due to passage of AB 3121.
SOURCE: Probation Department master file.

FIGURE 3-2 SOURCE AND DISPOSITION OF REFERRALS TO THE ALAMEDA COUNTY JUVENILE JUSTICE SYSTEM, SEPT. 24, 1976/SEPT. 23, 1977 (ALL STATUS OFFENSES)

proportion of eligible referrals from parents, friends, and self-referrals decreased from 16 to 7 percent (see Figures 3-3 and 3-4).

3.1.3.2 Intake Action

The major changes in intake action for all status offenders (eligible and ineligible) between the two years occurred in the number of cases sent to court and the number closed at intake. In 1975, 538 cases, or 16 percent of the intake, went to court compared to 154 cases or 6 percent in the project year. However, since only 3 percent (57 cases) of the eligible cases went to court in the project year, this means that 97 ineligible status offense cases went to court. This indicates that there was a significant number of status offenders who went to court in the first year of the project, but who might not have if they had not been excluded from the project because of the eligibility requirements.*

There was also a significant increase in the number of status offender (all) cases closed at intake in the project year. In 1975, 35 percent of the referrals were closed at intake; in the project year, this figure had increased to 48 percent.

3.1.3.3 Disposition

The number of status offenders (eligible and ineligible) who were declared wards of the court dropped from 303 (9 percent) to 104 (4 percent) between 1975 and the project year. In the project year, however, only 33 of the 104 youths declared wards, or 32 percent, were eligible cases. As mentioned earlier, this shows that most of the status offenders who go to court, and who are declared wards of the court, are from the group of cases which are excluded from the DSO program by virtue of the fact that they have a prior-case status which does not meet project entry requirements.

* One of the objectives of the DSO program was to keep status offenders from going to court. For an analysis of this, see Objective No. 3 in Para. 3.2.3.1.

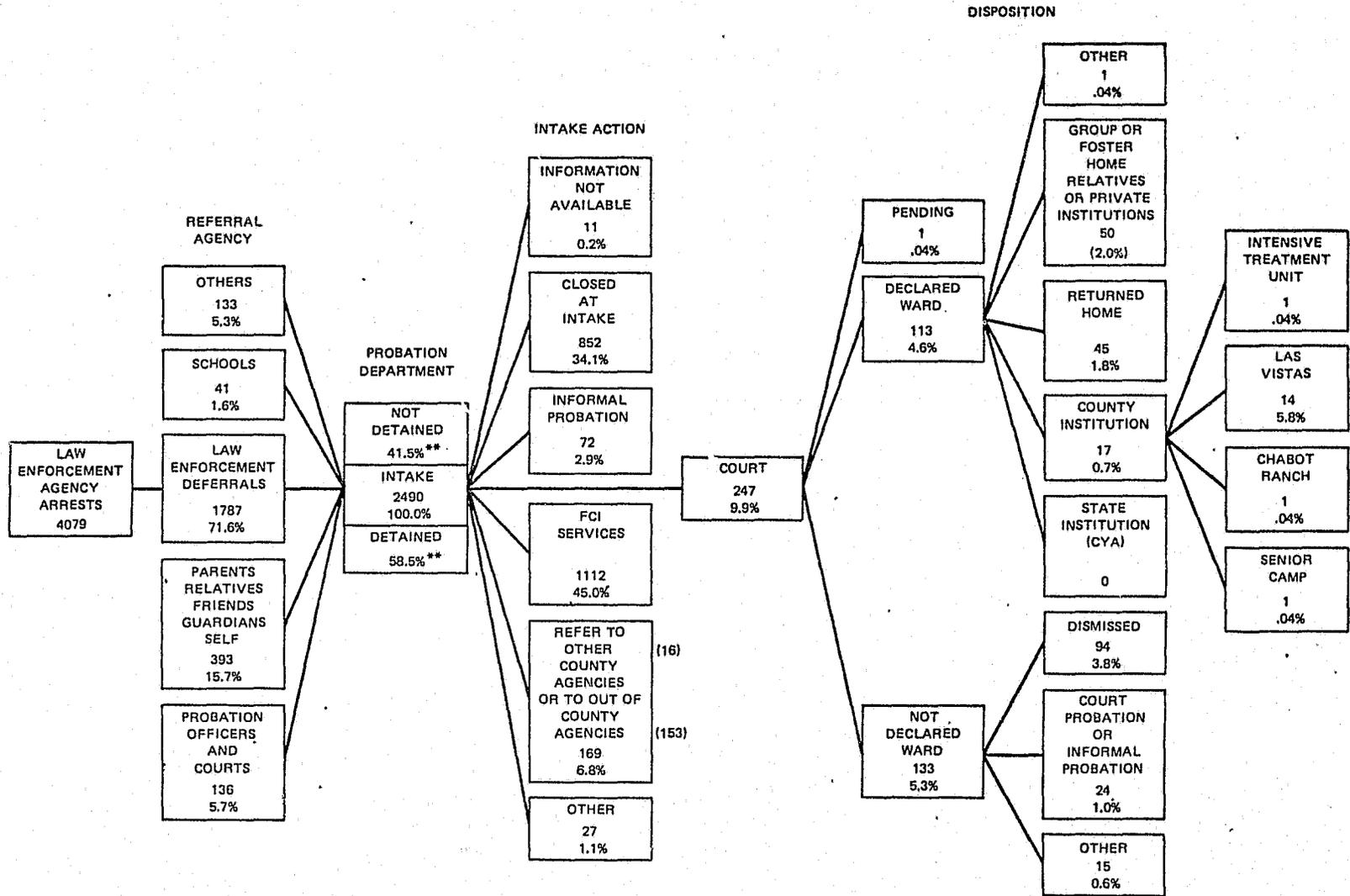
3.1.3.4 Summary

The following elements summarize this analysis:

- Status offender referrals to the Probation Department decreased by 27 percent between 1975 and the first year of the DSO project.
- Most of the decrease in status offender referrals to the Probation Department was the result of a substantial (22 percent) reduction in police referrals.
- The number of status offenders who went to court decreased by 71 percent between the pre-project and project periods. However, most of the youths who went to court in the project year were ineligible for the DSO program because of their prior status. If this group of status offenders had been eligible for the program, fewer of them might have gone to court.
- The project year showed a substantial increase in the proportion of referrals closed at intake. In 1975, 35 percent of the referrals to probation were closed at intake, compared to 48 percent in the project year.
- Although the number of status offenders who were declared wards of the court dropped significantly between the pre-project and project periods, most of the youths who were declared wards were not eligible for the DSO program.

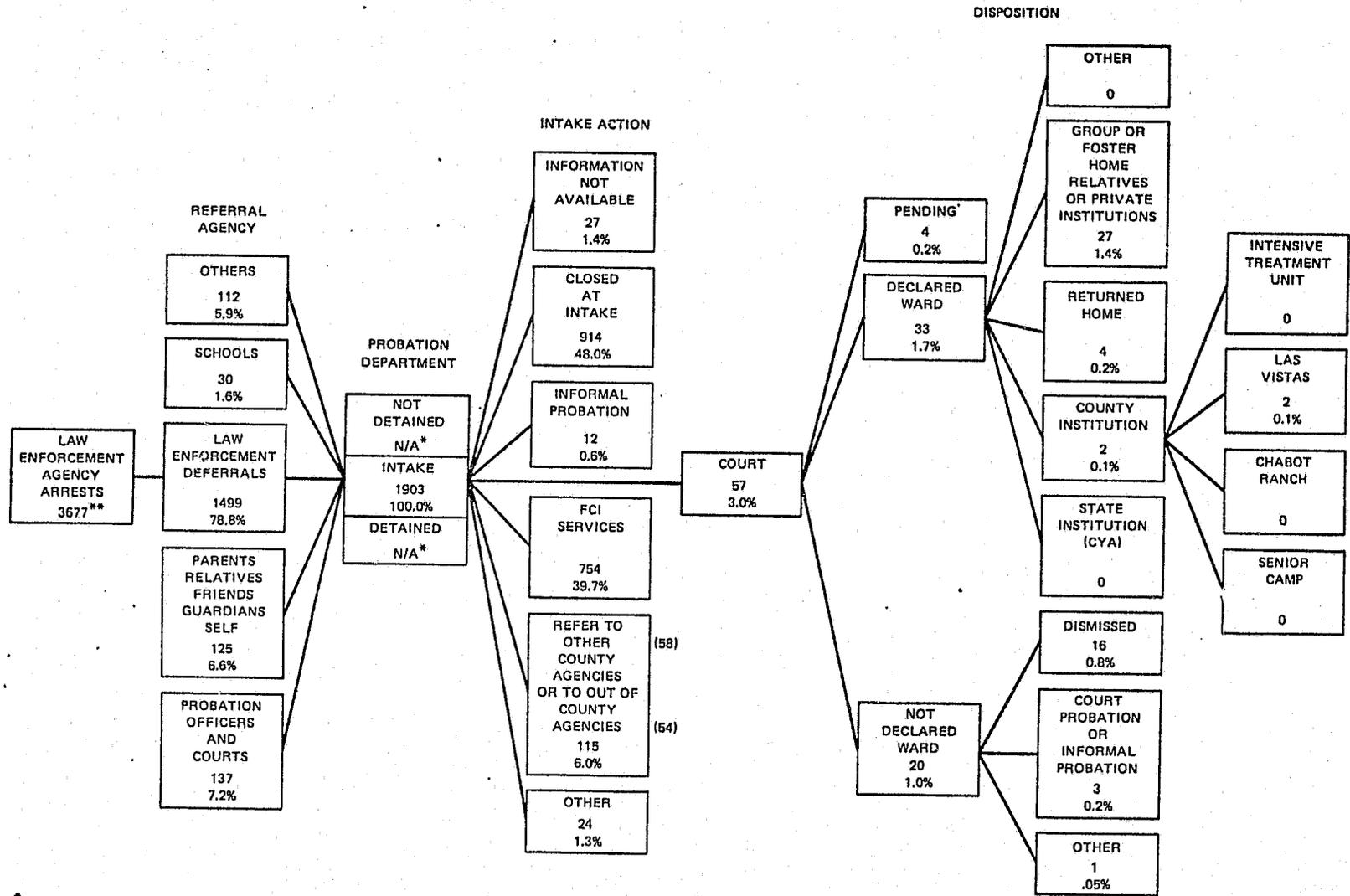
A more in-depth analysis of these findings is presented in the following section on the effectiveness of the DSO program in meeting its goals and objectives.

Status offender cases handled by the Alameda County Juvenile Justice System in 1975 and the first twelve months of the DSO project are shown in Figures 3-1 through 3-4.



*All status offenses.
 **Based on November 1975 sample
 SOURCE: Probation Department master file and Juvenile Hall detention records.

FIGURE 3-3 SOURCE AND DISPOSITION OF REFERRALS TO THE ALAMEDA COUNTY JUVENILE JUSTICE SYSTEM, 1975 (STATUS OFFENSES ELIGIBLE FOR DSO PROJECT)



*Not applicable due to passage of AB 3121.
 **All status offenses.
 SOURCE: Probation Department master file.

FIGURE 3-4 SOURCE AND DISPOSITION OF REFERRALS TO THE ALAMEDA COUNTY JUVENILE JUSTICE SYSTEM, SEPT. 24, 1976/SEPT. 23, 1977 (STATUS OFFENSES ELIGIBLE FOR DSO PROJECT)

3.2 PROGRAM EFFECTIVENESS EVALUATION

3.2.1 Definitions Pertinent to the Evaluation Process

3.2.1.1 Status Offender

For the purposes of this evaluation, a status offender is a minor under 18 years of age who has come to the attention of the police, the court, or other authorities for an action or inaction which, if he were an adult, would not be considered a criminal offense. In general, this includes behavior which brings a minor within the provisions of Section 601 of the California Welfare and Institutions Code. Specific types of offenses which were included as status offenses in this evaluation were:

- Runaways
- Incurrigibles
- Ungovernables
- Truancy
- Minors in possession of alcohol
- Curfew violations.

3.2.1.2 Arrest

The arrest figures used in the following analysis include cases where a status offender was apprehended by a law enforcement officer and either: (a) physically taken to a police station, juvenile hall (prior to January 1, 1977), juvenile probation, a crisis-receiving home, or a community service agency, with a report being filed with the police department; (b) told to report to court or probation, a community service agency, or a crisis-receiving home, with a report being filed with the police department; or (c) counseled and released to either relatives or a community service agency, with a report being filed with the police department.

3.2.1.3 Delinquent Offense

A delinquent offense is an offense committed by a youth that is defined as a crime in an ordinance or a code.

3.2.1.4 Recidivism

For the purposes of this evaluation, recidivism has been defined as the re-referral, within 12 months, of a client into the official Juvenile Justice System through the completion of a referral reporting form by the Alameda County Probation Department. This operational definition was selected as the one most appropriate for measuring the DSO project's success in meeting its goal of diverting status offenders from the Juvenile Justice System to community resources.

3.2.2 Methodology

3.2.2.1 General

The goals of the Alameda County DSO Project are to:

- Divert status offenders from the Juvenile Justice System to community resources, whenever possible.
- Remove status offenders from the population of juvenile institutions and detention facilities in Alameda County.

In order to measure the degree of success being achieved in reaching these goals, a set of specific objectives were formulated for the project. These objectives were the result of input by the Probation Department, the Office of Criminal Justice Planning's Regional Planning Unit, and SRI International. Originally, there were 10 objectives. Some of these specified measurements to be made at the end of the first 12 months of the project, while others were to be measured at the end of the first 18 months of operation. Since the DSO project was approximately three months behind schedule in getting started, however, the 18-month measurements would have extended past the end of the evaluation grant period. For this reason, only 12-month objectives are included in the following analysis. In addition, since the passage of AB 3121 by the California State Legislature prohibited the detention of status offenders in California, objectives dealing with the detention of status offenders have not been measured.

The project objectives, and the approach used to measure the degree to which each of these objectives was attained, including the evaluation sampling procedure, are discussed in subsequent paragraphs.

3.2.2.2 Evaluation Sample

In order to assess the effectiveness of the DSO project in meeting its stated goals and objectives, compared to the situation in Alameda County prior to project initiation, two sample populations were employed:

- A one hundred percent sample
- The October/November 1975 and 1976 samples.

3.2.2.2.1 The One Hundred Percent Sample

In some cases, such as in determining the comparative numbers of status offenders arrested in the County in the year before the project (1975) and in the first year of the project (September 24, 1976 to September 23, 1977), status offender statistics for a full year were used in the evaluation.

3.2.2.2.2 The October/November 1975 and 1976 Samples

In other cases, such as in the analysis of status offender petitions filed and in the recidivism analyses, a pre-project sample of status offenders was compared to a project sample. The pre-project sample consisted of all status offender referrals to the Probation Department or the YSCs and Group Homes in the months of October/November 1975. The project sample consisted of all status offender referrals during October/November 1976. The characteristics of the October/November 1975 and 1976 samples are furnished in the Appendix.

The October/November samples were collected for use in this study for the following reasons:

- October/November 1976 came after the DSO project had begun full operation, but before AB 3121 became effective.
- Using these sample months would allow a full twelve-month follow-up from these months in the recidivism analysis for both 1975 and the project year.

Because of the termination date of SRI's evaluation grant (February 1978), any sample months selected after November 1976 would not permit the conduct of a full-year follow-up study on client recidivism.

3.2.2.3 The Approaches Used To Evaluate Project Objectives

The manner in which each of the DSO project objectives were evaluated is discussed hereunder:

Objective No. 1--To reduce by 25 percent the number of County-wide status offender arrests made in 1975, within twelve months of project initiation (September 24, 1976 to September 23, 1977).

Approach--Status offender arrest statistics for 1975 were obtained from the California Department of Justice, Bureau of Criminal Statistics (BCS). Since arrest statistics were not available from the BCS for the project year, however, SRI obtained the arrest data from the police departments in Alameda County. Because the BCS and the police departments did not use the same definition of "status offense," however, it was necessary to adjust the statistics so that they would be comparable. These modifications are discussed in the evaluation of Objective No. 1 later in this report (see Para. 3.2.3.1).

Objective No. 2--To reduce by 25 percent (over the 1975 figure) the number of formal status offender referrals to the Probation Department by law enforcement agencies, within twelve months of project initiation.

Approach--Data on the number of formal status offender referrals to the Probation Department in 1975 and in the first twelve months of project operation were obtained from the Probation Department master file, and a comparison was made between the two twelve-month periods.

In an attempt to explain the decrease in referrals during the project year, as compared to 1975, an analysis was conducted for each year on the incidence of police counsel and release cases, and the number of direct referrals by the police to YSCs and Group Homes. The data for this comparison were obtained from statistics maintained by the police departments and YSCs and Group Homes.

Objective No. 3--To reduce by 25 percent the number of petitions filed (over 1975 figures) on behalf of status offenders with the Juvenile Court, within twelve months of the project initiation.

Approach--For this objective, the evaluators decided to conduct a comparative analysis of petitions filed (for the pre-project and project samples) based on the eligibility status of the youth.* The purpose here was to determine the disposition of ineligible status offenders in terms of going to court, as compared to status offenders eligible for the DSO project.

Data for the analysis were obtained from the Probation Department master file and compared to the DSO project eligibility criteria for determination of eligible and ineligible cases.

Objective No. 4--To remove all status offenders from court-ordered probation, within twelve months of project initiation.

Approach--Information on the number of status offenders under probation supervision was obtained from the Probation Department master file.

Objective No. 5--To reduce by 75 percent the number of days spent by status offenders in juvenile hall during 1975, within twelve months of project initiation.

Approach--The passage of the AB 3121 legislation precluded measurement of this objective as a part of the DSO project.

Objective No. 6--To evaluate the effectiveness of the Alameda County DSO Project in terms of recidivism, as compared to its prior method of handling the status offender, including its Family Care Intervention Program.

Approach--Status offender referrals to the Probation Department and the YSCs and Group Homes during October/November 1975 and 1976 were checked against the Probation Department master file to determine the

*The DSO project eligibility criteria were presented in Para. 3.1.2.

number of times each youth was re-referred to the Probation Department within twelve months after referral to the DSO project. This information was then further categorized into the number of times each status offender was re-referred for the following types of recidivism:

- Any recidivism--Status and/or delinquent re-referrals.
- Delinquent recidivism--Re-referral on a delinquent offense.
- Serious delinquent recidivism--Re-referral on a drug or felony offense.
- Any double recidivism--Two re-referrals on status or delinquent offenses.
- Double delinquent recidivism--Two re-referrals on delinquent offenses.
- Double serious delinquent recidivism--Two re-referrals on drug or felony offenses.

The recidivism analysis was conducted on the basis of: (a) eligibility status, and (b) prior-record status. The former was done so that the subsequent behavior of youths who went through the DSO project could be compared with that of the youths who went through the Probation Department in 1975, and who would have been eligible for the DSO project, had they been referred in the project year.

3.2.3 Evaluation Results

This section presents the results of the evaluation in accordance with project objectives. The discussion is presented in two groups: (a) the first dealing with diversion from the official system, and (b) the second dealing with client recidivism patterns.

3.2.3.1 Diversion from the Official System

Objective No. 1--To reduce by 25 percent the number of County-wide status offender arrests made in 1975, within twelve months of project initiation (September 24, 1976 to September 23, 1977).

Results--The number of status offender arrests by law enforcement agencies in Alameda County decreased from 4,079* in 1975 to 3,677† during the first twelve months of the DSO project. This is a net decrease of 402 cases and a 10 percent decrease.

Theoretically, the decrease in status offender arrests might be attributed to any of the following elements:

- Change in the number of status offenses committed--If fewer status offenses were committed by youths in Alameda County in the project year compared to 1975 and police practices remained the same, this could produce a corresponding drop in the number of arrests.
- Increased number of unofficial counsel and release cases--Instances in which a youth is apprehended by the police, counseled, and then released to his parents are sometimes recorded by the officer and sometimes not. If the case is recorded and turned into the police department, it is counted as an arrest and would then be reflected in the arrest figures furnished above. Since unofficial counsel and release cases are not recorded, however, an increase in the use of this procedure by the police could account for a decrease in status offender arrests, even if the number of youths apprehended remained relatively the same before and during the DSO project.
- Increased number of verbal referrals to community service agencies--As in the above case, if more police officers began referring youths to community agencies in the project year without completing and filing reports, this arrangement would reduce the number of arrests reported, although the actual level of referrals could have been the same, or even higher, than before the project began.

* Data obtained from the California Department of Justice, Bureau of Criminal Statistics (BCS), whose data were obtained from the police departments in Alameda County.

† Data obtained from individual police departments in Alameda County. The figures supplied by the BCS were made definitionally comparable to those provided by the police departments by adding BCS's 1975 figures for liquor possession to the offenses classified by the Bureau as "delinquent tendencies." The latter category includes offenses such as incorrigibility, loitering/curfew violation, truancy, and runaways. Since loitering is not a status offense, however, and because the BCS includes some other liquor-related offenses in its category containing "minor in possession" cases, the figure 4,079 may include a small number of nonstatus offense cases. BCS statistics for the project year could not be used, because they were not available at the time of report preparation.

- Relabeling of status offenders--If a youth is apprehended for a mixed offense, i.e., a status and a delinquent offense, the arresting officer has the discretion of charging the youth with either the status offense, the delinquent offense, or both. If during the project year, some officers began arresting youths who had committed mixed offenses as delinquents, whereas before they would have arrested them as status offenders, this arrangement would be reflected as a decrease in the number of status offender arrests, although the youths actually went to juvenile hall or a YSC on more serious offenses. Such "relabeling," if it occurred at all in the DSO project, presumably might be motivated by a concern on the part of law enforcement officers regarding the purpose or effectiveness of the project.

Unfortunately, the precise effect that these factors may or may not have had on the arrest data cannot be determined, since by their very nature records are not maintained on their incidence. To accurately assess the amount of diversion of youths from the system, an unofficial police reporting system would have to be implemented by which police officers were responsible for maintaining counts of their unreported contacts and the associated disposition thereof.

It is less difficult to assess how much diversion occurred when arrest and disposition data are available, as was the case in the analysis of Objective No. 2 below. That analysis compares arrest and referral data for the sample months of October/November 1976 and 1977. A further analysis of a sample drawn in Alameda County from the entire year 1975 and the project year is currently being conducted by the University of Southern California as part of the national status offender evaluation. The results of that research activity will be available by the summer of 1978.

Objective No. 2--To reduce by 25 percent (over 1975 figures) the number of formal status offender referrals to the Probation Department by law enforcement agencies, within twelve months of project initiation.

Results--In 1975, law enforcement agencies within Alameda County made 2,409 formal status offender referrals to the Probation Department. During the first twelve months of the DSO project, 1,873 such referrals were made to probation representing a net decrease between the two periods of 536 referrals and a decrease of 22 percent.

A comparison of total arrests with referrals to the Probation Department shows that the percentage of referrals decreased by 13.7 percent in the project year as shown in Table 3-1.

Table 3-1

POLICE REFERRALS OF STATUS OFFENDERS TO PROBATION
AS A PERCENTAGE OF STATUS OFFENDER ARRESTS

1975			Project Year (Sept. 24, 1976-Sept. 23, 1977)			Percentage Decrease*
Number of Arrests	Number of Referrals to Probation	Percent of Arrests Referred to Probation	Number of Arrests	Number of Referrals to Probation	Percent of Arrests Referred to Probation	
4,079	2,409	59.0	3,677	1,873	50.9	-13.7

* Percentage decrease in proportion of arrests referred to probation from 1975 to the project year.

These data suggest that police officers in Alameda County apparently changed to some extent their practices regarding the disposition of youths arrested for status offenses. These changes could have included any of the following:

- Increased number of "official" counsel and release cases--The difference between unofficial and official counsel and release cases is that, for the latter, a report would be completed by the police officer and filed with the department.
- Increased number of direct referrals to community service agencies--Cases where a status offender is apprehended and either delivered to a community service agency, or instructed to report to one, and where a report is completed by the officer and filed with his department, would be reflected in arrest figures for the year, but would not appear in the figures on referrals to probation.
- Relabeling of status offenders--As discussed earlier under Objective No. 1, cases in which an officer refers a youth who has committed a mixed offense, would appear on the Probation Department master file as a delinquent offense(s). If in the past the practice was to refer such cases on the status offense, a comparison of these data before and after the DSO project started would

give the appearance of a reduction in the number of status offenders entering probation.

In an attempt to explain the decrease in police referrals of status offenders to the Probation Department, an analysis was conducted on available police and YSC referral data for the pre-project months of October/November 1975, and the project months of October/November 1976. Since these project sample months come just before the effective date (January 1, 1977) of the AB 3121 legislation, changes in the data for the project period could be attributed to the DSO project, rather than to the new legislation.

Analysis of Counsel and Release Cases

The actual practices of the police officers in Alameda County regarding official counsel and release cases were difficult to determine, since considerable inconsistency exists among the police departments in the way the term is defined and in the manner the records are maintained. For example, in some departments, counsel and release cases may include those in which youths are released to the parents, YSCs, or other community agencies, while in other departments separate records are maintained for youths released to parents. In addition, some departments do not maintain counsel and release records for status offenders separately from delinquent offender records. Because of such discrepancies in the record-keeping systems, the analysis of police practices regarding counsel and release cases was restricted to departments which both: (a) recorded status offender counsel and release cases, and (b) recorded them in a manner which allowed "released-to-parents" cases to be distinguished from those in which youths were released to community agencies.

Counsel and release data from two police departments which met these criteria, the Oakland and Berkeley Police Departments, show an increase of 32 percent, from 31 to 41 cases, in the number of counsel and release cases reported in the project sample, as compared with the pre-project sample. Although these data are based on only two police departments, the combined number of status offender arrests by these departments accounted for nearly one-third (31 percent) of the total status offender

arrests County-wide during the project year. If the other departments in Alameda County increased their number of counsel and release cases at the same rate, this could account for a substantial portion of the reduction in police referrals to probation in the project year.

Analysis of Direct Referrals to YSCs and Group Homes*

A comparison of data collected on referrals to YSCs and Group Homes in October/November 1975[†] and October/November 1976 shows that police referrals increased from 56 in those months in 1975 to 127 in the corresponding months in 1976, an increase of 127 percent. The proportion of police referrals increased from 23 percent of total referrals in the 1975 period to 38 percent in the project period. FCIU referrals also increased by 192 percent, from 12 in the pre-project period to 35 in the project year. Parental referrals also increased by 112 percent (from 17 to 36), and school referrals increased by 27 percent (from 60 to 76). Referrals from the regular Probation Department decreased, on the other hand, from 25 to 10, a 60-percent decrease. Self-referrals also decreased from 29 to 20, a reduction of 31 percent (see Table 3-2).

These referral data, along with those for police referrals to probation, indicate a significant increase during the DSO project in the number of status offenders diverted by the police from the official system to community agencies. If total referrals to YSCs and Group Homes continued throughout the project year at the same rate as in October/November 1976, and if police referrals continued to account for the same proportion of referrals (38 percent compared to 23 percent in 1975), the resulting net increase of 426 police referrals in the project year would account for a substantial portion of the reduction in police referrals to probation during the project year.

* Two Group Homes participating in the DSO project, Kairos and the YMCA, were included in the analysis of YSCs, because the relatively small number of referrals to these facilities for the two-month sample periods was not large enough to draw meaningful conclusions.

† Two of the ten YSCs were not represented in the referral data for October/November 1975, since they did not maintain records on status offenders for those months (see Table 3-2).

Table 3-2

SOURCE OF STATUS OFFENDER REFERRALS
TO YSC/GROUP HOMES IN ALAMEDA COUNTY

Referral Source	October and November 1975		October and November 1976	
	Number	Percent	Number	Percent
Police	56	23.1	127	38.4
FCIU	12	5.0	35	10.6
Regular probation	25	10.3	10	3.0
Parents	17	7.0	36	10.9
Relative (other than parent)	0	0	1	0.3
Friend	3	1.2	4	1.2
Self	29	12.0	20	6.0
School authorities	60	24.8	76	23.0
Community agency	13	5.4	5	1.5
Other YSC	2	0.8	5	1.5
Other	13	5.4	11	3.3
Unknown	<u>12</u>	<u>5.0</u>	<u>1</u>	<u>0.3</u>
Total	242*	100.0	331†	100.0

* 242 Referrals from eight YSCs (Toliver, Xanthos, Ombudsman, Hayward, San Leandro Girls Club, BYA, Fremont, and Horizons) and two Group Homes (Kairos and the YMCA). Two other YSCs (Union City and Newark) did not maintain data on status offender referrals during this time period.

† 331 Referrals from 13 YSCs (the 10 YSCs mentioned above plus three new centers, East Oakland, Barrios, and the YWCA) and two Group Homes (Kairos and the YMCA).

Interestingly, intake data for the first year of the DSO project recently released by the County* shows that the number of actual police referrals to YSCs and Group Homes was very close to this projection of October/November 1976 figures. The County data show that there were a total of 782 police referrals to YSCs and Group Homes during the first twelve months of the DSO project, or 20 more than the 762 which would result from an extrapolation of the two-month sample to 12 months. The actual proportion of police referrals was lower for the project year (33 percent) than for the sample period (38 percent); however, the actual number of total referrals (2,351) was 365 higher than the projected sample period (1,986).

Objective No. 3--To reduce by 25 percent the number of petitions filed (over 1975 figures) on behalf of status offenders with the Juvenile Court, within twelve months of project initiation.

Results--The number of petitions filed for status offenders decreased from 538 in 1975 to 154 in the project year, a net decrease of 384 and a decrease of 71 percent. However, because of the project eligibility criteria which were employed, some status offenders who were ineligible for the project went to court when they otherwise might not have done so.

An analysis of the status offender referrals to the Probation Department in October/November 1975 and 1976, by whether or not they were eligible for the DSO project, shows that petitions were filed for 10.6 percent of the eligible referrals in the pre-project sample period and only 4.8 percent of the eligible referrals in the project sample period. However, the proportion of the ineligible cases for which petitions were filed remained relatively the same for both the pre-project (39.3 percent) and the project (38.3 percent) sample periods. For the latter period, this represents 41 petitions out of 107 referrals. Had the project eligibility requirement not excluded those cases, it is

*"Evaluation of the Implementation of AB 3121 and the Deinstitutionalization of Status Offenders (DSO) Program in Alameda County," AB 3121 Study Team, Oakland, 1978, pp. 49, 67 (mimeographed draft).

reasonable to assume that a substantial number of these status offenders would not have gone to court.

The fact that fewer petitions were filed for eligible status offenders in the project year than in the pre-project year shows that diversion from court was occurring in the project; however, when the clients in the two sample period groups (project and pre-project) are followed for one year, it becomes apparent that the diversion efforts were not long-lasting. An analysis of the two sample populations over a twelve-month period shows that subsequent petitions were filed on 24 percent of the eligible October/November 1975 referrals and 25 percent of the eligible October/November 1976 referrals. This shows that after the initial referral, the clients in the project sample returned to court at a rate slightly higher than those in the pre-project group.

The referral and petition data for the pre-project and project samples are shown in Table 3-3.

A comparison of the court disposition of petitions filed in the pre-project and project periods shows that, among the clients eligible for the DSO project, there was a substantial drop in the project period in the number of youths given formal supervision in their own home (31 percent pre-project to 0 percent in the project). At the same time, the percentage of placements in foster homes or private institutions increased from 15.6 percent of the eligible group in the pre-project period to 36.8 percent in the project period. Since the other large disposition categories did not show large fluctuations, the data suggest that some status offenders who might have been given formal supervision in these homes in the pre-project period were placed in foster homes in the project period.

A comparison of court disposition of petitions filed in October/November 1975 and 1976 is presented in Table 3-4.

Table 3-3

STATUS OFFENSE REFERRALS AND PETITIONS BY ELIGIBILITY STATUS
(October/November 1975* and 1976†)

	<u>Number of Referrals</u>		<u>Number of Referrals</u>		<u>Number of Referrals</u>	
	<u>Pre-Project</u>	<u>Project</u>	<u>Pre-Project</u>	<u>Project</u>	<u>Pre-Project</u>	<u>Project</u>
All eligible cases‡	423	399	45	19	10.6	4.8
In-County	370	366	43	17	11.6	4.6
Out-of-County	53	33	2	2	3.8	6.1
All ineligible cases‡	140	107	55	41	39.3	38.3
Status Offense Prior-Case Status	52	37	19	11	36.5	29.7
Delinquent Prior-Case Status	88	70	37	30	42.0	42.9

* Pre-project.

† Project.

‡ Definitions of eligible and ineligible cases:

In-County = Eligible for DSO project and a county resident.

Out-of-County = Eligible for DSO project but not a county resident.

Status Offense Prior-Case Status = Status offense, but not eligible for DSO project because presently on informal, formal, or court probation or pending action on a 601 (status) offense.

Delinquent Prior-Case Status = Status offense, but not eligible for DSO project because presently on informal, formal, or court probation or pending action on a 602 (delinquent) offense.

Source: Probation Department master file

Table 3-4

COURT DISPOSITION OF PETITIONS FILED FOR ELIGIBLE* STATUS OFFENDERS

Disposition	Pre-Project		Project	
	Number	Percent	Number	Percent
Formal supervision, own home	14	31.1	0	0
Formal supervision, relatives	0	0	1	5.3
Placed Las Vistas	4	8.9	1	5.3
Placement foster home or private institution	7	15.6	7	36.8
Probation without wardship	3	6.7	0	0
Entire matter dismissed	6	13.3	3	15.8
Petition dismissed/continue previous order	0	0	0	0
Petition dismissed/placed on informal probation		0	1	5.3
Petition dismissed	9	20.0	3	15.8
Transferred out of county	1	2.2	1	5.3
Placed Chabot Ranch	1	2.2	0	0
Intensive Treatment Unit 90 days	0	0	0	0
Pending government action or no information	<u>0</u>	<u>0</u>	<u>2</u>	<u>10.5</u>
Total	45	100	19	100

* Eligible for DSO project.

Source: Probation Department master file

Objective No. 4--To remove all status offenders from court-ordered probation, within twelve months of project initiation.

Results--At the end of the first year of project operation, 30 status offenders were still under probationary supervision.

Objective No. 5--To reduce by 75 percent the number of bed days spent by status offenders within juvenile hall during 1975, within twelve months of project initiation.

Results--Measurement of this objective of the DSO project was precluded by the passage of AB 3121, prohibiting the detention of status offenders in secure facilities.

3.2.3.2 Recidivism

Objective No. 6--To evaluate the effectiveness in terms of recidivism of Alameda County's Deinstitutionalization of Status Offenders Program as compared to its prior method of handling the status offender, including its FCIU.

Results

Alameda County Probation Department

An analysis of the in-County* status offenders handled by the Probation Department who were eligible for the DSO project shows that the percentage of re-referrals to the Probation Department dropped from 47.2 percent in the pre-project sample period to 41.9 percent in the project sample period, representing a decrease of 11.2 percent. This was for all types of repeat offenses (both status and delinquent) as a group. In terms of delinquent recidivism, however, the project was less effective than the pre-project period. The proportion of in-County youths eligible for the project who were re-referred for a single delinquent offense within twelve months after the original referral increased from 26.1 percent of the pre-project sample to 28.6 percent of

*Residents of Alameda County.

the project sample, an increase of 9.6 percent. The rate of serious delinquent recidivism (drug or felony offenses) also increased from 12.5 percent in the pre-project period to 19.6 percent in the project, representing an increase of 56.8 percent. Double delinquent recidivism (two delinquent offenses) also increased by 49.5 percent from the pre-project to the project periods, and double serious delinquent recidivism increased by 74.2 percent (see Table 3-5).

During these same periods, out-of-County cases (which usually do not receive family counseling) as might be expected showed lower re-referral rates than in-County cases. However, the proportion of cases in the out-of-County sample period which returned to probation increased in the project sample period. The number of out-of-County cases in the pre-project and project samples (53 and 32, respectively) was so small, however, that reliable conclusions could not be drawn.

Table 3-5 presents the comparative re-referral rates for eligible in-County and out-of-County clients.

Recidivism rates for ineligible youths, that is, youths on probation for status or delinquent offenses, or awaiting disposition of such offenses at the time of their referral, were higher than for eligible youths in both the pre-project and project periods. This was true for all of the categories of offenses used in the analysis (see Table 3-6). Of even more significance is the fact that the proportion of ineligible youths who reentered the system was higher in the project sample period than in the pre-project sample period. In the latter, 65.9 percent of the youths reentered the system for some type of offense, as opposed to 68.9 percent in the project sample period. Delinquent recidivism also rose from 52.8 percent of the ineligible group in the pre-project sample period to 63.1 percent in the project sample period, and serious delinquent recidivism went from 30.9 percent to 36.9 percent. The offense categories which did show a reduction in the project sample period were "any double recidivism" (43.1 to 37.9 percent), "double delinquent recidivism" (30.1 to 27.2 percent), and "double serious delinquent recidivism" (13.0 to 11.7 percent). (See Table 3-7.)

Table 3-5

PERCENTAGE OF ELIGIBLE* STATUS OFFENDERS RE-REFERRED
TO THE PROBATION DEPARTMENT WITHIN TWELVE MONTHS

Category	Eligible In-County (percent)		Percent of Increase/ Decrease	Eligible Out-of-County (percent)		Percent of Increase/ Decrease
	Pre-Project [†] (N=352)	Project [‡] (N=332)		Pre-Project (N=53)	Project (N=32)	
Any recidivism	47.2	41.9	-11.2	5.7	9.4	+64.9
Delinquent recidivism	26.1	28.6	+9.6	3.8	6.3	+65.8
Serious delinquent recidivism (drug or felony)	12.5	19.6	+56.8	3.8	3.1	-18.4
Any double recidivism	22.7	24.4	+7.5	1.9	0	-100
Double delinquent recidivism	10.5	15.7	+49.5	1.9	0	-100
Double serious delinquent recidivism	3.1	5.4	+74.2	1.9	0	-100

N = Number of youths.

* Eligible for DSO project.

[†] Youths referred between October 1, 1975 and November 30, 1975.

[‡] Youths referred between October 1, 1976 and November 30, 1976.

Source: Probation Department master file

Table 3-6

PERCENTAGE OF ELIGIBLE* AND INELIGIBLE† STATUS OFFENDERS RE-REFERRED
TO THE PROBATION DEPARTMENT WITHIN TWELVE MONTHS

Category	Pre-Project‡ (percent)		Percent of Increase	Project§ (percent)		Percent of Increase
	Eligible (N=352)	Ineligible (N=123)		Eligible (N=332)	Ineligible (N=103)	
Any recidivism	47.2	65.9	+39.6	41.9	68.9	+64.4
Delinquent recidivism	26.1	52.8	+102.3	28.6	63.1	+120.6
Serious delinquent recidivism (drug or felony)	12.5	30.9	+147.2	19.6	36.9	+88.3
Any double recidivism	22.7	43.1	+89.9	24.4	37.9	+55.3
Double delinquent recidivism	10.5	30.1	+186.7	15.7	27.2	+73.2
Double serious delinquent recidivism	3.1	13.0	+319.4	5.4	11.7	+116.7

N = Number of youths.

* In-County clients eligible for DSO project.

† In-County clients ineligible for DSO project.

‡ Youths referred between October 1, 1975 and November 30, 1975.

§ Youths referred between October 1, 1976 and November 30, 1976.

Source: Probation Department master file

Table 3-7

PERCENTAGE OF INELIGIBLE* STATUS OFFENDERS RE-REFERRED
TO THE PROBATION DEPARTMENT WITHIN TWELVE MONTHS

<u>Category</u>	<u>Pre-Project[†]</u> <u>(123 youths)</u>	<u>Project[‡]</u> <u>(103 youths)</u>	<u>Percent of</u> <u>Increase/Decrease</u>
Any recidivism	65.9	68.9	+4.5
Delinquent recidivism	52.8	63.1	+19.5
Serious delinquent recidivism	30.9	36.9	+19.4
Any double recidivism	43.1	37.9	-12.1
Double delinquent recidivism	30.1	27.2	-9.6
Double serious delinquent recidivism	13.0	11.7	-10.0

* Ineligible for DSO project.

[†] Youths referred between October 1, 1975 and November 30, 1975.

[‡] Youths referred between October 1, 1976 and November 30, 1976.

Source: Probation Department master file

These results suggest that not only has a fairly large group of status offenders, i.e., all ineligible status offenders, not been diverted from the system, but that their rate of reentry into the system actually increased after the Alameda County status offender deinstitutionalization project was operationalized.

Recidivism by Prior-Record Status

A slightly larger proportion of the eligible project sample (50.3 percent) had prior records with the Probation Department than did the pre-project sample (47.4 percent). As has often been the case in similar studies elsewhere, clients who had prior records showed higher recidivism rates than did those with no prior record. In the project sample period, for example, 50.3 percent of the clients with a prior record were re-referred to the Probation Department within the twelve-month follow-up period, compared to 33.3 percent of those with no prior record. The prior-record sample clients also showed higher recidivism rates for all of the offense categories used in the analysis.

The recidivism rates for prior-record clients were also higher than those for no-record clients in the pre-project sample period. In that sample, 59.3 percent of the clients with prior records reentered the system within twelve months, compared to 36.2 percent of the clients with no prior record. An even greater disparity occurred during that period for delinquent recidivism: only 13.0 percent of the clients with no prior record reentered the system for delinquent offenses, compared to 40.7 percent of the clients with prior records.

Overall recidivism (both status and delinquent) for clients with a prior record decreased from 59.3 percent in the pre-project sample period to 50.3 percent in the project sample period. There was also a reduction in this category for the no-prior-record clients from 36.2 percent to 33.3 percent. There was an increase of 58.5 percent, however, in the number of clients with no prior record who were re-referred on delinquent offenses in the pre-project period compared to the project. This means that a substantial portion (20.6 percent) of the DSO project clients who had no prior record when they were referred to the project

reentered the official system as a delinquent offender within a twelve-month period. This pattern was consistent for all of the delinquent offense categories used in the analysis; in each case, a larger percentage of the project clients having no prior record returned on a delinquent offense than the eligible pre-project clients (see Table 3-8).

There are several possible explanations for this increased rate of delinquent recidivism during the DSO project. The first, the obvious one, is that the FCIU might simply be less effective in handling some types of status offenders now than it was before the DSO project began. The fact that the average number of counseling sessions provided to clients by FCI staff was less in the project year than it was previously, plus the fact that there are now more cases initially seen by the FCIUs which are subsequently transferred to YSCs, thus creating more disruption in the counseling process, lends support to that explanation. However, it is also possible that some police officers in Alameda County might have begun to arrest youths who have committed a "mixed" offense (i.e., a status and delinquent offense) on the delinquent, rather than the status offense, whereas before the project the reverse may have been true. This would allow the youth to be delivered to juvenile hall and detained, the same as he could have been for a status offense in the pre-project and pre-AB 3121 years.

The specific reasons for the occurrence of some of the recidivism trends discussed above could be fairly difficult to determine. Further in-depth research into the policies and operations of both the Probation Department and the police departments in Alameda County would be required to accurately determine the underlying explanations for the findings.

Youth Service Centers

Recidivism by Prior-Record Status

The original evaluation design for the DSO project called for a pre-project and project analysis of recidivism trends to be conducted for all of the YSCs and Group Homes, as was done for the Probation Department. However, the inaccessibility of identifying information on

Table 3-8

PERCENTAGE OF ELIGIBLE* STATUS OFFENDERS RE-REFERRED TO THE PROBATION DEPARTMENT
WITHIN TWELVE MONTHS, BY PRIOR-RECORD STATUS

Category	No Prior Record (percent)		Percent of Increase/ Decrease	Prior Record (percent)		Percent of Increase/ Decrease
	Pre-Project† (N=185)	Project‡ (N=165)		Pre-Project (N=167)	Project (N=167)	
Any recidivism	36.2	33.3	-8.0	59.3	50.3	-15.17
Delinquent recidivism	13.0	20.6	+58.5	40.7	36.5	-10.32
Serious delinquent recidivism (drug or felony)	5.4	14.5	+168.5	20.4	24.6	+20.6
Any double recidivism	12.4	18.2	46.8	34.1	30.5	-10.6
Double serious recidivism	4.3	9.1	+111.6	17.4	22.2	+27.6
Double serious delinquent recidivism	1.6	3.0	+87.5	4.8	7.8	+62.5

N = Number of youths.

* In-County youths eligible for the DSO project.

† Youths referred between October 1, 1975 and November 30, 1975.

‡ Youths referred between October 1, 1976 and November 30, 1976.

a large number of individual clients seen by the YSCs in 1975 and 1976 (and particularly 1975), made this part of the analysis difficult to perform.* Acquiring this type of information was essential in order to check the Probation Department master file for cases where a YSC client had subsequently entered the official system through the Probation Department. After much discussion of the subject, client-identifying information for the October/November 1976 intake was provided to SRI, under strict guarantees of confidentiality and with client sign-offs, by 10 of the 14[†] facilities participating in the DSO project during those months. The total number of clients for whom information was provided by the 10 facilities and who were included in the analysis was 210. This figure, which included only DSO-eligible clients[‡] in order to make the analysis comparable to the Probation Department's October/November 1976 sample represents 70 percent of the total October and November, 1976 referrals (299) to the DSO-participating YSCs and Group Homes.

Although the necessary client-identifying information was not provided by the YSCs for the October/November 1975 sample because client sign-offs were not possible, the evaluators were able to obtain from a previous data collection effort information necessary to conduct a client recidivism analysis for three YSCs (Fremont, Hayward, and Horizons). Although there were only three YSCs, these were three of the largest centers and jointly accounted for a substantial portion of all YSC referrals during the pre-project period.§

* The problems encountered in obtaining client-related data from the YSCs were discussed earlier (see Para. 2.2.3).

† The 15th facility, the Hayward YSC, was not a part of the DSO project during this period.

‡ Eleven (11) ineligible clients were excluded from the sample.

§ These three YSCs (i.e., Fremont, Hayward, and Horizons) together accounted for 34 percent of the referrals in the first 12 months of the DSO project. Their proportion of the referrals in 1975 would have been significantly higher, however, since two YSCs (east Oakland and the YWCA) were not in existence at that time.

A recidivism analysis was conducted on the project sample (intake for October/November 1976), based on the prior-record status of the youths. The same recidivism analysis categories were used as in the analysis of Probation Department recidivism. The results of the analysis show that the great majority (77 percent) of the clients had no prior record. A more unusual finding was that a higher percentage of the group with no prior record was booked into probation/FCIU within 12 months than the group with a prior record. This finding, however, could be a result of the small sample size used in the analysis.

As could be expected, however, the other categories of recidivism, e.g., delinquent offenses, serious delinquent offenses, double recidivism (two offenses), and serious double recidivism all showed higher rates for the cases having a prior record (see Table 3-9).

Although comprehensive data were not available for YSC referrals in the pre-project sample period, a comparison of YSC recidivism for the pre-project and project sample periods was made using the pre-project intake data from the three centers discussed above. This analysis, which is presented in Table 3-10, shows that, based on the data that was made available, there was not much change in the relative effectiveness of the YSCs from the pre-project sample period as far as overall recidivism is concerned (23.8 to 25.7 percent). The analysis was not conducted by prior-record status due to the small number of prior-record cases (18) in the sample period.

YSC and Probation Department Recidivism Trends

A comparison of recidivism trends by prior record for the FCIU and the YSC and Group Homes for the project sample period shows that 50.3 percent of the FCIU clients had a prior record, compared with only 23.3 percent of the YSC/Group Home clients (see Table 3-11).* These statistics are significant since they show that the FCIU referrals include more cases

* 1975 data were not available from the other centers for the reasons mentioned earlier in this report.

Table 3-9

PERCENTAGE OF YSC/GROUP HOME STATUS OFFENDER CLIENTS RE-REFERRED TO THE PROBATION DEPARTMENT
 WITHIN TWELVE MONTHS, BY PRIOR-RECORD STATUS
 (Project Sample)*

Category	No Prior Record (N=161) (76.7%)	Prior Record (N=49) (23.3%)	Total Sample (N=210)† (100%)
Any recidivism	26.1	24.5	25.7
Delinquent recidivism	15.5	18.4	16.2
Serious delinquent recidivism (drug or felony)	10.6	12.2	11.0
Any double recidivism	9.7	18.4	11.9
Double delinquent recidivism	5.6	10.2	6.7
Double serious delinquent recidivism	3.7	6.1	4.3

N = Number of youths.

* Youths eligible for the DSO project referred between October 1, 1976 and November 30, 1976.

† 210 Clients from 10 of 14 facilities in the DSO project during these months. YSCs: BYA, Fremont, East Oakland, Newark, San Leandro Girls Club, Horizons, Ombudsman, and Union City; Group Homes: Kairos and the YMCA.

Source: YSC/Group Home intake records and Probation Department master file

Table 3-10

PERCENTAGE OF YSC/GROUP HOME STATUS OFFENDER CLIENTS
RE-REFERRED TO THE PROBATION DEPARTMENT WITHIN TWELVE MONTHS
(Pre-Project* and Project† Samples)

Category	Pre-Project (N=80)‡	Project (N=210)§
Any recidivism	23.8	25.7
Delinquent recidivism	12.5	16.2
Serious delinquent recidivism (drug or felony)	8.8	11.0
Any double recidivism	3.8	11.0
Double delinquent recidivism	3.8	6.7
Double serious delinquent recidivism	1.3	4.3

* Youths eligible for the DSO project referred between October 1, 1975 and November 30, 1975.

† Youths eligible for the DSO project referred October 1, 1976 and November 30, 1976.

‡ 80 Clients from the Fremont, Hayward, and Horizons YSCs.

§ 210 Clients from 10 of 14 facilities in the DSO project at that time. YSCs: BYA, Fremont, East Oakland, Newark, San Leandro, Girls Club, Horizons, Ombudsman, and Union City; Group Homes: Kairos and the YMCA.

Source: YSC/Group Home intake records and Probation Department master file

Table 3-11

PERCENTAGE OF FCIU AND YSC/GROUP HOME STATUS OFFENDERS RE-REFERRED TO THE PROBATION DEPARTMENT
 WITHIN TWELVE MONTHS, BY PRIOR-RECORD STATUS
 (Project Sample*)

Category	No Prior Record		Prior Record		Total Sample	
	FCIU (N=165) (49.7%)	YSC/ Group Home (N=161) (76.7%)	FCIU (N=167) (50.3%)	YSC/ Group Home (N=49) (23.3%)	FCIU (N=332) [†] (100%)	YSC/ Group Home (N=210) [‡] (100%)
Any recidivism	33.3	26.1	50.3	24.5	41.9	25.7
Delinquent recidivism	20.6	15.5	36.5	18.4	28.6	16.2
Serious delinquent recidivism (drug or felony)	14.5	10.6	24.6	12.2	19.6	11.0
Any double recidivism	18.2	9.7	30.5	18.4	24.4	11.9
Double delinquent recidivism	9.1	5.6	22.2	10.2	15.7	6.7
Double serious delinquent recidivism	3.0	3.7	7.8	6.1	5.4	4.3

N = Number of youths.

* In-County youths eligible for the DSO project and referred between October 1, 1976 and November 30, 1976.

[†] Total, FCIU prior plus no prior record cases.

[‡] Total, YSC/Group Home prior plus no prior-record cases.

Source: YSC/Group Home intake data and Probation Department master file

that are generally considered to be more difficult to handle, i.e., youths already having been in the system before. A comparison of referral data for the pre-project and project sample periods shows that the FCIUs and YSCs received nearly the same proportion of prior-record cases in both years (see Table 3-12). This means that the same kinds of offenders, in terms of prior record, are being referred to the YSCs during the DSO project as before the project. Since the police referred more status offenders to the YSCs during the project year than before, this indicates that most of the additional referrals to the YSCs were youths with no prior record, as was the case before the project began. These data also indicate that most of the "harder" cases, that is, the prior-record cases, are still going to the Probation Department.

The comparative recidivism analysis on FCIU and YSC/Group Home clients for October/November 1976 shows that a higher percentage of FCIU clients* return to the system, whether they were youths having prior records or not. As shown in Table 3-11, 50.3 percent of the FCIU cases having prior records were rebooked within twelve months, compared with 24.5 percent of the YSC/Group Home cases. As far as youths with no prior record were concerned, 33.3 percent of the FCIU cases were re-referred, compared to 26.1 of the YSC/Group Home cases. Recidivism rates for the total sample, without regard for prior-record status, were also higher for the FCIU.

* Clients which were initially referred to the FCIU between October 1, 1976 and November 1, 1976. Possible YSC interventions among these youths could not be checked due to the unavailability of the YSC data. However, the above analysis which showed that YSC clients are predominantly ones with no prior record indicates that the number of youths who enter FCIUs on one offense and later go to a YSC on another offense is small. This sample does contain, however, a small percentage (2 percent) of joint FCIU-YSC-counseled clients.

Table 3-12

PERCENTAGE OF FCIU AND YSC STATUS OFFENDER CLIENTS
HAVING PRIOR RECORDS
(October/November 1975 and 1976)*

Pre-Project		Project	
FCIU (N=167)	YSCs [†] (N=80)	FCIU (N=167)	YSCs [‡] (N=49)
47.4	22.5	50.3	23.3

N = Number of youths.

* In-County youths eligible for the DSO project referred during these months.

† 80 Clients from the Fremont, Hayward, and Horizons YSCs.

‡ 49 Clients from 10 of the 14 facilities in the DSO project during the project period.

Source: YSC intake data and the Probation Department master file

Appendix

CHARACTERISTICS OF STATUS OFFENDER SAMPLE POPULATIONS

Appendix

CHARACTERISTICS OF STATUS OFFENDER SAMPLE POPULATIONS

A. Alameda County Probation Department (Referrals for October/November, 1975 and 1976)

Table 1
REFERRALS BY SEX

	October/November 1975				October/November 1976			
	Eligible Number	Percent	Ineligible Number	Percent	Eligible Number	Percent	Ineligible Number	Percent
Male	179	42.3	89	63.6	165	41.4	76	71.0
Female	<u>244</u>	<u>57.7</u>	<u>51</u>	<u>36.4</u>	<u>234</u>	<u>58.6</u>	<u>31</u>	<u>29.0</u>
Total	423	100.0	140	100.0	399	100.0	107	100.0

Table 2
REFERRALS BY ETHIC GROUP

	October/November 1975				October/November 1976			
	Eligible Number	Percent	Ineligible Number	Percent	Eligible Number	Percent	Ineligible Number	Percent
White	276	65.2	77	55.0	238	59.6	62	57.9
Black	102	24.1	45	32.1	91	22.8	36	33.6
Hispanic	38	9.0	12	8.6	53	13.3	4	3.7
Others	4	0.9	6	4.3	11	2.8	4	3.7
Unknown	<u>3</u>	<u>0.7</u>	<u>0</u>	<u>0</u>	<u>6</u>	<u>1.5</u>	<u>1</u>	<u>0.9</u>
Total	423	99.9*	140	100.0	399	100.0	107	99.8*

*Total is less than 100 percent due to rounding.

Table 3
REFERRALS BY AGE

	October/November 1975				October/November 1976			
	Eligible Number	Percent	Ineligible Number	Percent	Eligible Number	Percent	Ineligible Number	Percent
10 years or under	2	0.5	0	0	6	1.5	1	0.9
11 years old	4	0.9	3	2.1	4	1.0	3	2.8
12	19	4.5	8	5.7	21	5.3	7	6.5
13	44	10.4	9	6.4	41	10.3	4	3.7
14	98	23.2	31	22.1	99	24.8	23	21.5
15	113	26.7	42	30.0	90	22.6	31	29.0
16	87	20.6	17	12.1	77	19.3	27	25.2
17	53	12.5	28	20.0	57	14.3	10	9.3
18	0	0	2	1.4	3	0.8	1	0.9
Unknown	3	0.7	0	0	1	0.3	0	0
Total	423	100.0	140	99.8*	399	100.2†	107	99.8*

69

Table 4
REFERRALS BY REFERRAL REASON

	October/November 1975				October/November 1976			
	Eligible Number	Percent	Ineligible Number	Percent	Eligible Number	Percent	Ineligible Number	Percent
Runaways	148	35.0	53	37.9	181	45.4	43	40.2
Incorrigibles	122	28.8	54	38.6	20	5.0	24	22.4
Runaways/ incorrigibles	32	7.6	5	3.6	1	0.3	1	0.9
Uncontrollables	27	6.4	2	1.4	81	20.3	10	9.3
Liquor possession/ purchase	18	4.3	11	7.9	33	8.3	9	8.4
Curfew violations	16	3.8	6	4.3	24	6.0	7	6.5
Truancy	6	1.4	5	3.6	6	1.5	2	1.9
Other	54	12.8	4	2.9	53	13.3	11	10.3
Total	423	100.1†	140	100.2†	399	100.1†	107	99.9*

* Total is less than 100 percent due to rounding.

† Total is more than 100 percent due to rounding.

CONTINUED

1 OF 2

Table 5

REFERRALS BY REFERRAL SOURCE

	October/November 1975				October/November 1976			
	Eligible Number	Percent	Ineligible Number	Percent	Eligible Number	Percent	Ineligible Number	Percent
Oakland Police Department	72	17.0	31	22.1	124	31.1	25	23.4
Alameda County Sheriff's Department	44	10.4	11	7.9	40	10.0	9	8.4
Fremont Police Department	35	8.3	10	7.1	26	6.5	4	3.7
Hayward Police Department	38	9.0	23	16.4	26	6.5	6	5.6
Newark Police Department	19	4.5	9	6.4	11	2.8	4	3.7
Berkeley Police Department	26	6.1	4	2.9	10	2.5	2	1.9
San Leandro Police Department	14	3.3	2	1.4	22	5.5	9	8.4
Other Police Departments (6 others)	63	14.9	16	11.4	39	9.8	19	17.8
Parent	70	16.5	7	5.0	17	4.3	2	1.9
Other	<u>42</u>	<u>9.9</u>	<u>27</u>	<u>19.3</u>	<u>84</u>	<u>21.1</u>	<u>27</u>	<u>25.2</u>
Total	423	99.9*	140	99.9*	399	100.1 [†]	107	100.0

*Total less than 100 percent due to rounding.

[†]Total more than 100 percent due to rounding.

B. Youth Service Centers/Group Homes (Referrals for October/November 1976)

Table 6
REFERRALS BY SEX

	<u>Number</u>	<u>Percent</u>
Male	105	50
Female	<u>105</u>	<u>50</u>
Total	210	100

Table 7
REFERRALS BY ETHNIC GROUP

	<u>Number</u>	<u>Percent</u>
White	139	66
Black	36	17
Hispanic	21	10
Others	8	4
Unknown	<u>6</u>	<u>--</u>
Total	210	100

Table 8
REFERRALS BY AGE

	<u>Number</u>	<u>Percent</u>
10 years or under	6	2.8
11	5	2.4
12	9	4.3
13	23	11.0
14	46	22.0
15	41	20.0
16	49	23.0
17	30	14.0
18	<u>1</u>	<u>0.5</u>
Total	210	100.0