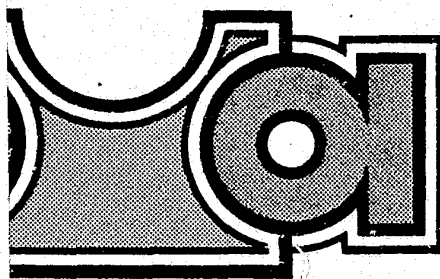


# **AB 3121 IMPACT EVALUATION**

## **FINAL REPORT**

**January 1980**

69485



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YOUTH AUTHORITY**

# State of California

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AB 3121 IMPACT EVALUATION  
FINAL REPORT

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ACQUISITIONS

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## HIGHLIGHTS

Chapter 1071, Statutes of 1976 (AB 3121) was implemented on January 1, 1977. This change in the law was designed to encourage alternative approaches to dealing with status offenders (601s) by mandating the deinstitutionalization of 601s and allowing for more probation and community services. AB 3121 also changed the juvenile court's handling of criminal offenders (602 WIC juvenile offenders) by: (1) introducing a prosecuting attorney to file all 602 petitions and attend all hearings; (2) requiring rules of evidence in juvenile proceedings; and (3) revising hearing presumption regarding fitness to ease the movement of 16- and 17-year-old violent offenders to adult court.

In the three years since implementation of AB 3121, most provisions of the bill were implemented by the Juvenile Justice System. In general, the impact of AB 3121 was in the expected direction: arrests of 601s have decreased; 601s were not housed in secure facilities (during the study period); 602 dispositions became more severe for the more serious offenses; and the district attorney's involvement in the filing of 602 petitions resulted in a court setting more like that of the adult court. At least three issues remain to be satisfactorily resolved: (1) occasionally insufficient alternative 601 programming and funding; (2) secure versus nonsecure detention of 601s who resist family counseling or foster care; and, (3) the remand process, which does not necessarily facilitate the movement of violent offenders to adult court in the manner originally expected.

The Youth Authority AB 3121 Impact Evaluation project focused on the following questions: "Were 601s and 602s handled differently by the justice system subsequent to the passage of AB 3121"; and, "What was the effect of any such differences?"

## 601 Offenders

### Law Enforcement Handling

The main research question in this area was: "Has law enforcement handled 601s differently since the passage of AB 3121?" Data from several sources indicate the answer to this question is yes.

- There was a dramatic statewide drop in arrests and law enforcement referrals to probation after the passage of AB 3121.
- Six of the eight cohort study counties showed a significant decrease in the proportion of 601 arrests in 1977--the initial year of AB 3121 implementation. This decrease was not attributable to any change in background characteristics (age, sex, ethnicity) of 601s in 1977 compared to 1976.
- The northern cohort study showed law enforcement delivering a much larger proportion of status offenders to nonsecure probation facilities and a much smaller proportion to juvenile halls in 1977 compared to 1976. The southern cohort study showed law enforcement releasing a much larger proportion of status offenders and citing to probation a much smaller proportion of such cases in 1977 compared to 1976.

### Detention Handling

The key research question in this area was: "Has secure detention been eliminated for 601s?" Available data indicate the answer is yes.

- Statewide, there was an abrupt change in secure detention and detention hearings for 601s. Secure detention was all but eliminated, except for a few 602 probationers who committed 601 violations.

#### Probation Intake Handling

Here, the question was: "Has probation handled status offenders differently since the passage of AB 3121?" In this case the findings are mixed.

- Statewide, initial 601 referrals to probation, like 601 arrests, declined dramatically after the passage of AB 3121.
- For status offenders who were referred to probation in 1977, dispositions at intake were generally similar to those of the 1976 group. However, in the northern counties a greater proportion were referred to probation diversion services than in 1976.

#### Community Services Handling

Here, the question was: "To what extent have community services for status offenders been used by the juvenile justice system?" The answer is, "to a very limited extent." This finding is based on a substudy that was conducted in Sacramento and Placer counties.

- Officially processed 601s were rarely referred to private community programs as a dispositional alternative by law enforcement and probation before, as well as after AB 3121. The data did not reflect the degree to which 601s may be informally referred to such community programs.

#### Juvenile Court Handling

The key question in this area was: "Has the juvenile court handled status offenders differently since the passage of AB 3121?" The answer is yes.

- Statewide, the number of 601 petitions decreased steadily since 1974. However, the sharpest decrease occurred in 1977, the year in which AB 3121 became effective.
- In the eight cohort study counties, a smaller proportion of 601 cases was dismissed from juvenile court in 1977 than in 1976. In the five northern counties, a larger proportion were referred to diversion services.

#### Subsequent Arrest and Referral

Here, the research question was: "Have the changes in juvenile court law affected the subsequent criminal behavior of status offenders?" The answer is no.

- There were no significant differences in rate of subsequent arrests and referrals between the 1976 and 1977 northern county study groups. This finding was supported by the Placer and Sacramento County substudies. Comparable followup data were not available for the three southern counties.

#### 602 Findings

#### Law Enforcement Handling

The main question was: "Has law enforcement handled criminal offenders differently since the passage of AB 3121?" The data suggests that the answer is no.

- Statewide, 602 arrests and law enforcement referrals to probation dropped slightly each year from 1974 through 1978, except for a slight increase in referrals to probation in 1977. The drop was most noticeable and consistent in Los Angeles County. In the rest of the state there was the same downward trend except for a slight increase in both measures in 1977.

- Overall, there were no differences in the use of various dispositional alternatives for the 1977 as compared to the 1976 cohort.
- Slightly longer investigation reports were generated in 1977 as compared to 1976. However, most law enforcement interviewees did not think their investigation practices had changed with respect to 602s.

### Detention Handling

Four main questions were asked in this area. The questions, the responses, and the supporting information are as follows:

- "Has the population of criminal offenders in secure juvenile detention facilities changed?" The answer is yes.

- Statewide, the proportion of all 602 admissions to juvenile halls that were for homicide, forcible rape, robbery, and assault (combined) increased in 1977 as compared to 1976.

- Statewide, the proportion of all 602 court commitments that went to juvenile hall increased in 1977 over 1976, especially in Los Angeles.

- "Has the length of stay in secure detention facilities changed?" The answer is yes.

- Statewide, there was a sharp increase in average length of stay in juvenile halls in 1977 as compared to 1976.

- "Has the detention hearing process changed?" Again the answer is yes.

- Interview data indicated that detention hearings became somewhat more formal and legalistic after implementation of AB 3121.

- "How has home supervision been implemented?"

- Interview data indicated that home supervision was used only sparingly in the northern study counties.

### Probation Intake Handling

Here, the question was: "Has probation handled criminal offenders differently at intake since the passage of AB 3121?" The answer is a qualified yes.

- Statewide data for initial 602 referrals to probation indicated no difference in the intake dispositions of these youths after the passage of AB 3121.
- Northern county data showed an increase in the use of the "dismissal" disposition option as the severity of offense decreased. There was an increase in the filing of petitions in the three most serious offense groups, and a decrease in petition filing in the least serious offense category. In these counties, severity of offense thus became a better predictor of probation disposition after the passage of AB 3121.
- Southern county data showed that 602s experienced an overall increase in the filing of petitions in 1977 compared to 1976, regardless of severity of offense.

### Juvenile Court Handling

Two research questions were addressed in this area: "Has the juvenile court process changed?", and if so, "Have the changes affected the dispositions of criminal offenders?" The answer to the first question is yes, but the answer to the second question is no.

- For all counties except Los Angeles, there was a sharp increase in 1977 in total 602 petitions handled by the juvenile court. However, the type of court dispositions did not change proportionately from 1976 to 1977. The court was therefore handling a larger number of 602s but was disposing of them proportionately in the same manner as before the passage of AB 3121.



- Northern county data on final disposition indicated that the proportion of subjects receiving the most severe disposition (wardship) was closely related to severity of offense in 1977. In other words, the proportion of 602 youths who received wardship increased with an increase in severity of offense.
- Interview data indicated that the juvenile court setting was more formal, and essentially adversary in nature, as a result of AB 3121. Plea bargaining was far more prevalent than before passage of AB 3121.

#### Subsequent Arrest and Referral

The question addressed in this area was: "Have changes in juvenile court law affected subsequent criminal behavior of juvenile offenders?"

The answer is no.

- No differences were found in subsequent criminal behavior (arrests and probation referrals) of the 1976 and 1977 602 cohorts.

## CHAPTER I

### INTRODUCTION

#### Background

The history of a separate justice system for juveniles is relatively short--this year the juvenile court is just eighty years old. Created at the turn of the century, first in Illinois and within twenty years in all but three other states, the juvenile court was the product of a reform movement that sought to improve the treatment of delinquent children. LaMar Empey (1976) suggests that the juvenile court's development is best understood in the context of changing concepts of childhood and deviant behavior in Western culture. A summary of the important conceptual precedents described by Empey is as follows.

While the origins of contemporary child rearing practices have been traced as far back as the Renaissance, recent historical work suggests that childhood has not always been a subject of special concern. During the middle ages it was common to treat young children with indifference if not what we would now consider cruelty. Most children died or were not allowed to live, and those who were chosen to be raised were incorporated into the social and work life of adults at an early age.

By the seventeenth century concern for more thoughtful and extended child-raising practices began to develop. While not necessarily typical of the colonial era in this country, child rearing by the Puritans was a significant American precedent and an example of the changing focus. The family, supported by the community and the church, had the major responsibility for raising children. Standards were high. Principles included

obedience to authority, hard work, modesty, and chastity. Criminal behavior was thought to reflect man's "sinful nature," and demanded punishment. Criminal codes were broadly defined and made little distinction between children and adults.

The nineteenth century enlightenment provided the major philosophical basis for American institutions. Its philosophy was of individualism, progress, and reason. The focus upon childhood was strengthened, but with a new sense of optimism. Rather than equate crime and sin, the new belief was that deviant behavior could be explained and cured: delinquent children simply lacked the proper training and discipline.

At this point, the first American institutions were developed for delinquent children. They were called houses of refuge and their purpose was to provide the discipline and affection that had been lacking in the homes of criminal, disobedient, or runaway children. By 1870 these institutions had proven ineffective, and the more ideologically progressive reformatories and industrial schools emerged as a new answer. Typical improvements included the indeterminate sentence, classification systems, parole, and a rural setting. But by 1900, disillusionment had set in again.

Besides the failure of these institutions to solve all problems of delinquent behavior, other converging social problems contributed to the creation of the juvenile court. These included the enormous growth in population (particularly in the cities), industrialization, immigration, and other related changes. A broader, more encompassing, more powerful institution was needed for delinquent youth.

Some have interpreted the juvenile court's development as primarily a humanitarian phenomenon designed to "save" children. Others have

concluded that the real motivating factor was the preservation of the existing political and economic power-system. While not entirely discounting the latter perspective, Empey contends that the juvenile court is more significantly a culmination of changing attitudes toward children, and that its primary purpose was child care.

The ideas underlying the juvenile court are that children are less culpable than adults and require not punishment but more guidance and training. As originally designed, juvenile courts were characterized by informality and paternalism. They lacked legal procedures. The focus was on the child, not the crime. Jurisdiction extended over all manner of troublesome juvenile behavior, and criminal behavior as well. Dispositions included, or expanded upon, those already available--particularly institutions, foster-home placement, and probation supervision. The juvenile court functioned separately from adult courts, and it had a special judge. The court was to be the guardian of delinquent children and to assure the same care and discipline that parents would give.

Now, once again, dissatisfaction with the means of managing juvenile delinquent behavior has reached a peak. Major changes in the juvenile justice system have been occurring across the country, mostly within the last decade. They are as dramatic as the changes that occurred when the juvenile court was created. And, once again, these changes seem to reflect new attitudes about how society should treat children and how it should define and respond to deviant behavior. A further problem is that the juvenile court and its resources have not been able to reduce delinquency to the degree that was expected.

### Contemporary Reforms

Contemporary reforms, as summarized by Empey (1978), are embodied in four concepts, with catch-words that all start with "D." The first is *decriminalization*. The idea here is that the court's jurisdiction should be narrowed to exclude the so-called status offenses--beyond parental control, runaway, truancy, and the like--that would not be crimes for adults. The current approach is to think of status offenses as symptoms of other problems--usually ineffective or disorganized families--that are best resolved through non-coercive support services delivered at a community level.

The second concept is *diversion*. The main idea is that first-time or less serious offenders might be better served by community agencies or separate justice system programs, without the potentially stigmatizing effects of court action.

The third is *due process*, a term that has come to represent the trend toward making the juvenile court more of a legal forum. On the one hand it legitimizes the idea of punishment in juvenile court, and on the other it formalizes children's rights in court. The almost limitless jurisdiction of the court as reflected in broad legal definitions of delinquency, and the absolute power to impose dispositions to suit the child rather than to fit the crime, eventually did not seem to compensate for the lack of constitutional protections. Had the juvenile court been more capable of deterring crime, these issues might not have been raised.

The final concept that helps describe the changes occurring in the juvenile justice system today is *deinstitutionalization*. The current popular notion is that there is very little evidence to support the application of institutional programs for juveniles over community

alternatives. Incarceration may even compound the problem for it further separates juveniles from the normal opportunities for growth in the community; in fact, it often appears to foster even more antisocial behavior. The implication for reform is to establish community alternatives for all but dangerous or serious, repeat offenders.

What do these reforms seem to suggest about current social attitudes toward childhood and toward deviant adolescent behavior? Empey suggests that the four D's reflect a larger social movement for children's rights--one which has, in turn, fostered a counter-movement for accountability and retribution. The children's rights movement is typified by the lowered voting age, Supreme Court decisions supporting children's rights to free speech, relaxed enforcement of mandatory schooling in some states, increased sexual freedom, and growing opposition to child labor legislation. The counter-movement is typified by efforts to lower the age at which youths may be sent to adult court, to abolish the juvenile court, and to punish and incapacitate the habitual or serious juvenile offender. In short, we are becoming less protective, more permissive, and more punitive with children. We are narrowing the distinctions between children and adults.

#### The Bill: AB 3121

In California, these contemporary reforms have been focused most dramatically in a major revision of the juvenile justice laws that became effective on January 1, 1977. The law, originally Assembly Bill 3121, reflects each of the concepts described above. First, it (1) proscribes the secure detention of status offenders, (2) authorizes more probation and community services for status offenders as well as less serious criminal offenders, (3) prevents the juvenile court from charging status offenders with a criminal

violation for failing to follow the orders of the court, and (4) moves curfew violations from a criminal classification to a status offender classification. In effect, these provisions either *deinstitutionalize* or *divert* less serious and status offenders.

Second, AB 3121 affects actual court procedures and options. It (1) introduces a prosecuting attorney who must file all petitions for criminal offenses and be present at all hearings for criminal offenders, (2) requires rules of evidence in juvenile proceedings, (3) requires specification of crimes as either felonies or misdemeanors, and (4) limits confinement to the maximum terms for an adult convicted of the same offense. These provisions fall generally under the concept of *due process*. The most important provision is the enlarged and mandated role for a prosecutor. Since juveniles had already been given the right to a defense attorney in California (in 1961), the prosecuting attorney now balances the legal setting in juvenile court and assures a truly adversary proceeding.

Third, the law increases juvenile responsibilities--inevitable with due process of law. It (1) eases detention criteria for the protection of others, (2) provides for home supervision in lieu of secure detention, but requires the juvenile to sign an agreement to specified conditions, (3) requires the juvenile to consent to the provisions of informal probation, and (4) revises hearing criteria to ease the movement of 16 and 17-year-old violent offenders to adult court, or extends their time under juvenile court jurisdiction. Two broad objectives were also added to the juvenile law: (1) to protect the public from criminal conduct of minors, and (2) to impose on minors a sense of responsibility for their own acts.

The only concept not directly represented in AB 3121 is *decriminalization*; yet it is indirectly strengthened by the provisions that reduce the power and dispositional alternatives for dealing with status offenders.

#### Objectives of This Evaluation

In his classic article entitled "Reforms As Experiments," Donald Campbell (1969) recommended an experimental approach to social reform. The honest politician and alert social scientist should capitalize on major social changes and evaluate their effectiveness rather than assume the success of changes that are called reforms. AB 3121 is an example of contemporary juvenile justice reform legislation. There have been many responses to the legislation among California counties. It would be useful to know if the various new programs and policies do in fact accomplish the purposes of AB 3121. A timely collection of facts concerning these new programs, and about procedural responses to the legislation, might assist decision-makers to improve their implementation of AB 3121.

Consequently, a research-evaluation proposal was developed by the California Youth Authority (CYA) Research Division in 1976, and submitted to the Office of Criminal Justice Planning (OCJP) for funding in 1977. Approval was given for a two-year project, to begin July 1, 1977. The project's main goal was to increase agreement among funding agencies, juvenile justice personnel, legislators, and the correctional community concerning the effects of major provisions of AB 3121 on the juvenile justice system and delinquent youth, by conducting a research study and providing findings to relevant persons for review. To achieve this goal, three objectives were established:



1. To increase knowledge of the impact of AB 3121 on the criminal justice system, including, to the extent possible, an analysis of cost (cost-analysis was later excluded as beyond the scope of our evaluation resources).
2. To increase knowledge of the impact of AB 3121 on delinquent youth, including the more serious offenders as well as minor offenders.
3. To identify model alternative programs that can serve to assist local criminal justice agencies in carrying out the intent of the legislation.

To achieve the objectives of the impact evaluation, four key areas for study were identified by the Youth Authority executive team as being of special importance: (1) changes in the processing of youth by police, probation, and the juvenile court; (2) the handling of runaways; (3) the detention process; and (4) the handling of 16 and 17-year-old violent offenders.

Due to a fortunate series of events, we are able to present reasonably representative information on these issues from southern as well as northern California counties. At almost the same time that the CYA was developing its proposal to evaluate AB 3121, Drs. Malcolm Klein and Kathie Teilmann of the University of Southern California's Social Science Research Institute were preparing a grant-request to LEAA (National Institute for Juvenile Justice and Delinquency Prevention), to support a similar project. In discussions with these researchers it was agreed that the products of both projects would be vastly improved if data were shared. The USC project, which began April 1, 1977, placed major emphasis on an analysis of the

legislation's impact on the processes and functioning of the criminal justice system.

#### Organization of This Report

We will present the evaluation methodology in Chapter II. There, sources of data and methods of data collection will be described.

We have divided the findings into two chapters--Chapter III for status offenders and Chapter IV for criminal offenders. This division is somewhat arbitrary since many juveniles fall into both categories, at least over time. We have organized the findings in both chapters around specific topics which reflect distinct points in the juvenile justice system process.

A summary, plus our conclusions about the impact of AB 3121, are presented in Chapter V.

## CHAPTER II

### METHODS

Data for this study were collected from four principal sources: (1) a record search of cohorts of youth prior to and after AB 3121; (2) a record search of cohorts of 601 youth from two study counties, prior to and after AB 3121; (3) interviews with selected personnel; and (4) aggregate data from information systems of other agencies. The procedures followed in collecting and analyzing this information will now be described.

#### Cohort Study

A large amount of data was collected on two randomly selected cohorts (study groups) of youths--one prior to AB 3121 in 1976 and one after the Bill in 1977--from law enforcement files in eight selected California counties. The CYA collected data in five northern counties, while USC researchers studied three southern counties. These two cohorts were followed through probation to determine what changes, if any, occurred in the juvenile justice processing of youth as a result of AB 3121. Twelve-month followup data on rearrests and re-referrals were also collected for both cohorts in the northern counties.

The purpose of this record search was to help us determine if there were changes after implementation of AB 3121 in (1) the kinds of behaviors classified as status offenses and criminal offenses, (2) the type and quantity of information collected by law enforcement, (3) the type of dispositions that followed from similar behaviors, (4) the type and proportion of youths at each processing point in law enforcement and probation, and, (5) the rearrest and re-referral rates for specified types of youthful offenders and dispositions.

For purposes of the cohort analysis, a status offense (601 Welfare and Institutions Code) was defined as an offense which would not be a violation of the law if it were committed by an adult. Such offenses include runaway, beyond parental control, and incorrigible. A 602 WIC offense is a criminal violation of the law committed by a youth. In this report, if a study youth was categorized as a 601 WIC case, it meant that his most serious charge at instant offense (i.e., offense-incident which resulted in the youth's inclusion in the study sample) was a status offense. A 602 WIC offender was defined as a youth whose instant offense charge included any criminal offense. Thus, any youth included in the study sample with both a 601 and 602 charge at arrest was included with the 602 WIC study group, for purposes of analysis.

County selection. To collect the comprehensive data required by the cohort study, we found it necessary to focus on a select group of counties. Our study was able to collect data from no more than five counties, and USC from no more than three counties, due to time, travel, and personnel considerations. Once the number of counties to be studied was determined, the CYA and USC researchers established and applied criteria for county selection. These criteria related to: geography, arrest patterns, probation intake patterns, and county size (population).

We selected the counties by first reviewing available Bureau of Criminal Statistics (BCS) data for trends in rates of arrest, referrals to probation, and probation dispositions for the period January 1974 through March 1977. Counties were grouped according to the patterns of 601 and 602 probation referrals exhibited after AB 3121 (the first quarter of 1977) as compared to before AB 3121 (1974-76). For example, a county pattern might be that 601 referrals went up after the Bill while 602 referrals went down. The

two study teams agreed that selection of counties (representing different response patterns to the Bill) was essential for studying a fuller range of the impact on the counties in California. After the counties were grouped by these referral patterns, the CYA study team limited its selection to Northern California counties and USC selected Southern California counties only.

At the end of this process, all information collected was reviewed and the final selection was made by the two study teams. The five northern counties selected by the CYA were Alameda, Marin, Placer, Sacramento, and Solano. The three southern counties selected by USC for study were Los Angeles, San Bernardino, and Ventura. In terms of population, these counties are ranked as follows: Los Angeles (largest of 58 counties in state), Alameda (5th largest), San Bernardino (6th), Sacramento (7th), Ventura (13th), Marin (20th), Solano (22nd), and Placer (30th).

Law enforcement department selection (northern counties). The criteria for selection of law enforcement departments for inclusion in our cohort study were: (1) size of department, (2) operating philosophies and policies, (3) arrest statistics, and (4) quality of record system. In each county, at least two departments were included. The departments, and the rationale for their selection, are as follows:

Sacramento County. The Sacramento Police Department and Sheriff's Department were selected for the study since arrests made by these departments constituted 95% of all juvenile arrests in the county during 1976.

Placer County. Three law enforcement departments (Sheriff, Roseville P.D., and Auburn P.D.) accounted for 85% of all juvenile arrests during 1976. The Roseville and Auburn departments were selected for the study due to the

presence of arrest registers that allowed for ease of sample selection, the adequacy of their records system, and their willingness to participate in the study.

Solano County. Three police departments were selected for study. Fairfield and Vallejo P.D.'s are the two largest in Solano County; they accounted for 67% of all juvenile arrests in 1976. Benicia P.D. was selected as a good representative of a small police department.

Marin County. The two largest law enforcement departments in the county in terms of juvenile arrests were selected. These departments (San Rafael and Novato P.D.'s) accounted for almost half (46%) of all juvenile arrests within Marin County in 1976. A third department selected--Mill Valley P.D.--was a smaller department. The three departments were different from one another in their adaptation to AB 3121.

Alameda County. Two law enforcement departments were selected in Alameda County. The Oakland Police Department, located in the northern part of the county, was selected as the single largest department; it accounted for 30% of all juvenile arrests in Alameda. Discussions with various law enforcement staff in this county indicated that departments in the southern part of Alameda operate differently from those in the north: they have different operating philosophies; they are farther from the probation department; and they have developed alternative programming for many of their cases. The Hayward Police Department, in the southern part of the county, was selected as the second study department in the county. It is the 5th largest department in the county in terms of total juvenile arrests; it maintained a good record system for data collection; and it was supportive of the study.

Law enforcement department selection (southern counties). The USC study team's procedure for selecting law enforcement departments differed somewhat from the CYA's. Because they were concerned with obtaining "representativeness in decision-making patterns" according to size of departments, they stratified law enforcement departments according to size (large, medium, and small), and the selection of medium and small departments was made using random procedures. Ten departments out of a total of 80 in Los Angeles, four out of 14 in San Bernardino, and five out of 11 in Ventura were included in their law enforcement sample.

Sampling (northern counties). Two study cohorts were drawn from each of the twelve northern county law enforcement departments--one from the second quarter of 1976, and one from the second quarter of 1977. "Arrest and Citation Registers" or other available official arrest logs provided the basic source of cases; selection of cases from these logs was done using random procedures. These same cases were followed through probation. Consequently, the probation sample is representative only of those probation clients referred by police. Although these referrals provide the majority (85-90%) of cases served by probation, our sample does not reflect the handling of the entire spectrum of probation clients (e.g., referrals from family, school, self, etc.).

Approximately 200 cases from each county were selected for inclusion in each law enforcement study cohort. In some instances (e.g., Placer County) this represented all the juvenile arrests for the quarter; in others (e.g., Alameda County) only a small percentage of them. Initially

our aspirations were higher (too high) and the reader will note that a greater number of cases (300) are included in the Sacramento law enforcement cohort, the first sample drawn. Sacramento probation cohorts of 200 cases each were drawn using random procedures from the larger law enforcement sample. The number and source of cases included in the two cohorts are shown in Table 1.

The northern probation department cohort groups appear in Table 2. It should be noted here that in our sampling, we selected a youth just once for inclusion in the study. If he or she were arrested more than once and were selected again by the random assignment procedure, the second selection was voided. (The second arrest would appear in the 12-month followup on the youth as a result of his inclusion in the study for the first arrest.) Cases were also excluded from the Sacramento Sheriff's Department cohort selection if they would reach the age of 18 years before the end of the 12-month followup period, since their records are purged at that age. This procedure was adopted to insure a one-year followup on all cases.

Sampling (southern counties). USC like the CYA, selected two study cohorts--one from before the Bill (second quarter of 1976) and one after its passage (second quarter of 1977). In San Bernardino and Ventura counties, the maximum size for the two cohorts (April-June, 1976 and 1977) was established at 200 cases each (a total study sample of 400 cases for each county). Due to the large size of Los Angeles County, the maximum size of the two cohorts was set at 300 each (a total of 600 cases). Next, arrest reports and 24-hour police activity logs were used to select stratified random samples from the participating law enforcement departments. The samples



TABLE 1

Northern County Law Enforcement Cohorts by Department  
for April-June, 1976 and 1977

Department	April-June, 1976			April-June, 1977		
	Total Arrests Eligible for Sampling <sup>a</sup>	Cohort Sample Size <sup>b</sup>	Percent of Total Arrests	Total Arrests Eligible for Sampling <sup>a</sup>	Cohort Sample Size <sup>b</sup>	Percent of Total Arrests
Sacramento County						
Sacramento Police	1,395	302	21.6	1,158	303	26.2
Sacramento Sheriff	998	303	30.4	1,127	202	17.9
Total	2,393	605	25.3	2,285	505	22.1
Placer County						
Auburn Police	71	71	100.0	68	68	100.0
Roseville Police	101	101	100.0	116	116	100.0
Total	172	172	100.0	184	184	100.0
Solano County						
Fairfield Police	309	102	33.0	334	98	29.3
Vallejo Police	296	95	32.1	247	96	38.9
Benicia Police	61	19	31.1	43	20	46.5
Total	666	216	32.4	624	214	34.3
Marin County						
San Rafael Police	222	106	47.7	233	108	46.4
Novato Police	185	86	46.5	173	81	46.8
Mill Valley Police	53	25	47.1	43	22	51.2
Total	460	217	47.2	449	211	47.0
Alameda County						
Oakland Police	1,147	168	14.6	1,186	161	13.6
Hayward Police	354	43	12.1	258	42	16.3
Total	1,501	211	14.1	1,444	203	14.1
Total, 5 Counties	5,192	1,421	27.4	4,986	1,317	26.4

<sup>a</sup>Excluded from the total arrests which were eligible for sampling were: (1) arrests of illegal aliens returned to the U.S. Border Patrol, and (2) youths who would become 18 years old and have their juvenile records purged before completion of a 12-month followup.

<sup>b</sup>The cohort selection only sampled a case once. If a youth were selected a second time for another arrest during the sample quarter, the second selection was excluded.

TABLE 2  
Northern County Probation Department  
Cohorts for 1976 and 1977

County	Total Cases	Cohort Group	
		1976	1977
Sacramento	370	188 <sup>a</sup>	182 <sup>a</sup>
Placer	322	148	174
Solano	194	102	92
Marin	151	79	72
Alameda	315	166	149
All 5 counties	1,352	683	669

<sup>a</sup>For Sacramento County a representative subsample of those cases referred to probation was selected for the probation cohort.

were stratified according to the Welfare and Institutions Code offense status of youths (i.e., 601 or 602 WIC designation). This was done to insure that a sufficient number of 601 offense youths would be sampled from these counties for data analysis. The USC procedure for sample selection differed from the CYA's in that a youth could be included more than once in a sample if arrested more than once during the second quarter of 1976 or 1977. The CYA included a case with multiple arrests during the sampling period only once, within the sample. Less than 5% of the CYA selected cases were excluded by reason of being a second arrest of a previously selected cohort case. Table 3 presents the law enforcement cohorts for the three USC study counties.

TABLE 3

Southern County Law Enforcement Cohorts  
for April-June, 1976 and 1977

County	Total Cases	Cohort Group	
		1976	1977
Los Angeles	550	297	253
San Bernardino	237	129	108
Ventura	320	174	146
Total	1,107	600	507

As was the case in the Youth Authority study, USC collected probation cohort data only on cases referred to probation from the law enforcement sample. The probation cohort sample sizes appear in Table 4.

TABLE 4

Southern County Probation Department Cohorts  
for 1976 and 1977

County	Total Cases	Cohort Group	
		1976	1977
Los Angeles	181	103	78
San Bernardino	112	68	44
Ventura	154	88	66
Total	447	259	188

A 12-month followup was made on all Northern California law enforcement and probation cases. Due to limited time and resources, USC collected only that followup arrest and referral data which was available at the time of the initial data collection. Since many cases (especially 1977 cases) did not have a full 12-month risk-period as of that time, followup data from the three southern counties is only partial and will not be included in this report.

Data collection forms. As was stated in our First Progress Report (1978), the data collection forms developed for recording information from law enforcement and probation records were designed in collaboration with the University of Southern California study team to meet the data needs of both studies. The law enforcement and probation forms are included in Appendices A and B.

Information collected on the law enforcement form included:

- A. Background data (age at arrest, ethnic group, sex, prior record)
- B. Instant arrest data
  - 1. offense charge(s)
  - 2. number of counts
  - 3. behavior description(s) of incident leading to arrest
  - 4. referral source
  - 5. disposition of instant offense(s)
- C. Twelve-month followup data on subsequent arrests

The probation data form included the following information:

- A. Background data
- B. Referral data
  - 1. offense charge(s)
  - 2. counts
  - 3. detention
  - 4. initial probation disposition

C. Occurrence of court hearings

1. type of hearing
2. date of hearing
3. charge(s), counts, number sustained
4. participants at hearing
5. outcome

D. Twelve-month followup data on subsequent probation referrals

Ten percent of the cases in each law enforcement and probation department were independently coded twice as a reliability check. Refinement of definitions, coding corrections, and improvement in the coding manuals were made on the basis of these checks. Items that exhibited reliability scores below 85% were excluded from the data analysis. Most items on both data forms had reliability scores of 90% or higher.

601 Substudy

In addition to our major cohort study, separate samples of subjects referred to probation departments in Placer and Sacramento counties for status offenses during the second quarters of 1976 and 1977 were selected and studied. Because we had to vary our sampling procedures somewhat between departments, we describe the methodology used in each department separately here, and we will present the findings separately in Chapter III. The methodologies were as follows:

The Placer County Probation Department kept a separate log of referrals for status offenses during both 1976 and 1977. Excluding (1) curfew violators (included in the log in 1977 but not in 1976), (2) subsequent referrals for any subject referred more than once during the second quarters, and (3) a few subjects found to have intake 602 or dependency charges, there

were 77 referrals during April through June, 1976, and 116 referrals during April through June, 1977. All such referrals were selected for study. This amounted to a total of 193 referrals for the two years.

In addition to the data collected for our regular cohort, the following items were added: probation or dependency status at the time of referral, county of residence, detention at referral, and runaway behavior at time of referral. Countywide aggregate population, arrest, probation referral, detention hearing, and petition data were also collected in order to place the status offense sample into a broader context and help determine its representativeness. Appendix C presents the data form used to collect this information.

The Placer County 601 substudy sample is shown in Figure 1. The sample is broken down by county residence to show the subgroups from Placer County. Followup data were collected for county resident subgroups only--37 youths for 1976 and 102 for 1977.

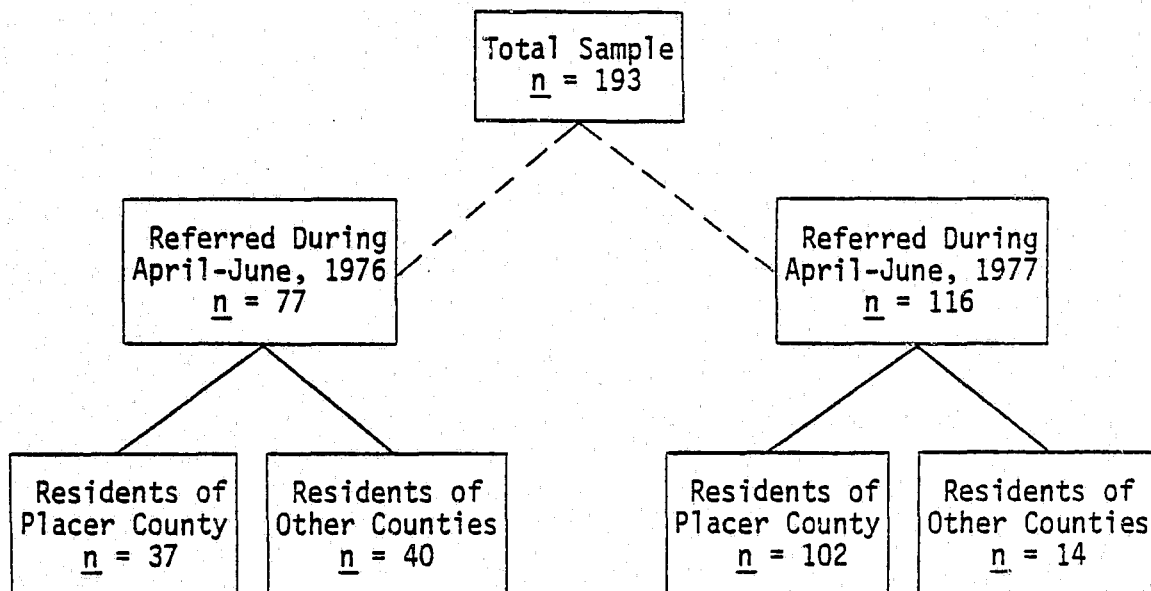
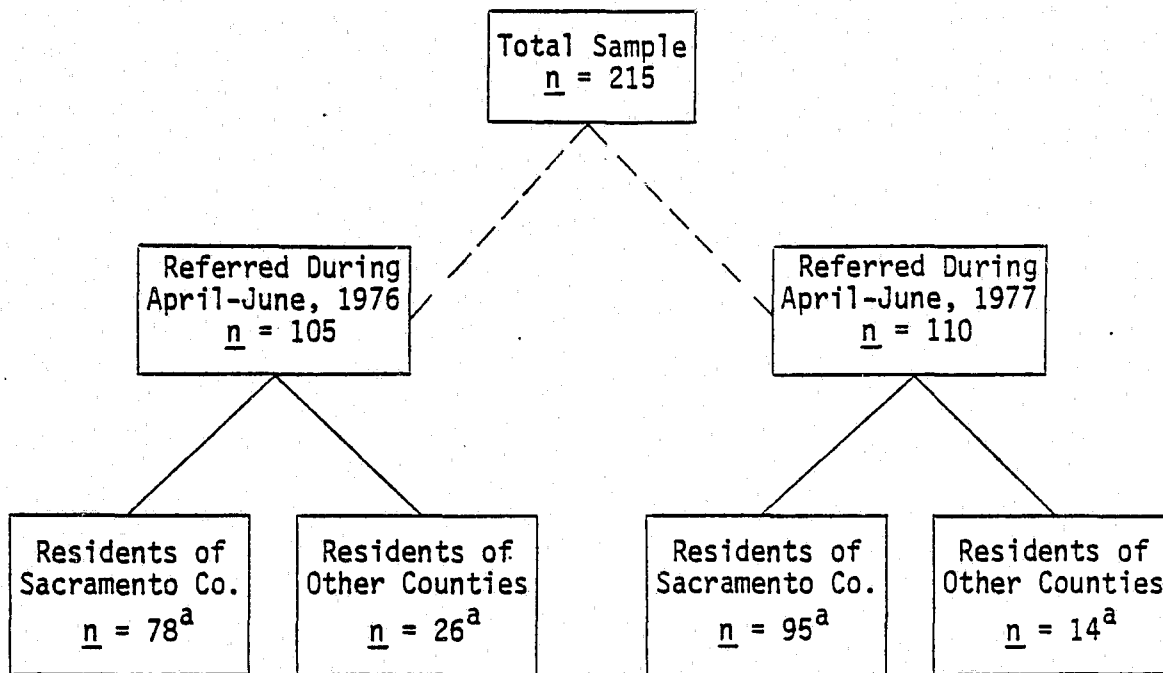


FIGURE 1. Sample of Status Offenders in Placer County: All Subjects Referred to Probation for Status Offenses During the Second Quarters of 1976 and 1977.

The Sacramento County Probation Department kept several logs which included 601 referrals during the second quarters of 1976 and 1977. During the 1976 time-period we selected a 20% sample of subjects referred only for 601 offenses, from both the juvenile hall and the diversion unit logs. Because some referrals were screened at juvenile hall and then referred to the diversion unit, we eliminated subjects from the diversion unit sample who were screened at the juvenile hall, to avoid oversampling from the diversion unit. For the 1977 quarter we selected a 20% sample of subjects referred for 601 offenses from both the juvenile hall and from the probation department's Neighborhood Alternative Center (NAC) log.

Duplicates (subsequent referrals for any subject referred more than once during the second quarter) were eliminated from the samples in both time-periods. The only 601 referrals not sampled in either time-period were "paper referrals" (usually citations) and curfew violators. There were 105 subjects in the April-June, 1976 sample and 110 subjects in the April-June, 1977 sample (a total of 215 subjects for the two years). In addition to the data collected for our regular cohort, the following items were added: probation or dependency status at time of referral, county of residence, detention at referral, services provided, and runaway behavior at time of referral. Countywide aggregate population, arrest, probation referral, detention hearing, and petition data were also collected.

The Sacramento County 601 substudy sample is shown in Figure 2. The sample is broken down by county residence to show subgroups from Sacramento County. Followup data were collected for the county resident subgroups only--78 youths for 1976 and 95 for 1977.



<sup>a</sup>The residence of one subject in each time-period could not be determined.

FIGURE 2. Sample of Status Offenders in Sacramento County: A Representative Sample of All Subjects Who Were Taken or Arrived at Probation for Status Offenses During the Second Quarters of 1976 and 1977.

### Interviews

To determine the perceived effects of AB 3121, CYA staff conducted a series of interviews with key juvenile justice system and community agency personnel (selected for their knowledge of and strategic location in the juvenile justice system). These interviews, conducted in July and August of 1979, were also directed at augmenting the cohort data and addressing issues that could not be handled by those data (e.g., detention practices, remand process, response to subsequent legislation).

Fifty-three people were interviewed in the five northern counties. Of these, 14 were from law enforcement, 13 from probation, 8 from welfare, 7 from the district attorney's office, 6 from the public defender's office, and 5 from community agencies which served status offenders.



In addition, another 13 people were interviewed in Southern California. Of this total, 4 were from probation; 3 from law enforcement; 2 each from the district attorney's office and welfare, and 1 each from a community agency and the superior court.

Most interviews (79%) were one-to-one; the remainder were conducted with two or more people simultaneously.

Two separate interview schedules were used, one relating to status offenders (601 WIC) and the other juvenile offenders (602 WIC). Copies of these schedules are found in Appendix D.

As was the case with information reported on from earlier interviews in 1978, we do not presume that the 66 persons interviewed in 1979 reliably reflect the opinion of all interested persons in the state. However, the results of these interviews provide sufficient consensus in a number of areas to encourage us to feel rather confident of the interview findings presented in Chapter III and IV.

#### Available Statewide and County Data

To describe statewide differences in types and numbers of offenders handled throughout the juvenile justice system, we collected data from several sources. These data, covering time-periods before and after implementation of AB 3121, include: 601 and 602 WIC arrests, bookings, probation intake, detention intake, detention hearings, length of stay, probation dispositions, petitions filed and sustained, and numbers of remands.

Bureau of Criminal Statistics. Operating within the California Department of Justice, the Bureau of Criminal Statistics is responsible for collecting and compiling statewide criminal justice system statistics. Arrangements

were made for BCS to provide us with the following data for 1974 through 1978: (1) quarterly arrest and arrest disposition by Welfare and Institutions Code status (i.e., 601 or 602), (2) quarterly initial referrals to probation and initial referral dispositions, (3) quarterly 601 and 602 petitions filed and court dispositions, and (4) monthly admissions to, and average daily populations of, juvenile halls.

Judicial Council. The Judicial Council of California collects monthly data from each superior court in California. For juveniles these data include petitions filed, petitions disposed of (by type of hearing) and detentions held. The Council made these data available to us for the years 1974-78.

Cost data. The only source of statewide data relating to the cost of implementing AB 3121 are the claims submitted by individual counties for reimbursements. These claims were filed under Chapter 1241, Statutes of 1977, and subsequently Chapter 464, Statutes of 1978. These statutes appropriated \$6 million for the period January 1, 1977 to June 30, 1977, and an additional \$12 million for the fiscal year July 1, 1977 to June 30, 1978. The total of \$18 million was set aside to reimburse counties for their costs incurred as a result of mandated procedural changes in handling 601 and 602 WIC offenders. Since only two claims have been approved for payment under the established guidelines, the official total costs of implementing the first 18 months of AB 3121 could not be determined.

County data. Until recently, the Los Angeles County Probation Department did not provide data to BCS on a case-by-case basis, as did other counties. It was therefore necessary to obtain such data from the Los Angeles Probation Automated Intake Data (PAID) System, in order to supplement the BCS data and give us a statewide picture of probation referrals and court dispositions for the period 1974 through 1978.

Other data sources include (1) the CYA's monitoring system for youths in juvenile halls, (2) police and probation logs and summary statistics, and (3) county reports relating to AB 3121 programming.

Population data. To calculate rates of statewide justice system data we utilized the official statewide population figures for 12 to 17 year-old youths. This information is generated by the Department of Finance.

### CHAPTER III

#### FINDINGS FOR STATUS OFFENDERS

This chapter will look at effects of the AB 3121 provisions that relate to status offenders (601s). These provisions prohibit secure detention, encourage alternative community or probation services, and prevent the juvenile court from charging a criminal violation for failure to obey court orders. We were interested in learning, therefore, (1) how various elements in the justice system responded to these provisions, (2) what community resources were created or used for services, and (3) how status offenders themselves were affected by the law. We have divided our findings into sections which describe law enforcement response, changes in detention practices, probation response, use of community programs, juvenile court response, and followup data from samples of status offenders.

#### Law Enforcement Response

Statewide data. Table 5 shows statewide arrests and law enforcement referrals to probation for 601 offenses. Figure 3 presents the same data graphically. The downward trend which preceded the passage of AB 3121 reflects the tendency in recent years to handle 601s outside the formal juvenile justice system. The dramatic drop in statewide arrests (from 80,762 in 1976 to 41,939 in 1977) and in statewide law enforcement referrals to probation (from 43,206 in 1976 to 18,195 in 1977) strongly indicates that AB 3121 supported and accelerated this downward trend.

TABLE 5

Statewide Arrests and Law Enforcement Referrals to Probation for Status Offenses (601 Offenses) by Year, From 1974 to 1978

	1974	1975	1976	1977 <sup>a</sup>	1978
Arrests for Status Offenses	107,903	86,137	80,762	41,939	31,266
% Change From Previous Year		-20.2	-6.2	-48.1	-25.4
Law Enforcement Referrals to Probation for Status Offenses	53,563	45,306	43,206	18,195	13,701
% Change From Previous Year		-15.4	-4.6	-57.9	-24.7

Note. Data supplied by the Bureau of Criminal Statistics.

<sup>a</sup>AB 3121 became effective January 1, 1977.

A regression model (described more fully in Appendix E) provides another way of analyzing these data. This analysis (Simonton, 1977) measured changes in the rates of 601 arrests and law enforcement referrals to probation before and after the law, and changes in the number of 601 arrests and referrals to probation immediately after, and attributable to, the law. This analysis estimated that (1) an average drop of about 726 arrests between 1976 and 1977 across all cases<sup>1</sup> could be attributed to the law alone (this translates into a decrease of 23,958 arrests statewide,

<sup>1</sup>"Cases" were defined as counties and groups of counties. The 32 counties with the largest populations were handled as individual cases while the 26 counties with the smallest populations were grouped as a single case, for a total of 33 "cases" statewide.

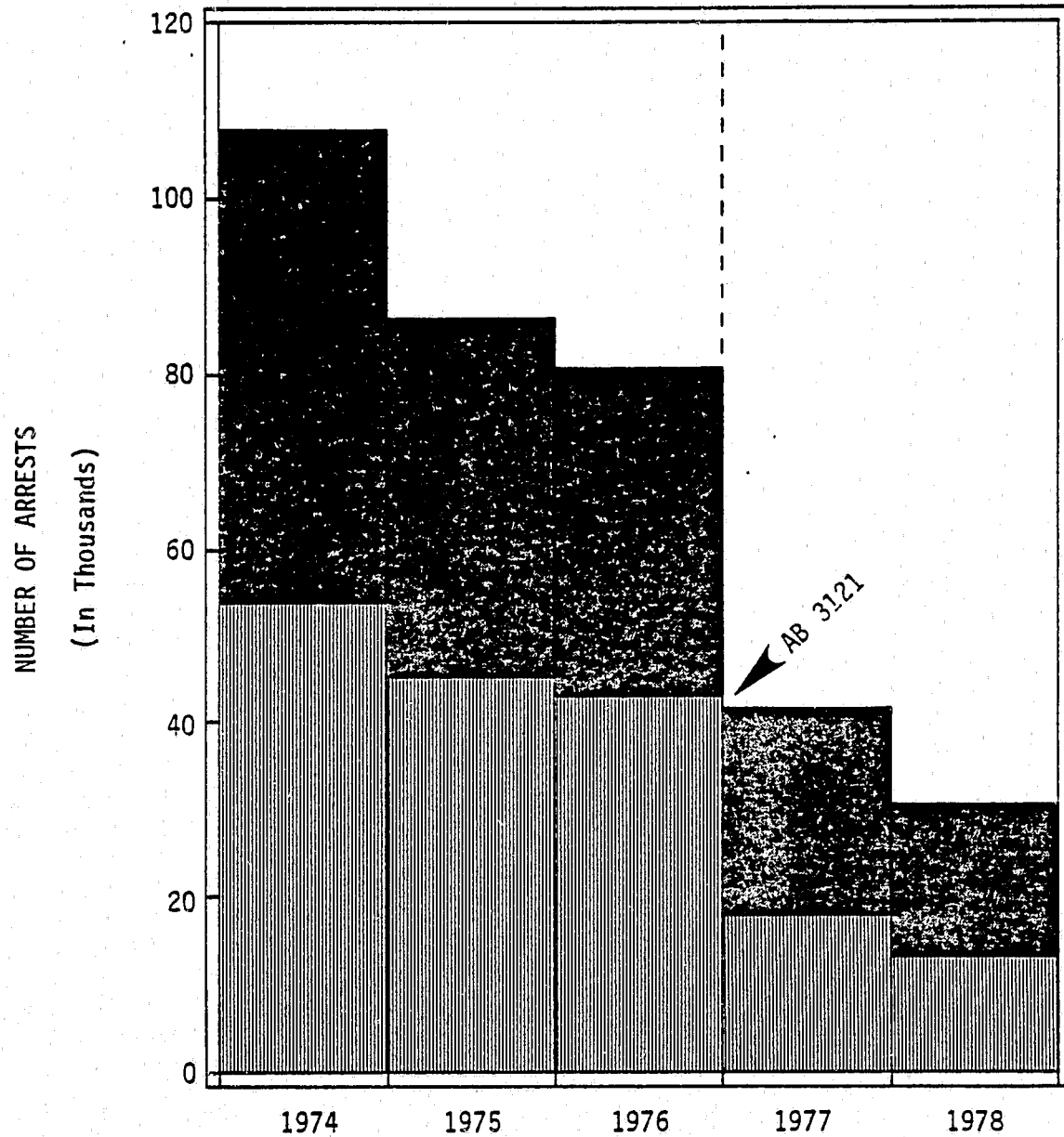


FIGURE 3. STATEWIDE ARRESTS AND LAW ENFORCEMENT REFERRALS TO PROBATION FOR STATUS OFFENSES (601 OFFENSES), BY YEAR



Law Enforcement Referrals to Probation

NOTE: DATA SUPPLIED BY THE BUREAU OF CRIMINAL STATISTICS

(2) arrests continued to decrease at about the same rate as before the law, after the initial impact of the law was felt, (3) an average drop of 580 referrals to probation across all cases could be attributed to the law alone (or a decrease of 19,140 referrals statewide), and (4) referrals to probation continued to decrease at about the same rate as before the law, after the initial impact of the law was felt.

Finally, using the statewide data, we computed rates of 601 arrests per 100 youths aged 12-17 during the three years preceding AB 3121 and during the two years following AB 3121. This age group was chosen because it accounts for 96% of all juvenile arrests. In 57 of 58 counties the rates of 601 arrests dropped between 1976 and 1977; the average drop, statewide, was from 3.87 601 arrests to 1.55 601 arrests per 100 youths aged 12-17. A table presenting these data is included in Appendix F.

Northern cohort study data. We now turn to our cohort study data in five northern counties. A 601 sample was chosen from the entire cohort, using the most serious arrest charge (see the seriousness scale, Appendix G) recorded on the law enforcement data collection form. For this sample we defined a 601 status offense arrest as one in which the most serious charge was either runaway, beyond control, truant, or "nonspecified" status offense. Subjects arrested for both 601 and 602 offenses were, therefore, excluded from the 601 sample.

Table 6 presents the number and proportion of sample 601 offense arrests by department, by time-period. In four of the five counties the proportion of 601 arrests decreased in 1977. The total decrease for the five counties was 60%. Statistical tests indicate that most such drops were statistically significant.

TABLE 6

Proportion of Arrests for Status Offenses<sup>a</sup> by Sample  
Law Enforcement Departments in Northern California  
During April-June, 1976 and 1977

County and Departments	April-June, 1976			April-June, 1977		
	Total Arrests	Status Offenses		Total Arrests	Status Offenses	
		No.	%		No.	%
Sacramento County						
Sacramento P.D.	302	29	9.6	303	27	8.9
Sheriff's Office	303	56	18.5	202	18	8.9**
Total	605	85	14.0	505	45	8.9**
Placer County						
Auburn P.D.	71	8	11.3	68	1	1.5**
Roseville P.D.	101	15	14.9	116	0	0.0**
Total	172	23	13.4	184	1	0.5**
Solano County						
Vallejo P.D.	95	17	17.9	96	1	1.0**
Benicia P.D.	19	3	15.8	20	2	10.0
Fairfield P.D.	102	15	14.7	98	0	0.0**
Total	216	35	16.2	214	3	1.4**
Marin County						
Novato P.D.	86	12	14.0	81	1	1.2**
Mill Valley P.D.	25	3	12.0	22	1	4.5
San Rafael P.D.	106	16	15.1	108	6	5.6**
Total	217	31	14.3	211	8	3.8**
Alameda County						
Oakland P.D.	168	26	15.5	161	22	13.7
Hayward P.D.	43	3	7.0	42	3	7.1
Total	211	29	13.7	203	25	12.3
Total, Northern Counties	1,421	203	14.3	1,317	82	6.2**

<sup>a</sup>A status offense arrest is defined as an arrest for which the most serious charge was runaway, beyond control, truancy, or "nonspecified" status offense.

\*p<.05, one-tailed z-test.

\*\*p<.01, one-tailed z-test.



Appendix H presents various characteristics of the subjects of these sample 601 arrests, across all twelve departments for each time-period. Proportions of whites and nonwhites, of males and females, and of younger and older youths were similar for both time-periods. Prior arrest records were also similar using the measure of most serious prior arrest and categorized broadly as none, 601, or 602. Statistical tests revealed no significant differences in the proportions presented in Appendix H.

Table 7 shows law enforcement dispositions for the sample 601 arrests across all departments, by time-period. As expected, a much larger proportion of youths were delivered to a nonsecure probation facility and a much smaller proportion were delivered to juvenile hall in 1977 as compared to 1976. Since it was surprising to find more than a few referrals to probation in custody in 1977, we pursued this disposition a bit further. We found that most youths delivered in custody in 1977 were from Sacramento County, where the juvenile hall was used as an intake screening facility for some 601s, not as a detention facility.

Law enforcement charges. It was suggested that a possible adaptation to AB 3121 at the law enforcement level might be a change in charging juveniles at arrest. That is, in order to securely detain some youths, a law enforcement officer might more likely charge a 602 offense when both 601 and 602 offenses were committed. To test this possibility we recorded a behavioral description from arrest and investigation reports for each subject. The behavioral description included any behavior at the time of arrest that could have been the basis for charging. We coded the behavior description and the actual charges with the same offense codes so that comparisons could be made.

TABLE 7

Law Enforcement Dispositions for Status Offenses for  
Sample Law Enforcement Departments in Five Northern California Counties  
During April-June, 1976 and 1977

Disposition	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Released	19	9.4	5	6.1
Cited to probation	7	3.4	0	0.0
Delivered to probation in custody (juvenile hall)	170	84.2	32	39.0**
Delivered to nonsecure probation facility	2	1.0	44	53.7**
Other <sup>a</sup>	4	2.0	1	1.2
Total	202 <sup>b</sup>	100.0	82	100.0

<sup>a</sup>Includes placed in protective custody and transferred to other jurisdiction.

<sup>b</sup>One subject was missing disposition data.

\*\*p<.01, two-tailed z-test.

Table 8 presents the findings from a comparison of charges between the two time-periods for nearly all subjects in the cohort study who had 601 and 602 offenses in their behavior description.<sup>2</sup> It is quite noticeable that very few subjects presented a choice for law enforcement--if we assume that the behavioral description fairly accurately represents the actual behavior. Only 46 subjects in 1976 (46 out of 1,118 or 4.1%) and 34 subjects in 1977 (3.0%) committed both 601 and 602 offenses at the time of arrest. However, for these youths there was a much greater tendency to charge the 602 offense during 1977 as compared to 1976.

<sup>2</sup>Actually, however, we only had both behavioral descriptions and charges for 1,118 out of 1,421 subjects (78.7%) in 1976 and for 1,115 out of 1,317 subjects (84.7%) in 1977.

Pursuing the idea that the purpose for more severe charging would be secure custody referral to probation, we then determined how many of the subjects with both 601 and 602 offenses in their behavior description were actually delivered to juvenile hall. Table 9 presents these findings. It shows that, although there was a statistically significant tendency for law enforcement to charge these subjects with a 602 offense, a somewhat smaller proportion of the total group was actually referred to probation in custody in 1977 (59% were referred in custody in 1977, compared to 78% in 1976).

TABLE 8

Law Enforcement Charges for all Northern Subjects in the Cohort Study who had Both a 601 Offense and a 602 Offense in Their Behavior Description During April-June, 1976 and 1977

Charges	April-June, 1976		April-June, 1977	
	No.	%	No.	%
601 charge only	22	47.8	2	5.9
602 charge	24	52.2	32	94.1
Total	46	100.0	34	100.0

$$\chi^2 = 16.38; p < .01; d.f. = 1.$$

TABLE 9

Custody Referrals for all Northern Subjects With Both a 601 Offense and a 602 Offense in Their Behavior Description, by Law Enforcement Charges During April-June, 1976 and 1977

Charges	April-June, 1976			April-June, 1977		
	Total Number	Custody Referrals		Total Number	Custody Referrals	
		No.	%		No.	%
601 charge only	22	16	72.7	2	0	0.0
602 charge	24	20	83.3	32	20	62.5
Total	46	36	78.3	34	20	58.8

$$\chi^2 = 12.44; p < .01; d.f. = 1.$$

Southern cohort data. The definition used to identify a 601 case for the three USC study counties was the same as that used for the northern counties (see page 30).

Table 10 presents the number and proportion of sample 601 offense arrests by county, by time-period. In all three southern counties the proportion of 601 arrests decreased in 1977. The decreases in Los Angeles and Ventura were statistically significant.

TABLE 10  
Proportion of Arrests for Status Offenses<sup>a</sup> in  
Three Southern California Counties During  
April-June, 1976 and 1977

County	April-June, 1976			April-June, 1977		
	Total Arrests	Status Offenses		Total Arrests	Status Offenses	
		No.	%		No.	%
Los Angeles	297	118	39.7	253	78	30.8*
San Bernardino	129	42	32.6	108	29	26.8
Ventura	174	65	37.4	146	25	17.1**
Total, Southern Counties	600	225	37.5	507	132	26.0**

<sup>a</sup>A status offense arrest is defined as an arrest for which the most serious charge was runaway, beyond control, truancy, or "nonspecified" status offense.

\*p<.05, two-tailed z-test.

\*\*p<.01, two-tailed z-test.

Appendix I displays several background characteristics of the 601 youths in all three counties, for each time-period. There were no differences in the proportions of whites and nonwhites, males and females, and younger and

older youths for both time-periods. The total number of prior arrests was used as an indicator of delinquent history. Statistically significant differences in proportions were found in this variable. The 1976 group had significantly more arrests in their prior records (especially the categories of "one" and "three or more"), and significantly fewer youths with no prior arrests recorded.

Table 11 shows law enforcement dispositions for the sample 601 arrests in the three southern counties by time-period. There were significantly more cases released and fewer cited to probation in 1977 compared to 1976. The

TABLE 11

Law Enforcement Dispositions for Status Offenses in  
Sample Law Enforcement Departments in Three Southern  
California Counties During April-June, 1976 and 1977

Disposition	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Released	69	31.2	68	51.5**
Cited to probation	106	48.0	27	20.5**
Delivered to probation in custody	16	7.2	11	8.3
Delivered to nonsecure probation facility	-	-	-	-
Other <sup>a</sup>	30	13.6	26	19.7
Total	221 <sup>b</sup>	100.0	132	100.0

<sup>a</sup>Includes placed in protective custody and transferred to other jurisdiction.

<sup>b</sup>Four cases missing dispositions in the 1976 group.

\*\*p<.01, two-tailed z-test.

"released" category includes cases referred to community agencies other than law enforcement, probation, CYA, or welfare. It is likely that some of the youths who received this disposition in 1977 are going to nonsecure public or privately run community agencies.

Interview data (northern counties). We turn finally to the interview data collected during July, 1979, in our five study counties. An interview was conducted in each of the 12 departments that provided data for our cohort study. The findings may be summarized as follows:

1. In general, law enforcement officers have less contact with status offenders since the passage of AB 3121. Fewer 601s are arrested and fewer are referred to probation. However, the two departments in Alameda County (where a federally funded 601 deinstitutionalization program--DSO--was established about one year before AB 3121) presented notable exceptions. Officers from these departments reported that they continue to refer 601s to a network of probation and community services set up by the DSO program.

2. In six departments, respondents reported that their charging practices were occasionally affected by AB 3121. Five said they would more readily charge a status offender with a 602 offense if the option presented itself; one said he would more readily charge dependency or neglect if it were possible.

3. In ten departments, the officer interviewed supported the option of secure detention for runaway and incorrigible youth.

4. Although three officers did not like "anything" about the 601 provisions in AB 3121, many of those interviewed spoke of positive features in the law. Some officers liked the idea of (a) relying more on services from community agencies, (b) not locking up 601s, (c) separating 601s from 602s,

(d) defining and recognizing the special problems of 601s, (e) providing family counseling services, (f) expecting more parental responsibility, and (g) not using juvenile halls for "babysitting."

5. Although two officers were satisfied with the law as is, many spoke of problems. Their concerns related to (a) insufficient community services, including local residential programs, (b) inadequate funding, (c) loss of secure detention and of juvenile court power ("no bottom line," "no handle for 601s"), (d) lack of "real answers" for 601s, and (e) parental liability despite inadequate support.

Interview data (Los Angeles County). Three members of the Los Angeles Police Department were interviewed regarding the effects of AB 3121. Their comments are summarized as follows:

1. Law enforcement is having less contact with status offenders since the passage of AB 3121.

2. Respondents reported that their charging practices were affected by AB 3121. There have been occasions where a 601 has been reclassified as a 300 for purposes of foster-home placement through the welfare department. In other cases, some 601s have been handled as 602s due to their chronic incorrigibility.

3. Law enforcement did not feel that the option of secure detention for 601s under AB 958 helped them very much. The time restraints were seen as inappropriate in that they were not long enough to adequately deal with the 601 problems.

4. In general, law enforcement respondents did not like the provisions of AB 3121. Their concerns included: (a) parents with problem children were left with little help or support, (b) lack of formal

court sanctions if a status offender did not voluntarily accept individual or family counseling, and (c) loss of the secure detention option for law enforcement, especially for habitual runaways.

### Detention

Statewide data. Table 12 presents statewide admissions to juvenile halls for status offenses, for each year from 1974 to 1977. The few admissions in 1977 are almost surely 602 probationers who committed 601 offenses in violation of their probation. The law does not preclude the secure detention of these youths. This table shows that, despite decreasing 601 admissions during the two preceding years, the proscription of secure detention of status offenders in 1977 resulted in an abrupt and enormous change. During the year prior to AB 3121, 601 offenders still accounted for 25% of all admissions to juvenile halls.

TABLE 12

Statewide Admissions to Juvenile Hall for Status Offenses  
(601 Offenses) by Year from 1974-1977

	1974	1975	1976	1977 <sup>a</sup>
Number of Status Offense Admissions	45,864	41,437	33,344	607
% of Total Juvenile Hall Admissions	30.5	30.4	25.4	0.6

Note. Data supplied by the Bureau of Criminal Statistics.

<sup>a</sup>AB 3121 became effective January 1, 1977.

Table 13 presents the number of detention hearings for 601s for the last half of each year from 1975 to 1978. To understand these data it is important to know that (1) a detention hearing does not occur at admission but rather within 48 hours of, or on the next judicial day following,



admission, whichever is longer, and (2) a detention hearing is not held unless a petition has been filed. Therefore, the number of detention hearings in the 1975 and 1976 time-periods gives us some feeling for the extent of detention for 601s prior to AB 3121. Subjects of these hearings were likely detained in juvenile hall at least 48 hours and (based on admissions for all counties represented in Table 13) they represent an estimated 24% of 601 admissions in 1976. The severely reduced number of statewide detention hearings in the 1977 and 1978 time-periods, compared to the two previous years, is an indication of the alternative use of nonsecure detention since AB 3121. Fewer 601s are detained at all since the law was passed.

TABLE 13

Statewide Detention Hearings for Status Offenders (601s)  
by the Last Half of Each Year From 1975 to 1978

	July-Dec. 1975	July-Dec. 1976	July-Dec. 1977	July-Dec. 1978
Statewide <sup>a</sup>				
Detention hearings	3,906	2,597	608	356
% change from previous period		-33.5	-76.6	-41.4
Los Angeles				
Detention hearings	853	249	83	123
% change from previous period		-70.8	-66.7	+48.2
State, less Los Angeles <sup>a</sup>				
Detention hearings	3,053	2,348	525	233
% change from previous period		-23.1	-77.6	-55.6

Note. Data provided by the Judicial Council of California.

<sup>a</sup>Fresno, San Bernardino, San Luis Obispo, Santa Clara and Ventura counties are excluded due to missing data.

California law also provides for the temporary detention of dependent or neglected children (300s). Since the legal distinctions between status offenders and dependent children are not absolutely clear-cut, it is possible to classify some youths as either 601s or 300s. A reclassification of 601s as 300s for the purpose of temporary detention was considered a possible adaptation to AB 3121, particularly if secure detention facilities were available for dependent children.

Data from the Judicial Council of California include detention hearings for dependent children. We analyzed this information to see whether such hearings increased after AB 3121--one indication that reclassification might be occurring. Table 14 presents the findings on detention hearings for the last half of each year from 1975 to 1978. It shows (1) a modest increase

TABLE 14

Statewide<sup>a</sup> Detention Hearings for Dependent Children (300s)  
by Last Half of Each Year From 1975 to 1978

	July-Dec. 1975	July-Dec. 1976	July-Dec. 1977	July-Dec. 1978
Statewide <sup>a</sup>				
Detention hearings	5,270	4,890	5,888	6,786
% change from previous period		-7.2	+20.4	+15.3
Los Angeles				
Detention hearings	1,800	1,428	2,308	2,696
% change from previous period		-20.7	+61.6	+16.8
State, less Los Angeles <sup>a</sup>				
Detention hearings	3,470	3,462	3,580	4,090
% change from previous period		-0.2	+3.4	+14.2

Note. Data provided by the Judicial Council of California.

<sup>a</sup>Fresno, San Bernardino, San Luis Obispo, Santa Clara and Ventura counties are excluded due to missing data.

within the state as a whole, less Los Angeles, and (2) a large increase within Los Angeles. The same findings also emerge if yearly data are observed from 1976 to 1978. Since Los Angeles County is one of the few counties in which dependent children are securely detained, it is likely that this county is also reclassifying some 601s as 300s.

Interview data (northern counties). Staff from probation departments, nonjustice system community agencies, and welfare departments were asked about the 601 detention provisions of AB 3121. Their responses are summarized below.

1. The proscription of secure detention for 601s continues to be controversial. About half of the interviewees opposed secure detention. Generally, these persons felt that eliminating secure detention (a) forces parents and children to assume more responsibility for resolving their problems, and (b) encourages the development or expansion of more helpful services and treatment settings--usually family counseling outside the formal justice system. At least half of the interviewees felt that secure detention should be reinstated as an optional treatment tool for 601s. These persons generally contended that resistive, uncooperative 601s were being abandoned, yet could be helped if a disciplinary tool were available.

2. Most staff strongly supported the separation of 601s and 602s in detention facilities.

3. Welfare staff felt they were seeing more "601 types" in their facilities. They felt unable to handle 601s without the option of secure detention and they did not favor mixing 300s and 601s. Welfare departments in these five counties do not maintain secure detention facilities. Any initial attempts to track down runaway "601 types" have been abandoned.

Interview data (Los Angeles County). As in the northern counties, staff from the probation department, nonjustice system community agencies, and the welfare department were asked about the 601 nonsecure detention provisions of AB 3121. A summary of their responses follows:

1. Most staff strongly supported the AB 3121 provision proscribing secure detention for 601s.

2. Some respondents, however, identified the following types of 601s that "needed" secure detention: (a) chronic truants, and (b) mentally disturbed youths with psychiatric and emotional problems that had to be dealt with in a controlled setting.

#### Probation Response

Statewide data. Table 15 presents initial 601 referrals to probation for all counties except Los Angeles. Figure 4 presents these data graphically. Initial referrals are juveniles referred to probation while not actively on probation or parole. Table 15, therefore, does not include those 601 referrals who are already on probation or parole. Total 601 referral data are not available on a statewide basis.

Table 15 shows that (1) initial 601 referrals declined from 1974 to 1978 but most dramatically just after AB 3121, and (2) initial 601 referrals not dismissed at intake, placed on informal probation, and petitioned to court, all declined proportionately.

Regression analysis indicated that (1) an average quarterly drop of about 91 initial referrals between 1976 and 1977 across all cases could be attributed to the law alone (this constitutes a decrease of 2,912 initial referrals statewide), (2) the difference in rate of decline among 601 initial

TABLE 15

Selected Justice System Processing Statistics on Initial 601 Referrals to Probation for all California Counties (Except Los Angeles), by Year From 1974-78

	1974	1975	1976	1977 <sup>a</sup>	1978
Initial 601 referrals	41,260	33,515	33,178	16,600	12,382
% change from previous year		-18.8	-1.0	-50.0	-25.4
Initial 601 referrals not dismissed by probation at intake	19,299	14,955	13,889	5,626	3,727
% change from previous year		-22.5	-7.1	-59.5	-33.8
Initial 601 referrals placed on informal probation	4,565	3,077	2,278	889	617
% change from previous year		-32.6	-26.0	-61.0	-30.6
Initial 601 referrals petitioned to juvenile court	8,659	6,387	5,453	1,760	1,223
% change from previous year		-26.2	-14.6	-67.7	-30.5

Note. Data supplied by the Bureau of Criminal Statistics. 601 referrals include referrals for curfew for all time-periods. The "initial 601 referrals not dismissed by probation at intake" category represents a subportion of the "initial 601 referrals" category. The two categories of initial 601 referrals--"placed on informal probation" and "petitioned to juvenile court"--represent the two most frequent dispositions for those "initial 601 referrals not dismissed at probation intake."

<sup>a</sup>AB 3121 became effective January 1, 1977.

referrals across all cases was small--after the initial impact of the law was felt.<sup>3</sup> Cases were counties and groups of counties. (See Appendix E.)

Table 16 presents 601 referrals for Los Angeles County. It shows the same pattern of changes observed in all other counties combined, relative to initial 601 referral data. Figure 5 presents these 601 referrals graphically.

<sup>3</sup>See footnote 1, page 28, for the definition of a "case." In this analysis, there was a total of 32 "cases" as Los Angeles was excluded.

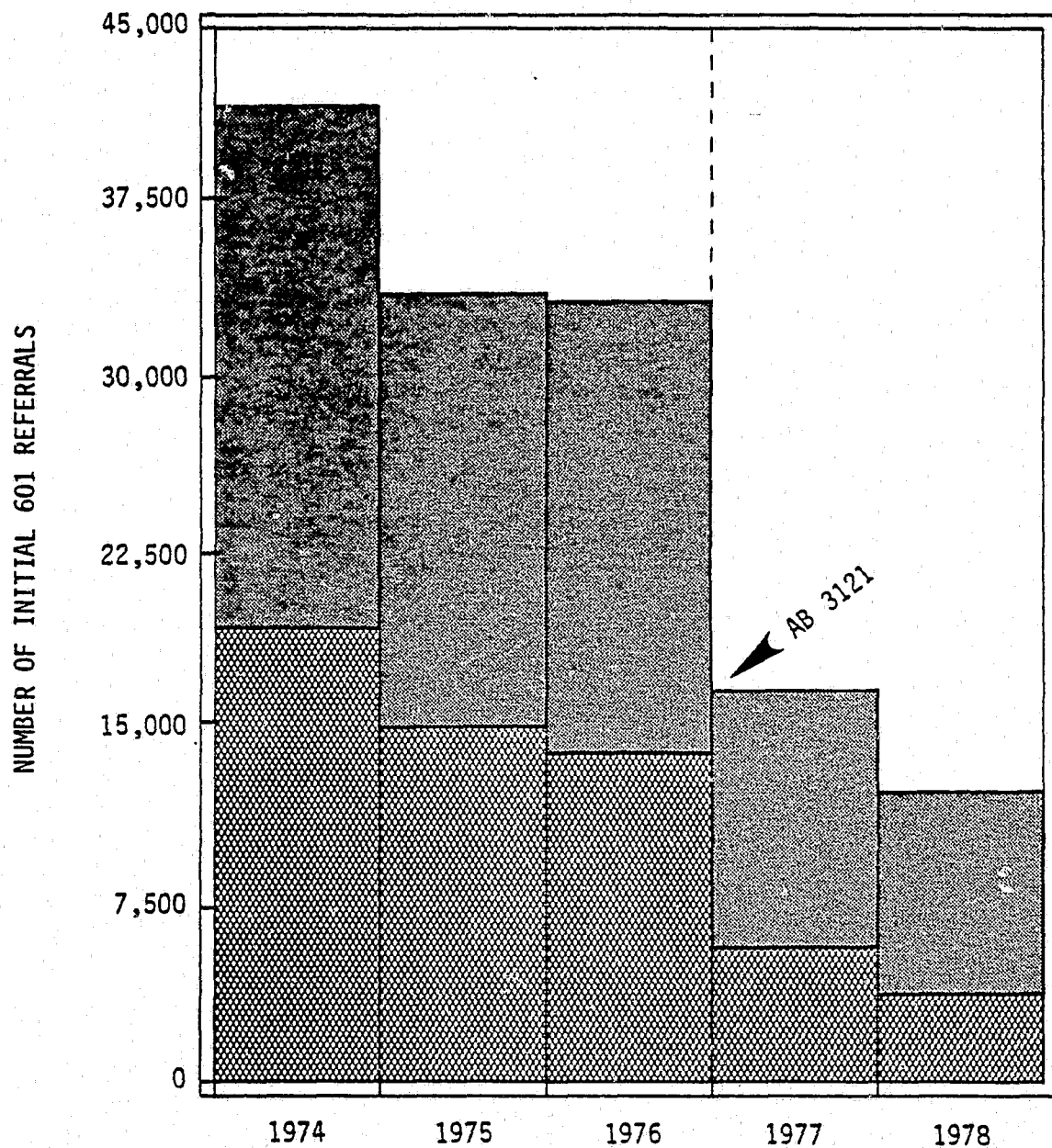


FIGURE 4. STATEWIDE INITIAL 601 REFERRALS TO PROBATION AND INITIAL REFERRALS NOT DISMISSED AT INTAKE (EXCEPT FOR LOS ANGELES), BY YEAR



Initial 601 Referrals not Dismissed at Intake

TABLE 16

Selected Justice System Processing Statistics on 601 Referrals to Probation for Los Angeles County, by Year From 1974-78

	1974	1975	1976	1977 <sup>a</sup>	1978
601 Referrals	10,114	8,569	7,965	1,755	1,052
% change from previous year		-15.3	-7.0	-78.0	-40.1
601 referrals not dismissed by probation at intake	5,978	4,658	4,081	1,036	702
% change from previous year		-22.1	-12.4	-74.6	-32.2
601 referrals placed on informal probation	1,672	1,267	998	266	128
% change from previous year		-24.2	-21.2	-73.3	-51.9
601 referrals petitioned to juvenile court	3,219	2,627	2,065	469	450
% change from previous year		-18.4	-21.4	-77.3	-4.1

Note. Data provided by Probation Automated Intake Data (PAID) system of the Los Angeles County Probation Department. 601 referrals include referrals for curfew, for all time-periods. The "601 referrals not dismissed by probation at intake" category represents a subportion of the "601 referrals" category. The two categories of 601 referrals--"placed on informal probation" and "petitioned to juvenile court"--represent the two most frequent dispositions for those "601 referrals not dismissed at probation intake."

<sup>a</sup>AB 3121 became effective January 1, 1977.

Northern cohort data. As explained in the methodology section, the sample of youths observed at probation was selected from those individuals in the law enforcement sample who were referred to probation. A slight complication, however, is that not all subjects referred to probation ended up in the probation sample. Some were not selected for study due to oversampling in the two law enforcement departments in Sacramento County; also, a very few could not be located at probation for one reason or another.

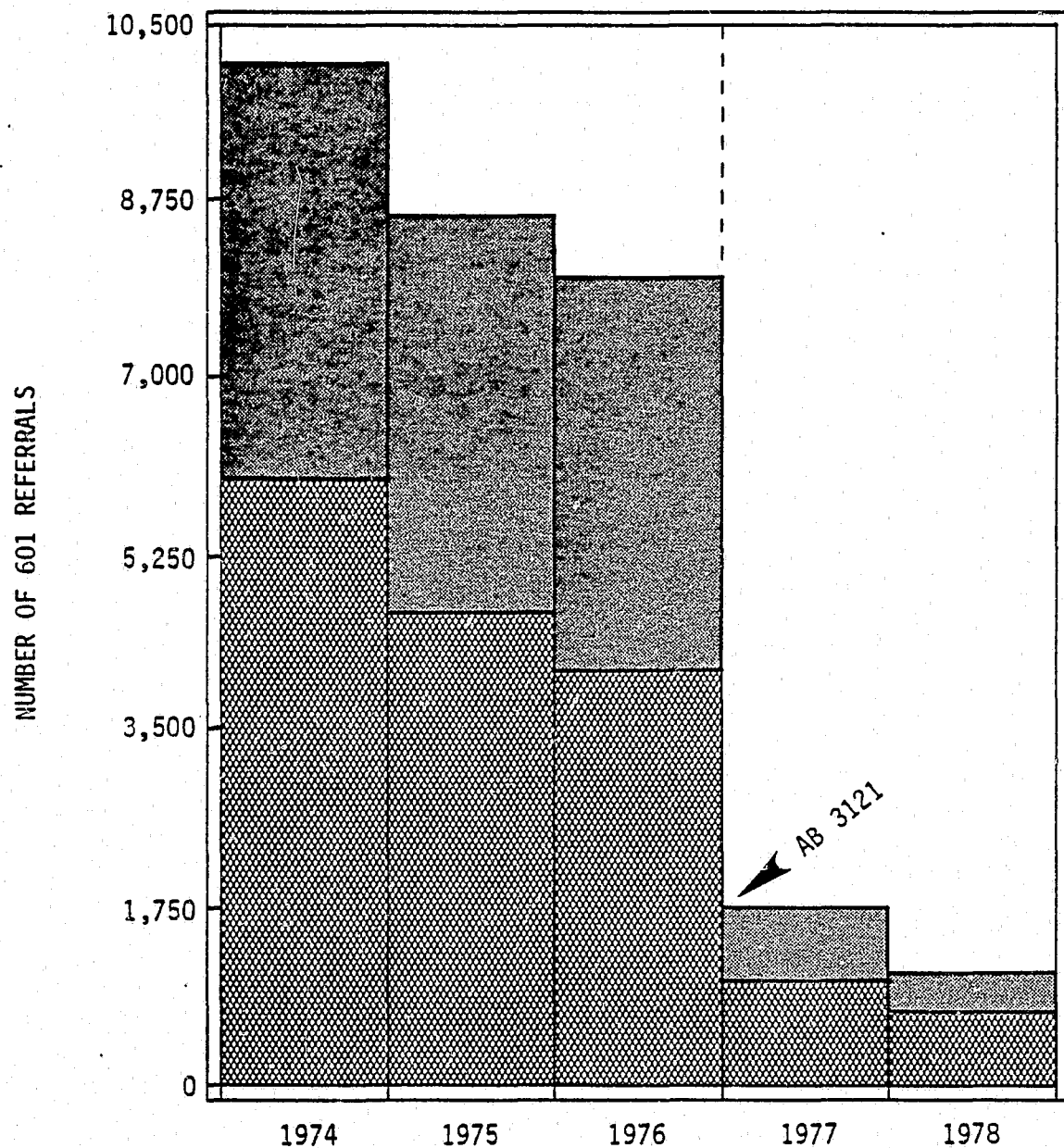


FIGURE 5. 601 REFERRALS TO PROBATION AND 601 REFERRALS NOT DISMISSED AT INTAKE FOR LOS ANGELES COUNTY, BY YEAR



601 Referrals not Dismissed at Intake

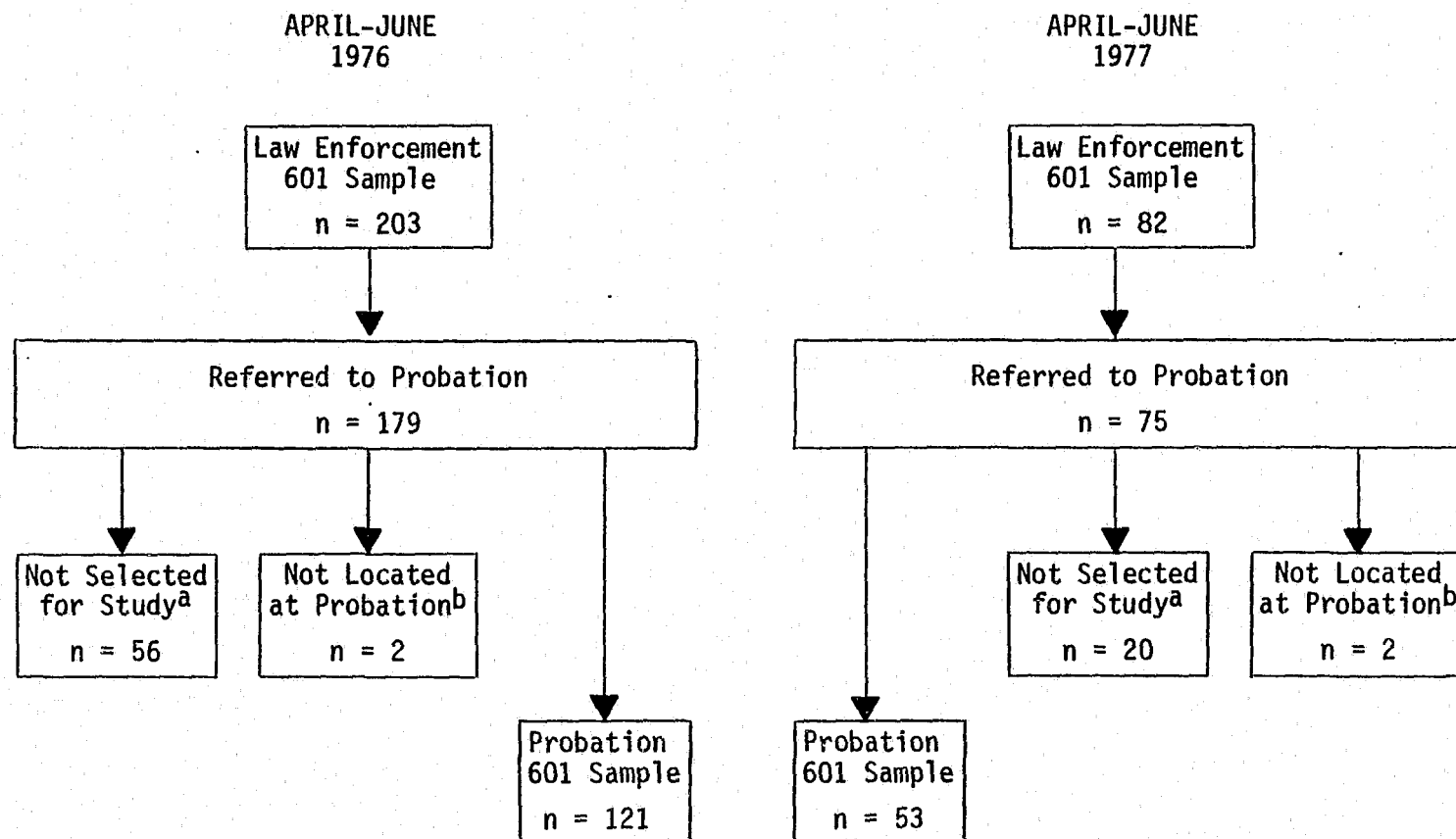


Figure 6 shows the northern county 601 law enforcement samples for each year and the flow of subjects from these samples to probation, and to the separate probation samples. Subjects in the 601 samples at both law enforcement and probation were juveniles whose most serious charge at arrest was for one of the following: runaway, beyond control, truancy, or "nonspecified" status offense. The 601 law enforcement samples have already been presented earlier in this chapter (203 in 1976 and 82 in 1977); the 601 probation samples consist of 121 subjects in 1976 and 53 subjects in 1977.

Appendix J presents various characteristics of the 601 probation sample in the five northern counties combined. Proportions of whites to nonwhites, of males to females, of younger to older youths, and of those with no prior probation referrals to those with prior 602 probation referrals were similar in both time-periods.

Table 17 shows the dispositions at probation intake. We have already found that referrals to probation from law enforcement dropped quite drastically overall. Now we see that for those referred in 1977, most dispositions at probation intake are proportionately similar to the dispositions in 1976. A significantly greater proportion are referred to probation diversion services (28% in 1977 vs. 12% in 1976), however, and a slightly smaller proportion are petitioned (23% vs. 31%).

Southern cohort data. Figure 7 shows the southern county 601 law enforcement samples for each time-period and the flow of subjects from these samples to probation. The 601 law enforcement samples were 225 in 1976 and 132 in 1977, while the 601 probation samples contained 88 youths in 1976 and only 10 in 1977.



<sup>a</sup>Due to oversampling at law enforcement, in Sacramento County.

<sup>b</sup>Sealed, referred to traffic court, or not located for unknown reasons.

FIGURE 6. Flow of Subjects From the 601 Law Enforcement Sample to the Northern 601 Probation Sample, for Second Quarters of 1976 and 1977.

TABLE 17

Probation Intake Dispositions for Status Offenses in  
Northern California Sample Probation Departments  
During April-June, 1976 and 1977

Intake Dispositions	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Dismissed <sup>a</sup>	42	34.6	17	32.1
In-house program (probation diversion)	15	12.4	15	28.3*
Informal probation	2	1.7	0	0.0
Petition filed	37	30.6	12	22.6
Other <sup>b</sup>	25	20.7	9	17.0
Total	121	100.0	53	100.0

<sup>a</sup>Dismissed category includes youths either dismissed or referred to outside agencies.

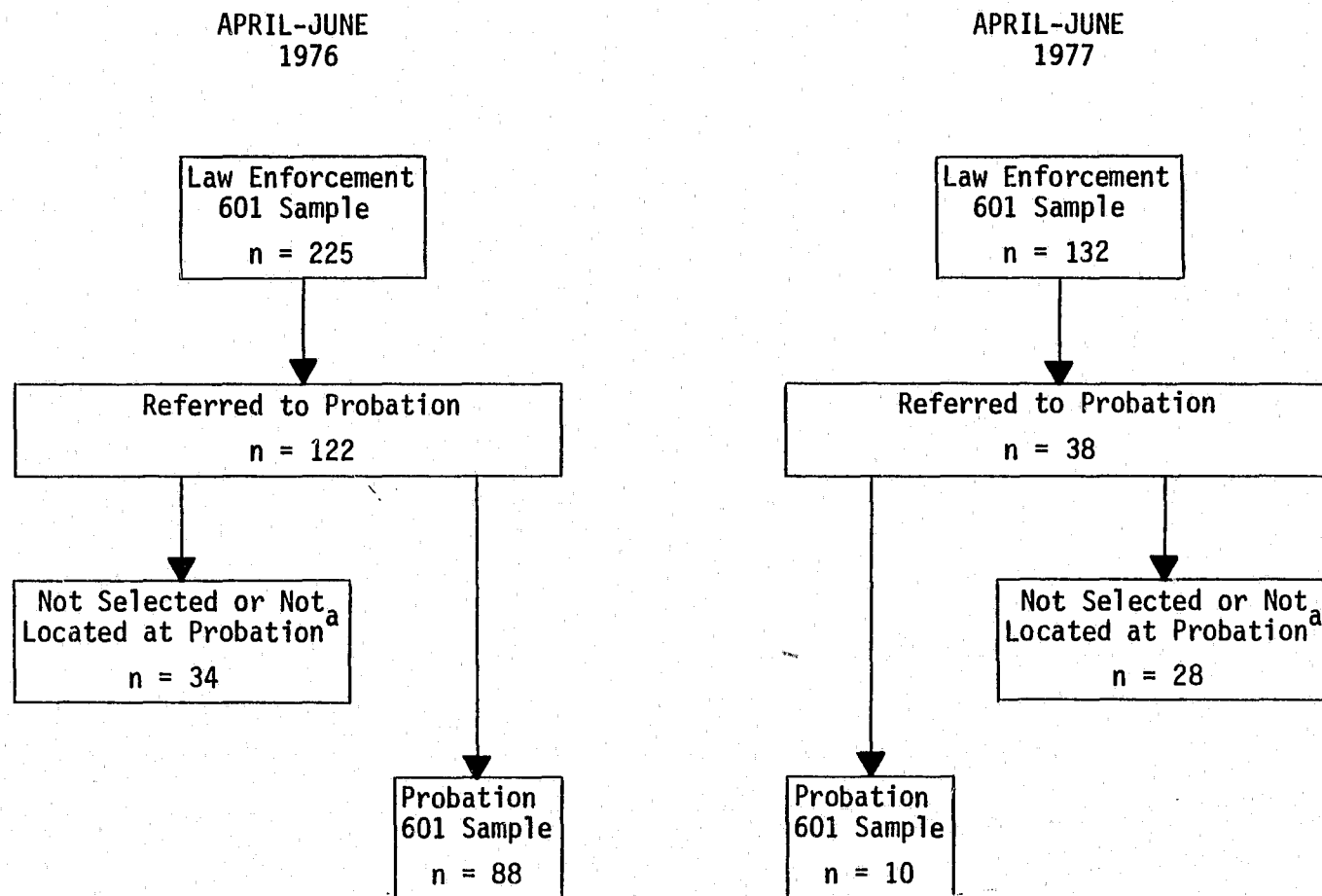
<sup>b</sup>Other category includes youths held in abeyance, referred to welfare, transferred to other jurisdiction, or other disposition.

\*p<.05, two-tailed z-test.

Appendix K presents the characteristics of the 601 probation sample in the three southern counties combined. The distributions of the two groups displayed no statistically significant differences for the two periods.

Table 18 shows the southern county subjects' dispositions at probation intake. As was the case with the northern subjects, the 1977 southern subjects received dispositions at probation intake in fairly similar proportions to those received by the 1976 subjects.

601 substudy. We also obtained information on separate samples of status offenders at the Placer and Sacramento County probation departments. Pertinent



<sup>a</sup>Sealed, referred to traffic court, or not located for unknown reasons.

FIGURE 7. Flow of Subjects From the 601 Law Enforcement Sample to the Southern 601 Probation Sample, for Second Quarters of 1976 and 1977

TABLE 18

Probation Intake Dispositions for Status Offenses in  
Southern California Sample Probation Departments  
During April-June, 1976 and 1977

Intake Dispositions	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Dismissed <sup>a</sup>	38	43.2	3	30.0
In-house program (probation diversion)	3	3.4	0	0.0
Informal probation	6	6.8	1	10.0
Petition filed	27	30.7	5	50.0
Other <sup>b</sup>	14	15.9	1	10.0
Total	88	100.0	10	100.0

<sup>a</sup>Dismissed category includes youths either dismissed or referred to outside agencies.

<sup>b</sup>Other category includes youths held in abeyance, referred to welfare, transferred to other jurisdiction, or other disposition.

aggregated countywide data were also collected for each county. The findings are summarized below.

Placer Countywide data. Average yearly rates per hundred 12-17 year-old youth were used for purposes of comparison, mainly because (a) the population of 12-17 year-old youth in Placer County (the population from which 96% of all juvenile arrests come) has slightly increased each year since 1974, and (b) normal fluctuations in justice system data among time-periods are exaggerated in statistical analyses if the numbers are small (as is usually the case with data from only one county). Table 19 presents selected justice system statistics for status offenders in Placer County.

TABLE 19

Countywide Justice System Statistics for Status Offenders  
in Placer County, 1974-1976 to 1977-1978

	% Change Pre-AB 3121 to Post-AB 3121 Period
601 arrest rates <sup>a</sup>	-34
601 referrals to probation from law enforcement <sup>a</sup>	-32
Initial 601 referrals to probation from all sources <sup>a</sup>	+5
Initial 601 referrals to probation handled beyond probation intake <sup>a</sup>	-30
601 petitions handled by juvenile courts <sup>a</sup>	-48
601 detention hearings <sup>b</sup>	-80
Detention hearings for dependent children <sup>b</sup>	-27
Dependency petitions <sup>b</sup>	-2

Note. Placer County continues to report status offenders referred to their Diversion Program ("Initial 601 referrals to probation from all sources" category).

<sup>a</sup>Based on average yearly rates for the pre-AB 3121 period of 1974-76 compared to the post-AB 3121 period of 1977-78. Data provided by Bureau of Criminal Statistics.

<sup>b</sup>Based on average quarterly rates for the pre-AB 3121 period of July, 1975-76 compared to the post-AB 3121 period of July, 1977-78. Data provided by the Judicial Council of California.

As can be seen in Table 19, law enforcement was not officially referring as many 601s to probation after implementation of AB 3121 as before the Bill. Probation was handling about the same proportion of 601 youths after the Bill as compared to before (although dealing with them more through diversion programs than through official court processing).

Placer County subsample data. Findings based on the overall sample (77 subjects in 1976 and 116 subjects in 1977) were virtually identical to those based on the 601 subsample of Placer County residents (37 subjects in 1976 and 102 subjects in 1977). Therefore we will present data from the 601 subsample only, since followup data were collected for the subsample and were not available for out-of-county residents in the overall sample.

First, however, the following points should be noted regarding the overall sample: (1) fewer out-of-county residents were referred to Placer County Probation for 601 offenses in 1977 (51.9% of the 1976 sample were from other counties compared to 12.1% in 1977--a large and statistically significant difference), and (2) the vast majority of status offenders did not run away during the handling of their referral either before or after AB 3121. Table 20 presents the runaway behavior of the overall sample by time-period. It is not surprising that there was only one runaway in 1976,

TABLE 20

Runaways During Handling of Referral for the  
Total Sample of Status Offenders in Placer  
County During April-June, 1976 and 1977

	April-June, 1976		April-June, 1977	
	No.	%	No.	%
No runaways	74	98.7	112	97.4
Runaway--returned	1	1.3	1	0.9
Runaway--did not return	0	0.0	2	1.7
Total	75 <sup>a</sup>	100.0	115 <sup>b</sup>	100.0

<sup>a</sup>Two subjects were missing data.

<sup>b</sup>One subject was missing data.

since most of the subjects were detained in secure detention at juvenile hall at referral. However, a 3% runaway rate (3 subjects) in the 1977 group was found despite the fact that 42 subjects (36.2% of the sample) were detained in a nonsecure shelter care facility over 12 hours. This finding in Placer is contrary to the expectations of some that the runaway rate would increase after AB 3121 due to the use of nonsecure facilities.

We turn now to the subsample. Appendix L shows that the subjects in each time-period had similar characteristics. Although the 1977 subgroup exhibited somewhat greater proportions of females, of younger youths, and of youths with less serious prior records, these differences did not prove to be statistically significant.

Table 21 shows justice system handling of the 601 subsample by time-period detention status and disposition by probation at intake. In 1976, 19% of the 601 subsample were not delivered in custody to a secure facility (usually juvenile hall), while in 1977 two-thirds of the 601 subsample were not delivered to probation in custody and the remaining third were delivered to a nonsecure facility. The dispositions at probation intake also showed a considerable change in 1977. A greater proportion of 601s were dismissed, a smaller (although not statistically significant) proportion were referred for additional diversion services (this decrease in proportion was statistically significant). A word should be mentioned here about how we defined the intake disposition categories. "Dismissed" meant closed at intake even if the dismissal were made by a diversion program staff member; "diversion program" meant the youth was scheduled for additional diversion services, which may or may not have included nonsecure residential services.



TABLE 21

Detention Status and Probation Disposition at Intake, for the  
Status Offender Subsample of Placer County Residents  
During April-June, 1976 and 1977

	April-June, 1976		April-June, 1977	
	No.	%	No.	%
<u>Detention Status</u>				
Not delivered in custody	7	18.9	68	66.7**
Delivered to a secure facility	30	81.1	0	0.0**
Remained less than 12 hours	(6)	(16.2)	(0)	(0.0)
Remained 12 hrs. or longer	(24)	(64.9)	(0)	(0.0)
Delivered to nonsecure facility	0	0.0	34	33.3**
Remained less than 12 hours	(0)	(0.0)	(6)	(5.9)
Remained 12 hrs. or longer	(0)	(0.0)	(28)	(27.4)
Total	37	100.0	102	100.0
<u>Probation Disposition at Intake</u>				
Dismissed	12	32.4	65	63.7**
Petition filed/referred to court	4	10.8	4	3.9
Diversion program	20	54.1	32	31.4*
Referred to welfare	1	2.7	1	1.0
Total	37	100.0	102	100.0

\*p<.05, two-tailed z-test.

\*\*p<.01, two-tailed z-test.

Sacramento Countywide data. Average yearly rates per hundred 12-17 year-old youth were used for purposes of comparison. In Sacramento County, the 12-17 year-old age group slightly but steadily decreased from 1974 to 1978. Table 22 presents selected justice system statistics for status offenders in Sacramento County.

TABLE 22

Countywide Justice System Statistics for Status Offenders  
in Sacramento County, 1974-76 to 1977-78

	% Change Pre-AB 3121 to Post-AB 3121 Period
601 arrest rates <sup>a</sup>	-47
601 referrals to probation from law enforcement <sup>a</sup>	-41
Initial 601 referrals to probation from all sources <sup>a</sup>	-72
Initial 601 referrals to probation handled beyond intake <sup>a</sup>	-55
601 petitions handled by juvenile court <sup>a</sup>	-22
601 detention hearings <sup>b</sup>	-75
Detention hearings for dependent children <sup>b</sup>	+1
Dependency petitions <sup>b</sup>	-6

Note. Sacramento County no longer reports status offenders referred to their 601 diversion program ("Initial 601 referrals to probation from all sources" category).

<sup>a</sup>Based on average yearly rates for the pre-AB 3121 period of 1974-76 compared to the post-AB 3121 period of 1977-78. Data provided by the Bureau of Criminal Statistics.

<sup>b</sup>Based on average quarterly rates for the pre-AB 3121 period of July, 1975-76 compared to the post-AB 3121 period of July, 1977-78. Data provided by the Judicial Council of California.

From Table 22 it can be seen that there has been a dramatic decrease in officially reported 601 referrals to probation from all sources after implementation of AB 3121. This resulted in a decrease in the proportions of 601 youths handled by probation beyond intake and in the 601 petitions handled by juvenile court for the period after implementation of AB 3121.

Sacramento County subsample data. As in Placer County, findings based on the total sample and on the subsample of county residents were essentially the same. For reasons mentioned earlier, we will primarily present findings based on the subsample.

First, however, two points should be made about the total sample. First, the probation department provided services to a smaller proportion of out-of-county status offenders in 1977. This decrease--from 25% in 1976 to 13% in 1977--was statistically significant. Secondly, only a small proportion of 601s ran away during the handling of their referral in 1977, despite the elimination of secure detention. This finding for Sacramento County is similar to that for the Placer County subsample and is contrary to the expectations that runaways would increase after AB 3121 as a result of the use of nonsecure facilities. Table 23 presents the data on runaway behavior by time-period. (Only 16 subjects in the 1977 sample were nonsecurely detained for 12 or more hours.)

TABLE 23

Runaways During Handling of Referral for the Total  
Sample of Status Offenders in Sacramento County  
During April-June, 1976 and 1977

	April-June, 1976		April-June, 1977	
	No.	%	No.	%
No runaways	83	100.0	103	94.5
Runaway--returned	0	0.0	4	3.7
Runaway--did not return	0	0.0	2	1.8
Total	83 <sup>a</sup>	100.0	109 <sup>b</sup>	100.0

<sup>a</sup>Twenty-two subjects were missing data.

<sup>b</sup>One subject was missing data.

We turn now to the subsample. Appendix M shows that the subjects in each time-period were similar. However, in 1977 there were somewhat greater proportions of females, of whites, and of subjects with less serious prior records. The only statistically significant difference, however, was that referrals in 1977 were less likely to be on probation at the time of referral. This strongly indicates that subjects in 1977 had less serious prior records.<sup>4</sup>

Table 24 shows justice system handling of the 601 subsample by time-period according to detention status and disposition by probation at intake. Note the statistically significant shift in delivery of 601s from secure to nonsecure facilities in 1977 compared to 1976. Also note the important change in dispositions at probation intake in 1977. A somewhat larger proportion was dismissed. A larger proportion were scheduled for additional services by the diversion program and a smaller proportion were referred to juvenile court. The latter two differences were statistically significant.

Interview data (northern counties). Staff from probation departments, nonjustice system community agencies, and welfare departments were asked about the effects of AB 3121 on probation intake. A summary of their responses follows.

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<sup>4</sup>Pursuing the probation status a bit further we should note the large number of subjects with missing data in 1976 (11 out of 70). In Sacramento County the probation department destroys index cards and files when a subject reaches 18 unless he is a ward of the court or on probation. Because we collected data for both time-periods simultaneously there were more subjects in the 1976 sample who had reached 18. Therefore, it would be fair to assume that subjects for whom data were not available in 1976 were also not on probation. If we add these 11 subjects to the 36 who were not on probation or dependents, we have a total of 47 or 67.1%. Similarly if we assume that the 1 subject with missing data in 1977 was also not on probation, we have a total of 78 or 86.7% who were not on probation. Using a z test to determine statistical significance, there was still a difference at the .01 level in probation status at time of referral.

TABLE 24

Detention Status and Probation Disposition at Intake, for the  
Status Offender Subsample of Sacramento County Residents  
During April-June, 1976 and 1977<sup>a</sup>

	April-June, 1976		April-June, 1977	
	No.	%	No.	%
<u>Detention Status</u>				
Not delivered in custody	1	1.9	7	7.8
Delivered to a secure facility	52	98.1	6	6.6**
Remained less than 12 hours	(15)	(28.3)	(0)	(0.0)
Remained 12 hrs. or longer	(37)	(69.8)	(6)	(6.6)
Delivered to nonsecure facility	0	0.0	77	85.6**
Remained less than 12 hours	(0)	(0.0)	(70)	(77.8)
Remained 12 hrs. or longer	(0)	(0.0)	(7)	(7.8)
Total	53 <sup>b</sup>	100.0	90	100.0
<u>Probation Disposition at Intake</u>				
Dismissed	19	27.1	31	34.4
Diversion program	27	38.7	50	55.6*
Informal probation	1	1.4	0	0.0
Petitions filed/referred to court	19	27.1	7	7.8**
Referred to welfare	4	5.7	2	2.2
Total	70	100.0	90	100.0

<sup>a</sup>See footnote a on Appendix Table M.

<sup>b</sup>Total in 1976 less than 70 due to missing data.

\*p<.05, two-tailed z-test.

\*\*p<.01, two-tailed z-test.

1. Probation departments have changed both their intake procedures and services for 601s. In fact, with the assistance of federal funds some departments had established their new programs well before AB 3121. The typical program includes a separate intake unit, an informal non-authoritarian setting, shortterm family counseling services, and temporary bedspace at foster homes or shelter care facilities. Services are based on the assumption that family problems cause most 601 behavior and that supportive, non-coercive family counseling can help resolve these problems. Of the five counties, one recently discontinued its 601 program due to Proposition 13.

2. Probation departments are generally receiving fewer 601 referrals from law enforcement and more from families and other sources.

3. Probation departments are less and less likely to file 601 petitions. Rare exceptions are made, usually for cooperative youths who need out-of-home placement.

4. Some problems have developed between probation and welfare departments around the issue of defining 300s (dependent or neglected children) and 601s (status offenders). Welfare departments contend that they are now receiving children who would formerly have been classified as 601s--usually teenagers who are out-of-control and not amenable to their services. Interviewees agreed that welfare--given its current financing, structure, and/or authority--cannot serve youths who present serious behavioral problems.

5. No one has a solution for dealing with 601s who present chronic, serious behavioral problems and who will not consent to family counseling or foster care. Those who essentially support AB 3121 contend that the justice system would lose more than it would gain by reinstating secure detention and court authority in order to handle this small group of youths.

They indicate that some youths always "slip through the cracks," and that the previous system was also ineffective with many youths. Critics of the 601 provisions of AB 3121 are not opposed to the newer programs. They feel that some institution should have the authority to cope with youths who seem beyond the control of their parents and others.

6. Welfare and Mental Health are increasingly mentioned as resources for 601s. Some probation programs are being cut back or eliminated due to budget problems. Community programs for 601s are available in four of the five counties with funding from various grants and contracts on a year-by-year basis.

Interview data (Los Angeles County). Probation department, non-justice system community agency, and welfare department staff were questioned about the effects of AB 3121 on probation intake. This information is summarized below.

1. Police are referring fewer 601s to probation after AB 3121.

2. Probation is now filing 601 petitions only when the families cannot be reconciled. Either the family does not want the youth returned to the home or the youth refuses to go back home. These youths must be made a ward of the court in order to officially place them outside of the home.

3. Welfare staff interviewed feel they are now handling many youths as 300s that were handled as 601s before AB 3121. They also feel that most 601s should be handled by welfare.

#### Community Programs

Northern cohort data. Our sample data show that 601s were rarely referred to community programs as a dispositional alternative, either by

law enforcement or by probation, regardless of time-period. Two out of 203 youths (1.0%) were referred to a community program by law enforcement in 1976; none out of a possible 82 were referred in 1977. Two out of 121 (1.6%) were referred by probation in 1976; 4 out of 53 (7.5%) were referred in 1977. We did not measure the extent to which community services were used in conjunction with other dispositions, such as informal probation; nor did we measure the use of community services by probation for subjects not referred by law enforcement.

601 substudy data. For Sacramento County we recorded the various services provided to status offenders. Our sample included 601s referred both to the regular probation department and to the probation diversion program by all referral sources. One service provided to 8% of the 1976 sample and 7% of the 1977 sample was a referral to some community agency, either in conjunction with probation services or as an alternative disposition.

Interview data (northern counties). Staff representing non-justice system community agencies serving 601s were interviewed in four of five northern counties. The most common service provided by these agencies is shortterm family counseling. In each case there is either a contractual or informal working relationship between the agency and probation. These agencies are generally very supportive of the 601 provisions of AB 3121. The four agencies are providing necessary community services to numerous clients in response to the 601 provisions of the Bill.

Interview data (Los Angeles County). A wide range of community agency services are available in the county. These services range from family counseling to specialized drug treatment programs. Community agencies are



generally very supportive of the 601 provisions of AB 3121. They feel, however, that their funding support from state and city sources has been eroded considerably due to the passage of Proposition 13. This has, in turn, adversely affected their 601 programming.

### Juvenile Court Response

Statewide data. Table 25 presents statewide data on total 601 petitions from 1974 to 1978. It indicates that (1) 601 petitions decreased each year since 1974 and (2) 601 petitions decreased most sharply (about 54%) during the year that AB 3121 became effective. When Los Angeles County is excluded, a similar pattern is observed. Total statewide 601 petitions are shown graphically in Figure 8.

TABLE 25

Statewide Total 601 Petitions by Year From 1974 to 1978

	1974	1975	1976	1977 <sup>a</sup>	1978
Statewide					
Total 601 petitions	22,428	18,592	15,629	7,223	4,590
% change from previous year		-17.1	-15.9	-53.8	-36.5
Los Angeles					
Total 601 petitions	3,219	2,627	2,065	469	450
% change from previous year		-18.4	-21.4	-77.3	-4.1
State, less Los Angeles					
Total 601 petitions	19,209	15,965	13,564	6,754	4,140
% change from previous year		-16.9	-15.0	-50.2	-38.7

Note. Data was provided for Los Angeles County by the Probation Automated Intake Data (PAID) system of the L.A. County Probation Department, and for all other counties by the Bureau of Criminal Statistics (BCS). PAID counts all petitions filed by probation; BCS counts all petitions handled by juvenile court. Total 601 petitions include curfew violations.

<sup>a</sup>AB 3121 became effective January 1, 1977.

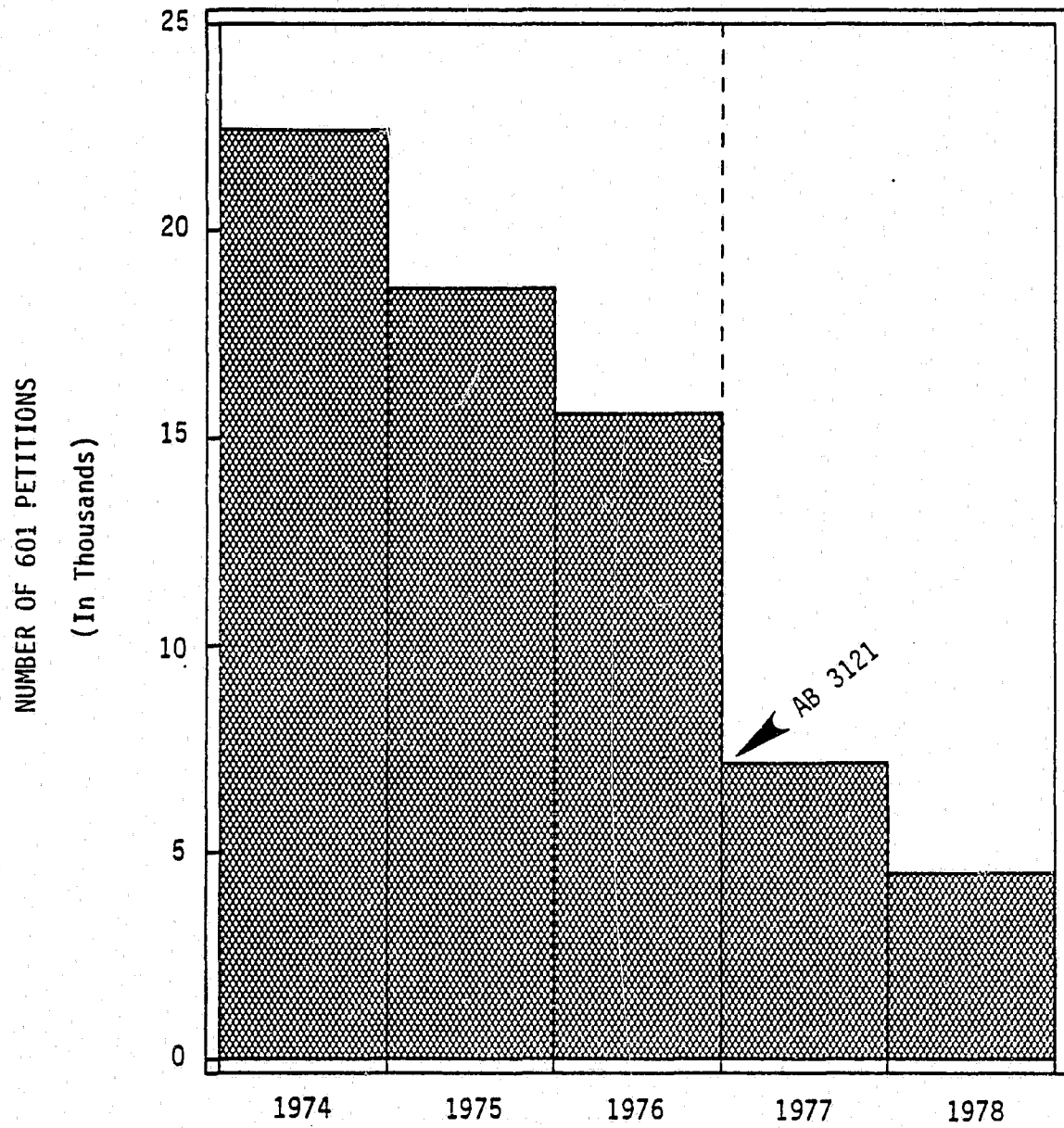



FIGURE 8. STATEWIDE TOTAL 601 PETITIONS, BY YEAR

 601 Petitions

Regression analysis indicated that (1) an average quarterly drop between 1976 and 1977 of about 41 petitions across all cases (a total decrease in petitions of 1,353 statewide) could be attributed to the law alone (controlling for time and quarterly fluctuations), and (2) the rate of decline in 601 petitions across all cases continued to be about the same after the initial impact of the law was felt.<sup>5</sup>

Finally, we computed rates of petitions per 100 youths aged 12-17 during the three years which preceded and the two years which followed AB 3121. These analyses provide a picture of how many youths are sent to juvenile court for status offenses compared to the total youth populations within the counties and state as a whole. In 56 of the 58 counties the rates of 601 petitions dropped; the statewide average drop was from a yearly rate of 0.80 petitions to a rate of 0.25. Stated differently, an average of about 8 youths per 1,000 in the eligible age group statewide were referred to juvenile court each year prior to AB 3121; after the Bill the average was about 2½ per 1,000. A table which presents these rates is included in Appendix N.

Northern cohort data. Table 26 shows the final dispositions of subjects referred to probation for status offenses. We have already observed that the proportion of 601 subjects referred by law enforcement decreased in 1977. We can see here that the final dispositions of those referred during 1976 and 1977 are similar. A somewhat smaller proportion were dismissed and a significantly larger proportion were referred to diversion programming. Approximately the same proportion, however, were placed on probation.

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<sup>5</sup>See footnote 1, page 28, for the definition of a "case" for this analysis.

**CONTINUED**

**1 OF 3**

Of those placed on probation--29 in 1976 and 11 in 1977--we further observed the most serious final charge sustained by the juvenile court. Nine out of 29 (31%) in 1976 and five out of 11 (45%) in 1977 were found guilty of a 602 offense. This shows that youth who are petitioned to court following referral for status offenses have committed--either before or after referral--a 602 offense as well. This may partially explain why this group of 601s were handled formally by the court rather than by alternative probation dispositions such as dismissal, diversion, or informal probation.

TABLE 26

Final Dispositions of Subjects Referred to Probation for  
Status Offenses in All Sample Northern Counties  
During April-June, 1976 and 1977

Final Disposition	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Dismissed <sup>a</sup>	58	47.9	19	35.8
In-house program probation diversion	11	9.1	14	26.4**
Probation	29	24.0	11	20.8
Informal	(3)	(2.5)	(0)	(0.0)
Ward--home	(12)	(9.9)	(2)	(3.8)
Ward--outside home	(14)	(11.6)	(9)	(17.0)
Other <sup>b</sup>	23	19.0	9	17.0
Total	121	100.0	53	100.0

<sup>a</sup>Includes: referred to community agency and dismissed.

<sup>b</sup>Includes: transferred to other jurisdiction, referred to welfare, and other.

\*p<.01, two-tailed z-test.

Southern cohort data. Table 27 presents the final dispositions of youths referred to probation for status offenses in three southern counties. As was found with the 601 subjects in the northern cohort study, the proportion of 601 subjects in southern counties referred to probation by law enforcement decreased significantly in 1977. A somewhat smaller proportion of these referrals were dismissed while a larger proportion received probation. Although the numbers are quite small, the proportion of status offenders receiving a final disposition of "wardship, placement outside of home" was significantly greater in 1977 compared to 1976.

TABLE 27

Final Dispositions of Subjects Referred to Probation for Status Offenses in Three Southern California Sample Probation Departments During April-June, 1976 and 1977

Final Disposition	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Dismissed <sup>a</sup>	45	51.1	4	40.0
In-house program probation diversion	4	4.6	0	0.0
Probation	26	29.5	5	50.0
Informal	(6)	(6.8)	(1)	(10.0)
Ward--home	(8)	(9.1)	(0)	(0.0)
Ward--outside home	(12)	(13.6)	(4)	(40.0)*
Other <sup>b</sup>	13	14.8	1	10.0
Total	88	100.0	10	100.0

<sup>a</sup>Includes: referred to community agency and dismissed.

<sup>b</sup>Includes: transferred to other jurisdiction, referred to welfare, and other.

\*p<.05, two-tailed z-test.

601 substudy data. Tables 28 and 29 present the final dispositions for the status offender subsamples from Sacramento and Placer counties. We observed earlier that the proportions of status offenders referred to probation by law enforcement decreased between 1976 and 1977 in both counties. Although these referrals decreased, our sample data indicate that both probation departments experienced an increase in 601 referrals. This was due to the increase of referrals from parents and sources other than law enforcement.

Table 28 shows that in the Sacramento subsample, over one-half of the 601 referrals in 1977 received a final disposition of referral for diversion programming. A smaller proportion of 601s received wardship in 1977 and about the same proportion were dismissed at intake during both years.

TABLE 28

Final Dispositions for the Status Offender Subsample of  
Sacramento County Residents  
During April-June, 1976 and 1977<sup>a</sup>

Final Disposition	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Dismissed	21	30.4	34	37.8
Diversion program	27	39.1	49	54.5
Informal probation	4	5.8	1	1.1
Referred to welfare/dependent child	4	5.8	3	3.3
Wardship	13	18.9	3	3.3
Home placement	(9)	(13.1)	(0)	(0.0)
Out-of-home placement	(4)	(5.8)	(3)	(3.3)
Total	69 <sup>b</sup>	100.0	90	100.0

<sup>a</sup>See footnote a on Appendix Table M.

<sup>b</sup>Total is less than 70 due to missing data on one youth.

In Table 29 we see that Placer County experienced smaller proportions of 601s referred to diversion programming. Almost two-thirds of the subsample 601 referrals, however, were dismissed at intake.

TABLE 29  
Final Dispositions for the Status Offender Subsample of  
Placer County Residents  
During April-June, 1976 and 1977

Final Disposition	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Dismissed	14	37.8	66	64.7**
Diversion program	20	54.1	31	30.4*
Referred to welfare/dependent child	1	2.7	4	3.9
Wardship or court probation	2	5.4	0	0.0
Transferred to other jurisdiction	0	0.0	1	1.0
Total	37	100.0	102	100.0

\* $p < .05$ , two-tailed z-test.

\*\* $p < .01$ , two-tailed z-test.

It should be noted that, in 1977, diversion programs in both Sacramento and Placer counties tended to be more extensive and more distinctly separate from regular probation operations.

#### Followup Data

Northern cohort data. Since we compared subjects arrested and referred to probation from two different time-periods, our comparisons are not based on experimental conditions and must therefore be considered tentative. However, we measured a number of characteristics that might be associated with



subsequent criminal activity and found that, in terms of characteristics, the youths were very similar (see Appendices H and J).

Tables 30 and 31 present followup data for status offenders from the cohort study. Table 30 shows the most serious subsequent arrest during a one-year followup period. Subsequent arrest data were collected for a one-year period on all northern cohort youths in the law enforcement department from which the youth was originally selected for the study. The collection of arrest data in other jurisdictions was not attempted. No important or statistically significant differences were observed. Fifty (34%) of the 1976 sample were arrested for 602 offenses during followup; 19 (30%) of the 1977 sample were arrested for 602 offenses during followup.

TABLE 30

Most Serious Subsequent Arrest During a One-Year Followup Period  
for Subjects Arrested for Status Offenses in Sample Law  
Enforcement Departments During April-June, 1976 and 1977

Most Serious Subsequent Arrest	April-June, 1976		April-June, 1977	
	No.	%	No.	%
No subsequent arrest	78	53.1	34	53.9
601 arrest	19	12.9	10	15.9
602 arrest	50	34.0	19	30.2
Total	147 <sup>a</sup>	100.0	63 <sup>a</sup>	100.0

<sup>a</sup>Fifty-six subjects (27.6% of 601 cases) in 1976 and 19 subjects (23.2%) in 1977 were missing subsequent arrest data. Most of these subjects were nonresidents of the arresting jurisdiction. Subsequent arrest data were only collected for subjects residing in the arresting jurisdiction.

Table 31 shows the most serious subsequent probation referral during a one-year followup period. No important or statistically significant

differences were observed. Thirty-two (36%) of the 1976 sample and 14 (38%) of the 1977 sample were referred for 602 offenses during followup.

TABLE 31

Most Serious Subsequent Probation Referral During a One-Year Followup Period for all Subjects Referred for Status Offenses in all Northern Counties During April-June, 1976 and 1977

Most Serious Subsequent Referral	April-June, 1976		April-June, 1977	
	No.	%	No.	%
No referrals	36	40.0	15	40.6
601 referral only	22	24.4	8	21.6
602 referral	32	35.6	14	37.8
Total	90 <sup>a</sup>	100.0	37 <sup>a</sup>	100.0

<sup>a</sup>In 1976, 31 subjects (25.6%) were missing subsequent referral data; in 1977, 16 (30.2%) were missing these data. Most of these subjects were nonresidents of the referral jurisdiction. Subsequent referral data were only collected for subjects residing in the referral jurisdiction.

601 substudy data. As in the cohort study, there are a number of reasons why we might question the comparability of the status offenders in 1976 and 1977. We measured some characteristics that might be associated with subsequent criminal activity, however, and found that: (1) the groups in Placer County were quite similar (Appendix L), and (2) the groups in Sacramento County were similar except that the 1977 group had a less serious prior probation record (Appendix M).

Table 32 presents subsequent referrals to probation for the Placer County subsample. About the same proportion of youths was referred for 602 offenses, and for two or more such offenses, during followup in each time-period. However, a slightly lower proportion was referred for high severity 602 offenses in 1977.

TABLE 32

Subsequent Referrals to Probation During a One-Year Followup  
Period for the Status Offender Subsample of Placer County  
Residents, During April-June, 1976 and 1977

	April-June, 1976		April-June, 1977	
	No.	%	No.	%
<b>Most Serious Subsequent Referral</b>				
None	13	39.4	51	50.5
601	12	36.4	27	26.7
602	8	24.2	23	22.8
Low severity <sup>a</sup>	(2)	(6.1)	(10)	(9.9)
High severity <sup>b</sup>	(6)	(18.1)	(13)	(12.9)
Total	33 <sup>c</sup>	100.0	101 <sup>d</sup>	100.0
<b>Number of Subsequent Referrals</b>				
None	13	39.4	51	50.5
601	12 <sup>e</sup>	36.4	27	26.7
One	(9) <sup>e</sup>	(27.3)	(20)	(19.8)
Two or more	(3)	(9.1)	(7)	(6.9)
602	8	24.2	23	22.8
One	(5)	(15.1)	(14)	(13.9)
Two or more	(3)	(9.1)	(9)	(8.9)
Total	33 <sup>c</sup>	100.0	101 <sup>d</sup>	100.0

<sup>a</sup>602 offenses with a severity score of 5-7. (See Appendix G.)

<sup>b</sup>602 offenses with a severity score of 1-4. (See Appendix G.)

<sup>c</sup>Four subjects were missing followup data.

<sup>d</sup>One subject was missing followup data.

<sup>e</sup>Includes one dependency referral.

Table 33 presents subsequent arrests for the Sacramento County subsample. Although we might expect the 1977 group to perform better based on their

TABLE 33

Subsequent Arrests During a One-Year Followup Period for the  
Status Offender Subsample of Sacramento County  
Residents, During April-June, 1976 and 1977

	April-June, 1976		April-June, 1977	
	No.	%	No.	%
<b>Most Serious Subsequent Arrest</b>				
None	36	51.4	49	54.4
601	10	14.3	6	6.7
602	24	34.3	35	38.9
Low severity	(13)	(18.6)	(20)	(22.2)
High severity	(11)	(15.7)	(15)	(16.7)
Total	70 <sup>a</sup>	100.0	90 <sup>b</sup>	100.0
<b>Number of Subsequent Arrests</b>				
None	36	51.4	49	54.4
1 or more 601 (no 602)	10	14.3	6	6.7
1 602 (may include 601)	16	22.9	27	30.0
2 or more 602 (may include 601)	8	11.4	8	8.9
Total	70 <sup>a</sup>	100.0	90 <sup>b</sup>	100.0

<sup>a</sup>Eight 601 subjects weremissing data.

<sup>b</sup>Five 601 subjects weremissing data.

prior probation record, the number and severity of subsequent arrests are very much the same. These arrests were collected from a BCS register which combined juvenile arrests from all departments in Sacramento County. Subjects

who reached 18 before the end of the followup period were also checked for adult arrests through the Criminal Identification and Information Branch of the Department of Justice.

Table 34 presents subsequent referrals for the Sacramento County subsample. Although these data were less complete, they support the findings in Table 33.

TABLE 34

Subsequent Referrals to Probation During a One-Year Followup  
Period for the Subgroup of 601s Who Were Residents of  
Sacramento County, by Second Quarter 1976 and 1977

	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Most Serious Subsequent Referral				
None	28	47.5	38	43.2
601	7	11.9	16	18.2
602	24	40.6	34	38.6
Low severity	(11)	(18.6)	(15)	(17.0)
High Severity	(13)	(22.0)	(19)	(21.6)
Total	59 <sup>a</sup>	100.0	88 <sup>b</sup>	100.0
Number of Subsequent Referrals				
None	28	47.5	38	43.2
601	7	11.9	16	18.2
One	(4)	(6.8)	(10)	(11.4)
Two or more	(3)	(5.1)	(6)	(6.8)
602	24	40.6	34	38.6
One	(17)	(28.8)	(21)	(23.8)
Two or more	(7)	(11.8)	(13)	(14.8)
Total	59 <sup>a</sup>	100.0	88 <sup>b</sup>	100.0

<sup>a</sup>Of the 70 subjects for whom law enforcement followup data were available, 11 were missing probation followup data.

<sup>b</sup>Of the 90 subjects for whom law enforcement followup data were available, 2 were missing probation followup data.

## CHAPTER IV

### FINDINGS FOR 602 OFFENDERS

The provisions that many persons in the criminal justice field consider to be the most important aspects of the Bill are those that: (1) enlarge the role of the prosecuting attorney to include filing petitions for 602s and attending all 602 hearings; (2) require rules of evidence in court proceedings; (3) require specification of crimes as either misdemeanors or felonies; (4) revise fitness hearing criteria in an apparent effort to ease the movement to adult court of certain 16 and 17-year-old violent offenders or extend juvenile court jurisdiction over these offenders when their disposition is a Youth Authority commitment; (5) limit confinement time to the maximum term for an adult convicted of the same offense; (6) ease detention criteria for the protection of others; (7) require home supervision under specified conditions instead of prejurisdictional secure detention; and (8) broaden authorized informal probation services. We were interested, therefore, in learning (a) how various elements in the justice system responded to these provisions and (b) how 602 offenders were affected by the law.

We have divided our findings into sections which describe law enforcement response, detention, probation department response, juvenile court response, and followup data from samples of 602 offenders. These sections follow.

#### Law Enforcement Response

AB 3121 did not directly mandate or authorize changes in arrest or law enforcement referral procedures for 602s. Nonetheless, data from law

enforcement were of interest to our evaluation for two reasons. First, arrest and law enforcement referral rates affect other elements in the justice system and must be accounted for when evaluating the impact of AB 3121. Second, provisions increasing the adversary character of juvenile court and encouraging more severe dispositions for certain violent offenders could indirectly affect law enforcement practices. Specifically, we anticipated that: (1) dispositions might become more severe for serious offenders, (2) charging might become more severe or more thorough (i.e., charging for all presenting offense behaviors), and (3) investigations might become more complete or detailed.

Statewide data. Table 35 presents 602 arrests and law enforcement referrals to probation from 1974 through 1978 for the entire state, for

TABLE 35

Statewide Arrests and Law Enforcement Referrals to Probation  
for 602 Offenses by Year for 1974 through 1978

	1974	1975	1976	1977 <sup>a</sup>	1978
Statewide					
602 arrests	300,225	284,813	272,990	272,016	255,246
% change from previous year		-5.1	-4.2	-0.4	-6.2
602 referrals	181,343	171,954	166,551	169,365	164,248
% change from previous year		-5.2	-3.1	+1.7	-3.0
Los Angeles					
602 arrests	91,721	88,376	86,925	83,642	77,103
% change from previous year		-3.6	-1.6	-3.8	-7.8
602 referrals	51,856	51,181	47,324	44,650	41,225
% change from previous year		-1.3	-7.5	-5.7	-7.7
State, less Los Angeles					
602 arrests	208,504	196,437	186,065	188,374	178,143
% change from previous year		-5.8	-5.3	+1.2	-5.4
602 referrals	129,487	120,773	119,227	124,715	123,023
% change from previous year		-6.7	-1.3	+4.6	-1.4

Note. Data provided by the Bureau of Criminal statistics.

<sup>a</sup>AB 3121 became effective January 1, 1977.

Los Angeles only, and for the state, less Los Angeles. Figure 9 presents the same data graphically. This table shows that: (1) statewide 602 arrests dropped slightly each year over the entire period, as did law enforcement referrals for almost all time-periods, (2) 602 arrests and law enforcement referrals dropped most consistently in Los Angeles County, and (3) arrests and referrals in the state, less Los Angeles dropped over the entire time-period except in 1977, the year in which AB 3121 was implemented.

Table 36 presents statewide arrests and law enforcement referrals to probation from 1974 through 1978, for the four most common and most serious crimes against persons. It indicates that (1) arrests and referrals for

TABLE 36

Statewide Juvenile Arrests and Law Enforcement Referrals to Probation for Homicide, Robbery, Forcible Rape, and Felony Assault by Year for 1974 through 1978

	1974	1975	1976	1977 <sup>a</sup>	1978
Statewide					
Arrests	17,030	17,742	16,398	16,103	15,480
% change from previous year		+4.2	-7.6	-1.8	-3.9
Referrals to probation	13,746	14,125	12,927	12,704	12,397
% change from previous year		+2.8	-8.5	-1.7	-2.4
Los Angeles					
Arrests	8,976	8,699	7,857	7,410	7,026
% change from previous year		-3.1	-9.7	-5.7	-5.2
Referrals to probation	6,937	6,617	5,670	5,212	5,020
% change from previous year		-4.6	-14.3	-8.1	-3.7
State, less Los Angeles					
Arrests	8,054	9,043	8,541	8,693	8,454
% change from previous year		+12.3	-5.6	+1.8	-2.7
Referrals to probation	6,809	7,508	7,257	7,492	7,377
% change from previous year		+10.3	-3.3	+3.2	-1.5

Note. Data provided by the Bureau of Criminal Statistics.

<sup>a</sup>AB 3121 became effective January 1, 1977.



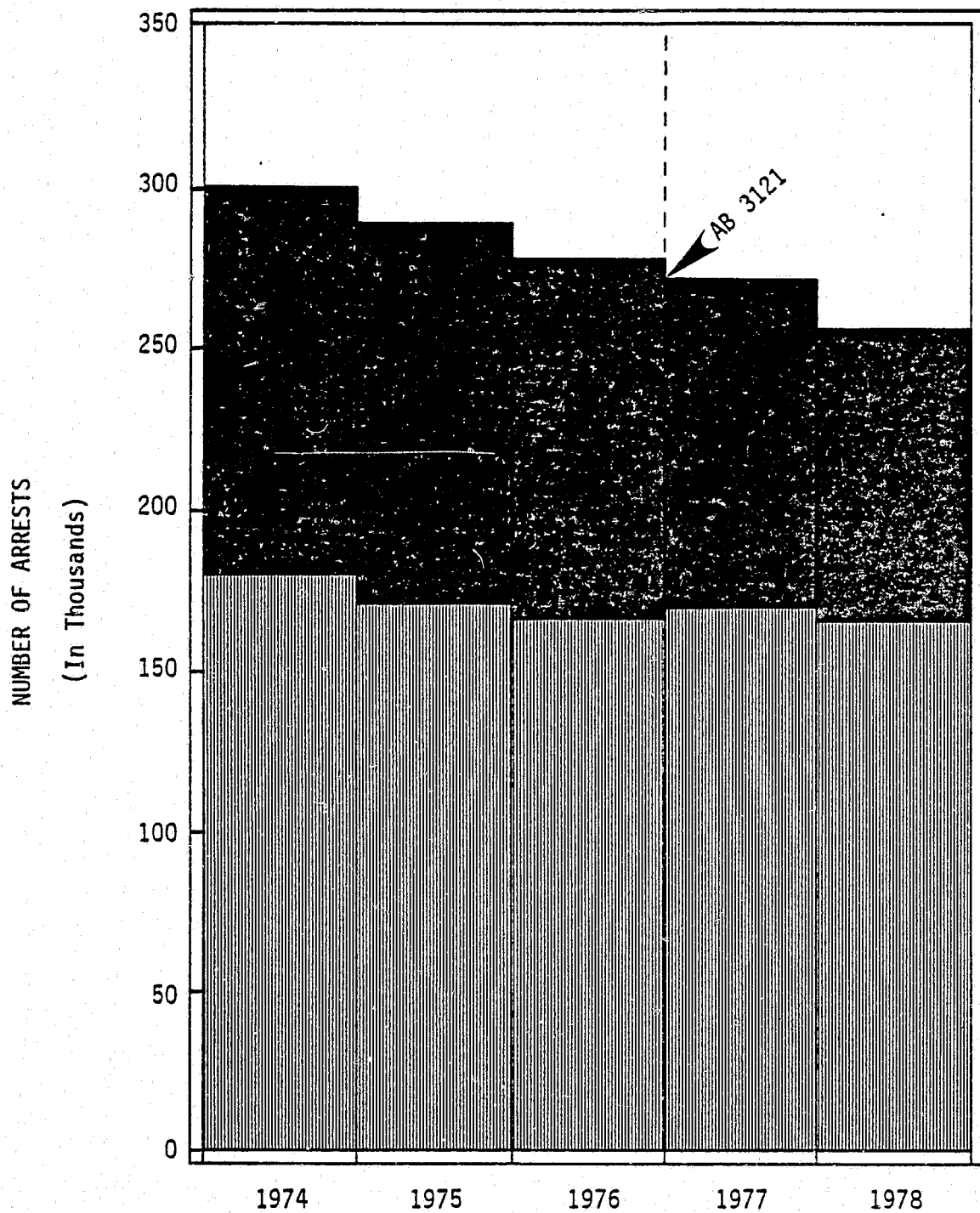


FIGURE 9. STATEWIDE ARRESTS AND LAW ENFORCEMENT REFERRALS TO PROBATION FOR 602 OFFENSES, BY YEAR



Law Enforcement Referrals to Probation

NOTE: DATA PROVIDED BY THE BUREAU OF CRIMINAL STATISTICS

these offenses dropped rather noticeably each year in Los Angeles County, and (2) these arrests and referrals fluctuated each year in the rest of the state, rising slightly in 1977.

In summary, the data presented in Table 35 and 36 indicate that AB 3121 had no measurable impact on the preexisting 602 arrest and law enforcement referral trends in the state.

Northern cohort data. From our northern cohort data, we analyzed law enforcement dispositions for 602s. As indicated in Chapter II we defined a 602 subject as a youth whose most serious law enforcement charge was a 602 offense. Using this definition our total northern 602 law enforcement sample was 1,114 in 1976 and 1,118 in 1977. In our analysis, we used alternate ways of grouping these subjects. Tables 37 and 38 show the two alternate ways we grouped the 602s--first, by severity of offense groups and second

TABLE 37

Total 602 Law Enforcement Sample in Five Northern Counties  
Grouped by Severity of Offense  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>	April-June, 1976		April-June, 1977	
	No.	%	No.	%
1	32	2.8	46	4.1
2	247	22.2	209	18.7
3	69	6.2	83	7.4
4	78	7.0	93	8.3
5	414	37.2	369	33.0
6	83	7.5	75	6.7
7	191	17.1	243	21.8
Total	1,114	100.0	1,118	100.0

<sup>a</sup>Examples of offenses in each category are: 1-murder, felony assault; 2-robbery, burglary; 3-misdemeanor assault, resisting arrest; 4-possession of stolen property, theft; 5-petty theft, malicious mischief; 6-drunk driving, marijuana; and 7-trespass, loitering.

TABLE 38

Total 602 Law Enforcement Sample in Five Northern Counties  
Grouped by Offense Category  
During April-June, 1976 and 1977

Offense Group Categories	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Crimes Against Persons				
All	101	9.0	101	9.0
Crimes Against Property				
Burglary	200	18.0	156	14.0
Petty theft	326	29.3	297	26.6
Other	228	20.4	237	21.2
Drug Related Crimes				
All	141	12.7	155	13.8
Miscellaneous Crimes				
All	118	10.6	172	15.4
Total	1,114	100.0	1,118	100.0

by offense category groups. There were, for example, 32 subjects (or 2.9%) in the most serious category in 1976 using the severity of offense grouping (Table 37); there were 101 subjects (or 9.1%) in the crimes against persons category in 1976 using the offense category grouping (Table 38). The characteristics of the northern 602 law enforcement samples by severity of instant offense appear in Appendix Tables 0-1 to 0-4, while our severity scale and offense categories are included in Appendix G. Based on the data presented in Tables 37 and 38 we can conclude that the cohort samples in five northern California counties were essentially the same when compared on instant offense.

Table 39 presents law enforcement dispositions for the total sample of 602s (grouped by severity of offense), for each time-period. It shows that there were only small variations in the use of dispositional options between the pre and post-AB 3121 time-periods. Dispositions reflected seriousness of offense in both time-periods--that is, the likelihood of a custody referral was generally higher for more serious offenses, and the likelihood of release was generally lower for such offenses.

TABLE 39

Law Enforcement Dispositions for 602 Sample in Five Northern Counties Grouped by Severity of Offense During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>	April-June, 1976							April-June, 1977						
	Total No.	Release <sup>b</sup>		Referrals				Total No.	Release <sup>b</sup>		Referrals			
				Non- Custody		Custody					Non- Custody		Custody	
		No.	%	No.	%	No.	%		No.	%	No.	%	No.	%
1	32	2	6.2	10	31.3	20	62.5	46 <sup>d</sup>	5	10.8	9	19.6	32	69.6
2	247	28	11.3	68	27.6	151	61.1	209	29	13.9	60	28.7	120	57.4
3	69	18	26.1	27	39.1	24	34.8	83	15	18.1	26	31.3	42	50.6
4	78	16	20.5	24	30.8	38	48.7	93	29	31.2	31	33.3	33	35.5
5	411 <sup>c</sup>	164	39.9	174	42.3	73	17.8	369	150	40.7	168	45.5	51	13.8
6	83	22	26.5	27	32.5	34	41.0	75	22	29.3	29	38.7	24	32.0
7	191	57	29.8	84	44.0	50	26.2	243**	106	43.6	75	30.9	62	25.5
Total	1,111 <sup>c</sup>	307	27.6	414	37.3	390	35.1	1,118	356	31.8	398	35.6	364	32.6

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a for examples of offense categories in each group.

<sup>b</sup>Includes release-exonerated, counsel and release, law enforcement diversion, and referral to traffic court or community agency.

<sup>c</sup>Three subjects in Group 5 were missing law enforcement disposition data.

<sup>d</sup>Chi square not calculated due to small numbers.

\*\*p<.01, chi square test of significance.

Table 40 presents law enforcement dispositions for the total sample of 602s, grouped by offense category, for each time-period. Observed from this perspective the use of dispositional options once again appeared quite similar between the two time-periods. The difference observed in the drug-related category--more releases and fewer custody referrals in 1977--was occurring over the last few years and cannot be attributed to AB 3121.

TABLE 40

Law Enforcement Dispositions for 602 Sample in Five Northern Counties Grouped by Offense Category During April-June, 1976 and 1977

Offense Group Categories	April-June, 1976							April-June, 1977						
	Total No.	Release <sup>a</sup>		Referrals				Total No.	Release <sup>a</sup>		Referrals			
				Non- Custody		Custody					Non- Custody		Custody	
		No.	%	No.	%	No.	%		No.	%	No.	%	No.	%
Crimes Against Persons														
All	100 <sup>b</sup>	15	15.0	45	45.0	40	40.0	101	15	14.9	30	29.7	56	55.4
Crimes Against Property														
Burglary	200	24	12.0	50	25.0	126	63.0	156	25	16.0	51	32.7	80	51.3
Petty Theft	325 <sup>b</sup>	129	39.7	136	41.8	60	18.5	297	128	43.1	127	42.8	42	14.1
Other Property	227 <sup>b</sup>	66	29.1	94	41.4	67	29.5	237	64	27.0	91	38.4	82	34.6
Drug Related Crimes														
All	141	39	27.6	60	42.6	42	29.8	155*	65	41.9	57	36.8	33	21.3
Miscellaneous Crimes														
All	118	34	28.8	29	24.6	55	46.6	172	59	34.3	42	24.4	71	41.3
Total	1,111 <sup>b</sup>	307	27.6	414	37.3	390	35.1	1,118	356	31.8	398	35.6	364	32.6

<sup>a</sup>Includes release-exonerated, counsel and release, law enforcement diversion, and referral to traffic court or community agency.

<sup>b</sup>One subject in each of three groups (crimes against persons, petty theft, and other property) had missing law enforcement disposition data.

\*p<.05, chi square test of significance.

Next, we looked at charging. To test the possibility that charging might become more thorough we collected a behavior description of law enforcement charges. It included all behaviors mentioned on the arrest or investigation reports that could have been the basis for offense charges. These descriptions and charges were then coded separately using the same offense codes. The ratio of offense charges to behavior description offenses was computed for each subject in the 602 sample, and an average ratio for all subjects in each time-period was derived. Table 41 presents these overall ratios for both periods. It indicates that there was a slightly higher mean ratio of charges to offense behaviors in 1977--specifically, .92 average charges for each offense behavior in 1977 compared to .89 average charges for each offense behavior in 1976. Although this difference was in the predicted direction and statistically significant, in practical terms it was hardly substantial.

TABLE 41

Mean Ratio of Law Enforcement Charges to Behavior Description Offenses for Sample 602 Subjects in Five Northern California Counties, During April-June, 1976 and 1977<sup>a</sup>

	April-June, 1976	April-June, 1977
Mean ratio of charges to Behavior Description Offenses	0.89	0.92*

<sup>a</sup>Subjects with missing behavior descriptions were excluded. Subjects with behavior descriptions were: in 1976 - 872; in 1977 - 915. Most subjects with missing behavior descriptions (93%) were from the Sacramento Sheriff's Department, where these data were not available.

\* $p < .05$ , one-tailed  $t$ -test.

We also used the behavior description data to test whether charging became more severe in 1977. For this analysis we compared the most serious behavior description offense with the most serious law enforcement charge

for all 602 subjects by time-period. Table 42 presents our findings. It shows that: (1) the seriousness of the behavior offense and the offense charge was usually the same in both years, but (2) a smaller proportion of less serious charges and a greater proportion of more serious charges were

TABLE 42

Seriousness of Law Enforcement Charges Compared to Behavior Description Offenses for Sample 602 Subjects in Five Northern Counties During April-June, 1976 and 1977

Seriousness of Charge	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Less serious than behavior description offense	97	11.1	62	6.8**
Equally serious	740	84.9	778	85.0
More serious than behavior description offense	35	4.0	75	8.2**
Total subjects	872 <sup>a</sup>	100.0	915 <sup>a</sup>	100.0

<sup>a</sup>There were 242 subjects (22%) in 1976 and 203 subjects (18%) in 1977 with missing behavior descriptions. Most subjects (93%) with missing behavior descriptions were from the Sacramento Sheriff's Department, where these data were not available.

\*\*p<.01, two-tailed z-test.

nonetheless found for the 1977 group. An example of such a difference in seriousness might be a youth whose most serious behavior description offense was "trespass" but who was charged with the more serious offense of "burglary." Assuming that our behavior descriptions (collected from arrest and investigation reports) accurately reflect offense behavior, we conclude that there was a slight tendency to charge more severely in 1977 despite the fact that seriousness of behavior and charge was usually the same in both years.

Next, we looked at law enforcement investigations. As a measure of increased investigative completeness we counted the number of pages of investigation--admittedly a rough indication of the work involved in a criminal investigation. Table 43 presents the data--a comparison of the average number of pages between the two time-periods. The difference is in the predicted direction--longer investigations in 1977--and is statistically significant.

TABLE 43

Mean Number of Pages of Law Enforcement Investigation  
for Sample 602s in Five Northern California Counties<sup>a</sup>  
During April-June, 1976 and 1977

	April-June, 1976	April-June, 1977
Mean number of pages <sup>b</sup>	6.23	6.78**

<sup>a</sup>The Sacramento Sheriff's Department and the Oakland Police Department were excluded due to unavailability of data.

<sup>b</sup>Based on 747 subjects in 1976 and 811 subjects in 1977. The two excluded departments accounted for 97.5% of the missing subjects.

\*\* $p < .01$ , one-tailed  $t$ -test.

Finally, we isolated the subgroup of 16 and 17-year-old subjects whose offense fell within one of the three most serious categories (1-3) on our severity scale (see Appendix G). This is the group most likely to be affected by the AB 3121 provisions pertaining to violent offenders. We observed law enforcement dispositions for this subgroup, mainly to see if there were any differences that might later affect their treatment at juvenile court. We found essentially no difference in the law enforcement dispositions for



this subgroup between time-periods. There were 108 (48.6%) youths delivered to probation in custody in 1976, and 125 (46.3%) delivered in custody in 1977. Appendix Table P presents these data.

Southern cohort data. For purposes of comparison, we analyzed the USC data using the same definition for a 602 study subject--namely, a youth whose most serious law enforcement instant offense charge was a 602. Employing this definition, we found the southern 602 law enforcement sample totalled 375 subjects in both 1976 and 1977. (See Appendix Table Q for southern 602 sample characteristics.) We used the CYA severity offense scale to categorize 602 subjects in the southern cohorts according to their most serious offense charge. (See Appendix G.) Table 44 presents these distributions. The main differences between the two groups were that the 1977 cohort exhibited a

TABLE 44

Total 602 Law Enforcement Sample in Three Southern  
Counties Grouped by Severity of Offense  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>	April-June, 1976		April-June, 1977	
	No.	%	No.	%
1	23	6.1	11	2.9*
2	64	17.0	96	25.6**
3	21	5.6	22	5.9
4	24	6.4	32	8.5
5	79	21.1	84	22.4
6	73	19.5	55	14.7
7	91	24.3	75	20.0
Total	375	100.0	375	100.0

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories in each group.

\*p<.05, two-tailed z-test.

\*\*p<.01, two-tailed z-test.

significantly lower proportion of severity level 1 offenses and a significantly higher proportion of level 2 offenses than the 1976 group. Based on the data in this table, we conclude that the cohort samples in three Southern California counties were essentially the same when compared on severity of instant offense.

Table 45 displays the law enforcement dispositions for the three southern county 602 cohorts by severity of instant offense for each time-period. Statistical tests uncovered no significant differences between the two time-periods in the use of dispositional options.

TABLE 45  
Law Enforcement Dispositions for 602 Sample in Three  
Southern Counties Grouped by Severity of Offense  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>	April-June, 1976							April-June, 1977						
	Total	Release <sup>b</sup>		Referrals				Total	Release <sup>b</sup>		Referrals			
				Other Prob.		Petition Request					Other Prob.		Petition Request	
		No.	No.	%	No.	%	No.		%	No.	No.	%	No.	%
1-2	86	31	36.0	14	16.3	41	47.7	104	34	32.7	10	9.6	60	57.7
3-5	124	60	48.4	26	21.0	38	30.6	136	65	47.8	25	18.4	46	33.8
6-7	158	65	41.1	35	22.2	58	36.7	128	56	43.8	34	26.5	38	29.7
Total	368 <sup>c</sup>	156	42.4	75	20.4	137	37.2	368 <sup>c</sup>	155	42.1	69	18.8	144	39.1

<sup>a</sup>The original seven severity levels are collapsed into three groups to facilitate statistical tests of significance.

<sup>b</sup>Includes release-exonerated, counsel and release, law enforcement diversion, and referral to traffic court or community agency.

<sup>c</sup>Seven subjects were missing law enforcement disposition data in each of the two cohort years.

The three southern counties were studied for investigative completeness. Table 46 presents the data on the average number of pages of the law enforcement investigation report for the two time-periods for all departments. This

comparison produced results similar to those in the northern counties. There was a statistically significant difference between the two periods with the 1977 subjects having longer investigation reports.

TABLE 46

Mean Number of Pages of Investigation for 602s  
for Total Southern Department Sample for  
April-June, 1976 and 1977

	April-June, 1976	April-June, 1977
Mean number of pages <sup>a</sup>	6.04	6.80*

<sup>a</sup>Based on 372 subjects in 1976 and 374 subjects in 1977.

\*p<.05, one-tailed t-test.

Interview data (northern counties). One interview was conducted in each of the twelve law enforcement departments that provided data for our cohort study. The findings are summarized as follows:

1. Generally, law enforcement officers did not feel that they were handling 602 offenders any differently since the start of AB 3121.
2. Law enforcement officers were quite aware of the district attorney's new role. Many felt they had more contact or more involvement with the district attorney's office since AB 3121. Opinions about the new prosecutorial role were varied. Several officers were notably unenthusiastic ("it's harder to make a case"; and, "we lose what's best for the kid"). Several others especially liked the change ("a direct link to the DA"; and, "the one good thing about AB 3121").

3. Most officers did not feel that their charging and investigating practices had changed. Only three officers mentioned more detailed or more thorough reports; just one officer mentioned expanded charging.

4. Most officers thought there were no cost effects related to 602s at the law enforcement level. However, two officers mentioned increased costs due to court appearances.

Interview data (Los Angeles County). An interview was held with three law enforcement staff of the juvenile unit of a major Los Angeles County police department. Their views are summarized as follows:

1. Generally law enforcement is not handling 602 offenders any differently since AB 3121, except for transients from outside the state. Most of these 602 cases are dropped, and the youths are returned to their home state for handling.

2. The law enforcement officers were aware of the district attorney's new role and quite frustrated with it. They felt the district attorney had rejected good cases and that there were instances in which 602s received lighter dispositions than were warranted.

3. The officers did not think their charging of cases had changed.

4. The only cost effect mentioned by the officers was the possibility of slightly decreased costs in running their department due to less arrests.

#### Detention

Several provisions of AB 3121 were designed to modify detention practices for 602 offenders: detention criteria were eased somewhat; home supervision was mandated (for those who met detention criteria but did not require secure detention); the presence of a prosecuting attorney was mandated at detention hearings; and nonsecure detention was authorized. Other provisions, it was

thought, might indirectly affect detention. For example, if more adversarial court procedures or increased remands lengthened average court processing time, preadjudicatory detention would be correspondingly extended. We were interested, therefore, in learning if AB 3121 affected (1) the populations of 602s in secure detention, (2) lengths of stay in secure detention, (3) the use of home supervision and (4) the actual detention hearing process.

Statewide data. Table 47 presents statewide, Los Angeles, and statewide, less Los Angeles admissions to juvenile halls by reason for admission for 1974 through 1977. It shows that: (1) total admissions decreased over the entire time-period, but most sharply in 1977; (2) the decline, and then elimination, of status offenders appears to explain most of the statewide decrease in admissions; (3) the proportions of admissions for four serious crimes (homicide, forcible rape, robbery and assault) and for court commitments increased in 1977; and (4) the number of court commitments rose noticeably in 1977 particularly in Los Angeles. The increase in court commitments in 1977 can be attributed in part (and, in Los Angeles, totally) to the Ricardo M decision that permitted counties with camps, ranches, and schools to use their juvenile halls for court commitments.

Table 48 presents statewide, Los Angeles, and statewide, less Los Angeles average daily juvenile hall populations (ADP) for the last half of each year from 1975 to 1978. These data indicate that there was very little variation in 1977 average daily juvenile hall populations from 1976. Appendix Table R presents the same juvenile hall ADP data for the three full calendar years on which it is available--1976 to 1978. This table shows that the ADP dropped more noticeably in 1977, particularly in the state, less Los Angeles. These data suggest a larger drop in the first half year of 1977 than in the

TABLE 47

Statewide Admissions to Juvenile Halls  
by Reason for Admission,  
by Year for 1974 to 1977

Reason for Admission	1974		1975		1976		1977 <sup>a</sup>	
	No.	% of Total	No.	% of Total	No.	% of Total	No.	% of Total
Statewide								
Homicide, forcible rape, robbery, assault	11,572	7.7	11,966	8.8	11,380	8.7	12,039	12.0
Status offenses	45,864	30.5	41,437	30.4	33,344	25.4	607	0.6
Court commitments	3,502	2.3	3,668	2.6	5,049	3.9	8,295	8.3
All other reasons	89,312	59.5	79,330	58.2	81,314	62.0	79,443	79.1
Total admissions	150,250	100.0	136,401	100.0	131,087	100.0	100,384	100.0
Los Angeles								
Homicide, forcible rape, robbery, assault	N/A	-	4,473	15.0	3,974	13.5	3,504	17.1
Status offenses	N/A	-	4,969	16.8	3,929	13.3	0	0.0
Court commitments	N/A	-	0	0.0	0	0.0	1,490	7.3
All other reasons	N/A	-	20,208	68.2	21,537	73.2	15,468	75.6
Total admissions	30,491	100.0	29,650	100.0	29,440	100.0	20,462	100.0
State, less Los Angeles								
Homicide, forcible rape, robbery, assault	N/A	-	7,493	7.0	7,406	7.3	8,535	10.7
Status offenses	N/A	-	36,468	34.2	29,415	28.9	607	0.8
Court commitments	N/A	-	3,668	3.4	5,049	5.0	6,805	8.5
All other reasons	N/A	-	59,122	55.4	59,777	58.8	63,975	80.0
Total admissions	119,759	100.0	106,751	100.0	101,647	100.0	79,922	100.0

Note. Data for this table were provided by the Bureau of Criminal Statistics (BCS). BCS changed its reporting system for juvenile halls between 1975 and 1976, and then stopped collecting yearly admissions to juvenile halls in 1978. Because some reasons for admission were changed in 1976, it was not possible to further break out the "all other reasons" category. Some youths were counted twice in these admissions data. For example, youths in the "court commitments" category were usually counted previously, under an offense category. Youths reported for dependency were excluded from this table.

<sup>a</sup>AB 3121 became effective January 1, 1977.

last half year as shown in Table 48. In 1978, however, the ADP returned to about the same level (even higher in Los Angeles) as in 1976. This would suggest a quite rapid moderation of the effects of AB 3121 on juvenile hall populations in the state.

TABLE 48

Statewide Average Daily Juvenile Hall Populations  
by the Last Half of Each Year for 1975 to 1978

	July-Dec. 1975	July-Dec. 1976	July-Dec. 1977	July-Dec. 1978
Statewide				
Average daily juvenile hall population	3,310.8	3,330.3	3,295.5	3,380.3
% change from previous period		+0.6	-1.0	+2.6
Los Angeles				
Average daily juvenile hall population	1,045.3	934.7	959.4	980.8
% change from previous period		-10.6	+2.6	+2.2
State, less Los Angeles				
Average daily juvenile hall population	2,265.5	2,395.6	2,336.1	2,399.5
% change from previous period		+5.7	-2.5	+2.7

Note. Data provided by the California Youth Authority, Prevention and Community Corrections Research Section.

Table 49 presents statewide, Los Angeles, and statewide, less Los Angeles average length of stay in juvenile halls from 1974 through 1977. This table shows that: (1) there was hardly any change in average length of stay in the state, less Los Angeles for 1974-1976, (2) there were modest fluctuations in average length of stay in Los Angeles for 1974-1976, and (3) average length

of stay--statewide as well as in Los Angeles, and in all other counties combined--increased quite sharply in 1977.

TABLE 49

Statewide Average Length of Stay<sup>a</sup> (in Days) in  
Juvenile Halls by Year for 1974 to 1977

	1974	1975	1976	1977 <sup>b</sup>
Statewide				
Average length of stay in days	10.6	10.8	10.6	12.6
% change from previous year		+1.9	-1.9	+18.9
Los Angeles				
Average length of stay in days	14.5	15.5	14.0	17.3
% change from previous year		+6.9	-9.7	+23.6
State, less Los Angeles				
Average length of stay in days	9.5	9.5	9.6	11.4
% change from previous year		0.0	+1.1	+18.8

Note. Data provided by the Bureau of Criminal Statistics.

<sup>a</sup>Average length of stay was computed by dividing total child care days for each year by total admissions for the given year.

<sup>b</sup>AB 3121 became effective January 1, 1977.

The final statewide data regarding detention relate to the number of hearings that were held. Table 50 presents these data for the last half of each year from 1975 through 1978. Appendix Table S presents these data for the complete years 1976 through 1978. The July-December time-period data show that 602 detention hearings were decreasing in Los Angeles County from 1975 to 1978 (this includes a very slight decrease in 1977), and that 602



TABLE 50

Detention Hearings for 602 Offenders in all California Counties<sup>a</sup> by the Last Half of Each Year for 1975 to 1978

	July-Dec. 1975	July-Dec. 1976	July-Dec. 1977	July-Dec. 1978
Statewide				
Detention hearings	16,872	14,868	15,884	15,724
% change from previous time-period		-11.9	+6.8	-1.0
Los Angeles				
Detention hearings	5,848	3,736	3,662	3,134
% change from previous time-period		-36.1	-2.0	-14.4
State, less Los Angeles				
Detention hearings	11,024	11,132	12,222	12,590
% change from previous time-period		+1.0	+9.8	+3.0

Note. Data provided by the Judicial Council of California.

<sup>a</sup>Fresno, San Bernardino, San Luis Obispo, Santa Clara, and Ventura counties were excluded due to missing data.

detention hearings were increasing in all other counties combined, from 1974 to 1978 (this includes a noticeable increase in 1977). The yearly data in Appendix Table S show essentially the same trends.

Interview data (northern counties). In each county providing data for our cohort study we interviewed one or more staff from the probation department, the district attorney's office, and the public defender's office. Responses to the question about detention hearing procedures are summarized as follows:

1. Generally, public defenders and district attorneys are now in regular attendance at detention hearings.
2. Hearings tend to be slightly more formal and legalistic.

3. Hearings serve varying purposes among the counties--for decisions as to further detention, of course, but also for plea bargaining or pretrial settlements in several counties.

Interview data (Los Angeles County). In Los Angeles, three staff from the probation department, two members of the district attorney's office and a superior court judge were interviewed. Their responses to the question about detention hearing procedures are briefly summarized below:

1. Detention hearing procedures have not changed since implementation of AB 3121. The formality of these hearings is the same.

2. The district attorney was already in the detention hearing process before AB 3121 as a result of the Dennis H Decision, which requires the prosecution to show probable cause to justify continued detention beyond 48 hours.

3. The district attorney's involvement in the detention hearing process has not resulted in an increased detention rate after AB 3121. Rather, detention hearings have decreased in volume from 1976 to 1977.

#### Probation Response

The major provision of AB 3121 designed to affect probation's function at intake was the mandate for a new petitioner. Prior to AB 3121 probation filed all 602 petitions although in some counties a prosecutor was involved on occasion, or sometimes frequently, as a legal advisor to probation. Following AB 3121, however, the district attorney, acting as prosecutor, was mandated to file all 602 petitions following intake screening at probation. Another provision designed to affect probation was the authorization of additional services for informal probation. This was a dispositional option for youths who seemed likely to benefit from a supervised six-month

probation program in lieu of petition for wardship. We wanted to learn, therefore, if dispositions at probation intake changed as a result of the new prosecutorial role and if informal probation services were, in fact, expanded.

Statewide data. Table 51 presents dispositions for initial 602 referrals to probation, statewide (except Los Angeles). Initial referrals are juveniles referred to probation while not actively on probation or parole supervision status. Total referrals (initial referrals plus referrals for youth already on probation or parole) are not available on a statewide basis.

TABLE 51

Dispositions for Initial 602 Referrals<sup>a</sup> to Probation in  
All California Counties (except Los Angeles),  
by Year for 1974 to 1978

Disposition Category	1974		1975		1976		1977 <sup>c</sup>		1978	
	No.	%	No.	%	No.	%	No.	%	No.	%
Dismissed at intake	52,832	53.1	47,171	50.6	48,322	50.5	47,720	46.0	48,855	47.2
Transferred	6,920	6.9	6,429	6.9	6,982	7.3	7,474	7.2	7,748	7.5
Diversion <sup>b</sup>	17	0.0	37	0.0	919	1.0	969	0.9	954	0.9
Informal probation	12,755	12.8	12,012	12.9	10,628	11.1	11,400	11.0	11,410	11.0
Petition	27,162	27.2	27,609	29.6	28,854	30.1	36,104	34.9	34,597	33.4
Total	99,686	100.0	93,258	100.0	95,705	100.0	103,667	100.0	103,564	100.0

Note. Data provided by the Bureau of Criminal Statistics.

<sup>a</sup>Initial referrals are juveniles referred to probation while not actively on probation or parole.

<sup>b</sup>This is an optional reporting category: increases in numbers most likely reflect greater reporting.

<sup>c</sup>AB 3121 became effective January 1, 1977.

Table 51, then, does not represent the whole picture. With this reservation, it shows that each dispositional option has been used for roughly the same proportion of youth over the time-period shown; however, petitions did increase slightly--in number and proportion--during the post-AB 3121 years. Informal probation was only used for about 11 to 13% of the initial referrals over the entire time-period shown. Initial 602 referrals and initial 602 referrals petitioned are shown graphically in Figure 10.

Table 52 presents dispositions for 602 referrals to probation in Los Angeles County. It shows that dispositional options have been used for similar proportions of youth over the entire time-period. The proportions of youth petitioned increased slightly in 1978; proportions of youth placed on informal probation fluctuated from 15 to 19% over the time-periods shown. Total 602 referrals and total 602 referrals petitioned are shown graphically in Figure 11.

TABLE 52

Dispositions for 602 Referrals to Probation in  
Los Angeles County by Year from 1974 to 1978

Disposition Category	1974		1975		1976		1977		1978	
	No.	%	No.	%	No.	%	No.	%	No.	%
Dismissed at intake	7,307	14.4	7,465	14.9	6,560	14.1	6,858	14.3	5,399	12.5
Informal probation	9,435	18.6	8,817	17.6	7,794	16.8	7,370	15.4	6,925	16.1
Petition	29,055	57.3	29,857	59.5	27,413	59.2	28,179	58.8	27,439	63.6
Other disposition <sup>a</sup>	4,899	9.7	4,050	8.0	4,577	9.9	5,519	11.5	3,351	7.8
Total	50,696	100.0	50,189	100.0	46,344	100.0	47,926	100.0	43,114	100.0

Note. Data provided by Probation Automated Intake Data (PAID) System of the Los Angeles County Probation Department.

<sup>a</sup>Includes referred to CYA, held in abeyance, and other.

<sup>b</sup>AB 3121 became effective January 1, 1977.

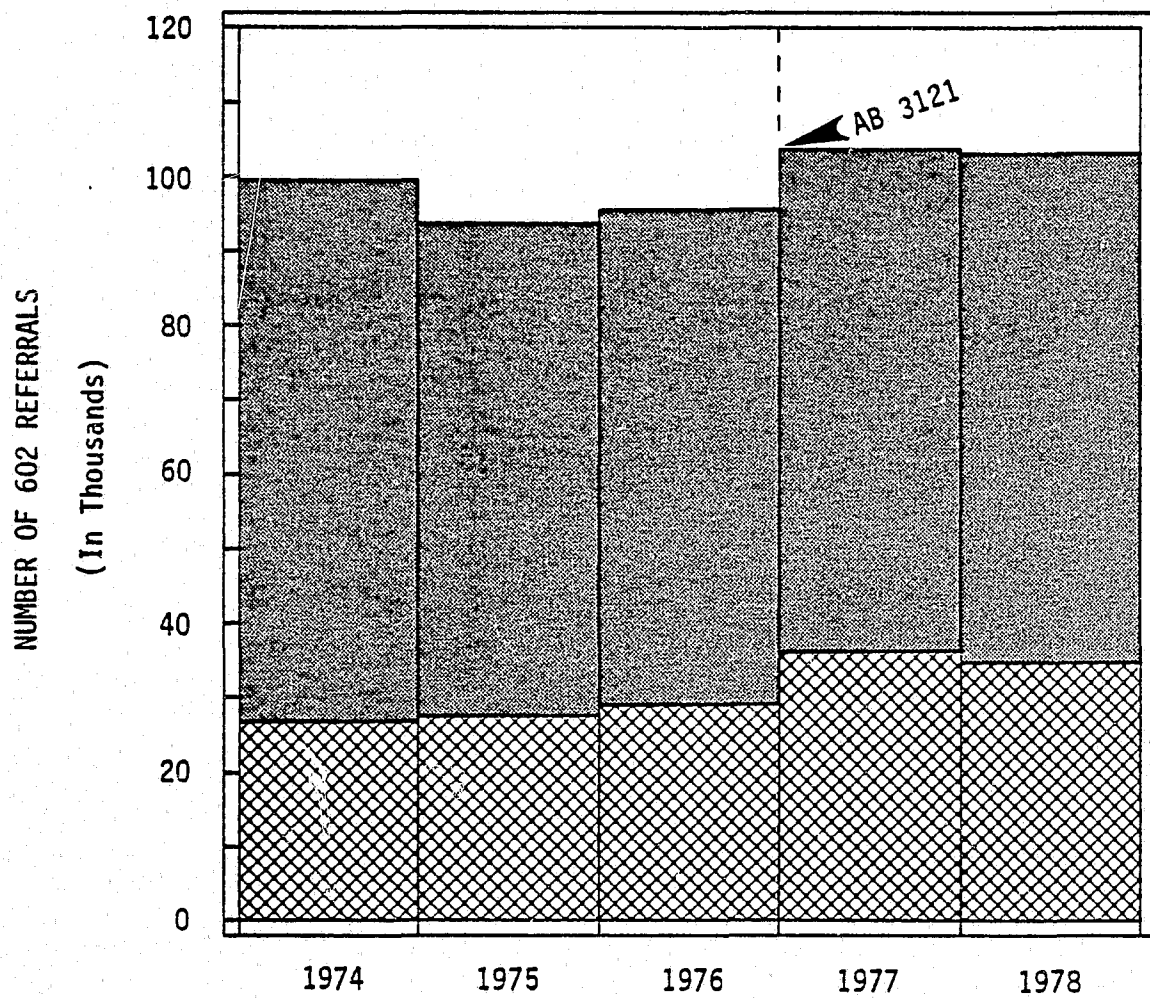


FIGURE 10. STATEWIDE INITIAL 602 REFERRALS TO PROBATION AND INITIAL 602 REFERRALS PETITIONED (EXCEPT FOR LOS ANGELES), BY YEAR



Initial 602 Referrals Petitioned

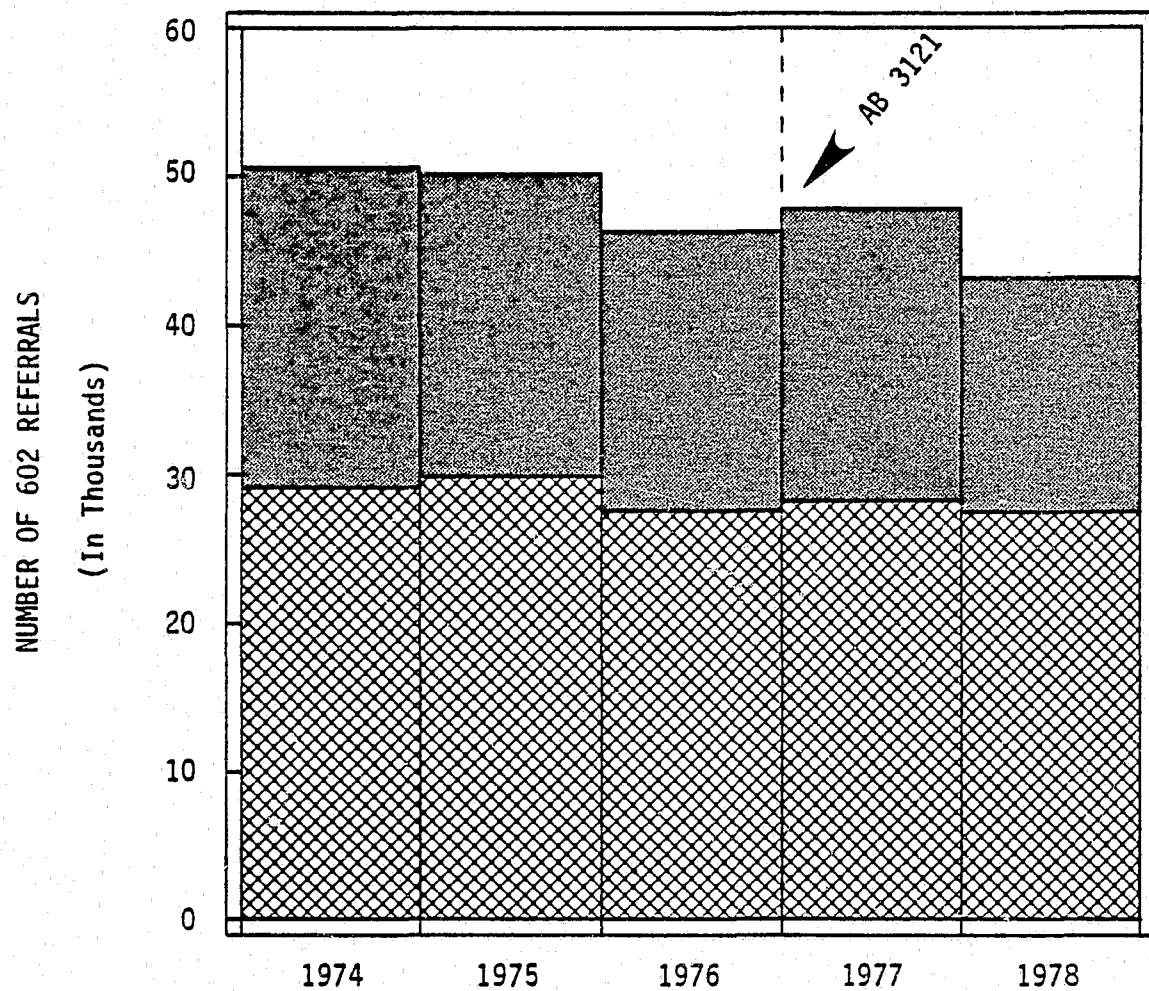


FIGURE 11. 602 REFERRALS TO PROBATION AND 602 REFERRALS PETITIONED IN LOS ANGELES COUNTY, BY YEAR

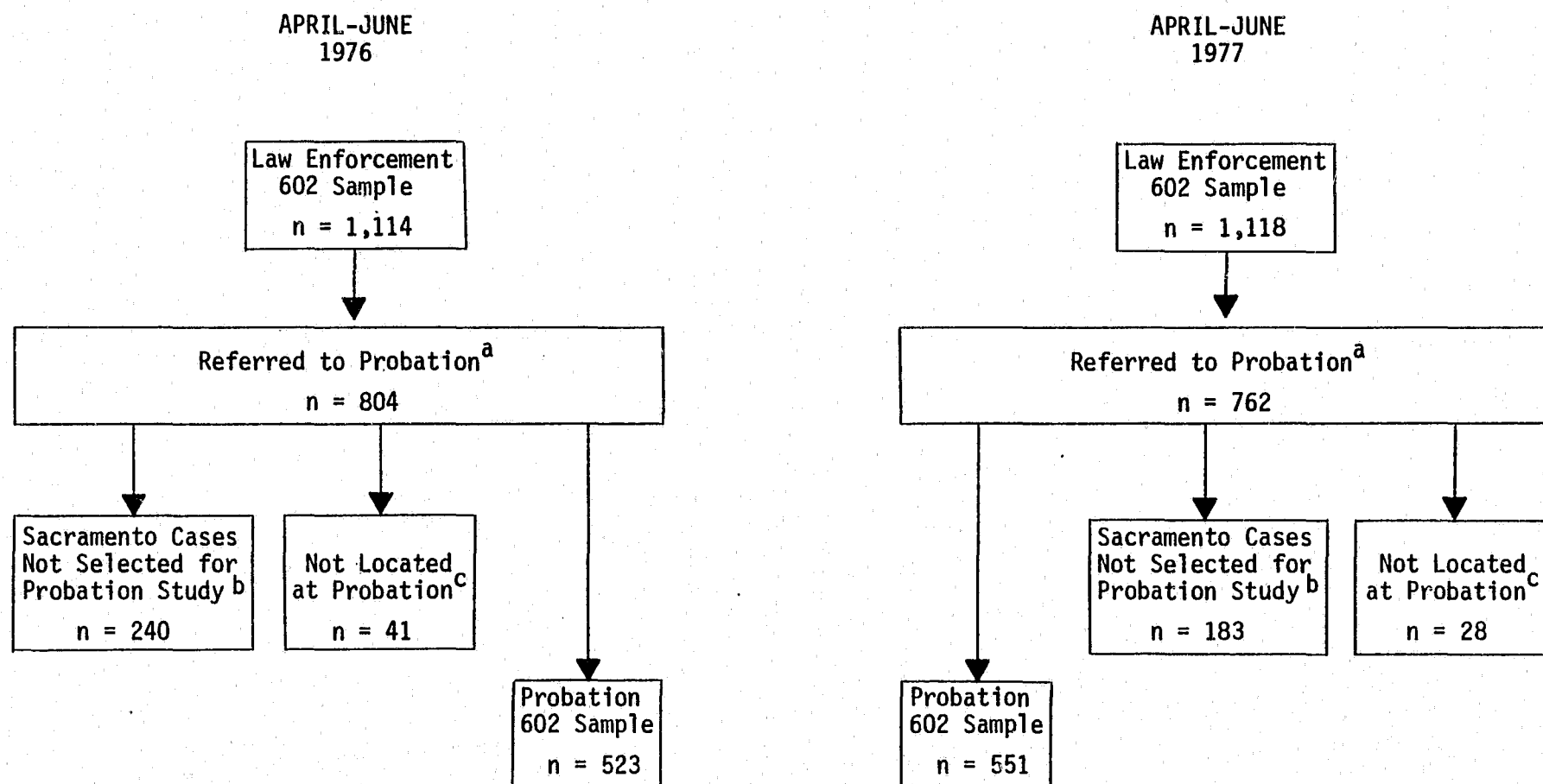


602 Referrals Petitioned

Northern cohort data. For our analyses of northern cohort data at probation we maintained the same definition of a 602 subject--a youth whose most serious law enforcement charge was a 602 offense. Figure 12 presents the 602 samples at probation and shows how these samples were derived from the 602 law enforcement samples. Essentially, the 602 probation samples were composed of all subjects referred to probation by law enforcement. We eliminated a sizable number of the law enforcement subjects referred to probation in Sacramento County, however, (due to oversampling in that department), and a very small number, overall, due to unavailable records at probation. The total 602 northern probation sample was 523 in 1976; and 551 in 1977. We also maintained the same methods of grouping--first, by severity of offense groups and second by offense category groups.

Table 53 presents intake dispositions for the total 602 probation sample grouped by severity of offense by time-period. Data in the table show that while, overall, the percentage given various dispositions did not change much between 1976 and 1977, there were noticeable differences in the dispositions resulting from offenses of differing degrees of severity. (That the difference in dispositions are not attributed to changes in background characteristics is indicated by the data shown in tables 1-4 of Appendix T.)

We were particularly interested in the "dismissed" and "petition filed" categories at probation intake because we hypothesized that the use of these dispositions would change with the introduction of a prosecutor at the court intake level. Specifically, we expected that, in 1977, dispositional severity would more closely reflect offense severity and that dispositional severity might increase for serious offenders and decrease for less serious offenders.



<sup>a</sup>Three subjects were missing law enforcement dispositions.

<sup>b</sup>Due to oversampling at law enforcement in Sacramento County, we randomly eliminated 240 cases in 1976 and 183 in 1977 from the probation samples.

<sup>c</sup>Had been sealed, had been referred to traffic court, or could not be located for unknown reasons.

FIGURE 12. Flow of Subjects from the 602 Northern Law Enforcement Sample to the 602 Probation Sample, by the Second Quarters of 1976 and 1977



TABLE 53

Probation Intake Dispositions for All Subjects Referred  
to Probation for 602 Offenses, by Severity of  
Offense Category, in Five Northern Counties  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>		April-June, 1976					April-June, 1977				
		Total	Dis- missed	Informal Probation	Peti- tion filed	Other	Total	Dis- missed	Informal Probation	Peti- tion filed	Other
1	n	25	7	1	16	1	27	2	0	24	1
	%	100.0	28.0	4.0	64.0	4.0	100.0	7.4	0.0	88.9	3.7
2	n	149	45	8	73	23	126	17	12	92	5
	%	100.0	30.2	5.4	49.0	15.4	100.0	13.5	9.5	73.0	4.0
3	n	34	16	3	15	0	45	11	4	22	8
	%	100.0	47.1	8.8	44.1	0.0	100.0	24.4	8.9	48.9	17.8
4	n	48	14	3	25	6	49	14	0	26	9
	%	100.0	29.2	6.2	52.1	12.5	100.0	28.6	0.0	53.1	18.3
5	n	142	80	13	31	18	157	73	8	53	23
	%	100.0	56.3	9.2	21.8	12.7	100.0	46.5	5.1	33.8	14.6
6	n	41	18	2	17	4	45	20	4	9	12
	%	100.0	43.9	4.8	41.5	9.8	100.0	44.4	8.9	20.0	26.7
7	n	77	42	2	13	20	100	68	4	11	17
	%	100.0	54.5	2.6	16.9	26.0	100.0	68.0	4.0	11.0	17.0
Total	n	516 <sup>b</sup>	222	32	190	72	549 <sup>c</sup>	205	32	237	75
	%	100.0	43.0	6.2	36.8	14.0	100.0	37.3	5.8	43.2	13.7

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories in each group.

<sup>b</sup>Seven subjects were missing intake dispositions.

<sup>c</sup>Two subjects were missing intake dispositions.

The "dismissed" category is a measure of dispositional leniency; the "petition filed" category is a measure of dispositional severity. Tables 54 and 55 present the data from Table 53 on these two dispositions separately.

Table 54 presents the northern cohort 602 subjects dismissed at intake for each severity group, by time-period. These data support the predictions

TABLE 54

Numbers and Proportions of Northern County 602 Subjects, Grouped by Severity of Offense, who Were Dismissed at Probation Intake During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>	Dismissed at Probation Intake					
	April-June, 1976			April-June, 1977		
	Total No.	No.	%	Total No.	No.	%
1	25	7	28.0	27	2	7.4*
2	149	45	30.2	126	17	13.5**
3	34	16	47.1	45	11	24.4*
4	48	14	29.2	49	14	28.6 <sup>b</sup>
5	142	80	56.3	157	73	46.5 <sup>b</sup>
6	41	18	43.9	45	20	44.4 <sup>b</sup>
7	77	42	54.5	100	68	68.0*
Total dismissed	516 <sup>c</sup>	222	43.0	549 <sup>d</sup>	205	37.3

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories in each group.

<sup>b</sup>Significance tests not performed. These groups of 602 offenders committed neither serious enough nor light enough offenses relative to our hypotheses. (See text.)

<sup>c</sup>Seven subjects were missing intake dispositions.

<sup>d</sup>Two subjects were missing intake dispositions.

\*p<.05, one-tailed z-test.

\*\*p<.01, one-tailed z-test.

about dismissals. Notice that the proportions of dismissals in each group in 1976 vary without any detailed pattern, but that the proportion of

dismissals increases consistently as the severity of the offense group decreases, in 1977. It is clear, then from Table 54 that the severity of offense is more closely related to severity of disposition in 1977. Statistical tests were performed on the three most serious offense groups and the one least serious offense group to see if differences in the predicted direction were statistically significant--and they were. Our rationale for excluding groups 4-6 was that the offenses represented by these groups were neither serious enough nor light enough for direction of change to be predicted.

Table 55 presents the number and proportion of 602 subjects petitioned for each severity group, by time-period. These data support the prediction about petitions. A more noticeable pattern of decreasing proportions of youth petitioned with decreasing severity of offense emerges in 1977. Proportions of youth petitioned in the three most serious groups increased (the increases in the two most serious categories were statistically significant), and the proportion of youth petitioned in the least serious category decreased; however, the latter difference was not statistically significant.

As mentioned earlier we also analyzed the northern 602 subjects by offense group categories and intake dispositions for the two time-periods. Table 56 presents the results of this analysis. It shows that (1) the dispositions for two serious offender groups--the "crimes against persons" group and the "burglary" group--are more severe in 1977, and (2) the dispositions for a less serious offender group--the "miscellaneous crimes" group--are less severe.

In summary, observing probation intake dispositions for total 602 sample subjects (grouped by severity of offense and by category of offense) by time-period, our analysis shows that dispositions at intake have changed as a result of the new prosecutorial role. Our data indicate that the severity of the offense is more predictive of the intake disposition since AB 3121.

TABLE 55

Numbers and Proportions of Northern County 602 Subjects, Grouped by Severity of Offense, who Were Petitioned to Court During April-June, 1976 and 1977

Severity of Offense Categories <sup>a</sup>	Petition Filed					
	April-June, 1976			April-June, 1977		
	Total No.	No.	%	Total No.	No.	%
1	25	16	64.0	27	24	88.9*
2	149	73	49.0	126	92	73.0**
3	34	15	44.1	45	22	48.9
4	48	25	52.1	49	26	53.1 <sup>d</sup>
5	142	31	21.8	157	53	33.8 <sup>d</sup>
6	41	17	41.5	45	9	20.0 <sup>d</sup>
7	77	13	16.9	100	11	11.0
Total	516 <sup>b</sup>	190	36.8	549 <sup>c</sup>	237	43.2

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories.

<sup>b</sup>Seven subjects were missing intake dispositions.

<sup>c</sup>Two subjects were missing intake dispositions.

<sup>d</sup>Significance tests not performed. These groups of 602 offenders committed neither serious enough nor light enough offenses relative to our hypotheses. (See text.)

\* $p < .05$ , one-tailed z-test.

\*\* $p < .01$ , one-tailed z-test.

We also observed intake dispositions for the subgroup of 16 and 17-year-olds who fell within the three most serious offense categories on our seriousness scale. As mentioned earlier in the law enforcement section, this is the group most likely to be affected by the AB 3121 provisions pertaining to

violent offenders. Probation intake dispositions for this subgroup (135 in 1976 and 164 in 1977) were almost exactly the same during the two time-periods--before and after AB 3121. (Appendix Table U presents these data.)

TABLE 56

Probation Intake Dispositions for All Subjects Referred  
to Probation for 602 Offenses, Grouped by Offense  
Categories, in Five Northern Counties  
During April-June, 1976 and 1977

Offense Group Categories		April-June, 1976					April-June, 1977				
		Total	Dis- missed	Informal Proba- tion	Peti- tion filed	Other	Total	Dis- missed	Informal Proba- tion	Peti- tion filed	Other
Crimes Against Persons											
All	n	59	29	2	27	1	59	9	3	43	4
	%	100.0	49.2	3.4	45.8	1.6	100.0	15.3	5.0	72.9	6.8
Crimes Against Property											
Burglary	n	123	33	8	63	19	97	14	7	71	5
	%	100.0	26.8	6.5	51.2	15.5	100.0	14.4	7.2	73.2	5.2
Petty theft, shoplifting	n	118	61	13	27	17	124	60	7	40	17
	%	100.0	51.7	11.0	22.9	14.4	100.0	48.4	5.6	32.3	13.7
Other property	n	100	41	3	37	19	119	36	6	59	18
	%	100.0	41.0	3.0	37.0	19.0	100.0	30.3	5.0	49.6	15.1
Drug Related Crimes											
All	n	61	34	3	13	11	70	46	5	9	10
	%	100.0	55.8	4.9	21.3	18.0	100.0	65.7	7.1	12.9	14.3
Miscellaneous Crimes											
All	n	55	24	3	23	5	80	40	4	15	21
	%	100.0	43.6	5.5	41.8	9.1	100.0	50.0	5.0	18.8	26.2
Total	n	516 <sup>a</sup>	222	32	190	72	549 <sup>b</sup>	205	32	237	75
	%	100.0	43.0	6.2	36.8	14.0	100.0	37.3	5.8	43.2	13.7

<sup>a</sup>Seven subjects were missing intake dispositions.

<sup>b</sup>Two subjects were missing intake dispositions.

Southern cohort data. Table 57 presents the USC data on southern county 602 subjects distributed by severity of offense and probation intake disposition for 1976 and 1977. The table shows that overall 602s, as a group, were

TABLE 57

Probation Intake Dispositions for All Subjects Referred to Probation for 602 Offenses, Grouped by Severity of Offense Categories, in Three Southern Counties During April-June, 1976 and 1977

Grouped Severity of Offense Categories <sup>a</sup>		April-June, 1976					April-June, 1977				
		Total	Dis-missed	Informal Probation	Petition filed	Other	Total	Dis-missed	Informal Probation	Petition filed	Other
1-2	n	49	10	6	32	1	62	7	7	45	3
	%	100.0	20.4	12.2	65.3	2.1	100.0	11.3	11.3	72.6	4.8
3-5	n	51	19	8	15	9	51	15	7	22	7
	%	100.0	37.3	15.7	29.4	17.6	100.0	29.4	13.7	43.2	13.7
6-7	n	70	37	8	16	9	64	23	8	27	6
	%	100.0	52.9	11.4	22.9	12.8	100.0	35.9	12.5	42.2	9.4
Total	n	170 <sup>b</sup>	66	22	63	19	177 <sup>b</sup>	45	22	94	16
	%	100.0	38.8	12.9	37.1	11.2	100.0	25.4	12.4	53.1	9.1

<sup>a</sup>The original seven severity levels were collapsed into three groups to facilitate statistical tests of significance.

<sup>b</sup>One subject was missing intake dispositions in both 1976 and 1977.

being disposed of more severely in 1977 as compared to 1976 (53.1% had a petition filed in 1977 versus 37.1% in 1976). Conversely, fewer 602s were being dismissed in 1977 compared to 1976. (See Appendix Table V for characteristics of southern 602 probation samples.)

Interview data (northern counties). Interviews were conducted at probation intake in each of the counties that provided data for our cohort study. Responses are summarized as follows:

1. Staff did not seem to feel that their decision-making at intake was dramatically different, but they generally agreed that (a) they considered legal issues a bit more closely, (b) they used slightly less discretion, and (c) they were probably a little "tougher" on serious offenders.

2. In two counties, staff believed they might be using informal probation a little less frequently; and in one county, staff described a new type of informal probation program in which probation functioned as a service broker for selected community services. No changes were reported in three counties.

Interview data (Los Angeles County). An interview was conducted at probation intake in Los Angeles to provide information for the cohort study. The primary finding from this interview was that probation decision-making has changed in Los Angeles. Probation officers must consider what charges the district attorney's office will file, in developing their reports. There is now more emphasis on the information the D.A. requires, as opposed to making recommendations for petition filing based solely on the social behavior pattern/history.

#### Juvenile Court Response

With respect to the juvenile court itself, the thrust of AB 3121, as discussed earlier, was toward a more adversarial process and a more punitive response to serious offenders. Various provisions supported this trend, most particularly the mandate of a prosecutor representing the people. We were interested in learning, therefore, whether the court was actually affected by the law--specifically, whether (1) the same proportions of 602 offenders were handled at the court level, (2) the court processes changed and (3) court dispositions were affected.

Statewide data. Table 58 presents total 602 petitions handled by the juvenile court in all counties (except Los Angeles) from 1974 to 1978. These data are collected by BCS from probation departments. Each petition represents one juvenile who has received a disposition from juvenile court. If several petitions are filed against a juvenile but merged at the time of court disposition, they are counted as one petition. Comparable data are not available for Los Angeles County. Table 58 shows that these 602 petitions increased slightly each year--except in 1977, when they increased rather sharply (+18%).

TABLE 58

Total 602 Petitions Disposed of by Juvenile Court  
in all California Counties (Except Los Angeles)  
by Year From 1974 to 1978

	1974	1975	1976	1977 <sup>a</sup>	1978
Total 602 petitions <sup>b</sup>	41,453	42,547	44,096	52,047	53,074
% change from previous year		+2.6	+3.6	+18.0	+2.0

Note. Data provided by the Bureau of Criminal Statistics (BCS).

<sup>a</sup>AB 3121 became effective January 1, 1977.

<sup>b</sup>Some petitions may not have been filed in the same year in which disposed of by juvenile court.

Table 59 presents court dispositions for total 602 petitions in all counties (except Los Angeles). It shows that: (1) the use of each dispositional option is proportionately about the same each year, but (2) since total petitions increased in 1977 and 1978, there are larger numbers in each dispositional category in these two years. Since each petition represents one youth, this means that more youths were being put on probation, being declared wards, and being sent to the California Youth Authority in the state overall (excluding Los Angeles) since AB 3121.



TABLE 59

Court Dispositions of Total 602 Petitions for All Counties  
(Except Los Angeles) by Year from 1974 to 1978

Court Disposition	1974	1975	1976	1977 <sup>a</sup>	1978
Closed or transferred % of total	8,660 20.9	8,985 21.1	9,766 22.1	12,435 23.9	11,926 22.5
Informal probation % of total	3,697 8.9	3,996 9.4	3,959 9.0	4,185 8.0	4,461 8.4
Continued on probation (formal or informal) % of total	11,108 26.8	11,301 26.7	12,123 27.5	13,171 25.3	14,023 26.4
Wardship % of total	15,696 37.9	15,983 37.6	16,111 36.5	19,779 38.0	20,165 38.0
California Youth Authority % of total	1,480 3.6	1,476 3.5	1,423 3.2	1,691 3.2	1,682 3.2
Remanded to adult court % of total	805 1.9	800 1.9	703 1.6	781 1.5	803 1.5
Total 602 petitions	41,453	42,547	44,096	52,047	53,074

Note. Data provided by the Bureau of Criminal Statistics. Dispositions for each year do not exactly equal total 602 petitions because the small dispositional category, "other", has not been included in this table.

<sup>a</sup>AB 3121 became effective January 1, 1977.

Data collected by the Judicial Council of California provide another way of observing the juvenile court process. The Judicial Council collects petition data directly from the clerk of each superior court. In this system each petition represents a single disposition for a single petition. If a juvenile is the subject of several petitions that are being disposed of at the same time, each petition is counted separately. (Since the Judicial Council is counting actual petitions disposed of, rather than individuals disposed of, they consistently report larger numbers of petitions than does BCS.)

The interesting thing about Judicial Council data is that petitions disposed of are broken down to some extent by type of court hearing. There are three categories: (1) petitions disposed of before a hearing (this includes all dismissals, transfers, and other dispositions occurring before the start of a jurisdictional hearing); (2) petitions disposed of after the start of an uncontested jurisdictional hearing (that is, a hearing in which the juvenile pleads guilty); and (3) petitions disposed of after the start of a contested jurisdictional hearing (that is a hearing in which the juvenile denies the facts in the petition).

Table 60 presents these data for Los Angeles and for all other counties, for 1976 to 1978. For Los Angeles County the table shows that: (1) the proportion of petitions disposed of before a hearing declined in 1977 and again in 1978; (2) the proportion of petitions disposed of after an uncontested hearing did not change much but was a bit higher in both 1977 and 1978 than in 1976. These Los Angeles data indicate that, although total petitions dropped in 1977 and 1978, a greater proportion ended up at a jurisdictional hearing. They indicate that proportionately fewer dismissals and proportionately more admissions of guilt occurred in 1977 and 1978.

Table 60 presents a different picture for all other counties. It shows that: (1) proportions of petitions in each hearing category did not change much during the years shown, but (2) since total petitions increased in 1977 and 1978, the numbers of petitions that ended up at jurisdictional hearings increased, too. This means that total number of uncontested and contested hearings increased in 1977 and 1978 for all other counties combined.

Petition data from the Judicial Council were available for July 1975 to December 1978 and it was therefore possible to observe differences between

pre- and post-AB 3121 time-periods, using the last half of each year for that period. Appendix Table W presents these data, which strongly support the findings in Table 60.

TABLE 60

602 Petitions Disposed of by Juvenile Court Before a Jurisdictional Hearing, After an Uncontested Jurisdictional Hearing, and After a Contested Jurisdictional Hearing in Los Angeles County and in all Other Counties<sup>a</sup> by Year From 1976 to 1978

Disposition Categories	1976	1977 <sup>b</sup>	1978
Los Angeles			
Disposed of before a hearing	7,542	5,682	4,419
% of total	32.0	25.4	22.9
Disposed of after an uncontested hearing	10,576	10,957	10,068
% of total	44.8	49.1	52.3
Disposed of after a contested hearing	5,462	5,688	4,789
% of total	23.2	25.5	24.8
Total 602 petitions	23,580	22,327	19,276
All Other Counties <sup>a</sup>			
Disposed of before a hearing	3,952	4,204	4,435
% of total	7.6	7.2	7.6
Disposed of after an uncontested hearing	41,922	47,166	47,497
% of total	81.2	80.7	80.9
Disposed of after a contested hearing	5,798	7,079	6,755
% of total	11.2	12.1	11.5
Total 602 petitions	51,672	58,449	58,687

Note. Data provided by the Judicial Council of California.

<sup>a</sup>Fresno, Kings, and San Luis Obispo counties were excluded due to missing data.

<sup>b</sup>

AB 3121 became effective January 1, 1977.

Northern cohort data. Returning now to our sample data in the five northern counties, we observed final dispositions of 602 subjects (grouped both by severity of offense and by offense category) between the two time-periods--one before AB 3121 and one after. Table 61 shows final dispositions for the total sample, grouped by severity of offense by time-period. This

TABLE 61

Final Dispositions for All 602 Subjects in the Sample  
Northern Counties Grouped by Severity of Offense  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>	April-June, 1976					April-June, 1977				
	Total	Dis- missed	Informal Probation	Ward- ship	Other <sup>b</sup>	Total	Dis- missed	Informal Probation	Ward- ship	Other <sup>b</sup>
1	n 25 % 100.0	12 48.0	1 4.0	10 40.0	2 8.0	27 100.0	7 25.9	2 7.4	15 55.6	3 11.1
2	n 148 % 100.0	61 41.2	14 9.5	56 37.8	17 11.5	125 100.0	31 24.8	27 21.6	62 49.6	5 4.0
3	n 34 % 100.0	18 53.0	5 14.7	10 29.4	1 2.9	45 100.0	17 37.8	5 11.1	15 33.3	8 17.8
4	n 48 % 100.0	19 39.6	4 8.3	20 41.7	5 10.4	49 100.0	22 44.9	3 6.1	15 30.6	9 18.4
5	n 142 % 100.0	95 66.9	14 9.9	22 15.5	11 7.7	157 100.0	92 58.6	18 11.5	28 <sup>e</sup> 17.8	19 12.1
6	n 41 % 100.0	22 53.6	3 7.3	12 29.3	4 9.8	45 100.0	24 53.3	5 11.1	6 13.3	10 22.2
7	n 76 % 100.0	49 64.5	2 2.6	10 13.2	15 19.7	100 100.0	77 77.0	5 5.0	4 4.0	14 14.0
Total	n 514 <sup>c</sup> % 100.0	276 53.7	43 8.4	140 <sup>e</sup> 27.2	55 10.7	548 <sup>d</sup> 100.0	270 49.2	65 11.9	145 <sup>e</sup> 26.5	68 12.4

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories.

<sup>b</sup>Includes transfer to other jurisdiction, referral to welfare, referral to traffic court and other dispositions.

<sup>c</sup>Nine subjects were missing final dispositions.

<sup>d</sup>Three subjects were missing final dispositions.

<sup>e</sup>No remands to adult court in the 1976 sample, and only one remand in the 1977 sample.

table shows that: (1) overall, proportions of subjects receiving each disposition did not vary much between the two time-periods (see Total row), but (2) in 1977, the proportions of subjects receiving the most severe disposition (wardship) varied more noticeably, and more consistently, with the severity of offense committed. Notice that the proportions of subjects in each offense group receiving wardship in 1976 fluctuated up and down without a strong pattern, but that in 1977 the proportion of subjects in each group receiving wardship increased with severity of offense in a sharply defined pattern (from 4.0% in the least serious offense group to 13.3%, to 17.8%, to 30.6%, etc.). Clearly, the severity of offense was more closely related to severity of disposition in 1977.

Table 62 presents final dispositions for the total sample grouped by offense category and time-period. This table shows that: (1) the "crimes against persons" and "burglary" groups received greater proportions of wardship dispositions in 1977, (2) the "petty theft" and "other property" groups remained the same, and (3) the "drug-related crimes" and "miscellaneous" groups (two generally less serious offender groups) received smaller proportions of wardship dispositions and more dismissals in 1977 than in 1976.

In Table 63 we looked at final dispositions for the 16 and 17-year-old subgroup of serious offenders (described earlier). This table shows that the proportion of subjects in each disposition category were quite similar during the two time-periods. Statistical tests indicated no significant differences.

TABLE 62

Final Dispositions for all 602 Subjects in the Sample  
Northern Counties Grouped by Offense Categories  
During April-June, 1976 and 1977

Offense Categories		April-June, 1976					April-June, 1977				
		Total	Dis- missed	Informal Proba- tion	Ward- ship	Other <sup>a</sup>	Total	Dis- missed	Informal Proba- tion	Ward- ship	Other <sup>a</sup>
Crimes Against Persons											
All	n	59	36	3	18	2	59	19	6	28	6
	%	100.0	61.0	5.1	30.5	3.4	100.0	32.2	10.2	47.4	10.2
Crimes Against Property											
Burglary	n	122	48	14	47	13	96	26	21	45	4
	%	100.0	39.3	11.5	38.5	10.7	100.0	27.1	21.9	46.8	4.2
Petty theft	n	118	75	14	18	11	124	75	15	19 <sup>d</sup>	15
	%	100.0	63.5	11.9	15.3	9.3	100.0	60.5	12.1	15.3	12.1
Other property	n	100	47	4	31	18	119	48	12	40	19
	%	100.0	47.0	4.0	31.0	18.0	100.0	40.3	10.1	33.6	16.0
Drug Related Crimes											
All	n	61	39	4	11	7	70	52	6	5	7
	%	100.0	63.9	6.6	18.0	11.5	100.0	74.3	8.6	7.1	10.0
Miscellaneous	n	54	31	4	15	4	80	50	5	8	17
	%	100.0	57.4	7.4	27.8	7.4	100.0	62.5	6.2	10.0	21.3
Total	n	514 <sup>b</sup>	276	43	140	55	548 <sup>c</sup>	270	65	145	68
	%	100.0	53.7	8.4	27.2	10.7	100.0	49.3	11.8	26.5	12.4

<sup>a</sup>Includes transfer to other jurisdiction, referral to welfare, referral to traffic court, and other disposition.

<sup>b</sup>Nine subjects were missing final dispositions.

<sup>c</sup>Three subjects were missing final dispositions.

<sup>d</sup>Includes one remand.

TABLE 63

Final Dispositions for a Subgroup of the 602 Probation Sample Who  
Were 16 and 17-Years-Old and Who Committed Serious Offenses<sup>a</sup>  
During April-June, 1976 and 1977

Final Disposition	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Dismissed	60	45.5	75	46.6
Informal probation	13	9.8	17	10.6
Wardship (home or out-of-home placement)	27	20.5	35	21.7
Wardship (institutional commitment)	14	10.6	11	6.8
Other	18	13.6	23	14.3
Total	132 <sup>b</sup>	100.0	161 <sup>b</sup>	100.0

<sup>a</sup>Categories 1 and 2 on the severity scale.

<sup>b</sup>Three subjects were missing final dispositions in each time-period.

Southern cohort data. Table 64 presents the final court dispositions for all 602 subjects by severity of offense group in the three southern counties. Overall, there were proportionately fewer cases (although not statistically significant) receiving the least severe disposition in 1977 compared to 1976 (52.4% of the total groups were dismissed in 1976 versus 45.2% in 1977). Conversely, there were significantly more subjects receiving the most severe disposition in 1977 compared to 1976 (31.0% of the total group received wardship in 1977 compared to 18.8% in 1976).

Another way to view the court disposition data is to focus on those subjects whose intake disposition was the filing of a petition. In 1976, 63 subjects had a petition filed as their intake disposition, and the petition was sustained and wardship was granted in 31 cases (49.2%). In 1977, 94 subjects

TABLE 64

Final Dispositions for all 602 Subjects in the Sample  
Southern Counties Grouped by Severity of Offense  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup> (Grouped)		April-June, 1976					April-June, 1977				
		Total	Dis- missed	Informal Proba- tion	Ward- ship	Other <sup>b</sup>	Total	Dis- missed	Informal Proba- tion	Ward- ship	Other <sup>b</sup>
1-2	n	49	19	7	18	5	62	21	9	27	5
	%	100.0	38.8	14.3	36.7	10.2	100.0	33.9	14.5	43.5	8.1
3-5	n	51	24	9	9	9	51	27	7	9	8
	%	100.0	47.2	17.6	17.6	17.6	100.0	52.9	13.7	17.7	15.7
6-7	n	70	46	10	4	10	64	32	9	17	6
	%	100.0	65.7	14.3	5.7	14.3	100.0	50.0	14.1	26.6	9.3
Total	n	170 <sup>c</sup>	89	26	31	24	177 <sup>c</sup>	80	24	55	18
	%	100.0	52.4	15.3	18.2	14.1	100.0	45.1	13.6	31.1	10.2

<sup>a</sup>The original seven severity levels are collapsed into three groups to facilitate statistical tests of significance.

<sup>b</sup>Includes transfer to other jurisdiction, referral to welfare, referral to traffic court and other dispositions.

<sup>c</sup>One subject was missing final disposition in both 1976 and 1977.

had a petition filed on them at intake and it was sustained in court in 55 cases (58.5%). Looking at the data from this perspective indicates that a slightly, though not significantly higher proportion of petition requests for 602 subjects in the three southern counties were being sustained in the courts resulting in these subjects receiving wardship.

Interview data (northern counties). In each county that provided data for our cohort study, one or more staff from the probation department, the district attorney's office, and the public defender's office was asked about the effects of AB 3121 on the juvenile court. Responses are summarized as follows:



1. The court operates more as a legal forum since the passage of AB 3121. Lawyers have a prominent, well-established role. The setting is more formal and essentially adversary in nature.

2. Plea bargaining has become the common mode of determining charges. Its purposes are to (a) determine charges that both the youth and the prosecutor can agree to, and (b) avoid a contested hearing. Respondents usually indicated that dispositions were neither bargained nor affected by bargaining.

3. There were varying responses to the question about remands to adult court. At least one respondent in each of three counties reported some increase in remands; however, respondents in different departments within the same county did not always agree on the effects of the revised fitness hearing criteria. Those who supported easier movement to adult court--for an adult disposition and/or for an adult record--usually said that it was still difficult to remand juveniles to adult court.

4. The cost of legal staff in juvenile court has increased considerably. However, Proposition 13 has cut costs in many departments and has made everyone more cost-conscious.

Interview data (Los Angeles County). In Los Angeles, staff from the juvenile court, the probation department and the district attorney's office were asked about the effects of AB 3121 on the juvenile court. Their observations are summarized as follows:

1. Plea bargaining is widely used as a means of settling cases.

2. There has been an increase in the number of cases remanded to the adult court as a result of AB 3121 provisions. Youths with "laundry list" offenses for which fitness hearings are in order may be exempted due to lack of prior record coupled with unusual mitigating circumstances. The advantages

of the AB 3121 remand provisions were stated to be the removal of serious juvenile offenders from the juvenile court system. The main disadvantages of the remand provision were that the cases took longer to try in the adult court, and the remanded youths would be able to make bail and run from further court processing.

3. There was little agreement by respondents as to the effects of Proposition 13 on their various department budgets. Respondents were, however, very conscious of cost and accountability regarding the delivery of services as a result of the proposition.

#### Followup Data

The primary goal of our study was to determine the major effects of AB 3121 on the juvenile justice system and its handling of juvenile offenders. The 602 provisions of the law implicitly involved a tougher, more punitive stance toward juvenile crime. The research question here was "Would a legalistic juvenile court--one expression of the get tough 'justice model'--make any difference in terms of reducing juvenile crime?" We analyzed subsequent arrest and referral data with the goal of identifying any effects the law may have had on subsequent criminal behavior of 602 northern sample cases. We did not expect that the juvenile court changes would significantly affect delinquent behavior.

Since our samples could not be randomly assigned to pre- and post-AB 3121 conditions, the comparisons of subsequent records must be regarded as very tentative. We found no reason to believe that background characteristics would differ from one law enforcement sample to the other, and our measures of age, sex, ethnicity, and prior record in fact revealed no significant differences. (See Appendix Tables 0-1 to 0-4.)

Table 65, then, presents the most serious arrest during a one-year followup period for all 602 subjects in the law enforcement sample, grouped by severity of instant offense. No important differences in subsequent criminal activity between the 1976 and 1977 samples were found overall or within the seven severity level subgroups.

TABLE 65

Most Serious Arrest During a One-Year Followup for all Northern  
Subjects Arrested for 602 Offenses by Severity Category,  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>	April-June, 1976					April-June, 1977				
	One-Year Arrest Followup					One-Year Arrest Followup				
	Total	No Arrest	601 Arrest Only	602 Arrest		Total	No Arrest	601 Arrest Only	602 Arrest	
				Not Serious	Serious				Not Serious	Serious
1	n 25 % 100.0	17 68.0	0 0.0	4 16.0	4 16.0	43 100.0	28 65.1	1 2.3	5 11.6	9 21.0
2	n 210 % 100.0	93 44.3	6 2.8	39 18.6	72 34.3	197 100.0	99 50.3	2 1.0	28 14.2	68 34.5
3	n 68 % 100.0	42 61.8	3 4.4	11 16.2	12 17.6	75 100.0	42 56.0	2 2.7	9 12.0	22 29.3
4	n 64 % 100.0	31 48.4	2 3.1	11 17.2	20 31.3	77 100.0	45 58.4	1 1.3	10 13.0	21 27.3
5	n 358 % 100.0	253 70.7	10 2.8	41 11.5	54 15.0	327 100.0	234 71.6	2 0.6	38 11.6	53 16.2
6	n 75 % 100.0	49 65.3	2 2.7	9 12.0	15 20.0	65 100.0	38 58.5	1 1.5	15 23.1	11 16.9
7	n 156 % 100.0	97 62.2	8 5.1	26 16.7	25 16.0	218 100.0	133 61.0	4 1.8	47 21.6	34 15.6
Total	n 956 <sup>b</sup> % 100.0	582 60.9	31 3.2	141 14.8	202 21.1	1,002 <sup>c</sup> 100.0	619 61.8	13 1.2	152 15.2	218 21.8

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories in each group.

<sup>b</sup>Followup data not available for 158 subjects--14.2% of 602 sample.

<sup>c</sup>Followup data not available for 116 subjects--10.4% of 602 sample.

Table 66 presents the most serious referral to probation during a one-year followup period for all 602 subjects in the probation sample. These

TABLE 66

Most Serious Subsequent Referral During a One-Year Followup Period  
for All Northern Subjects Referred to Probation for 602  
Offenses, by Severity Category by Year

Severity of Offense <sup>a</sup>		1976					1977				
		Total	No Refer- ral	601 or 300 Refer- ral <sup>b</sup>	602 Referral		Total	No Refer- ral	601 or 300 Refer- ral <sup>b</sup>	602 Referral	
					Not Serious	Serious				Not Serious	Serious
1	n	23	12	2	8	1	24	9	1	6	8
	%	100.0	52.2	8.7	34.8	4.3	100.0	37.5	4.2	25.0	33.3
2	n	127	51	7	21	48	122	52	4	24	42
	%	100.0	40.2	5.5	16.5	37.8	100.0	42.6	3.3	19.7	34.4
3	n	33	22	1	1	9	38	18	1	8	11
	%	100.0	66.7	3.0	3.0	27.3	100.0	47.5	2.6	21.0	28.9
4	n	44	18	2	13	11	38	18	0	8	12
	%	100.0	40.9	4.5	29.6	25.0	100.0	47.4	0.0	21.0	31.6
5	n	125	70	4	19	32	125	68	4	21	32
	%	100.0	56.0	3.2	15.2	25.6	100.0	54.4	3.2	16.8	25.6
6	n	38	18	1	11	8	38	21	2	5	10
	%	100.0	47.4	2.6	28.9	21.1	100.0	55.3	5.2	13.2	26.3
7	n	62	29	2	12	19	82	40	2	17	23
	%	100.0	46.8	3.2	19.4	30.6	100.0	48.8	2.4	20.8	28.0
Total	n	452 <sup>c</sup>	220	19	85	128	467 <sup>d</sup>	226	14	89	138
	%	100.0	48.7	4.2	18.8	28.3	100.0	48.4	3.0	19.0	29.6

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories.

<sup>b</sup>601 W&I referrals are status offenses such as runaway, incorrigible, curfew, and truancy. 300 W&I referrals are dependency cases such as unfit home and parental neglect.

<sup>c</sup>71 subjects were missing followup data.

<sup>d</sup>84 subjects were missing followup data.

were the 602s for whom AB 3121 appeared to have the greatest impact (our findings indicate that the more legalistic focus in the post-AB 3121 time-period affected dispositional outcome for these subjects). However, subsequent criminal behavior apparently was not affected. Table 66 shows very little difference in subsequent 602 referrals for most 602 severity level groups.

Tables 67 and 68 present the probation followup data in a fashion sufficiently condensed for statistical significance testing. In Table 67, the measure of subsequent criminal behavior is a 602 referral to probation; while in Table 68 the measure of subsequent criminal behavior is a serious (levels 1-3 on our severity scale) 602 referral. Numbers and proportions of subjects with these subsequent referrals are shown by severity group and by year, in both tables. We conclude, based on the data presented here, that, overall, subsequent criminal behavior of 602 referrals was not affected by AB 3121.

TABLE 67

Number and Proportion of 602 Subjects With a 602 Referral to Probation During a One-Year Followup in all Sample Northern Counties by Severity of Instant Offense and by Time-Period

Severity of Instant Offense <sup>a</sup>	April-June, 1976			April-June, 1977		
	Total No.	Subsequent 602 Referral		Total No.	Subsequent 602 Referral	
		No.	%		No.	%
1	23	9	39.1	24	14	58.3
2	127	69	54.3	122	66	54.1
3	33	10	30.3	38	19	50.0
4	44	24	54.5	38	20	52.6
5	125	51	40.8	125	53	42.4
6	38	19	50.0	38	15	39.5
7	62	31	50.0	82	40	48.8
Total	452 <sup>b</sup>	213	47.1	467 <sup>c</sup>	227	48.6

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories.

<sup>b</sup>71 subjects were missing followup data.

<sup>c</sup>84 subjects were missing followup data.

TABLE 68

Number and Proportion of 602 Subjects With a Serious 602 Referral to Probation During a One-Year Followup Period in all Sample Northern Counties by Severity of Instant Offense and by Time-Period

Severity of Instant Offense <sup>a</sup>	April-June, 1976			April-June, 1977		
	Total No.	Serious Subsequent 602 Referral <sup>b</sup>		Total No.	Serious Subsequent 602 Referral <sup>b</sup>	
		No.	%		No.	%
1	23	1	4.3	24	8	33.3*
2	127	48	37.8	122	42	34.4
3	33	9	27.3	38	11	28.9
4	44	11	25.0	38	12	31.6
5	125	32	25.6	125	32	25.6
6	38	8	21.1	38	10	26.3
7	62	19	30.6	82	23	28.0
Total	452 <sup>c</sup>	128	28.3	467 <sup>d</sup>	138	29.6

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories.

<sup>b</sup>Serious subsequent 602 referral is any offense rated 1-3 on severity scale. See Appendix G for severity scale.

<sup>c</sup>71 subjects were missing followup data.

<sup>d</sup>84 subjects were missing followup data.

\*p<.05.

## CHAPTER V

### SUMMARY AND CONCLUSIONS

In 1977, the California Youth Authority developed a proposal to study the impact of AB 3121. This two-year project was approved by the Office of Criminal Justice Planning, and was scheduled to begin July 1, 1977. Its main goal was to increase agreement among funding agencies, juvenile justice personnel, legislators, and the correctional community concerning the effects of major provisions of AB 3121 on the juvenile justice system and delinquent youth. It was assumed that increased agreement would be produced if reliable information were provided regarding the effects of the Bill. To obtain the necessary information, three specific objectives were established:

1. Increase knowledge of the impact of AB 3121 on the criminal justice system.
2. Increase knowledge of the impact of AB 3121 on delinquent youth, including serious, as well as minor offenders.
3. Identify model alternative programs that could assist local criminal justice agencies in implementing AB 3121.

To achieve these objectives, four study areas were identified as being of special importance: (1) changes in the processing of youth by police, probation, and the juvenile court; (2) the handling of runaways; (3) the detention process; and (4) the handling of 16 and 17-year-old violent offenders.

Data for this project were collected from four principal sources: (1) a record search of cohorts (study groups) of youth prior to and subsequent to



the start of AB 3121; (2) a substudy record search of cohorts of 601 youth from two study counties, prior to and after the start of AB 3121; (3) interviews with selected county personnel; and (4) aggregate data from information systems of state and local agencies.

In the main record search, data were collected on two randomly selected groups, a 1976 and 1977 cohort. This information was gathered from law enforcement files in eight selected California counties. The CYA study, conducted in five northern counties, involved 2,738 youths (1,421 in 1976 and 1,317 in 1977). The University of Southern California study, conducted in three southern counties, involved 1,107 youths (600 in 1976 and 507 in 1977). These cohorts were followed through probation to determine what changes, if any, occurred in the juvenile justice processing of youth as a result of AB 3121. Twelve-month followup data on rearrests and re-referrals in the northern counties were also collected for both cohorts.

In addition to the main cohort study, we selected and studied separate subsamples of subjects referred to each of two probation departments for status offenses during 1976 and 1977. The purpose of this substudy was to focus more closely on the effects of AB 3121 on status offenders.

To assess the perceived effects of AB 3121, 68 interviews were conducted with key justice system and community agency personnel. These interviews were also aimed at augmenting the cohort data and addressing areas that could not be handled by those data alone.

To describe statewide, pre- and post-AB 3121 differences in numbers and proportions of offenders, we collected data from the Bureau of Criminal Statistics, the Judicial Council, Los Angeles County Probation Department, and the Department of Finance. These data, which covered time-periods before and after implementation of AB 3121, included: 601 and 602 WIC arrests,

bookings, probation intake, detention intake, detention hearings, length of detention, probation dispositions, petitions filed and sustained, and number of remands.

The main findings pertaining to status offenders (601 WIC) will now be summarized.

### 601 Offenders

#### Law Enforcement Handling

Statewide BCS data indicate a dramatic drop in 601 arrests and law enforcement referrals to probation after passage of AB 3121. Arrests dropped from 80,762 in 1976 to 41,939 in 1977; while law enforcement referrals to probation dropped from 43,206 in 1976 to 18,195 in 1977.

Six of the eight cohort study counties showed a significant decrease in the proportion of 601 arrests in 1977 as compared to 1976.

A review of northern cohort law enforcement dispositions of 601s showed a much larger proportion of cases delivered to nonsecure probation facilities and a much smaller proportion to juvenile halls in 1977 compared to 1976. In 1976, 1% of the 601 cases were delivered to a nonsecure probation facility compared to 54% in 1977. In 1976, 84% of the 601 study cases were delivered to juvenile hall in custody as compared to 39% in 1977. The southern cohort study showed law enforcement releasing a much larger proportion of status offenders in 1977 (52%) compared to 1976 (31%). Also, law enforcement cited a much smaller proportion of cases to probation in 1977 (21%) compared to 1976 (48%).

#### Detention Handling

Statewide BCS and Judicial Council data show an abrupt drop in secure detentions (from 33,344 in 1976 to 607 in 1977) and in detention hearings

(from 2,598 for the last half of 1976 to 608 for the last half of 1977) for 601s. Secure detention has been all but eliminated, except for 602 probationers who commit 601 violations.<sup>1</sup>

#### Probation Intake Handling

Excluding Los Angeles, statewide initial 601 referrals to probation declined dramatically after passage of AB 3121--from 33,178 in 1976 to 16,600 in 1977. In Los Angeles County, the drop was even sharper--from 7,965 in 1976 to 1,755 in 1977.

For status offenders referred to probation in 1977, dispositions at intake were generally similar to those of the 1976 group. However, in the northern study counties a greater proportion of status offenders were referred to probation diversion services in 1977 than in 1976 (28.3% vs. 12.4%).

#### Community Services Handling

In both the main cohort study and the substudies of two northern counties (Sacramento and Placer), it was found that officially processed 601s were rarely referred to community programs by law enforcement and probation. One percent of the 1976 law enforcement cohort and none of the 1977 cohort were referred to community programs. In the five northern study counties, probation referred 1.6% of its study cases to community programs in 1976 and 7.5% in 1977. No 601s were referred to community programs in the Placer County subsample, while 8% of the 1976 Sacramento County subsample and 7% of the 1977 subsample were referred for such service.

---

<sup>1</sup>Since September, 1978, a limited amount of secure detention of 601s has been allowed under subsequent legislation.

### Juvenile Court Handling

Statewide data show that 601 petitions decreased steadily since 1974. However, the sharpest decrease (54%) occurred in 1977, the year in which AB 3121 became effective.

A smaller proportion of 601 cases in the five northern counties were dismissed from juvenile court in 1977 than in 1976 (36% versus 48%). In these same counties, a larger proportion of study subjects were referred to diversion services (26% in 1977 compared to 9% in 1976).

Many 601s in the northern study sample who are processed through the justice system and ultimately disposed of in court by placement on probation were also found to have committed 602 offenses before or after referral to probation. In 1976, 31% of the 601 cohort youths placed on probation by the juvenile court were found guilty of a 602 offense; in 1977 45% were found guilty of a 602 offense. These youths would probably have been handled less formally if a 602 offense had not been involved.

### Subsequent Arrest and Referral

There were no significant differences in rate of subsequent arrests and referrals between the 1976 and 1977 northern county study groups: 47% of the study subjects were rearrested in 1976, compared to 46% in 1977; while, 60% of the 601 northern probation sample in 1976 were re-referred, compared to 59% in 1977. This finding was supported by the Placer and Sacramento County substudies.

We will now summarize the findings for criminal offenders (602 WIC).

## 602 Offenders

### Law Enforcement Handling

Statewide BCS data indicated that 602 arrests and law enforcement referrals to probation dropped slightly each year from 1974 through 1978. The total drop in 602 arrests from 1974 through 1978 was 15%, and the total drop in law enforcement referrals to probation during that same period was 9%. The drop in law enforcement referrals was more noticeable in Los Angeles County than in the rest of the state (the latter showed a slight increase in 1977).

Focusing on law enforcement dispositions of 602s, we found that, overall, there were no differences in the use of dispositional alternatives for the 1977 subjects, as compared to the 1976 cohorts.

It was found that slightly longer investigation reports were generated in 1977 as compared to 1976, in the northern as well as southern study counties. Most law enforcement officers interviewed, however, did not think their investigation practices regarding 602s had changed since the implementation of AB 3121.

### Detention Handling

Statewide BCS data showed that the proportion of 602 admissions to juvenile halls for homicide, forcible rape, robbery, and assault increased somewhat from 1976 to 1977--specifically, from 11,380 youths (9%) to 12,039 (12%). The proportion of 602 admissions to juvenile hall that resulted from court commitments also increased from 1976 to 1977--from 5,049 youths (4%) to 8,295 (8%). Finally, there was a sharp increase (18.9%) in average length of stay in juvenile halls, in 1977 as compared to 1976.

Interview data indicated that detention hearings were somewhat more formal and legalistic, and that home supervision was used only sparingly in the study counties.

#### Probation Intake Handling

Data on initial 602 referrals to probation in both Los Angeles County and the state, less Los Angeles County, showed very few differences in the proportions of intake dispositions of 602 youths in 1977 compared to 1976. Nor was there a change in the proportion of 602 referrals petitioned in Los Angeles between 1976 and 1977.

In 1977, northern county cohort data on intake dispositions of 602 referrals showed an inverse relationship between severity of offense and the use of the dismissal disposition option. That is, as the severity of instant offense decreased, the use of the disposition of dismissal increased. There was an increase in the filing of petitions for the three most serious offense groups (from 50% in 1976 to 70% in 1977). There was a corresponding decrease in petition filing in the two least serious offense categories (from 25% in 1976 to 14% in 1977). Thus, severity of offense became a better predictor of probation intake disposition in the northern counties after the passage of AB 3121. Southern county cohort data on intake dispositions showed that, overall, 602s were disposed of more severely in 1977 than in 1976. In 1977, 53% of all 602 referrals had a petition filed compared to 37% in 1976. These data suggest some north-south variation in the effects of AB 3121 on the intake dispositions of 602 probation referrals in the state.

#### Juvenile Court Handling

For the state, less Los Angeles, there was an 18% increase in total 602 petitions handled by the juvenile court in 1977 compared to 1976.

However, this increase resulted in no proportional change in court dispositions between 1976 and 1977. The juvenile court, therefore, was handling a larger number of 602s in 1977, but was disposing of them in the same manner as before the passage of AB 3121.

Northern county cohort data on final dispositions indicate that the proportion of subjects who received the most severe disposition (wardship) was more closely related to the severity of offense ranking in 1977: 4% of those 602 subjects in the least serious offense category received wardship as compared to 56% in the most serious category. In short, the proportion of 602 youths who received wardship increased with an increase in severity of offense.

Interview data indicated that the juvenile court setting became more formal, and essentially adversary in nature, as a result of AB 3121. Plea bargaining was far more prevalent than before passage of the Bill.

#### Subsequent Arrest and Referral

No significant differences were found in the subsequent criminal behavior of the 1976 and 1977 northern 602 cohorts. In 1976, 39% of the subjects were rearrested; in 1977, the figure was 38%. In 1976, 51% of the 602 northern probation sample were re-referred, while in 1977, the figure was 52%.

#### Conclusions

In the three years since AB 3121 first became law, the provisions of this Bill have been largely implemented. In general, the impact of these provisions has been in the expected direction: arrests of 601s have decreased; 601s have not been housed in secure facilities (during the study period); 602

dispositions have become more severe for the more serious offenses; and the involvement of the district attorney in the filing of 602 petitions has resulted in a court setting much like that of the adult court. At least three issues remain to be satisfactorily resolved: (1) occasionally insufficient alternative 601 programming and funding; (2) secure versus nonsecure detention of 601s who resist family counseling or foster care; and (3) the remand process, which does not necessarily facilitate the movement of violent offenders to adult court in the manner originally expected.

This project achieved two of its three objectives: (1) to increase knowledge of the impact of AB 3121 on the criminal justice system, and (2) to increase knowledge of the impact of AB 3121 on delinquent youth, including serious offenders and minor offenders. Due to several factors, we did not achieve the third objective: to identify alternative model programs that could assist local criminal justice agencies in implementing AB 3121. The small number of 601 cases that fell into the cohort study did not provide enough data for identifying the full range of successful alternative programs. Also, limited time and resources did not allow for an additional substudy which would have provided further information. This area, which relates to alternative 601 programming and funding, is certainly in need of further study. Such study could focus on (1) how 601s have been processed subsequent to deinstitutionalization, (2) the nature of services that are provided to these youth, and (3) the sources of these services.

The present data represents the justice system's response to AB 3121 during 1977 and 1978. The effects of recent legislation--and related, 1979 statewide data--were not available for inclusion in this report. For example, the effects of AB 958 (1978 legislation which permits a limited amount of secure detention for 601s) have not been assessed. Similarly, the specific impact of the AB 3121 remand provisions are not yet known.



## REFERENCES

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- Erratum to Simonton. Psychological Bulletin, 1977, 84, 1097.

APPENDIX A

LAW ENFORCEMENT FORM

TEAR-OFF SHEET

Name \_\_\_\_\_  
Last First Middle

AKA \_\_\_\_\_

AKA \_\_\_\_\_

AKA \_\_\_\_\_

AKA \_\_\_\_\_

Address \_\_\_\_\_

County \_\_\_\_\_

Department \_\_\_\_\_

AB 3121 SUBJECT ID# \_\_\_\_\_

Subject's Identification Numbers

Type	Number
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

LAW ENFORCEMENT DATA

AB 3121 Subject ID#

Census Tract

Collection Date

1	2	3	4	5	6

7	8	9	10	11	12

County

13	14

Law Enforcement Department

15	16

Ethnicity

17

Gender

18

Date of Birth

19	20	21	22	23	24

Instant Offense

Date of Arrest

25	26	27	28	29	30

Source of Referral

31

Booked?

32

Charge 1. \_\_\_\_\_

Code	WIC	Admit	Counts										
<table border="1"><tr><td></td><td></td></tr><tr><td>33</td><td>34</td></tr></table>			33	34	<table border="1"><tr><td></td></tr><tr><td>35</td></tr></table>		35	<table border="1"><tr><td></td></tr><tr><td>36</td></tr></table>		36	<table border="1"><tr><td></td></tr><tr><td>37</td></tr></table>		37
33	34												
35													
36													
37													
<table border="1"><tr><td></td><td></td></tr><tr><td>38</td><td>39</td></tr></table>			38	39	<table border="1"><tr><td></td></tr><tr><td>40</td></tr></table>		40	<table border="1"><tr><td></td></tr><tr><td>41</td></tr></table>		41	<table border="1"><tr><td></td></tr><tr><td>42</td></tr></table>		42
38	39												
40													
41													
42													
<table border="1"><tr><td></td><td></td></tr><tr><td>43</td><td>44</td></tr></table>			43	44	<table border="1"><tr><td></td></tr><tr><td>45</td></tr></table>		45	<table border="1"><tr><td></td></tr><tr><td>46</td></tr></table>		46	<table border="1"><tr><td></td></tr><tr><td>47</td></tr></table>		47
43	44												
45													
46													
47													
<table border="1"><tr><td></td><td></td></tr><tr><td>48</td><td>49</td></tr></table>			48	49	<table border="1"><tr><td></td></tr><tr><td>50</td></tr></table>		50	<table border="1"><tr><td></td></tr><tr><td>51</td></tr></table>		51	<table border="1"><tr><td></td></tr><tr><td>52</td></tr></table>		52
48	49												
50													
51													
52													

2. \_\_\_\_\_

3. \_\_\_\_\_

4. \_\_\_\_\_

Behavioral Description:


Offense Codes

<table border="1"><tr><td></td><td></td></tr><tr><td>53</td><td>54</td></tr></table>			53	54	<table border="1"><tr><td></td><td></td></tr><tr><td>55</td><td>56</td></tr></table>			55	56	<table border="1"><tr><td></td><td></td></tr><tr><td>57</td><td>58</td></tr></table>			57	58	<table border="1"><tr><td></td><td></td></tr><tr><td>59</td><td>60</td></tr></table>			59	60
53	54																		
55	56																		
57	58																		
59	60																		

LAW ENFORCEMENT DATA

AB 3121 Subject ID#

Disposition ☐ ☐  
61 62

Name of Agency \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_

Type

☒  
63

Detention? ☐  
64

////////////////////////////////////  
Investigation

Number Pages Investigation ☐ ☐  
65 66

Number of Prosecution Witnesses ☐  
67

Number of Prosecution Witness Addresses ☐  
68

Minor Interviewed ☐  
69

Victim Interviewed? ☐  
70

Verification Attempt of Minor's Statement? ☐  
71

Warrant Used? ☐  
72

Subject ID# ☐ ☐ ☐ ☐ ☐  
74 75 76 77 78

Card Number ☐ ☐  
0 1  
79 80

////////////////////////////////////

LAW ENFORCEMENT DATA

Worksheet - Priors & Subs

AB 3121 Subject ID#

	Date of Arrest	Charges	WIC	Disposition-(include agency name & address if dispo.-- refer to community agency)	

APPENDIX B  
PROBATION FORM  
TEAR-OFF SHEET

Name \_\_\_\_\_  
Last First Middle

AKA \_\_\_\_\_

AKA \_\_\_\_\_

AKA \_\_\_\_\_

Address \_\_\_\_\_

County \_\_\_\_\_

Area Office \_\_\_\_\_

AB 3121 ID# \_\_\_\_\_

Subjects Identification Number

Type	Number
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

PROBATION DATA

AB 3121 Subject ID#

Mo. Day Yr.

Collection Date

1	2	3	4	5	6

Census Tract

7	8	9	10	11	12

County 

--	--

  
13 14

Area Office     
15 16

Collector Number 

--	--

  
17 18

Ethnicity   
19

Gender

D.O.B.      Mo.   Day   Yr.

21	22	23	24	25	26

Live With    
27

School Attendance 28

Subject's Employment 29

Mo. Day Yr.

Date of Referral

30	31	32	33	34	35

Source of Referral 

--	--

  
36 37

////////////////////////////////////

////////////////////////////////////

PROBATION REPORT - INSTANT OFFENSE

AB 3121 Subject ID#

Intake Form Charges		Code	Admit	Counts
1.	_____	<input type="checkbox"/> 38 <input type="checkbox"/> 39	<input type="checkbox"/> 40	<input type="checkbox"/> 41
2.	_____	<input type="checkbox"/> 42 <input type="checkbox"/> 43	<input type="checkbox"/> 44	<input type="checkbox"/> 45
3.	_____	<input type="checkbox"/> 46 <input type="checkbox"/> 47	<input type="checkbox"/> 48	<input type="checkbox"/> 49
4.	_____	<input type="checkbox"/> 50 <input type="checkbox"/> 51	<input type="checkbox"/> 52	<input type="checkbox"/> 53
5.	_____	<input type="checkbox"/> 54 <input type="checkbox"/> 55	<input type="checkbox"/> 56	<input type="checkbox"/> 57
6.	_____	<input type="checkbox"/> 58 <input type="checkbox"/> 59	<input type="checkbox"/> 60	<input type="checkbox"/> 61

Was subject delivered to probation in custody?

☐  
62

Initial Probation Action

☐ ☐  
63 64

Name of Agency \_\_\_\_\_

☐ ☐  
65 66

Address \_\_\_\_\_

City \_\_\_\_\_

HEARINGS ON INSTANT OFFENSE

Arraignment

☐  
67

Admission

☐  
68

Fitness

☐  
69

Dennis H

☐  
70

LPS

☐  
71

Other

☐  
72

Column 73 is Blank

Subject ID#

☐ ☐ ☐ ☐ ☐  
74 75 76 77 78































Card Number

☐ 0 ☐ 5  
79 80



ADJUDICATION HEARING

AB 3121 Subject ID#

	Code	PET	Counts	# of Counts Sustained
Charges 1. _____	 1  2	 3	 4	 5
2. _____	 6  7	 8	 9	 10
3. _____	 11  12	 13	 14	 15
4. _____	 16  17	 18	 19	 20
5. _____	 21  22	 23	 24	 25
6. _____	 26  27	 28	 29	 30

Mo. Day Yr.

Date of Adjudication Hearing

31	32	33	34	35	36

DA Present

37

Defense Attorney

38

Number of Continuances

39	40

Judge or Referee

41

### Probation Status

42

Columns 43-73 are Blank

Subject ID#

74	75	76	77	78

Card Number

0	6
79	80

AB 3121 Subject ID#

Final Charges if Different From Above  
(Changes or Additions):

	Code	WIC	Admit	Counts
1. _____	<input type="checkbox"/> 1 <input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
2. _____	<input type="checkbox"/> 6 <input type="checkbox"/> 7	<input type="checkbox"/> 8	<input type="checkbox"/> 9	<input type="checkbox"/> 10
3. _____	<input type="checkbox"/> 11 <input type="checkbox"/> 12	<input type="checkbox"/> 13	<input type="checkbox"/> 14	<input type="checkbox"/> 15
4. _____	<input type="checkbox"/> 16 <input type="checkbox"/> 17	<input type="checkbox"/> 18	<input type="checkbox"/> 19	<input type="checkbox"/> 20
5. _____	<input type="checkbox"/> 21 <input type="checkbox"/> 22	<input type="checkbox"/> 23	<input type="checkbox"/> 24	<input type="checkbox"/> 25
6. _____	<input type="checkbox"/> 26 <input type="checkbox"/> 27	<input type="checkbox"/> 28	<input type="checkbox"/> 29	<input type="checkbox"/> 30

DISPOSITION HEARING

	Mo.	Day	Yr.
Date of Hearing	<input type="checkbox"/> 31	<input type="checkbox"/> 32	<input type="checkbox"/> 33
DA Present	<input type="checkbox"/> 37	<input type="checkbox"/> 34	<input type="checkbox"/> 35
Defense Attorney	<input type="checkbox"/> 38	<input type="checkbox"/> 36	
Judge or Referee	<input type="checkbox"/> 39		

FINAL DISPOSITION

<input type="checkbox"/> 40	<input type="checkbox"/> 41
-----------------------------	-----------------------------

Conditions of Probation

Restitution

42

Uncompensated Work Program

43

Shelter Care Facility

44

Family Counseling

45

Number of Conditions

46	47

If there is a court placement, then  
complete name and address below and  
48 through 55:

Placement Name \_\_\_\_\_

48	49

Address \_\_\_\_\_

Mo. Day Yr.

Date of Release

50	51	52	53	54	55

If Incarcerated:  
Number of Months in Placement

56	57

Columns 58-73 are Blank

Subject ID#

74	75	76	77	78	

Card Number

0	7
79	80

WORKSHEET - PRIORS & SUBS

Page \_\_\_\_\_

AB 3121 Subject ID # \_\_\_\_\_

Date of Referral	Charges	Probation Disposition - (include agency name & address if dispo. is refer to community agency)	Court disposition - include agency name & address if disp is refer to community agency)

APPENDIX C

AB 3121 Subject ID#

601 SUBSTUDY FORM

Status at Time of Instant Offense

- |         |                |
|---------|----------------|
| 1. None | 4. 602         |
| 2. 300  | 5. 725a/654    |
| 3. 601  | 6. Other _____ |

☐

43

Residence

1. In County
2. Out of County

☐

44

Detention

1. Not delivered in custody
2. Delivered in custody to a non-secure facility/Released at intake
3. Delivered in custody to a secure facility/Released at intake
4. Secure detention
5. Non-secure detention
6. Other \_\_\_\_\_

☐

45

Detention Hearing

1. No
2. Yes--released
3. Yes--detained

☐

46

Runaway Status

1. No runaways during handling of instant
2. Runaway--did not return for disposition
3. Runaway--returned for disposition

☐

47

Total Number of Runaways before Disposition

☐

48

AB 5121 Subject ID#

Reasons for Petition: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Services Provided: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Services Provided by: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Behavior Description: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

☐

49

☐

50

☐

51

☐

52

☐

53

☐

54

☐

55

☐

56

☐

57

Offense Codes

☐

58 59

☐

60 61

☐

62 63

☐

64 65

Columns 66-73 are blank

Subject ID#

☐

74 75 76 77 78

Card Number

☐

79 80

APPENDIX D-1

INTERVIEW GUIDE (Status Offenders)

- I. All Interviews
- II. Justice System
- III. Community Programs
- IV. Welfare

I. All Interviews

1. How do you define a 601 or status offender? What kind of problems do 601s have and how are they different from other youths?
2. What county or community agencies are best suited to provide services to 601s?
3. What do you like about the 601 provisions of AB 3121?
4. What problems, if any, have the 601 provisions created for you?
5. Should the law be modified? If yes, how?

II. Justice System (Law enforcement, probation)

6. Are you changing your classification or charging of youth in any way since AB 3121? Are some 601 types now handled as 300s or 602s?
7. Why are 601 petitions filed now? Is the juvenile court really needed to handle some status offenders?
8. What proportion of 601s are represented by defense counsel in court?
9. How has AB 958 been implemented in your county?
10. Where are dependent children detained?

III. Justice System and Community Programs

11. How do you handle 601s? Describe your program to include, if applicable:
  - detention facilities
  - dispositional alternatives
  - services
12. What new programs or services have been developed in the county in anticipation of, or in response to, AB 3121?
13. Are you handling more or less 601 youths since AB 3121?

14. Are there any subgroups of 601s who "need" secure detention?
15. How have Proposition 13 and AB 90 affected your handling of 601s?

IV. Welfare

16. From your observation are some youths being handled as 300s who would formerly have been handled as 601s?



APPENDIX D-2

INTERVIEW GUIDE (Juvenile Offenders)

- I. All Interviews
- II. Law Enforcement
- III. Probation
- IV. Lawyers
- V. Judges, Referees

I. All Interviews

1. Have your role and your duties changed since AB 3121? If so, in what ways?
2. Do you think you handle any groups of juvenile criminal offenders differently since AB 3121?
3. Have there been any significant changes in structure, staffing patterns or personnel in your organization since January 1, 1977?
4. Have there been any court decisions, legal changes other than AB 3121, or policy changes within your organization that have had a significant effect on the handling of juvenile offenders since January 1, 1977?
5. How active was the District Attorney in the juvenile court in this county before AB 3121?
6. Has AB 3121 affected the cost of running your department?

II. Law Enforcement

7. Has the introduction of the District Attorney as prosecutor in juvenile court changed the quality or quantity of your work in any way?
8. Are you charging 602 offenders differently since AB 3121?

III. Probation

9. Have any services or programs been added for youths placed on informal probation, as a direct result of AB 3121?
10. Has probation decision-making (disposition/recommendations) at intake changed? In what way?

III., IV., V. Probation, Lawyers, Judges, Referees

11. To what extent has the introduction of the D.A. as prosecutor affected plea bargaining in juvenile court in this county?

12. Describe the present detention hearing procedures in your court. Have these procedures changed from before AB 3121?
13. In practice how has the remand process changed since AB 3121?
14. How have AB 90 and Proposition 13 affected your handling of 602s?

APPENDIX E  
TIME-SERIES ANALYSIS

To evaluate broad social reforms such as legislative changes that may affect entire populations, Campbell (1969) suggests the use of an "interrupted time-series design." This quasi-experimental design utilizes the only available basis of comparison--information regarding the time-period that preceded the social reform. The time-series design is uniquely suited to the present evaluation, which focuses on differences in the processing of youth and in the functioning of juvenile justice system components before and after the passage of AB 3121. We were not able to measure all of the anticipated changes with hard data, however, simply because such data were not always available. Most of the pertinent data available to us came from the California Bureau of Criminal Statistics and from the Judicial Council of California.

The main difficulty in fully analyzing time-series information, as Simonton (1977) points out, is that appropriate and practical statistical techniques have not been developed. To partially overcome this difficulty, he suggests a model that is particularly suitable for the present data. This is a regression model that can be applied to a typical cross-sectional time-series design. Here, a given number of cases (individual subjects, groups of subjects, political units, etc.) are observed at successive, equally-spaced time-intervals (days, months, etc.) over a given time-period during which a major change or intervention has occurred. The mathematical equation for this analysis is as follows:

$$Y_t = b_1 + b_2x_t + b_3t + b_4x_t t$$

The dependent variable is  $Y_t$  and the independent variables are  $x_t$ , a "dummy variable" used to represent the major change or intervention;  $t$ , time; and  $x_t t$ , the interaction between intervention and time. Time is coded so that  $t = 0$  at the moment that the intervention or change becomes effective; this allows  $b_1$  to equal the expected mean of  $Y_t$  across all cases immediately prior to intervention. The  $b_2$  estimates the difference in the mean of the dependent variable across all cases immediately after intervention (and therefore attributable to intervention);  $b_3$  estimates the rate (slope) of change in the dependent variable prior to intervention; and  $b_4$  estimates the difference between the mean rates (slopes) of the dependent variable before and after intervention.

A concrete example of this model is presented below, based on data that appears in Table 5 of the text. These data (pg. 28) refer to statewide arrests for status offenses by year of arrest. Each year since 1974, these arrests decreased; however, from 1976 to 1977 (when AB 3121 became effective) the decrease was especially dramatic. Given these changes, our goal was to determine whether the new legislation--AB 3121--accelerated this long-term downward trend in status offense arrests.

In this example, what we refer to as "cases" or "subjects" are actually entire counties and groups of counties within California. Specifically, we treated the thirty-two counties that had the largest populations as individual "cases," and we grouped the twenty-six counties that had the smallest populations as a single "case." (Grouping the smallest counties seemed appropriate since yearly fluctuations in number of arrests within most such counties could easily be exaggerated in any statistical analyses.<sup>a</sup>) In the

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<sup>a</sup>Some of the smaller California counties have so few arrests that a difference of only 2 or 3 arrests amounts to a large percentage-change. For example, in Sierra County there were 3 status offense arrests in 1974 and 5 status offense arrests in 1975--an increase of 67%.

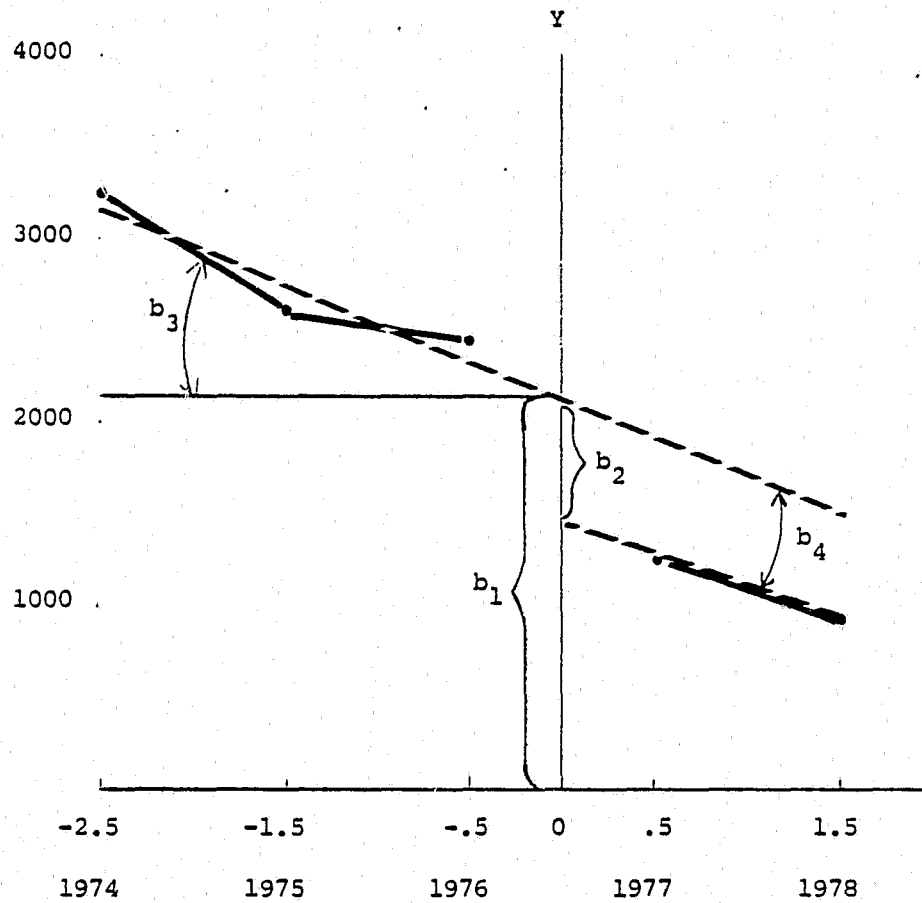
present example the numbers (observations) that appear are measures of status offense arrests, by year, for each county or group of counties; the intervention in question is the legislation itself--AB 3121. The regression model, which uses dummy variables to represent the legislation, measures (1) changes in the rate (slope) of status offense arrests before and after that legislation, and (2) changes in the number (level) of status offense arrests immediately after the legislation (controlling for time).

Figure 1 presents the results of this analysis. The most important coefficients are  $b_2$  and  $b_4$ .  $b_2$  indicates (estimates) that the change in mean number of arrests over all "cases" immediately after passage of the law was -726. That is, an average drop of about 726 arrests ( $2,159 - 1,433$ ) can be attributed to the legislation alone.  $b_4$  estimates that the difference in the rate of decline in arrests before and after the law was only 87 arrests. That is, once the actual impact of the law was felt--an immediate, large drop in number of arrests--the rate of decreasing 601 arrests did not change greatly. In fact, it leveled off a bit so that instead of decreasing at an average of about 411 arrests per year ( $b_3$ --the estimated yearly decline from 1974 to 1976), arrests decreased at an average of about 323 arrests per year ( $b_3 + b_4$ --the estimated rate of decline from 1977 to 1978).

It is important to recognize that the regression slopes estimate average yearly arrests at any point during the given time-periods. Two regression slopes are calculated--the first covers the time-period before AB 3121 (1974-1976) and the second covers the time-period after AB 3121 (1977-1978). The Y intercept is exactly on January 1, 1977, so that if the lines are each drawn up to the intercept the difference between the two lines is the difference between a pre-AB 3121 yearly estimate (2,159) and a post-AB 3121 yearly estimate (1,433) on the day that the law took effect. It is this

difference that estimates the immediate impact of AB 3121 on number of status offense arrests: an average of -726 arrests across all "cases," or -23,958 (-726 x 33 cases) total arrests statewide. The difference between the slopes of the two lines, on the other hand, estimates how much the law affected the rate of declining status offense arrests after its passage. As can be seen from Figure 1, the slopes of the two lines are quite similar--in fact, the pre-AB 3121 slope estimates an average decline of 411 arrests yearly across all "cases" (or a yearly statewide decline of 13,563 arrests), and the post-AB 3121 slope estimates an average decline of 323 arrests yearly across all "cases" (or a yearly statewide decline of 10,659 arrests).

Figure 1. Regression Slopes and Intercepts for Five Yearly Observations of Status Offense Arrests, Over Thirty-three Cases<sup>a</sup>.



$$\begin{aligned} b_1 &= 2158.9 \\ b_2 &= -726.3 \\ b_3 &= -411.2 \\ b_4 &= 87.8 \end{aligned}$$

Note. ——— Actual Means  
 - - - - - Regression Lines

<sup>a</sup> These "cases" are the largest 32 individual counties and the aggregate of 26 smaller counties.

APPENDIX F

Differences in Yearly Rates of 601 Arrests Per Hundred Youths  
Aged 12-17 From a Pre-AB 3121 Time-Period (1974-1976) to a  
Post-AB 3121 Time-Period (1977-1978) for all California  
Counties Ranked by Pre-AB 3121 Rates

	Average Rates for Years 1974-76	Average Rates for Years 1977-78	Difference From 1974-1976 to 1977-1978
Shasta	8.17	6.54	-1.63
Kern	7.65	4.38	-3.27
Del Norte	7.27	0.51	-6.76
Mendocino	6.14	1.59	-4.55
Sonoma	5.96	3.04	-2.92
Orange	5.75	1.96	-3.79
Santa Barbara	5.52	2.15	-3.37
Humboldt	5.32	4.61	-0.71
Fresno	5.23	1.94	-3.29
Solano	5.09	0.72	-4.37
Siskiyou	5.00	0.95	-4.05
San Bernardino	4.92	2.66	-2.26
Monterey	4.92	1.05	-3.87
Lassen	4.90	0.56	-4.34
Stanislaus	4.73	0.79	-3.94
Contra Costa	4.70	1.96	-2.74
Colusa	4.70	0.94	-3.76
Napa	4.62	1.55	-3.07
Imperial	4.43	0.31	-4.12
Lake	4.39	0.37	-4.02
El Dorado	4.30	2.18	-2.12
San Luis Obispo	4.27	1.18	-3.09
San Diego	4.20	2.90	-1.30
Glenn	4.19	0.85	-3.34
Santa Clara	4.18	1.44	-2.74
Marin	4.09	1.04	-3.05
San Joaquin	4.05	1.78	-2.27
Ventura	4.03	0.57	-3.46
Tulare	3.96	1.86	-2.10
Riverside	3.89	1.26	-2.63
Butte	3.68	0.07	-3.61
Kings	3.68	1.83	-1.85
Mariposa	3.61	0.26	-3.35
Placer	3.51	2.31	-1.20
Alameda	3.48	2.30	-1.18
Madera	3.31	0.86	-2.45
Calaveras	3.25	0.32	-2.93
Merced	3.19	1.85	-1.34
Santa Cruz	3.08	0.16	-2.92
Tehama	3.03	1.64	-1.39
San Mateo	2.96	0.94	-2.02
San Benito	2.78	0.19	-2.59
Modoc	2.77	1.10	-1.67
Sacramento	2.75	1.47	-1.28
Los Angeles	2.69	0.79	-1.90
Nevada	2.43	1.22	-1.21
San Francisco	2.34	1.57	-0.77
Amador	2.23	0.25	-1.98
Plumas	2.23	0.25	-1.98
Inyo	1.85	0.58	-1.27
Yuba	1.70	0.99	-0.71
Tuolumne	1.68	0.29	-1.39
Yolo	1.52	0.19	-1.33
Trinity	1.36	0.53	-0.83
Sierra	1.05	0.00	-1.05
Mono	0.86	0.24	-0.62
Sutter	0.69	0.01	-0.68
Alpine	0.38	0.58	+0.20
All Counties	3.87	1.55	-2.32



APPENDIX G

Offense and Seriousness Codes by  
Offense Category

<u>Seriousness Code</u>	<u>Offense Code</u>	<u>Description</u>
<u>Crimes Against Persons</u>		
1	01	Murder (planned, premeditated homicide)
1	02	Murder (impulsive homicide or unspecified)
1	03	Manslaughter (negligent homicide)
1	04	Felony Assault (aggravated, with deadly weapon, with intent of bodily harm or assault on a police officer) (assault with a BB gun)
		Attempted murder
		Assault and battery (felony)
		Felony assault (specifically indicated)
		Felony battery (specifically indicated)
		Discharging a firearm at an inhabited dwelling
		Battery on an officer
		Bomb-possession and detonation
3	07	Misdemeanor Assault
		Misdemeanor battery or assault (PC 240/242)
		Battery (when not clearly a felony)
		Assault (when not clearly a felony)
3	08	Other Crimes Against Persons
		Derailing or wrecking a train (PC 218)
		Extortion
		Kidnapping
1	10	Bank Robbery
1	11	Armed Robbery (theft by threat or use of lethal force)
2	12	Robbery/Strong Arm (theft by threat or use of a non-lethal force, includes "mugging" e.g., purse-snatching, etc.)

APPENDIX G

Offense and Seriousness Codes by  
Offense Category

<u>Seriousness Code</u>	<u>Offense Code</u>	<u>Description</u>
		<u>Crimes Against Persons</u>
1	01	Murder (planned, premeditated homicide)
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1	04	Felony Assault (aggravated, with deadly weapon, with intent of bodily harm or assault on a police officer) (assault with a BB gun)
		Attempted murder
		Assault and battery (felony)
		Felony assault (specifically indicated)
		Felony battery (specifically indicated)
		Discharging a firearm at an inhabited dwelling
		Battery on an officer
		Bomb-possession and detonation
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		Misdemeanor battery or assault (PC 240/242)
		Battery (when not clearly a felony)
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3	08	Other Crimes Against Persons
		Derailing or wrecking a train (PC 218)
		Extortion
		Kidnapping
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1	11	Armed Robbery (theft by threat or use of lethal force)
2	12	Robbery/Strong Arm (theft by threat or use of a non-lethal force, includes "mugging" e.g., purse-snatching, etc.)

<u>Seriousness Code</u>	<u>Offense Code</u>	<u>Description</u>
		<u>Crimes Against Property/Theft</u>
2	13	Burglary (unauthorized entry with intent to commit theft) (PC 459)
7	14	Trespass (unauthorized entry of building or open-property without intent of theft, or lodging) (PC 602, 602.5); prowling
4	15	Buying, Receiving or Possession of Stolen Property (PC 496)
4	16	Forgery (false check or use of credit card) Intercept checks
2	17	Grand Theft (felony theft excluding automobiles) Money, labor or real personal property with a value of \$200 or more Fowls, avocados, olives, fruits, nuts or artichokes worth \$50 or more Property taken from person of another Larceny over \$200
5	18	Petty Theft (misdemeanor theft) (PC 484) Appropriation of lost property (485 PC) Larceny under \$200 (or if amount unspecified)
5	19	Shoplift (misdemeanor theft from a store) (PC 484)
2	20	Arson (PC 447a)
5	21	Malicious Mischief (vandalism, destruct/deface property, auto tampering); Injury to a Jail False alarm Cruelty to animals Throwing rocks at moving vehicles Discharging a firearm
3	22	Auto Burglary (forceful entry of vehicle--theft of contents) Auto clout
4	26	Other Felony Theft (theft by trick and device, bunco, fraud) Mail fraud

<u>Seriousness Code</u>	<u>Offense Code</u>	<u>Description</u>
4	27	Other Misdemeanor Theft (theft by trick and device, bunco, fraud)  Using any device to obtain money from a money changer  <u>Crimes: Sex Offense (subject is not victim)</u>
5	25	Lewd Acts on a Child  Molesting Lewd and lascivious conduct (PC 288)
1	28	Forcible Rape (PC 261)
6	29	Rape (without force by reason of age; commonly known as statutory rape)
5	30	Homosexual Relations
5	31	Incest (perpetrated with related juvenile)
5	32	Prostitution, Soliciting (PC 266)
5	33	Other Sex Crimes (obscene phone calls, obscene conduct, illicit heterosexual or indecent exposure, peeping tom)  Sodomy (if not clearly falling under another sex offense) Oral copulation  <u>Crimes: Auto and Vehicle Violations</u>
2	34	Grand Theft Auto (steals car for personal use, resale, stripping) (PC 487.3)
4	35	Auto Joyriding (unauthorized use of a vehicle if not clearly Grand Theft Auto)
6	36	Hit and Run  Vehicular Manslaughter
7	37	Traffic (except drunk driving, or hit and run)  Moving violation and accidents

<u>Seriousness Code</u>	<u>Offense Code</u>	<u>Description</u>
8	38	Other Auto and Vehicle Violations (driving without a license, driving without registration, citations, fix-it tickets)  Hitchhiking Non-moving violations Failure to appear (VC 40508)  <u>Crimes: Miscellaneous</u>
4	39	Carrying a Concealed Weapon or Illegal Possession of a Weapon  Possession of use of slingshots Weapons: display, possession, discharging firearms, brandishing (prohibited weapon)
3	40	Resisting Officer, Refuse to Obey/Elude, Obstructing/Threatening a Police Officer
7	41	Loitering, Vagrancy, Prowling (PC 647e, 647g, 647h)
7	42	Disturbing the Peace, Disorderly Conduct (PC 415)  Riot ordinances Public lewd conduct
7	43	Gambling
7	46	Game and Sporting Violation
7	47	Minor <u>Municipal</u> and County Code Violations  Peddling without a license Nude sunbathing Some county codes are actually curfew violations (Code curfew when specified)
7	48	Minor Public Safety Violations  Littering Fireworks/firecrackers
-	49	Suspicion of a Felony
-	50	Suspicion of a Misdemeanor or Unspecified Offense
7	51	Contributing, Aiding and Abetting

<u>Seriousness Code</u>	<u>Offense Code</u>	<u>Description</u>
7	52	Other Criminal Non-Status Delinquency--not codeable elsewhere  False identification or information to a police officer Conspiracy (crime not indicated) Possession of burglary tools Contempt of court Harassing phone calls Failure to ID Violation of CYA parole or county probation False bomb threat Trespassing Threatening a school official  <u>Liquor Violations</u>
7	53	Drunkenness (public, in parked car, etc.) (PC 647f)  Under the influence (if drugs not indicated)
6	54	Drunk Driving (alcohol and unspecified intoxicant)
7	56	Other Liquor Violations  False ID to gain entry into a place where liquor is being served Open container in auto  (If description indicates possession only, code 82)  <u>Drugs: Manufacture or Sale</u>
4	57	Heroin, Cocaine, Morphine
4	58	LSD, other Hallucinogenics
6	59	Marijuana, Hashish  Narcotics (if not specified) Controlled substances (if not specified)
4	60	Pills or Unspecified Drugs  Dangerous drugs Speed and downers
4	61	Other Manufacture or Sale of Illegal Drugs

<u>Seriousness Code</u>	<u>Offense Code</u>	<u>Description</u>
		<u>Drugs: Possession or Use</u>
6	62	Heroin, Cocaine, Morphine
6	63	LSD, other Hallucinogenics
6	64	Marijuana, Hashish
		Narcotics (if not specified) Controlled substances (if not specified) Cultivation (H&S 11358)
6	65	Pills or Unspecified Drugs (PC 647f drugs)
		Dangerous drugs Speed and downers
7	66	Glue Sniffing, Other Legally Obtained Inhalants
		Poisons (if not specified)
6	67	Other Possession or Use of Illegal Drugs
		Intoxication on drugs
		<u>Drugs: Miscellaneous</u>
6	68	Driving Under the Influence (non-alcoholic drugs)
7	69	Situational Violations
		Associating with users In and about
7	70	Suspicion of Drug Use
6	71	Other Miscellaneous Drug Violations
		Paraphernalia Possession of pipe and paraphernalia (H&S 11364)
		<u>Status Violations</u>
8	73	Runaway
		If it appears as beyond control (runaway)--code 73
8	76	Missing Person Report

<u>Seriousness Code</u>	<u>Offense Code</u>	<u>Description</u>
8	78	Truancy
8	80	Curfew
8	81	Beyond Control, Ungovernable, Incurable, Wayward Lack of parental control Foster home failure
7	82	Minor in Possession of Alcohol Buying alcohol In a place where alcohol is served Drinking in a public place
7	84	Violation of Juvenile Probation, Court Order Failure to attend camps Placement failure Ward failure Probation work project Juvenile court warrant Bench warrant Detention order Failure to pay a fine
7	85	Failure to Appear for Juvenile Court Hearing
6	86	Escape from Juvenile Institution, Detention, or Camp
8	89	Other Status Offense (not codeable elsewhere or not specified), school problems 601 W&I
<u>Miscellaneous Codes</u>		
9	90	Held for Other Jurisdiction (no offense specified)
9	91	No Precipitating Offense, Family Dispute Includes: Failure to communicate, parental disagreement over youth's friends, and youth turns self in not wanting to return home
9	92	No Precipitating Offense Review of placement Safekeeping



<u>Seriousness Code</u>	<u>Offense Code</u>	<u>Description</u>
		Protective custody Material witness Quashed warrant Miscellaneous delinquent tendencies 5150--Insanity
9	93	No Precipitating Offense--Missing or Lost Child
-	94	No Offense Description of Blank Charges  Miscellaneous investigation
9	95	Neglected, Dependent, Abused (W&I 600a, 300a)  Unfit home Sexually/physically abused Abandoned Lack of parental supervision Molested child
9	96	Expelled from Home
9	97	Attempted Suicide
7	98	Other Non-Specific Offense
		Education Codes (EC 12405)

APPENDIX H

Characteristics of Subjects Arrested for Status Offenses  
in all Northern Sample Law Enforcement Departments  
During April-June, 1976 and 1977

Characteristics	April-June, 1976		April-June, 1977	
	No.	%	No.	%
<b>Ethnicity</b>				
Anglo	158	77.8	58	70.7
Non-Anglo	45	22.2	24	29.3
Total	203	100.0	82	100.0
<b>Sex</b>				
Male	87	42.9	31	37.8
Female	116	57.1	51	62.2
Total	203	100.0	82	100.0
<b>Age</b>				
14 or younger	97	47.8	34	42.5
15 or older	106	52.2	46	57.5
Total	203	100.0	80 <sup>a</sup>	100.0
<b>Most Serious Prior Arrest</b>				
No prior arrests	67	45.2	31	49.2
601 arrest	18	12.2	6	9.5
602 arrest	63	42.6	26	41.3
Total	148 <sup>b</sup>	100.0	63 <sup>b</sup>	100.0

<sup>a</sup>The ages of two subjects were missing.

<sup>b</sup>Fifty-five subjects (27.1%) in 1976 and 19 subjects (23.2%) in 1977 were missing prior arrest data. Over 90% of these subjects were non-residents of the arresting jurisdiction. Prior arrest data were only collected for subjects who resided in the arresting jurisdiction.

APPENDIX I

Characteristics of Subjects Arrested for Status Offenses in  
all Southern Sample Law Enforcement Departments  
During April-June, 1976 and 1977

Characteristics	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Ethnicity				
Anglo	155	68.9	94	71.2
Non-Anglo	70	31.1	38	28.8
Total	225	100.0	132	100.0
Sex				
Male	109	48.4	60	45.5
Female	116	51.6	72	54.5
Total	225	100.0	132	100.0
Age				
14 or younger	85	37.8	63	47.7
15 and older	140	62.2	69	52.3
Total	225	100.0	132	100.0
Total Number of Prior Arrests				
None	106	48.2	83	65.4**
One	54	24.5	19	15.0*
Two	14	6.4	13	10.2
Three or more	46	20.9	12	9.4**
Total	220 <sup>a</sup>	100.0	127 <sup>a</sup>	100.0

<sup>a</sup>Five cases were missing prior arrest data for both 1976 and 1977 samples.

\*p<.05.

\*\*p<.01.

APPENDIX J

Characteristics of Subjects Referred to Probation for Status  
Offenses in all Northern Sample Probation Departments  
During April-June, 1976 and 1977

Characteristics	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Ethnicity				
Anglo	86	72.3	38	71.7
Non-Anglo	33	27.7	15	28.3
Total	119 <sup>a</sup>	100.0	53	100.0
Sex				
Male	53	43.8	22	41.5
Female	68	56.2	31	58.5
Total	121	100.0	53	100.0
Age				
14 or younger	54	44.6	20	37.7
15 or older	67	55.4	33	62.3
Total	121	100.0	53	100.0
Most Serious Prior Referral				
No prior referrals	31	33.7	15	40.5
601 prior referrals only	27	29.3	7	19.0
602 prior referrals	34	37.0	15	40.5
Total	92 <sup>b</sup>	100.0	37 <sup>b</sup>	100.0

<sup>a</sup>Two subjects were missing ethnicity data.

<sup>b</sup>In 1976, 29 subjects (24.0%) were missing prior referral data; in 1977 16 subjects (30.2%) were missing these data. Most of these subjects were residents of other counties. Prior referral data were only collected for subjects who resided in the referral jurisdiction.

APPENDIX K

Characteristics of Subjects Referred to Probation for Status  
Offenses in all Southern Sample Probation Departments  
During April-June, 1976 and 1977

Characteristics	April-June, 1976		April-June, 1977	
	No.	%	No.	%
<b>Ethnicity</b>				
Anglo	52	59.1	6	60.0
Non-Anglo	36	40.9	4	40.0
Total	88	100.0	10	100.0
<b>Sex</b>				
Male	36	40.9	4	40.0
Female	52	59.1	6	60.0
Total	88	100.0	10	100.0
<b>Age</b>				
14 or younger	36	40.9	6	60.0
15 or older	52	59.1	4	40.0
Total	88	100.0	10	100.0
<b>Number of Prior Referrals</b>				
No prior referrals	9	14.3	1	16.7
One	19	30.2	1	16.7
Two	12	19.0	1	16.6
Three or more	23	36.5	3	50.0
Total	63 <sup>a</sup>	100.0	6 <sup>a</sup>	100.0

<sup>a</sup>In 1976, 25 subjects (28.4%) were missing prior referral data; in 1977, four subjects (40.0%) were missing data.

APPENDIX L

Characteristics of the 601 Subsample of Placer County  
Residents During April-June, 1976 and 1977

Characteristics	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Ethnicity				
Anglo	35	97.2	99	97.0
Non-Anglo	1	2.8	3	3.0
Total	36 <sup>a</sup>	100.0	102	100.0
Sex				
Male	15	40.5	34	33.3
Female	22	59.5	68	66.7
Total	37	100.0	102	100.0
Age				
9 - 11	1	2.8	9	8.8
12 - 14	10	27.8	28	27.5
15 - 17	25	69.4	65	63.7
Total	36 <sup>a</sup>	100.0	102	100.0
Prior Record				
Most serious prior referral to probation:				
None	19	54.3	60	59.4
601	6	17.1	21	20.8
602	10	28.6	20	19.8
Total	35 <sup>b</sup>	100.0	101 <sup>a</sup>	100.0
Number of prior 602 referrals:				
None	25	71.4	81	80.2
One	6	17.2	13	12.9
Two or more	4	11.4	7	6.9
Total	35 <sup>b</sup>	100.0	101 <sup>a</sup>	100.0
Status at Referral				
No contact	32	88.8	98	96.0
Dependent child	2	5.6	1	1.0
Informal probation	2	5.6	0	0.0
601 ward	0	0.0	2	2.0
602 ward	0	0.0	1	1.0
Total	36 <sup>a</sup>	100.0	102	100.0

<sup>a</sup>One subject was missing data and was excluded.

<sup>b</sup>Two subjects were missing data and were excluded.

APPENDIX M

Characteristics of the 601 Subsample of Sacramento County  
Residents During April-June, 1976 and 1977<sup>a</sup>

Characteristics	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Ethnicity				
Anglo	48	71.6	67	74.4
Non-Anglo	19	28.4	23	25.6
Total	67 <sup>b</sup>	100.0	90	100.0
Sex				
Male	31	44.3	36	40.0
Female	39	55.7	54	60.0
Total	70	100.0	90	100.0
Age				
10 - 11	1	1.4	2	2.2
12 - 13	19	17.1	16	17.8
14 - 15	31	44.2	41	45.6
16 - 17	19	27.1	31	34.4
Total	70	100.0	90	100.0
Lives With				
Both natural parents	15	34.9	30	34.5
One natural parent	26	60.4	51	58.6
Other	2	4.7	6	6.9
Total	43 <sup>b</sup>	100.0	87 <sup>c</sup>	100.0
Prior Record				
Most serious prior arrest:				
None	30	42.9	46	51.1
601	15	21.4	10	11.1
602	25	35.7	34	37.8
Low severity	(10)	(14.3)	(23)	(25.6)
High severity	(15)	(21.4)	(11)	(12.2)
Total	70	100.0	90	100.0
Number of prior arrests:				
None	30	42.9	46	51.1
1 or more 601 (no 602)	15	21.4	10	11.1
1 602 (may also include 601)	18	25.7	22	24.5
2 or more 602 (may also include 601)	7	10.0	12	13.3
Total	70	100.0	90	100.0
Status at Referral				
No contact	36	61.0	77	86.5**
Dependent child	4	6.8	3	3.4
Informal probation	7	11.9	5	5.6
601 ward	2	3.4	0	0.0
602 ward	10	16.9	4	4.5**
Total	59 <sup>b</sup>	100.0	89 <sup>c</sup>	100.0

<sup>a</sup>Since the purpose of this table was to determine the comparability of the groups in 1976 and 1977 for followup data analysis, subjects were also eliminated if followup data were missing. Of the 78 subjects from Sacramento in 1976, 8 were missing followup data; total for this analysis is therefore 70. Of the 95 subjects in 1977, 5 were missing followup data; total for this analysis is therefore 90.

<sup>b</sup>Totals in 1976 less than 70 due to missing data.

<sup>c</sup>Totals in 1977 less than 90 due to missing data.

\*p<.05, two-tailed z-test.

\*\*p<.01, two-tailed z-test.

APPENDIX N

Differences in Yearly Rates of 601 Petitions Per Hundred Youths  
Aged 12-17 From a Pre-AB 3121 Time-Period (1974-76) to a  
Post-AB 3121 Time-Period (1977-78), for all California  
Counties Ranked by Pre-AB 3121 Rates

	Average Rates for Years 1974-1976	Average Rates for Years 1977-1978	Difference from 1974-76 to 1977-78
Madera	2.26	0.53	-1.73
Shasta	1.72	1.02	-0.70
Tulare	1.62	0.55	-1.07
Riverside	1.53	0.97	-0.56
Del Norte	1.50	0.34	-1.16
San Mateo	1.47	0.28	-1.19
Orange	1.43	0.49	-0.94
Santa Barbara	1.33	0.54	-0.79
Sonoma	1.26	0.36	-0.90
Marin	1.24	0.12	-1.12
San Joaquin	1.24	0.44	-0.80
Humboldt	1.23	0.61	-0.62
Yuba	1.23	0.40	-0.83
Contra Costa	1.19	0.15	-1.04
Alpine	1.13	0.00	-1.13
Monterey	1.02	0.20	-0.82
Ventura	1.01	0.13	-0.88
Stanislaus	0.97	0.33	-0.64
Tehama	0.94	0.30	-0.64
Mendocino	0.92	0.10	-0.82
San Francisco	0.92	0.23	-0.69
Tuolumne	0.91	0.26	-0.65
Butte	0.90	0.34	-0.56
San Bernardino	0.89	0.38	-0.51
Plumas	0.89	0.50	-0.39
Kern	0.87	0.31	-0.56
Yolo	0.84	0.26	-0.58
Kings	0.81	0.15	-0.66
Imperial	0.80	0.09	-0.71
San Luis Obispo	0.80	0.20	-0.60
Solano	0.79	0.30	-0.49
Napa	0.79	0.22	-0.57
Sacramento	0.76	0.59	-0.17
Fresno	0.74	0.18	-0.56
Alameda	0.73	0.36	-0.37
San Diego	0.70	0.16	-0.54
Santa Clara	0.70	0.18	-0.52
Placer	0.68	0.36	-0.32
Mariposa	0.68	0.21	-0.47
Colusa	0.63	0.11	-0.52
Inyo	0.61	0.47	-0.14
Santa Cruz	0.59	0.16	-0.43
Lassen	0.57	0.10	-0.47
Merced	0.55	0.28	-0.27
Nevada	0.55	0.31	-0.24
Calaveras	0.54	0.35	-0.19
El Dorado	0.51	0.15	-0.36
Lake	0.49	0.19	-0.30
San Benito	0.48	0.06	-0.42
Modoc	0.39	0.19	-0.20
Los Angeles	0.36	0.06	-0.30
Siskiyou	0.30	0.14	-0.16
Sutter	0.29	0.07	-0.22
Glenn	0.27	0.19	-0.08
Mono	0.15	0.00	-0.15
Sierra	0.13	0.00	-0.13
Amador	0.07	0.11	+0.04
Trinity	0.03	0.44	+0.41
All Counties	0.80	0.25	-0.55



APPENDIX O-1

Mean Ages of 602 Subjects Grouped by Severity Categories  
in all Northern Law Enforcement Departments  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>	April-June, 1976			April-June, 1977		
	Number of Subjects	Mean	S.D.	Number of Subjects	Mean	S.D.
1	32	14.9	1.54	46	14.8	2.02
2	247	14.5	1.76	209	14.5	1.95
3	69	14.7	2.15	83	15.1	1.59
4	77	14.9	1.63	93	15.2	1.30
5	412	14.0	2.03	367	14.2	2.04
6	82	15.5	1.28	75	15.2	1.79
7	187	15.4	1.56	239	15.5	1.45
Total	1,106 <sup>b</sup>	14.6	1.89	1,112 <sup>c</sup>	14.8	1.87

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories in each group.

<sup>b</sup>Missing data on eight subjects.

<sup>c</sup>Missing data on six subjects.

APPENDIX 0-2

Gender of 602 Subjects Grouped by Severity Categories  
in all Northern Law Enforcement Departments  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>	April-June, 1976					April-June, 1977				
	Total	Male		Female		Total	Male		Female	
		No.	%	No.	%		No.	%	No.	%
1	32	25	78.1	7	21.9	46	37	80.4	9	19.6
2	247	219	88.7	28	11.3	209	192	91.9	17	18.1
3	69	57	82.6	12	17.4	83	61	73.5	22	26.5
4	78	71	91.0	7	9.0	93	70	75.3	23	24.7
5	414	305	73.7	109	26.3	369	237	64.2	132	35.8
6	83	73	88.0	10	12.0	75	67	89.3	8	10.7
7	191	162	84.8	29	15.2	243	195	80.2	48	19.8
Total	1,114	912	81.9	202	18.1	1,118	859	76.8	259	23.2

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories in each group.

APPENDIX 0-3

Ethnicity of 602 Subjects Grouped by Severity Categories  
in all Northern Law Enforcement Departments  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>	April-June, 1976					April-June, 1977				
	Total	White		Non-White		Total	White		Non-White	
		No.	%	No.	%		No.	%	No.	%
1	32	18	56.2	14	43.8	46	19	41.3	27	58.7
2	245	137	55.9	108	44.1	208	114	54.8	94	45.2
3	69	48	69.6	21	30.4	83	49	59.0	34	41.0
4	77	46	59.7	31	40.3	93	61	65.6	32	34.4
5	410	298	72.7	112	27.3	367	257	70.0	110	30.0
6	83	65	78.3	18	21.7	74	49	66.2	25	33.8
7	187	137	73.3	50	26.7	242	181	74.8	61	25.2
Total	1,103 <sup>b</sup>	749	67.9	354	32.1	1,113 <sup>c</sup>	730	65.6	383	34.4

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories in each group.

<sup>b</sup>Eleven subjects were missing data.

<sup>c</sup>Five subjects were missing data.

APPENDIX O-4

Prior Record of 602 Subjects Grouped by Severity Categories  
in all Northern Law Enforcement Departments  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>		April-June, 1976					April-June, 1977				
		Total	None	601 or 300 Only	602 Not Serious	602 Serious	Total	None	601 or 300 Only	602 Not Serious	602 Serious
1	No. %	25 100.0	10 40.0	2 8.0	4 16.0	9 36.0	43 100.0	19 44.2	- -	7 16.3	17 39.5
2	No. %	215 100.0	82 38.1	6 2.8	43 20.0	84 39.1	197 100.0	67 34.0	4 2.0	39 19.8	87 44.2
3	No. %	68 100.0	26 38.2	3 4.4	13 19.1	26 38.2	76 100.0	32 42.1	1 1.3	14 18.4	29 38.2
4	No. %	65 100.0	25 38.5	4 6.2	11 16.9	25 38.5	77 100.0	32 41.6	- -	19 24.6	26 33.8
5	No. %	360 100.0	240 66.7	11 3.1	50 13.9	59 16.4	327 100.0	211 64.5	4 1.2	47 14.4	65 19.9
6	No. %	75 100.0	38 50.7	2 2.7	12 16.0	23 30.7	65 100.0	27 41.5	5 7.7	15 23.1	18 27.7
7	No. %	157 100.0	74 47.1	3 1.9	32 20.4	48 30.6	219 100.0	116 53.0	11 5.0	41 18.7	51 23.3
Total	No. %	965 <sup>b</sup> 100.0	495 51.3	31 3.2	165 17.1	274 28.4	1,004 <sup>c</sup> 100.0	504 50.2	25 2.5	182 18.1	293 29.2

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories in each group.

<sup>b</sup>149 subjects were missing data.

<sup>c</sup>114 subjects were missing data.

APPENDIX P

Law Enforcement Dispositions of 16- and 17-Year-Old Serious  
Offenders for all Northern Probation Departments  
During April-June, 1976 and 1977

	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Release	33	14.9	47	17.4
Refer to Probation - Not in Custody	81	36.5	98	36.3
Refer to Probation - In Custody	108	48.6	125	46.3
Total	222	100.0	270	100.0

APPENDIX Q

Characteristics of 602 Subjects in all Southern  
Sample Law Enforcement Departments  
During April-June, 1976 and 1977

Characteristics	April-June, 1976		April-June, 1977	
	No.	%	No.	%
<b>Ethnicity</b>				
Anglo	214	57.4	203	54.3
Non-Anglo	159	42.6	171	45.7
Total	373 <sup>a</sup>	100.0	374 <sup>a</sup>	100.0
<b>Sex</b>				
Male	317	84.5	308	82.1
Female	58	15.5	67	17.9
Total	375	100.0	375	100.0
<b>Age</b>				
14 or younger	120	32.1	103	27.5
15 or older	254	67.9	272	72.5
Total	374 <sup>b</sup>	100.0	375	100.0
<b>Total Number of Prior Arrests</b>				
None	210	56.9	174	47.4 <sup>**</sup>
One	45	12.2	58	15.8
Two	39	10.6	41	11.2
Three or More	75	20.3	94	25.6
Total	369 <sup>c</sup>	100.0	367 <sup>c</sup>	100.0

<sup>a</sup>Two cases in 1976 and one case in 1977 were missing data on ethnicity.

<sup>b</sup>One case was missing data on age.

<sup>c</sup>Six cases in 1976 and 8 cases in 1977 were missing data on total number of prior arrests.

<sup>\*\*</sup>p<.01, two-tailed z-test.

APPENDIX R

Statewide Average Daily Juvenile Hall Populations  
by Year for 1976 to 1978

	1976	1977	1978
Statewide			
Average daily juvenile hall population	3,540.8	3,288.4	3,570.1
% change from previous period		-7.1	+8.6
Los Angeles			
Average daily juvenile hall population	955.0	925.4	1,027.3
% change from previous period		-3.1	+11.0
State, less Los Angeles			
Average daily juvenile hall population	2,585.8	2,363.0	2,542.8
% change from previous period		-8.6	+7.6

Note. Data provided by the California Youth Authority, Prevention  
and Community Corrections Research Section.

APPENDIX S

Detention Hearings for 602 Offenders in all California Counties<sup>a</sup>  
by Year for 1976 to 1978

	1976	1977	1978
Statewide			
Detention hearings	31,332	32,820	32,696
% change from previous time period		+4.7	-0.4
Los Angeles			
Detention hearings	8,776	7,616	6,732
% change from previous time period		-13.2	-11.6
State, less Los Angeles <sup>a</sup>			
Detention hearings	22,556	25,204	25,964
% change from previous time period		+11.7	+3.0

Note. Data provided by the Judicial Council of California.

<sup>a</sup>Fresno, San Bernardino, San Luis Obispo, Santa Clara, and Ventura counties were excluded due to missing data.



APPENDIX T-1

Mean Ages of 602 Subjects Grouped by Severity Categories  
in all Northern Probation Departments  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>	April-June, 1976			April-June, 1977		
	Number of Subjects	Mean	S.D.	Number of Subjects	Mean	S.D.
1	26	14.8	1.58	27	15.0	1.69
2	150	14.8	1.58	126	14.7	1.78
3	34	15.2	1.48	46	15.5	1.25
4	49	15.1	1.42	49	15.2	1.40
5	144	14.2	2.19	157	15.0	1.53
6	41	15.7	1.18	45	15.5	1.58
7	77	15.6	1.29	100	15.7	1.28
Total	521 <sup>b</sup>	14.9	1.77	550 <sup>c</sup>	15.1	1.58

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories in each group.

<sup>b</sup>Two subjects were missing data.

<sup>c</sup>One subject was missing data.

APPENDIX T-2

Gender of 602 Subjects Grouped by Severity Categories  
in all Northern Probation Departments  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>	April-June, 1976					April-June, 1977				
	Total	Male		Female		Total	Male		Female	
		No.	%	No.	%		No.	%	No.	%
1	26	22	84.6	4	15.4	27	24	88.9	3	11.1
2	150	137	91.3	13	8.7	126	114	90.5	12	9.5
3	34	28	82.4	6	17.6	46	34	73.9	12	26.1
4	49	47	95.9	2	4.1	49	39	79.6	10	20.4
5	144	114	79.2	30	20.8	155	102	65.8	53	34.2
6	41	34	82.9	7	17.1	44	39	88.6	5	11.4
7	78	68	87.2	10	12.8	101	77	76.2	24	23.8
Total	522 <sup>b</sup>	450	86.2	72	13.8	548 <sup>c</sup>	429	78.3	119	21.7

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories in each group.

<sup>b</sup>One subject was missing data.

<sup>c</sup>Three subjects were missing data.

APPENDIX T-3

Ethnicity of 602 Subjects Grouped by Severity Categories  
in all Northern Probation Departments  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>	April-June, 1976					April-June, 1977				
	Total	White		Non-White		Total	White		Non-White	
		No.	%	No.	%		No.	%	No.	%
1	26	14	53.8	12	46.2	27	10	37.0	17	63.0
2	150	78	52.0	72	48.0	125	67	53.6	58	46.4
3	34	24	70.6	10	29.4	46	29	63.0	17	37.0
4	49	29	59.2	20	40.8	49	34	69.4	15	30.6
5	144	101	70.1	43	29.9	155	104	67.1	51	32.9
6	41	33	80.5	8	19.5	44	27	61.4	17	38.6
7	78	55	70.5	23	29.5	101	69	68.3	32	31.7
Total	522 <sup>b</sup>	334	64.0	188	36.0	547 <sup>c</sup>	340	62.2	207	37.8

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories in each group.

<sup>b</sup>One subject was missing data.

<sup>c</sup>Four subjects were missing data.

APPENDIX T-4

Prior Record of 602 Subjects Grouped by Severity Categories  
in all Northern Probation Departments  
During April-June, 1976 and 1977

Severity of Instant Offense <sup>a</sup>		April-June, 1976					April-June, 1977				
		Total	None	601 or 300 Only	602 Not Serious	602 Serious	Total	None	601 or 300 Only	602 Not Serious	602 Serious
1	No.	23	10	3	2	8	25	7	-	4	14
	%	100.0	43.5	13.0	8.7	34.8	100.0	28.0	-	16.0	56.0
2	No.	128	36	7	25	60	121	37	3	19	62
	%	100.0	28.1	5.5	19.5	46.9	100.0	30.6	2.5	15.7	51.2
3	No.	33	9	4	2	18	38	13	3	8	14
	%	100.0	27.3	12.1	6.1	54.5	100.0	34.2	7.9	21.1	36.8
4	No.	44	10	6	1	27	38	11	3	6	18
	%	100.0	22.7	13.6	2.3	61.4	100.0	28.9	7.9	15.8	47.4
5	No.	125	55	13	12	45	127	49	8	15	55
	%	100.0	44.0	10.4	9.6	36.0	100.0	38.6	6.3	11.8	43.3
6	No.	38	6	2	7	23	38	8	5	13	12
	%	100.0	15.8	5.3	18.4	60.5	100.0	21.0	13.2	34.2	31.6
7	No.	61	15	3	12	31	82	22	3	16	41
	%	100.0	24.6	4.9	19.7	50.8	100.0	26.8	3.7	19.5	50.0
Total	No.	452 <sup>b</sup>	141	38	61	212	469 <sup>c</sup>	147	25	81	216
	%	100.0	31.2	8.4	13.5	46.9	100.0	31.3	5.3	17.3	46.1

<sup>a</sup>Grouped from most serious (1) to least serious (7). See Table 37, footnote a, for examples of offense categories in each group.

<sup>b</sup>71 subjects were missing data.

<sup>c</sup>82 subjects were missing data.

APPENDIX U

Probation Intake Dispositions for 16- and 17-Year-Old Serious Offenders  
Who Were Referred in all Five Northern Counties  
During April-June, 1976 and 1977

Probation Intake Dispositions	April-June, 1976		April-June, 1977	
	No.	%	No.	%
Dismissed	45	33.8	56	34.6
Informal probation	4	3.0	5	3.1
Transferred to other jurisdiction	12	9.0	14	8.6
Held in abeyance or conditionally released	7	5.3	10	6.2
Referred to traffic court	3	2.3	1	0.6
Petition filed	62	46.6	76	46.9
Total	133 <sup>a</sup>	100.0	162 <sup>b</sup>	100.0

<sup>a</sup>Two subjects were missing dispositions.

<sup>b</sup>Two subjects were missing dispositions.

APPENDIX V

Characteristics of 602 Subjects Referred to Probation in all  
Southern Sample Probation Departments  
During April-June, 1976 and 1977

Characteristics	April-June, 1976		April-June, 1977	
	No.	%	No.	%
<b>Ethnicity</b>				
Anglo	83	48.5	90	50.6
Non-Anglo	88	51.5	88	49.4
Total	171	100.0	178	100.0
<b>Sex</b>				
Male	151	88.3	151	84.8
Female	20	11.7	27	15.2
Total	171	100.0	178	100.0
<b>Age</b>				
14 or younger	52	30.4	42	23.6
15 or older	119	69.6	136	76.4
Total	171	100.0	178	100.0
<b>Number of Prior Referrals</b>				
No prior referrals	20	17.7	14	10.8
One	24	21.2	27	20.8
Two	20	17.7	23	17.6
Three or more	49	43.4	66	50.8
Total	113 <sup>a</sup>	100.0	130 <sup>b</sup>	100.0

<sup>a</sup>58 cases were missing prior referral data in 1976.

<sup>b</sup>48 cases were missing prior referral data in 1977.

APPENDIX W

602 Petitions Disposed of by Juvenile Court Before a Jurisdictional Hearing, After an Uncontested Jurisdictional Hearing, and After a Contested Jurisdictional Hearing in Los Angeles County and in all Other Counties by the Last Half of Each Year for 1975 to 1978<sup>a</sup>

602 Petition Disposition Categories	July-Dec. 1975	July-Dec. 1976	July-Dec. 1977	July-Dec. 1978
<b>Los Angeles</b>				
Total 602 Petitions	14,388	11,278	10,268	8,819
Total %	100.0	100.0	100.0	100.0
Disposed of before hearing % of total	5,031 35.0	3,550 31.5	2,695 26.2	1,800 20.4
Disposed of after uncontested hearing % of total	6,126 42.6	5,136 45.5	4,937 48.1	4,673 53.0
Disposed of after contested hearing % of total	3,231 22.4	2,592 23.0	2,636 25.7	2,346 26.6
<b>State, less Los Angeles<sup>a</sup></b>				
Total 602 Petitions	24,332	25,244	28,510	27,496
Total %	100.0	100.0	100.0	100.0
Disposed of before hearing % of total	1,955 8.0	1,846 7.3	2,310 8.1	1,985 7.2
Disposed of after uncontested hearing % of total	19,906 81.8	20,533 81.4	22,838 80.1	22,407 81.5
Disposed of after contested hearing % of total	2,471 10.2	2,865 11.3	3,362 11.8	3,104 11.3

Note. Data provided by the Judicial Council of California.

<sup>a</sup>Fresno, Kings, and San Luis Obispo counties were excluded because of missing data.

**END**