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SANTA CLARA COUNTY

PRE-DELINQUENT DIVERSION PROJECT

SECOND YEAR

July 1, 1973 - June 30, 1974

Office of Criminal Justice Planning
Grant No. 0998-E, Contract E-7-71

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August 1974

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SUMMARY FINDINGS AND RECOMMENDATIONS

SUMMARY STATEMENT: The Santa Clara County Juvenile Diversion Program is an effective alternative to involving the pre-delinquent in the juvenile justice system. The project to this point is achieving its objectives, although it should be possible to increase the impact of the program even further.

SUMMARY OF PROJECT SECOND-YEAR ACCOMPLISHMENTS

1. The project goal to reduce 601 referrals by 66% has been realized. There were 1005 pre-delinquent cases referred to the Juvenile Probation Department by police during the second year, which equals a 67.2% reduction of the referrals predicted in the absence of the Diversion Program.

2. Twenty-one percent of all program youth recidivated by becoming re-involved with the juvenile justice system. The recidivism rate of program youth who were tracked for between one and two years (29.2%) compares favorably with that of a sample of pre-program 601's whose records were examined for only a one year period (48.5%).

3. A total of 110 community resources were used by police during the first two project years which compares favorably with the use of 15 resources prior to the program. It should be noted, however, that 43.6% of all diverted youth were referred back to their parents for problem resolution.

4. The operation of the Pre-Delinquent Diversion Program

yielded an estimated savings of \$531,350, although many of the Juvenile Probation Department's costs involved are fixed, which reduces the immediate savings for the County.

SUMMARY FINDINGS WHICH SUGGEST PROGRAM REFINEMENTS

1. Over half of the police referrals (54.8%) were settled at intake to Juvenile Hall and did not require further involvement with the justice system.

2. The County-wide ratio of 601 diversions to total 601 contacts dropped during the second year from 65.5% to 62.9%, with nine out of the twelve police departments diverting proportionally less of their second year 601 contacts. Steps may need to be taken to maintain the program's momentum.

3. An observation of Juvenile Hall intake indicated that:

- a. Probation intake personnel divert youth after, rather than before the intake process.
- b. Responsibility for juvenile safety inhibits diversion effort external to the justice system.
- c. Officers transporting youth to the Hall for 601 offenses have not necessarily made a resolute decision that the juvenile should be booked.

4. According to a resource survey, and contrary to popular belief, a substantial number of agencies offer 24-hour service and weekend assistance to pre-delinquents. It should be noted, however, that further investigation by police is necessary to ascertain the appropriateness of these agencies in terms of rendering short-term

crisis intervention services for the majority of program youth.

5. According to the records of agencies to which a sample of youth were diverted, 70.8% of the referred pre-delinquents made some contact with the agency recommended to them by police and 62.9% received some type of service. On the other hand, a sample of parents indicated that they had followed the police recommendation in 51.2% of the cases and had received help from the agencies in 44% of those instances.

6. Approximately 48.6% of the families contacted mentioned that the agency services were of some help, but as many as one-third indicated that they thought the services were of little help. Despite such unenthusiastic reactions toward the agency assistance, the majority of parents felt that the alternative, the Probation Department's Juvenile Hall, was not an appropriate reaction to the problem.

THESE FINDINGS SUGGEST THE FOLLOWING RECOMMENDATIONS:

1. Channel energies and funds toward training patrolmen in techniques of crisis intervention, effective communication within the family conflict situation, and case referral to community agencies.
2. Conduct a training program for Juvenile Probation Department Intake personnel focusing on diversion techniques before booking 601's and on interaction approaches with police that would be more supportive of police diversion efforts.
3. Channel energies and funds toward the development of

community-based agencies designed to deliver short-term crisis services on a 24-hour, seven-day-a-week basis.

4. Continue and refine the Santa Clara County 601 Diversion Program and similar programs designed to divert youthful offenders away from the juvenile justice system.

1.0. PROGRAM OVERVIEW

1.1 Problem Background

Many juveniles in California whose behavior does not involve a criminal law violation are referred to Probation Departments under Section 601 of the Welfare and Institutions Code. Their behavior involves incidents of truancy, beyond parental control, incorrigibility, runaway, and other types of undesirable conduct. In Santa Clara County alone, the great majority of initial 601 referrals to probation are settled without court action, suggesting that the handling of such problems be undertaken at the local level outside of the juvenile justice system. In addition, legislation may soon prohibit law enforcement agencies from making 601 referrals to the Juvenile Probation Department. Since the juveniles mentioned above may require some type of services, the problem at hand involves the development of new mechanisms to meet the needs of these youth, mechanisms which do not nurture a delinquent or criminal identification.

1.2 Project History

The 601 Diversion Program is Santa Clara County's response to the development of alternatives to involving the pre-delinquent in the juvenile justice system. It was instituted on July 1, 1972 under a Law Enforcement Assistance Association (L.E.A.A.) grant in an attempt to demonstrate a program model that would meet the needs outlined above. The program is sponsored by the County's Juvenile Probation Department and implemented by the 12 law enforcement

jurisdictions in the County. It is based on the premise that law enforcement personnel can refer pre-delinquents to sources of help in the community before official referral of the juvenile takes place. Implicit in this premise is the belief that sufficient community alternatives can be developed through coordinated efforts.

During the first project year, the County contracted with the participating law enforcement agencies for diversion services. Each jurisdiction was to individually tailor a program to meet their needs by utilizing local community resources. Financial support was provided to the agencies in the form of a monetary base allocation for the first year coupled with supplemental ("subvention") funds based on each agency's program performance. The latter funds were to be used as base monies for the second project year. Mid-way through the first project year, L.E.A.A. ruled the subvention concept unacceptable and extended the termination date of the first year so that the monies labeled "subvention funds" could be spent in compliance with federal regulations.

1.3 Program Objectives

The objectives of the Pre-Delinquent Diversion Program are three-fold:

1. To reduce anticipated Welfare and Institutions Code 601 referrals to the Santa Clara County Juvenile Probation Department by 66%.
2. To create within the geographic area served by each of the 12 law enforcement jurisdictions expanded and improved services for pre-delinquent juveniles by:
 - a. providing the resources to all 12 jurisdictions which

will allow them to improve services for pre-delinquents, either directly or through other agencies.

- b. Creating both an incentive and increased capability in the 12 jurisdictions to reduce referrals to the Juvenile Probation Department under Section 601 of the W & I Code.
- c. Evaluating the effectiveness of those resources developed and those agencies used in the diversion of 601 cases.

3. To demonstrate, test and evaluate the Santa Clara County Pre-Delinquent Diversion Program model.

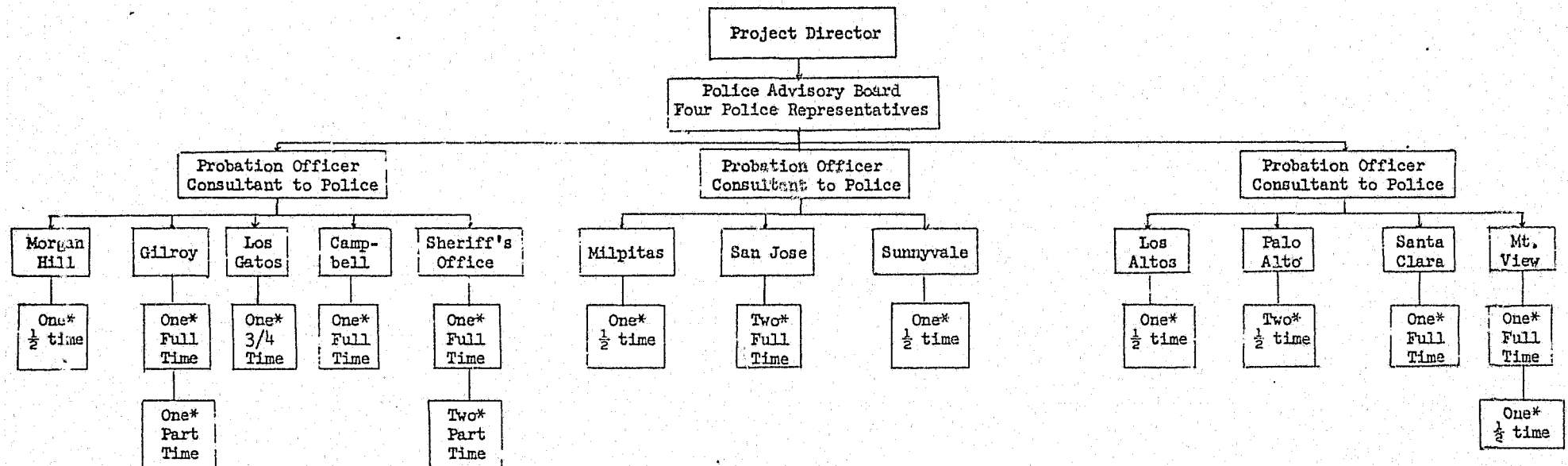
1.4 Project Organization

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

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

Each police jurisdiction appointed diversion officers responsible for coordinating their agency's efforts toward diverting pre-delinquents from the juvenile justice system. See Figure 1 for organizational details.

Figure 1: Organization of 601 Diversion Program



* = Officer

1.5 Training of Police Participants

Early in the first project year, the Juvenile Probation Department offered 21 hours of pre-delinquent diversion training to participating police officers. The training, taken advantage of almost exclusively by diversion officers, covered community social services, family system training and limited brief therapy.

During the second project year, various diversion officers attended a few training conferences related to crisis intervention, however, neither focused nor on-going training was obtained by the beat patrolmen throughout the County. These latter individuals make the large majority of initial contacts with pre-delinquent youth, and of course, decide on the initial disposition of the cases.

2.0 RESEARCH METHODOLOGY

2.1 Objectives

In order to conduct an on-going evaluation of the diversion program model, the following research objectives were accomplished during the second year.

1. The data system used during the first year to enable analysis and evaluation of the program across all participating jurisdictions was refined and expanded to provide more detailed research data and new management information.
2. The degree of success each law enforcement agency attained during the second year was determined with

reference to reducing its expected share of projected 601 referrals to the Santa Clara County Juvenile Probation Department.

3. Client related and police factors underlying the diversion decisions in each jurisdiction were studied in order to explain the differential experiences among the various jurisdictions and within the same jurisdiction.
4. The extent to which clients actually obtain services recommended by police was examined.
5. A study of the impact of the diversion program on the Santa Clara County Juvenile Probation Department, and diversion resource agencies was conducted.
6. The processes occurring within the Juvenile Probation Department with reference to the handling of referred pre-delinquent cases at the Intake level were examined as they related to police action at such a level.
7. A study was made of the nature and number of community-based diversion resources available in the County for the treatment of pre-delinquents.
8. A cost-benefit analysis of the Santa Clara County Diversion Program model was carried out.

2.2 Research Design

In order to reach the objectives listed above, the research design focused on a study of the effectiveness of community-based

treatment of pre-delinquents and pinpointing approaches responsible for effective versus ineffective treatment of such youth.

The effectiveness of community-based services for 601's was measured primarily by the recidivism rate of diverted juveniles. An "early program - late program" comparison design was employed which involved using each program youth as his own control. Additionally, a "post-test-only" design comparing program juveniles who were diverted with those who were booked, and a modified pre-test/post-test design using a randomly selected group of pre-program 601's for comparison with program youth were also developed.

There were several approaches employed to evaluate the various techniques used by police in diverting pre-delinquents. First, data were collected from police Juvenile Contact Reports on the number and type of community agencies used by the police departments in settling 601 cases. Second, a survey sampling both the clients and the community agencies involved in diversion recommendations was conducted. The purpose of this survey was to examine the relation between the frequency and nature of services rendered to pre-delinquents and the incidence of recidivism among such youth. A third approach involved a direct observation study of the police-probation interface at the Intake Level of probation. This study focused on diversion techniques employed before and immediately following the booking of a 601.

The performance of participating police departments was evaluated quantitatively as well as qualitatively. The degree of program success achieved by each jurisdiction was measured in terms of its

actual number of such referrals. Predictions were based on each jurisdiction's pre-program referral record and were developed independently for each agency.

2.3 Instruments Used for Data Collection

Several research tools were used to gather data for the evaluation tasks. Data collection instruments are described below along with the objective to which they pertain and the schedule by which they were employed. (Examples of the instruments can be seen in Appendix D, page 72).

<u>Research Objective</u>	<u>Instrument or Technique</u>	<u>Collection Schedule</u>
1. Number and nature of Booked 601's	Juvenile Probation Department's Intake Form	Continuous
2. Number and nature of Diverted 601's	Police Departments' Juvenile Contact Report	Continuous
3. Nature of 601 Incidents	Above two instruments	Continuous
4. 601 Penetration Into Probation System	Probation Department's Intake Unit Log and Records	Continuous
5. 601 Recidivism	Police Juvenile Contact Report Probation Intake Form Juvenile Hall's Confidential Log	Continuous
6. Use of Community Resources by Police	Attachment to Juvenile Contact Report	Continuous
7. Availability of Community Resources	Agency Survey Questionnaire	13th through 20th project month
8. Use of Community Resources by 601 Youth	Youth-Agency Contact Questionnaire	11th through 19th project month

contd-

<u>Research Objective</u>	<u>Instrument or Technique</u>	<u>Collection Schedule</u>
9. Police Diversion Techniques	Direct Observation (Ride-Along)	6th and 14th project month
	Direct Observation (Juvenile Hall)	17th project month

3.0 PROGRAM RESULTS

3.1 Flow of Pre-Delinquents Into the Program

The number of project-eligible cases reportedly contacted during the second project year was 3,243, approximately 10% more than the 2,951 pre-delinquent cases contacted during the first year¹. The flow of these juveniles into the program was relatively light during early summer months but this seasonal slump was similar to the flow of delinquent cases into the Department during the same periods, as shown in Figure 2 on the following page. The flow of 601 cases fluctuated irratically during fall and winter months, reaching points of high activity in October, 1973 and March of both project years. The relatively low volume of 601 diversions at the end of the second project year should be noted.

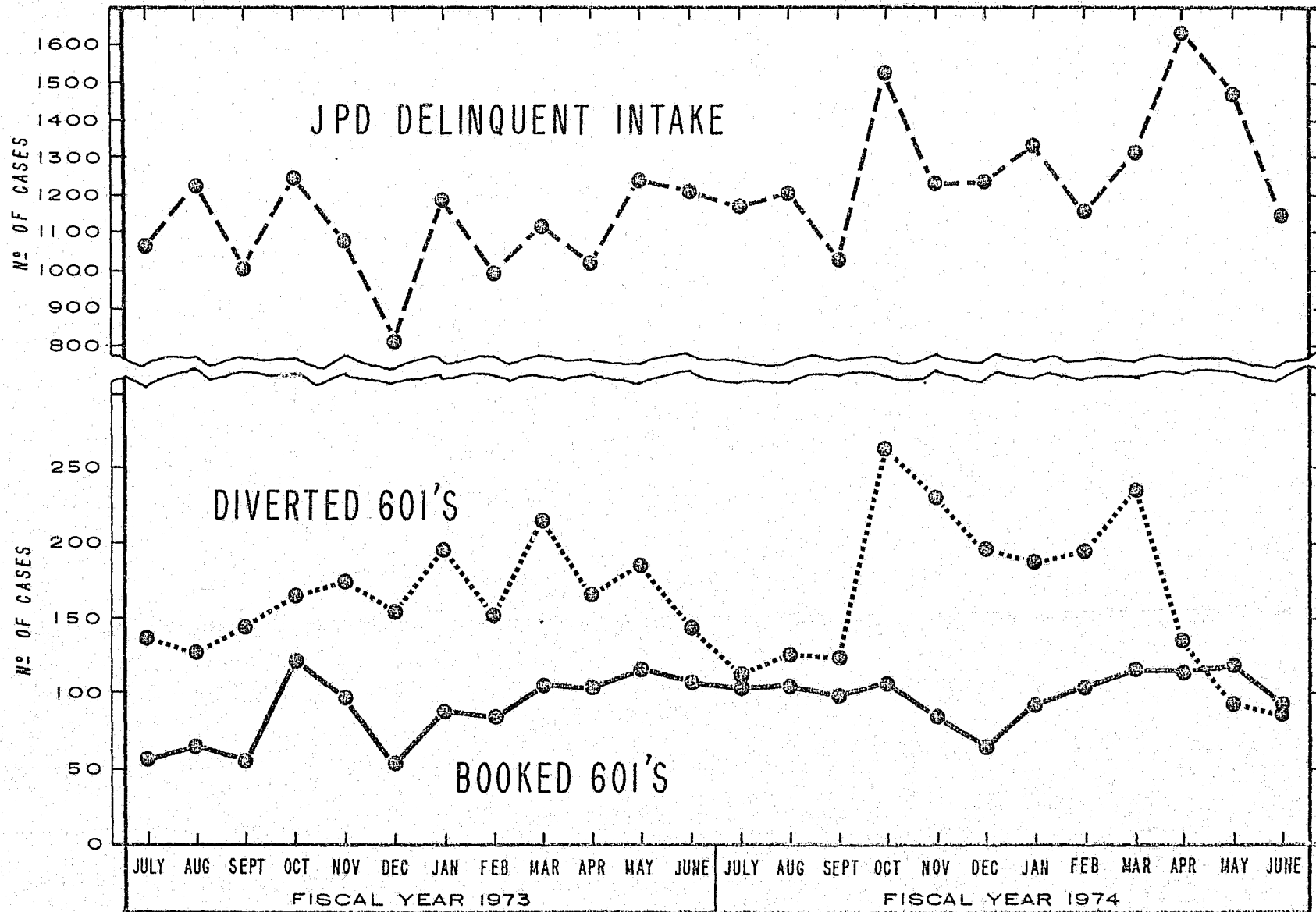
3.1.1 Diversions

There was greater county-wide diversion activity during the

¹ Each case represents a unique incident to which police responded. Since some pre-delinquent juveniles became involved in more than one incident during the two year project period, the number of cases exceed the number of juveniles contacted.

FIGURE 2

SEASONAL FLOW OF DELINQUENT VERSUS PRE-DELINQUENT CASES



second project year than the first²: 2,040 were reportedly diverted, versus 1,901 during the first year, reflecting a 7.3% increase.

Furthermore, such activity was somewhat less sporadic than that of the first year (See Figure 2). Two periods of steady increase in the number of diversions occurred between July and October, 1973 and between January and March, 1974, reaching high points of the program at the end of each of these periods. Police diverted significantly fewer pre-delinquents during May and June, 1974 than at any other time during the duration of the program³.

The average number of diversions per month was 168 as compared to 163 per month during the first project year. A considerable amount of diversion activity by police involved repeated handling of 601 recidivists. Only 67.3% (2,654) of all the diversions made during the program represented single, one-time referrals to community resources. The remaining 32.7% were diversions of youth who had been involved in multiple 601 violations during the program.

In general, the number of diversions per police department was directly proportional to the volume of residents under the age of 17 within the jurisdictions. Notable exceptions included Campbell and Morgan Hill Police Departments which diverted unusually large numbers of pre-delinquents during the second project year, as can be seen in

²The number of diversions increased although the ratio of diversions-to-total-contacts decreased. This will be discussed on the following page.

³It should be noted that data for the last month were not submitted by two small jurisdictions.

Table 1. Table 1 also shows that despite the county-wide increase in diversion activity, five of the participating police departments suffered significant decreases in diversions.

More important than the absolute volume of diverted pre-delinquent juveniles was the ratio of diversions to the total number of 601 contacts. As shown in Figure 3, not only did the county-wide ratio drop during the second year (from 65.5% to 62.9%), but nine out of the twelve police departments diverted proportionally less of their total 601 contacts. San Jose Police Department, responsible for diverting the largest number of pre-delinquents, had the lowest ratio of diversions-to-total-contacts (48.5%). Morgan Hill had the highest ratio with 91.3% of thir contacts being diverted.

It was expected that each law enforcement jurisdiction participating in the Diversion Program would increase their ratio of diversions to total 601 contacts as the Program progressed, aided by a broadened police acceptance of the diversion concept, and the refinement of police diversion techniques. This particular type of progress did not occur in most jurisdictions and can be said to have been inhibited, at least in part, by the rising number of recidivists with which the police had to deal. These "repeat offenders" may have been more difficult to divert than first-time offenders.

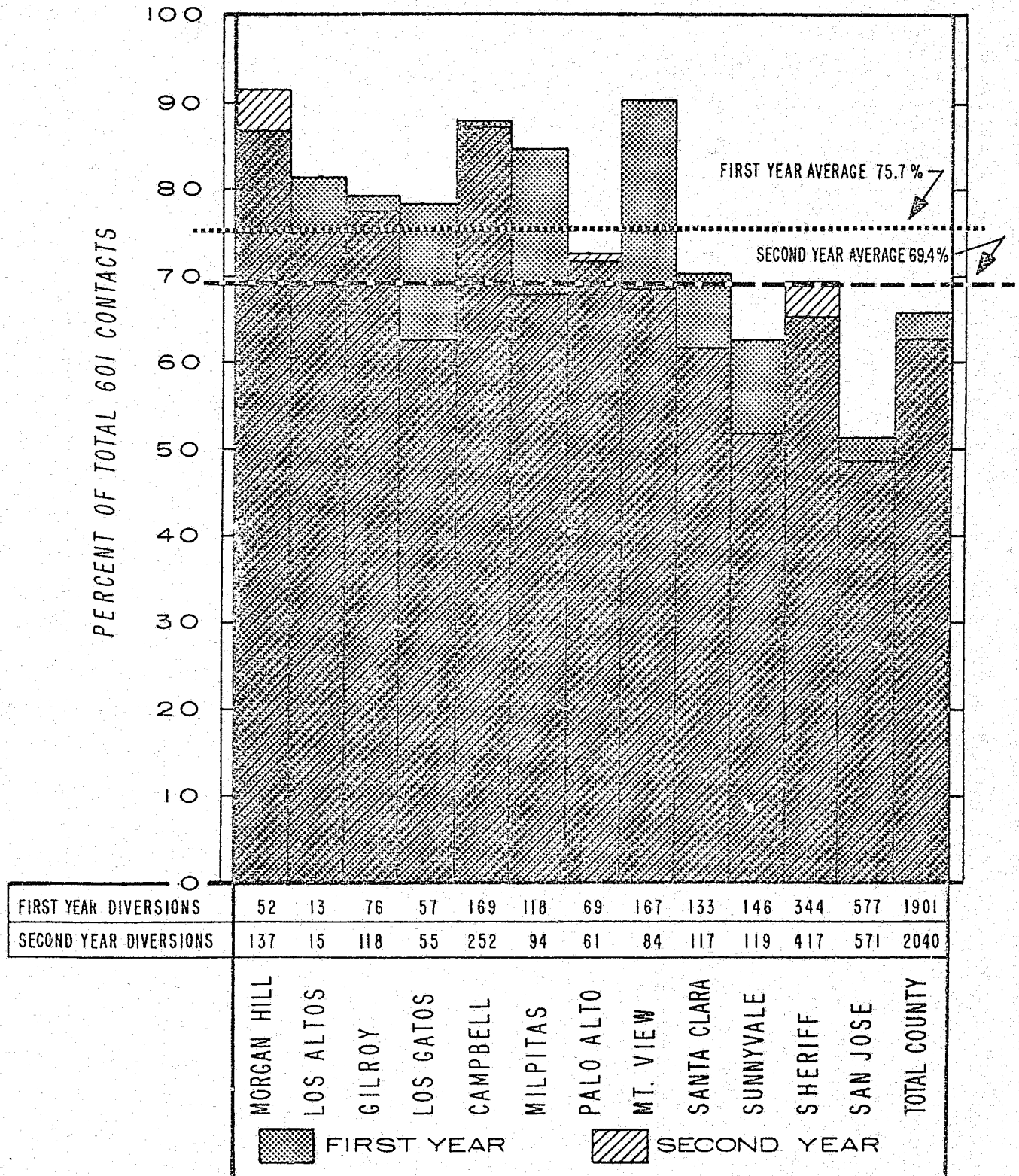
3.1.2 Bookings

The number of pre-delinquents referred to the Juvenile Probation Department during the second project year increased 14.6% over the number referred during the first year (1,203 versus 1,050). As can

Table 1: Police Department Action Taken on 601's
(First Project Year Versus Second Project Year)

DEPARTMENT	DIVERIONS			BOOKINGS			Percent change in total 601 contact
	First Year	Second Year	Percent of change	First Year	Second Year	Percent of change	
San Jose	557	571	+ 2.3	563	607	+ 7.8	+ 5.2
Sheriff's	344	417	+ 21.2	195	182	- 6.7	+ 11.1
Sunnyvale	146	119	- 18.5	92	111	+ 20.7	- 3.4
Santa Clara	133	117	- 12.0	57	73	+ 28.1	0
Mountain View	167	84	- 49.7	22	39	+ 77.3	- 34.9
Palo Alto	69	61	- 11.6	30	23	- 23.3	- 15.2
Milpitas	118	94	- 19.7	22	45	+104.5	- .7
Campbell	169	252	+ 49.1	26	37	+ 42.3	+ 48.2
Los Gatos	57	55	- 3.6	16	33	+106.3	+ 20.5
Gilroy	76	118	+ 55.3	21	35	+ 66.7	+ 57.7
Los Altos	13	15	+ 15.4	2	5	+150.0	+ 33.3
Morgan Hill	52	137	+163.5	8	13	+ 62.5	+150.0
TOTAL	1901	2040	+ 7.3%	1050	1203	+ 14.6%	+ 9.9%

FIGURE 3
POLICE DEPARTMENT DIVERSIONS
 AS PERCENT OF TOTAL 601 CONTACTS
 (FIRST YEAR VERSUS SECOND YEAR)



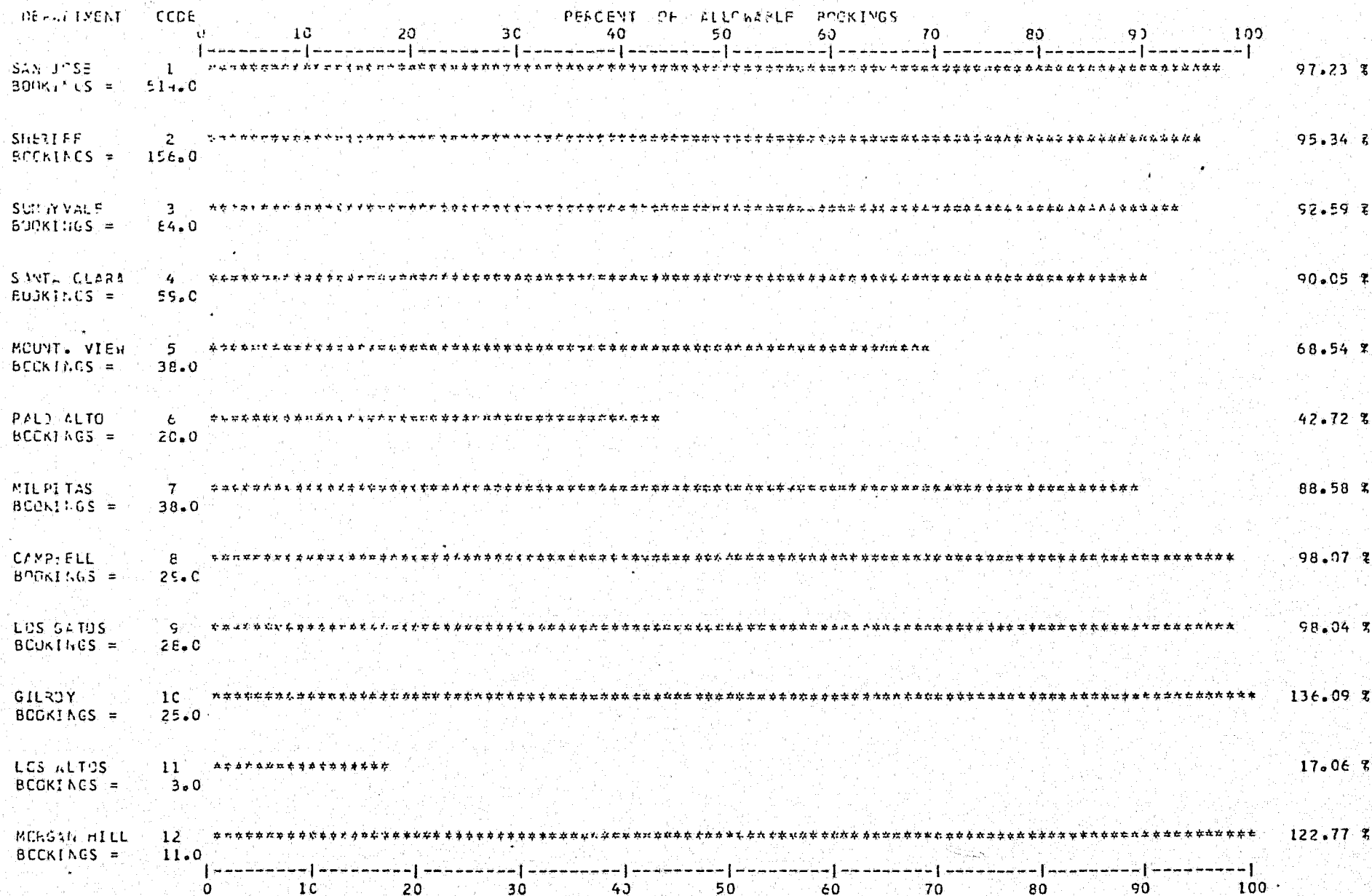
be seen in Figure 2, seasonal highs and lows appeared similar to those which occurred during the first year with an early high point in October, a slump during the winter months, and a consistently high booking rate during the spring. This seasonal flow of 601's was also characteristic of the pattern of all delinquent intakes for the Juvenile Probation Department. The average number of pre-delinquents booked per month was 100.3 versus 84 per month during the previous year.

The actual number of 601 bookings was critical to the achievement of a major project goal: reducing by 66% the number of pre-delinquent referrals anticipated for the County during the year. In order to help achieve the county-wide goal, each jurisdiction was asked to reduce their anticipated referrals by 66%. During the second project year, 1005 in-county pre-delinquent cases were referred to the Probation Department, which represents a 67.2% reduction of the referrals predicted in the absence of the Diversion Program.

Although the county as a whole successfully met its goal, two police departments did not reduce their predicted referrals by 66%. Figure 4 shows that Gilroy and Morgan Hill Police Departments exceeded the number of allowable bookings for statistical success by 36.09% and 22.77% respectively⁴. San Jose, Campbell, and Los Gatos Police Departments were all within 3% of their respective statistical goals but did not actually exceed their limit. With only 17.06% of its number of allowable pre-delinquent referrals actually being

⁴These percentages are inflated relative to larger jurisdictions because of the small number involved.

FIGURE 4
POLICE DEPARTMENT
IN-COUNTY BOOKINGS



booked, the Los Altos Police Department was by far the best in terms of meeting the statistical goal.

It should be noted that, at the urging of many of the participating police departments, a new policy related to the statistical goal was established by the project director in conjunction with the Police Advisory Board. The policy called for a separate recording system for all 601 referrals involving out-of-county juveniles. Data were gathered and reported for these pre-delinquents but were not compiled in the actual-bookings versus allowable-bookings calculations. The policy resulted from a growing awareness of runaways and from the recognition that both public safety and the welfare of many juveniles might be jeopardized by police restraint in booking juveniles who are traveling through the County. The number of out-of-county 601's referred to the Probation Department can be seen in Table 2.

3.1.3 Time of Day for Police Action

The time of day 601 incidents were handled by police was examined in relation to the options open to the officers in terms of case disposition. As is discussed below, the services of many public and private agencies are available only during the hours of 8 a.m. to 5 p.m. Mondays through Fridays. Agencies with extended hours exist but are limited. Table 3 shows that during these hours of peak availability of service agencies 76.2% of all the contacted pre-delinquents were diverted whereas only 23.8% were booked. Bookings tend to exceed diversions when contact with the juvenile occurs

Table 2 Bookings of Out-of-County Pre-Delinquents per Jurisdiction

DEPARTMENT	OUT-OF-COUNTY 601's	% OF TOTAL BOOKINGS
San Jose	93	15.3
Sheriff's	26	14.3
Sunnyvale	27	24.3
Santa Clara	14	19.2
Mountain View	1	2.6
Palo Alto	3	13.0
Milpitas	7	15.6
Campbell	8	21.6
Los Gatos	5	15.2
Gilroy	10	28.6
Los Altos	2	40.0
Morgan Hill	2	15.4
TOTAL	198	16.5%

TABLE 3: Time of Day Action Was Taken on 601 Cases

Time of Day	Total Contacts	Diverted		Booked	
		No.	% of total contacts	No.	% of total contacts
Midnight - 7:59 a.m.	731	312	42.7	419	57.3
8:00 a.m. - 4:59 p.m.	3707	2823	76.2	884	23.8
5:00 p.m. - 5:59 p.m.	264	136	51.5	128	48.5
6:00 p.m. - 6:59 p.m.	212	96	45.3	116	54.7
7:00 p.m. - 7:59 p.m.	273	123	45.1	150	54.9
8:00 p.m. - 8:59 p.m.	230	98	42.6	132	57.4
9:00 p.m. - 11:59 p.m.	624	296	47.4	328	52.6
Missing Data	160	60	37.3	100	62.7
TOTAL	6201	3944	63.6%	2257	36.4%

during the time period between 5 p.m. and 8 a.m.

3.1.4 Police Action by Day of Week

The day of the week was found to be unrelated to the type of action police took regarding 601 cases. Insignificant differences were found between the proportion of pre-delinquent referrals which occurred during weekends (12:01 a.m. on Saturday to 12 p.m. on Sunday) and the proportions of diversions made during this time. During the two project years 502 pre-delinquent cases (8.1% of all pre-delinquent cases) were initially contacted during the weekend. Approximately 51.8% of these weekend cases were booked whereas 48.2% were diverted (See Table 4).

3.2 Recidivism

3.2.1 Recidivism of Project Youth

Due to the complex nature of the concept, recidivism was considered from two perspectives: frequency of re-involvement with the juvenile justice system, as documented by a police Juvenile Contact Report or a Probation Department Intake Form, and severity of re-involvement with the system, through either a diversion or a booking. In both cases, recidivism was lower for program youth than for a sample of pre-program youth, as indicated in Section 3.2.2.

Approximately 21% (1,053) of all pre-delinquents contacted under the 601 program recidivated by becoming re-involved with the juvenile justice system after they entered the program. This general recidivism rate was first examined by focusing on two distinct groups of youth- -

Table 4: Action Taken on 601 Cases
 During the Weekend Days
 (July 1, 1972 - June 30, 1974)

No. of Weekend Cases	% of all Cases	Diverted			Booked		
		No.	% of Week-end Cases	% of Diversion	No.	% of Week-end Cases	% of Bookings
502	8.1%	242	48.2	6.1	260	51.8	11.5

- - those who were diverted for a 601 Welfare and Institutions Code violation by police versus those who were booked for such a violation and were not presently involved in the juvenile justice system at the time of arrest.

Of the 3,459 pre-delinquents diverted by police upon first contact⁵, 20.4% (706 juveniles) recidivated in terms of either a subsequent diversion or a subsequent booking. Approximately 9.1% (316) of the initially diverted youth were re-diverted without ever being referred to the Probation Department, while 11.3% (390 juveniles) were diverted and booked subsequent to their initial diversion.

In contrast to the 20.4% recidivism rate of youth entering the program by virtue of a diversion, only 12.5% (193) of the 1,548 juveniles⁶ entering the program via a booking recidivated⁷. Approximately 8.5% (132) of these initially booked juveniles were subsequently re-referred to the Probation Department without ever being diverted. Although some of these 132 pre-delinquents

⁵69.1% of the total program juveniles. All youth who were free of juvenile justice system involvement at the time of their arrest were considered a part of the diversion program, even though the initial contact may have resulted in a referral to Juvenile Probation.

⁶30.9% of the total program juveniles.

⁷The lower recidivism rate among referred juveniles may be attributed to several factors. First, some of the 601's referred to probation may be more serious offenders and be placed under probation supervision, during which time they are not eligible for the program and are not tracked. Such 601 violators may also recidivate by becoming involved in a 602 violation which may not be traced by the project data system. Finally, since many of the more serious 601 offenders may be 16 or 17 years of age, violations subsequent to their program entry may come under the jurisdiction of the Adult Probation Department.

(comprising 2.6% of all program youth) may have had problems of such a nature that they were impossible or inappropriate to divert to community-based resources. The relatively low recidivism rate when compared to diverted youth suggests that this group represents an area toward which police should direct their diversion efforts. It should be noted however, that the proportionally small size of the group speaks well for the willingness of police to try, at least initially, to work with alternatives to Juvenile Hall.

The recidivism rates of 601's handled by each individual police department can be seen in Figure 5. The type of program involvement of each department's non-recidivists can be seen in Figure 6. As can be seen in this figure, many non-recidivating pre-delinquents were handled by Juvenile Probation personnel without benefit of community-based services.

3.2.2 Pre-Program Versus Program Recidivism

In order to compare the effectiveness of pre-program treatment of pre-delinquents with that of program treatment, an examination was made of the recidivism of a group of pre-program 601's. Two hundred and seven youth who had been referred to the Juvenile Probation Department between 1965 and 1972 for 601 Welfare and Institutions Code violations were randomly selected for comparison.

Statistics suggest that the conventional treatment of pre-delinquent juveniles was not exceptionally effective. Of the 207 youths studied, 22% re-entered the probation system for a third violation within a year, with the subsequent re-entry rate declining very slowly. A total of 99 youth (48.5% of the sample) recidivated in terms of at least one additional referral to Juvenile Probation

FIGURE 5
**RECIDIVISM RATES OF 601'S BY
 TYPE OF RE-INVOLVEMENT AND BY POLICE DEPARTMENT**

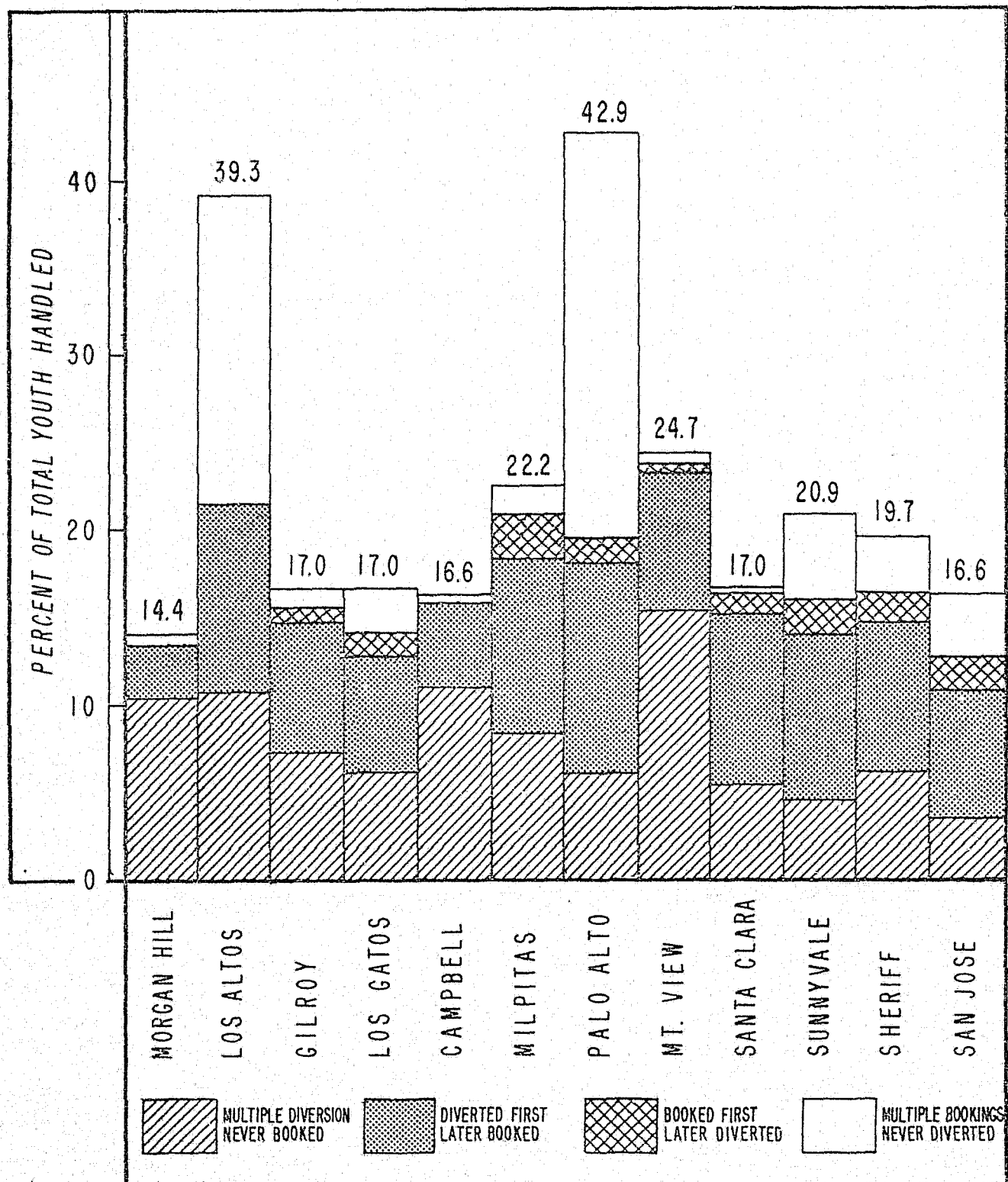
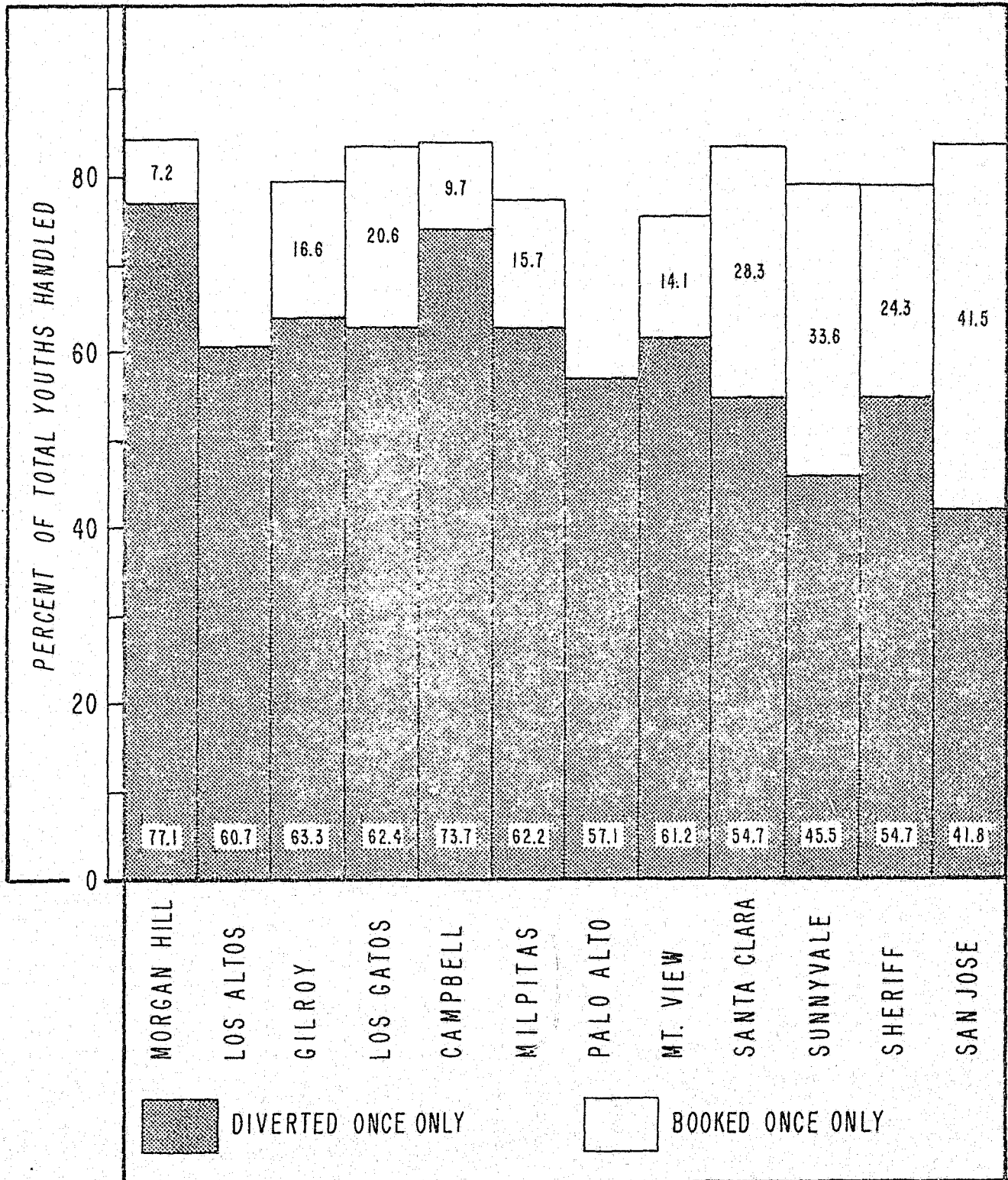


FIGURE 6

PERCENT OF NON-RECIDIVATING 601'S BY
TYPE OF PROGRAM INVOLVEMENT & BY POLICE DEPARTMENT HANDLING CASE



during the one-year time frame.

In contrast to the pre-program sample's 48.5% case recidivism,
only 29.2% of the project youth tracked between one and two years
recidivated. However, the entry levels of the juvenile justice system used for the comparison may be said to differ, depending on interpretation. On the one hand, juveniles in the sample who were referred to the Probation Department previous to the program represent a later point of apprehension and entry; and perhaps, a more serious, more well-developed offender. Therefore, one might infer that recidivism rates would be understandably higher.

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

3.3 Flow of Pre-Delinquents Within the Probation Department

The youth referred to the Juvenile Probation Department by police for a 601 violation penetrated the system to widely varying degrees. The cases of many were settled at the Intake level, however some cases went as far as Court processing and assignment to official supervision.

3.3.1 Dispositions of Program Referrals

At the time of this report, the initial dispositions of 2,126

(94.4%) of the 2,253 pre-delinquent cases referred during the two project years were known⁸. As can be seen in Figure 7, over half of the cases for which dispositions were known were settled at intake (S.A.I.). Although this number represents a decrease in pre-program S.A.I.'s (70% and 67.8% during Fiscal Years 1970 and 1971, respectively), it remains relatively high in light of the program philosophy which assumes that most pre-delinquent cases should be handled at the community level. Since these cases were not only determined by Intake personnel not to be in need of specialized probation services (i.e., Supervision) but were often briefly counseled and returned to the community, it is assumed that police diversion techniques, if developed among line staff and used, could have prevented many of these S.A.I.'s from entering the probation system. Approximately 18.4% (392) of the youth referred were placed on Informal Supervision⁹, representing a slight increase over pre-project years. Thirty-four cases (1.6%) were transferred to other counties and 17 (.8%) were awaiting probation officer action at the time of this report.

Approximately 24.3% (517) of the pre-delinquent cases that were referred were petitioned for Court hearing. This increase in the petition of 601 cases over pre-project years accompanied by a

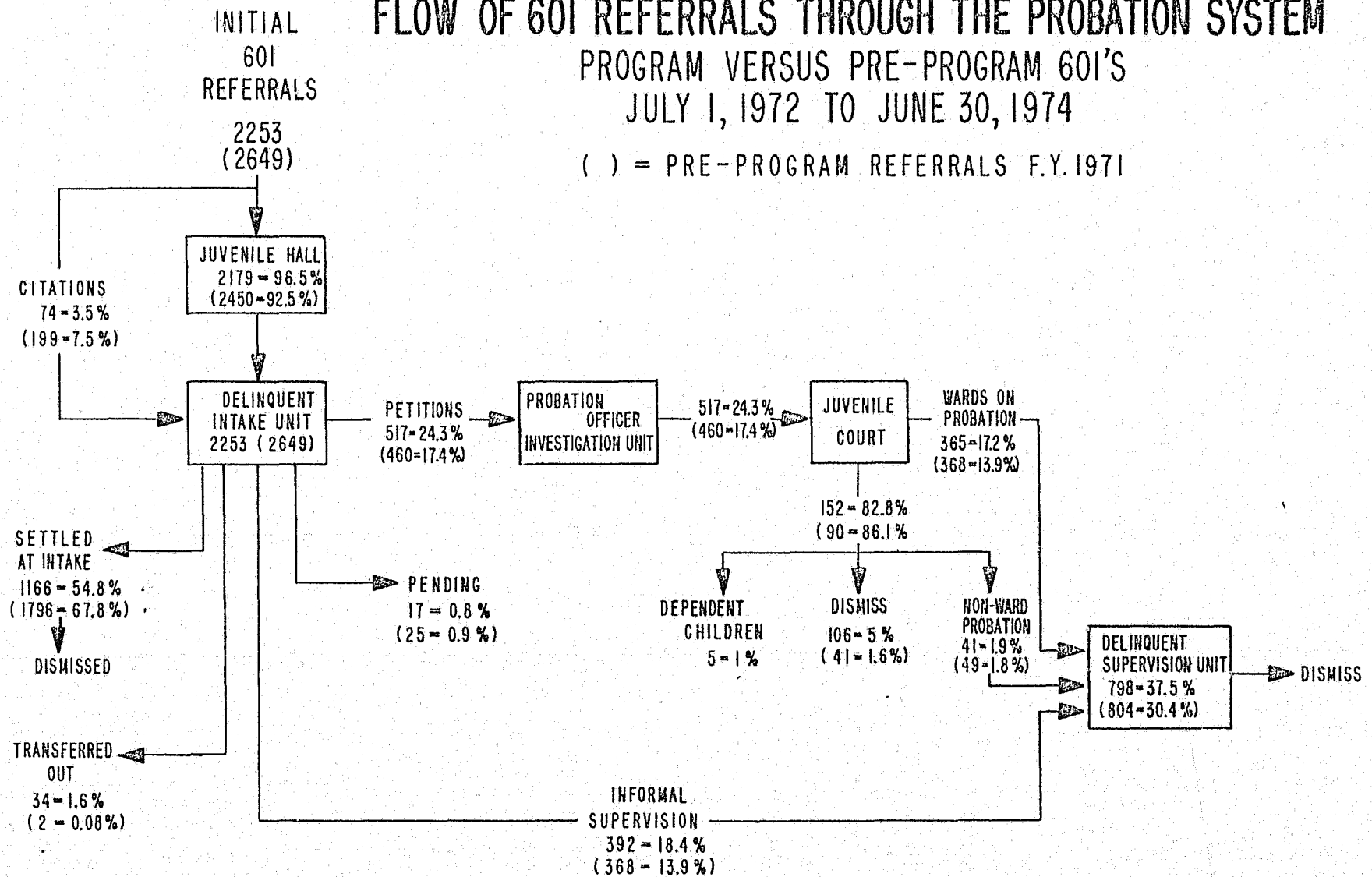
⁸Missing data were due to the time lag between case processing, information recording, and data transfer.

⁹Informal Supervision involves an informal agreement between the juvenile, the parents, and the Probation Department for a period of six months.

FIGURE 7

FLOW OF 601 REFERRALS THROUGH THE PROBATION SYSTEM PROGRAM VERSUS PRE-PROGRAM 601'S JULY 1, 1972 TO JUNE 30, 1974

() = PRE-PROGRAM REFERRALS F.Y. 1971



PERCENTAGES REPRESENT PERCENTS OF 2,126 PROGRAM CASES AND 2,649 PRE-PROGRAM CASES

decrease in S.A.I.'s may indicate that less serious pre-delinquent matters are slowly being screened out by police and more serious matters are coming to the attention of the Courts. This assumption is supported by the fact that 78.5% of the petitioned cases were placed under formal Probation Department supervision (70.6% as Wards of the Court and 7.9% as six month probationers). The 406 cases placed under supervision equal 19.1% of all the program referrals on whom data were known and represent an increase over pre-program probation decisions of 12% and 15.7% of all 601 referrals for Fiscal Years 1970 and 1971, respectively.

3.3.2 601 Bookings by Juvenile Probation Personnel

At the beginning of the first project year, policy was established such that 601 youth booked by any agent other than police would be charged against the jurisdiction in which the juvenile lived. It was thought that this type of referral is relatively uncommon and could be diverted through cooperative efforts between police and Juvenile Probation personnel. There were some attempts to establish channels of communication between Juvenile Probation Department Intake staff and the juvenile divisions of various police departments; however, efforts to divert these cases at Intake in lieu of booking were sporadic.

By the end of the second project year (as shown in Table 5), the problem of 601 juveniles referred by agents other than the police and booked by Juvenile Probation Department personnel had decreased in size from the previous year but was still large. Over 18% of the

Table 5: 601 Bookings by Juvenile Probation
Personnel Per Jurisdiction

(July 1, 1972 - June 30, 1974)

Police Jurisdiction	First Year		Second Year		Total	
	N	%	N	%	N	%
San Jose	151	26.8	143	23.6	294	25.0
Sheriff's	20	10.3	11	6.0	31	8.2
Sunnyvale	11	12.0	12	10.8	23	11.3
Santa Clara	12	21.1	5	6.8	17	13.1
Mountain View			4	10.3	4	6.6
Palo Alto	6	20.0	2	8.7	8	15.1
Milpitas	4	18.2	2	4.4	6	9.0
Campbell	9	34.6	8	21.6	17	27.0
Los Gatos	3	18.8			3	6.1
Gilroy	3	14.3	1	2.9	4	7.1
Los Altos			1	20.0	1	14.3
Morgan Hill			1	7.7	1	4.8
TOTAL	219	20.9%	190	15.8%	409	18.2%

total number of pre-delinquents booked during the two project years
were booked by Screening and Intake staff without benefit of diversion
efforts by police. Two jurisdictions had one-fourth or more of their
601 referrals booked in this manner.

3.3.3 Dispositional Differences in Juvenile Probation Department Versus Police Bookings

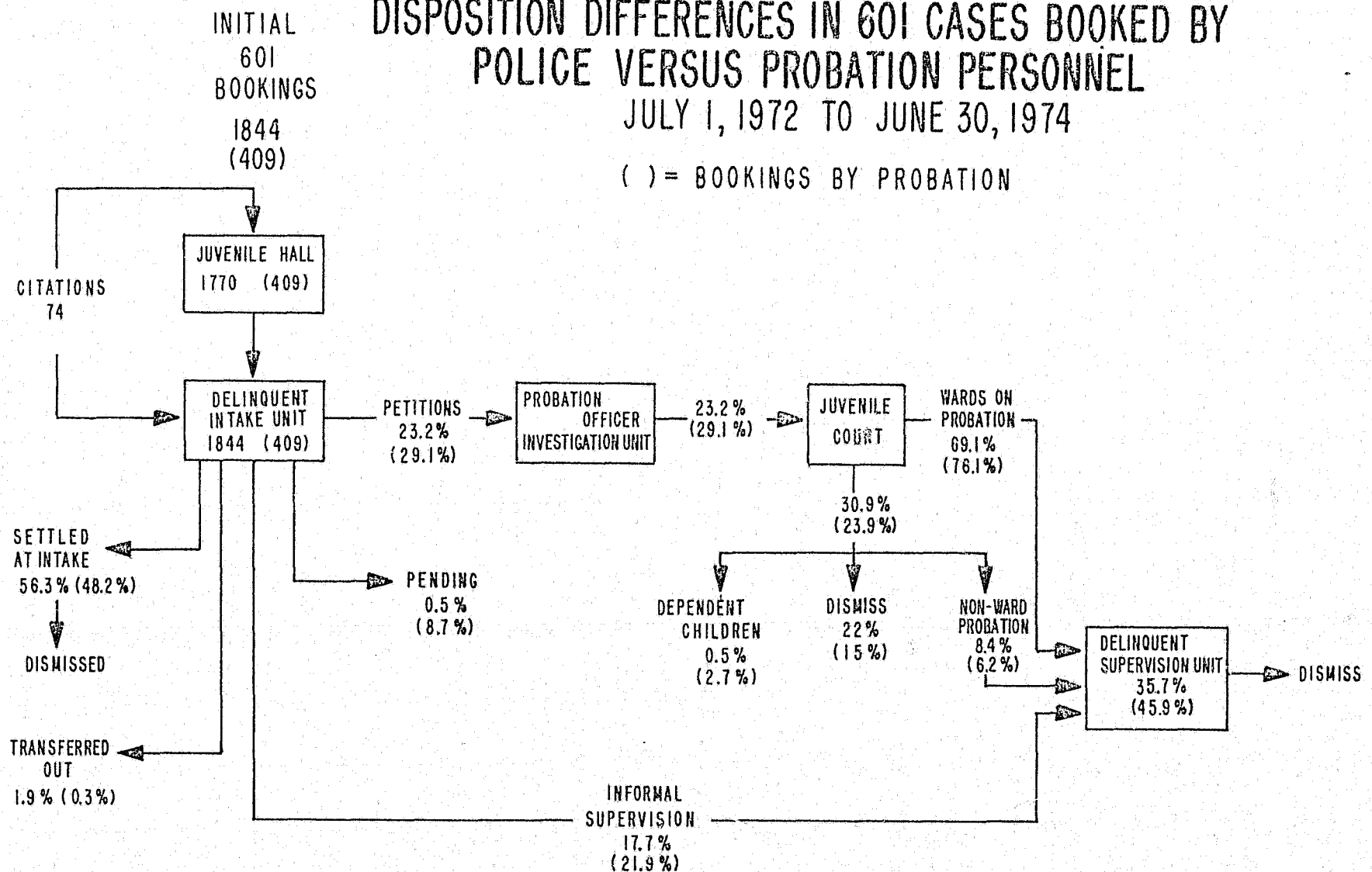
An examination was made of the action taken on 601 cases referred by the police versus those referred by other agents and booked by Juvenile Probation Intake personnel. During the two project years, proportionally more police-booked pre-delinquent cases were settled at Intake and proportionally less were petitioned than were Juvenile Probation Department-booked pre-delinquents (See Figure 8). Furthermore, a higher percentage of the police cases that went through Court proceedings were dismissed or placed on a less restrictive form of probation than Juvenile Probation Department-booked cases.

The release at intake of significantly more police bookings than probation bookings, and the fact that proportionally more probation commitments result in petitions, suggests that many cases referred by police are divertable. There appears to be a need for a new training emphasis, this time to included field officers, regarding the diversion concept. The relatively high percentage of probation commitments that do not receive follow-up action suggests that the Probation Department also reexamine its referral policy.

FIGURE 8

DISPOSITION DIFFERENCES IN 601 CASES BOOKED BY POLICE VERSUS PROBATION PERSONNEL JULY 1, 1972 TO JUNE 30, 1974

() = BOOKINGS BY PROBATION



THERE WAS NO RECORD ON 106 (5.7%) OF THE POLICE CASES AND 21 (5.1%) OF THE PROBATION CASES. THEY ARE NOT SHOWN BELOW THE POINT OF DELINQUENT INTAKE.
PERCENTAGES REFER TO 1,738 KNOWN POLICE CASES AND 388 KNOWN PROBATION CASES

3.3.4 Diversion by the Juvenile Probation Department

Observations of the screening and intake processes at the Juvenile Probation Department were conducted with the intent of tracing activities and decisions involved in handling pre-delinquents after the police decisions to "book" the youth have been made. Twenty-six observations took place over a period of one month (November, 1973) and eventually covered all the shifts of intake personnel during both daytime and night time hours.

The contacts viewed between pre-delinquents and the Juvenile Probation Department were almost all a direct result of a police officer's decision to book a juvenile into Juvenile Hall. The one exception involved a case in which the juvenile decided to place himself in the custody of the Probation Department. The police decisions were, however, often observed to be wavering and tentative. That is, there was often no effort or minimal effort made by the arresting officer to contact a community agency or the juvenile's parents.

Police also exhibited no clear feeling that booking was mandatory in many of these cases. In fact, during the booking process, police frequently mentioned factors relating to expediency and did not discuss appropriateness of placement or availability of probation alternatives.

When the police officers brought the youths into the Hall, the intake probation officers typically asked for a verbal account of the incident leading up to the arrival at the Hall. Details such as the notification of the parents or guardian, the attitude of the

youth, and the prior record of the youth were brought to focus by the intake officer. In a few cases, suggestions made by intake staff for an off-the-record family resolution of the problem lead to easily reached agreements to release the juvenile to his parents at this point. Parents were called by the police, who then were free to leave the youth at this safe pick-up point. No further paper work was filled out since the parents responded to the Hall immediately.

In most (20, or 83.3%) of the cases observed, however, either parents could not be reached or could not respond immediately. It was at this point that both the police and probation officer felt that they were left with no other expedient alternative to booking. There was no discussion at this point of the possibility of obtaining services for the juveniles through an immediate referral to a community agency. It was agreed that the only immediate thing that could be done was to transfer the custody of the juvenile from the police to the Probation Department. For this to be done, an intake form was completed, officially labeling the youth as a 601 referral to Juvenile Probation and technically labeling him as a "booking" rather than a "diversion". The police officer was then free to return to his beat and the intake officer proceeded to make whatever disposition on the case he felt was appropriate. In some cases, (seven, or 29.1%), the youth was released to his parents after a short three-way conference between the youth, his parents and the probation officer. Recommendations were sometimes made by the intake officer regarding the family obtaining outside professional help with

their problem.

Three very meaningful things important to the development of the Diversion Program became apparent through the above described observations. First, at this point in time, the concept of pre-delinquent diversion in the minds of Juvenile Probation Intake personnel is that of terminating the juvenile's penetration into the Probation System after the intake process is completed, rather than before. There are attempts to obtain services for the youth through use of community resources. However, the effort to do so is expended after the booking process is completed. Secondly, the issue of custody, and the requirements of organizational accountability and responsibility for the safety of the juveniles in question appear to inhibit supportive action on the behalf of any juvenile external to the system. The implications of serving a juvenile through informal channels weighed as heavily on probation as on police personnel. Third, it became apparent that the police act of transporting a pre-delinquent to Juvenile Hall is not always firmly rooted in a resolute decision that the youth must be booked. Stronger direction, encouragement and assistance on the part of intake personnel during the pre-paperwork discussion with police, would obviate at least some of the unnecessary Probation processing of pre-delinquent youth. It might also reduce the amount of time police officers spend out of the field.

3.4 Use of Community Resources for Diversion

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

3.4.1 Resources Recommended by Police

The "use" of a community resource by police in the act of diversion was loosely interpreted by the program to include a wide range of police-youth-agency interaction. At the level of least interaction, "use" entailed suggestions made by the police officer to the juvenile and/or his family, regarding agencies that could be contacted by the individuals concerned should they need further assistance. At the most intense level of interaction, police officers brought the concerned individuals to selected agencies, established channels of communication with the agency regarding the case, and conducted a limited follow-up of the case outcome.

In contrast to the pre-program use of 15 community resources

county-wide¹⁰, a total of 110 such alternatives to probation were used by police during the first two project years. The great majority of these resources were either independently operating professional individuals or agencies, although parents were the most frequently used resource. Table 6 shows that schools were the next most frequently used resource, recommended for assistance in 16.8% of the diversions. Private and public agencies were used with similar frequency.

Significant inter-departmental differences in the types of resources used for diversion were evident, as can be seen in Appendix B, page 62. For example, Los Gatos Police Department diverted approximately three-fourths of their 601's back to the parents of the juveniles, while rarely using schools or public and private agencies. In contrast, Morgan Hill and Campbell Police Departments diverted over half of their 601's to schools, while Sunnyvale Department of Public Safety served approximately one-fourth of their diverted pre-delinquents through an in-house parent-youth discussion program.

¹⁰ A survey of diversion officers representing the twelve participating police jurisdictions during the first month of the first project year revealed that the departments used 15 community resources in their pre-program efforts to obtain services for pre-delinquents. Six of the 12 departments had occasionally used the Department of Social Services, two departments had used Family Services, eight had used County Mental Health, five had used Catholic Social Services, two had used Community Services, one had used the Chicano Youth Project, one had used the Y.M.C.A., three had used Adult and Child Guidance, two had used churches, two had used Family Guidance, two had used the Drug Rehabilitation Center, two had used Chrysalis House, four had used schools, two had used Public Nursing, and the majority of departments had "diverted" pre-delinquents to their parents. In terms of the use of these community agencies, the frequency of such referrals were, at best, sporadic.

Table 6: Types of Community Resources Used by Police
(July 1, 1972-June 30, 1974)

Resource	# of Cases Referred	% of Cases Referred
Parent	1730	43.9
School	662	16.8
Public Agency	573	14.5
Private Agency	519	13.2
Religious Agency	144	3.7
Police Program	133	3.4
Relative	131	3.3
Private Residence	49	1.2
TOTAL	3941	100.0%

Intra-departmental changes were also evident between the types of resources used during the first project year as opposed to those used during the second year. There were significant decreases during the second year in the number of diversions to parents made by Santa Clara, Milpitas, Campbell, and Morgan Hill Police Departments; whereas there were significant increases in such diversions made by San Jose and Sunnyvale Police Departments. Significantly fewer diversions were made during the second year to public agencies by Los Altos, San Jose, and Mountain View Police Departments, yet there were significant increases in such diversions made by Santa Clara and Milpitas Police Departments. Palo Alto Police Department made significantly more diversions the second year to schools and significantly less to private agencies. Only the Sheriff's Department displayed relatively stable patterns of resource usage during the two year period, diverting almost half of their 601's to parents and the other half to schools; public, private, and religious agencies; and concerned community members.

A list of agencies recommended in the diversion of 601's by police can be seen in Appendix C, Page 63.

3.4.2 Resources Available for Use

A survey of agencies in Santa Clara County was conducted during the first half of the second project year in order to give perspective to data concerning police use of community

agencies¹¹. One hundred and seventy-two out of 281 surveyed agencies returned the questionnaire, a 61.2% response rate. Of these, 14.5% indicated that they do not serve pre-delinquent juveniles. The nature and availability of the agencies indicating that they would serve such youth is discussed below and is depicted in detail in Appendix C, page 63.

The most commonly offered assistance among responding agencies involved general counseling and guidance (See Table 7A). Also widely available were information and referral oriented services and assistance of an educational nature. Agencies providing adoption, foster care, or legal aid for juveniles were few. The availability of temporary shelter, family planning, and alcohol-related programs was relatively scarce.

Few of the agencies that responded to the survey placed stringent eligibility criteria on the acceptance of juvenile clients.

Residence locale and age constituted the only two restrictions employed by more than an occasional resource (See Table 7B). Stipulations regarding family income were sometimes set forth in combination with either age or residency requirements. Slightly more than half of the responding agencies indicated fixed and/or sliding scale fees, however almost as many indicated that no fees were charged for services rendered (See Table 7C).

Contrary to the beliefs voiced by many diversion officers in

¹¹The "Directory of Social Agencies and Services", compiled and published by the Santa Clara County Social Planning Council, was used as a source listing for the mail survey.

Table 7: The Nature of Community Agencies
Available to Serve Pre-Delinquent Youth¹

Table 7A: Services Offered by Available Agencies

Service Offered	Number of Agencies	Percent of Agencies
Adoption	4	2.7
Alcoholism	15	10.2
Child Care & Protection	18	12.2
Counseling & Guidance	64	43.5
Clothing	12	8.2
Day Care	21	14.3
Drugs	22	15.0
Educational	47	32.0
Family Planning	12	8.2
Information & Referral	53	36.1
Legal	5	3.4
Mental Health	31	21.1
Physical Health	20	13.6
Recreation	40	27.2
Suicide Prevention	15	10.2
Vocational	20	13.6
Volunteer	21	14.3
Shelter	12	8.2
TOTAL ²	426	100.0 ⁺

¹Including Survey Respondents Only, N=147

²Allowing for more than one service per agency

Table 7B: Eligibility Criteria of Available Agencies¹

Criteria	Number of Agencies	Percent of Agencies
Family Income	3	2.0
Age	16	10.9
Residential Locale	19	12.9
Family Income and Residence	3	2.0
Family Income and Age	5	3.4
Family Income, Age, Residence	9	6.1
Age and Residence	11	7.5
Age and Alcoholism	1	.7
Age and Medical Illness	1	.7
Age, Residence, Handicap	1	.7
Residence and Ethnic Group	1	.7
Residence and Court Referral	1	.7
Mental Retardation	4	2.7
Ethnic Group	2	1.4
Blindness	1	.7
Handicap	2	1.4
Court Referral	2	1.4
Alcohol-related	1	.7
Medical Illness	5	3.4
Mental and Medical Illness	2	1.4
TOTAL	90	61.4

¹Including Survey Respondents Only, N=147

Table 7C: Fees of Available Agencies¹

Fee	Number of Agencies	Percent of Agencies
Fixed Fee	30	20.4
Sliding Scale	33	22.4
No Fee	58	39.5
Fixed and Sliding Scale	4	2.7
Fixed Fee and No Fee	3	2.0
Sliding Scale and No Fee	9	6.1
Fixed, Sliding and No Fee	1	.7
TOTAL	138	93.8

¹Including Survey Respondents Only, N=147Table 7D: Hours of Operation of Available Agencies¹

Availability	Number of Agencies	Percent of Agencies
Monday - Friday	82	55.8
Everyday	17	11.6
Seasonal	2	1.4
8 a.m. - 5 p.m.	80	54.4
8 a.m. - 12 p.m.	6	4.1
8 a.m. - 9 p.m.	12	8.2
8 a.m. - 12 a.m.	1	.7
12 p.m. - 5 p.m.	3	2.0
24 hours a day	28	19.1
TOTAL	130	88.4

¹Including Survey Respondents Only, N=147

early-project interviews, the mail survey indicated that a number of agencies render services for pre-delinquent youth round-the-clock and on weekends. Although over half of the responding agencies were open only on weekdays, almost 13% operated seven days a week. Moreover, 19% of the agencies offered 24-hour assistance to pre-delinquent youth (See Table 7D). It should be noted, however, that several of these agencies render long-term placement services which may not be appropriate for the short-term crisis needs of pre-delinquent cases. Further investigation by police is necessary to ascertain the appropriateness of the round-the-clock agencies in terms of serving the majority of youth handled by the Diversion Program.

3.4.3 Services Recommended by Police Versus Services Obtained by Clients

As shown in Table 8, 23 unique types of services were recommended by police for community-based treatment of 601 juveniles. However, within the Santa Clara County Diversion Program model, there is no structured apparatus to ensure that treatment recommended by police during the diversion process is actually received by the pre-delinquent and/or his family. The extent to which recommended services were actually obtained was examined by means of a two-part study. The first part surveyed (via personal interviews) the community-based agencies to which 127 randomly¹² selected pre-delinquents had been diverted by police between July 1, 1972 and

¹²Techniques of stratified random sampling were used to ensure the inclusion of juveniles from all the participating jurisdictions.

Table 8: Police Recommendations of Services for Diverted 601's

Service	Number of Recommendations ¹	Percent of Recommendations
General Counseling	1803	43.5
Parental Guidance and Problem Resolution within Family	1651	39.9
Shelter	216	5.2
Drug Counseling	163	3.9
Group encounters and/or Recreation	95	2.3
Family Planning and Pregnancy Information	40	1.0
Vocational Counseling and/or Referral	30	.7
Psychiatric and/or Psychological Counseling	38	.9
Educational Counseling and/or Referral	34	.8
Information and Referral	13	.3
Transportation Out of County	10	.2
Medical Advice and/or Examination	8	.2
Deportation	4	.1
Legal Aid	5	.1
Marriage	7	.2
Awareness of Law by "Ride Along Program"	3	.1
Alcoholism Counseling	3	.1
Care and Protection	6	.1
Suicide Prevention	3	.1
Referral to Out-of-County Police Department	1	.05
Tutoring	4	.1
Religious	1	.05
Clothing	3	.1
TOTAL	4141	100.0%

¹Allowing for more than one service per case

February 1, 1974. The second part of the study surveyed (by means of telephone interviews) the families of 75 juveniles who had been diverted during a similar time period¹³.

Based on the sample sizes indicated above, agency records showed that 70.8% of the referred pre-delinquents made some contact with the agency recommended to them by police and 62.9% of these juveniles received some type of service. Records further showed that police personnel initiated the contact in over half the cases, whereas clients were the initiating party in only 35.5% of the cases.

Findings from the client survey indicated that a smaller proportion of pre-delinquents followed through on police recommendations than was indicated by the agencies. According to the client reports, 51.2% of the surveyed families had contacted the agency to which police had diverted them, but only 44% had actually been served by the agencies. However, an additional 18.6% had previously secured some type of community-based treatment on their own. When asked why they had not followed through on the police recommendation; three parents indicated that their child refused agency services, two juveniles stated that their parents would not allow them to

¹³ Responses from the diverted juveniles and their families regarding agency contact were compared with available responses from the community agencies to which they were sent, composing a matched sub-sample of 54 cases. Results from this comparison indicated an 87% (47 cases) correspondence in answers regarding whether or not there had been youth-agency contact. Of the seven cases in which a discrepancy in information existed, six involved an agency indication that there had been contact and a client indication that there had not. One case involved the opposite indication.

receive agency services, three parents felt that the family had resolved the problem themselves, one did not clearly understand the recommendations, and one found the agency's service unavailable to them.

Survey results brought to light the issue of exactly how many clients were actually referred to agencies by police. As reported by 26.6% of the parents interviewed, the police did not refer the family to a community-based agency although a referral was indicated on police paperwork submitted to the Diversion Project.

When questioned about what the police did do, seven parents stated that the police counseled their child either at the police station or at home, two indicated that the police counseled and released their child at the scene of the misbehavior, six parents said that police either notified them to pick up their child or brought the juvenile home (without counseling), and one parent stated that the child was simply questioned at the police station and released. As many as four parents who were interviewed indicated that, to the best of their knowledge, the police did not take any action whatsoever aside from filling out the Juvenile Contact Report. The discrepancies between police records and client response may be accounted for by inaccuracies in either police reporting or in client recollection of past occurrences.

After diagnosing and clarifying the problems involved in the pre-delinquent situation, police most frequently suggested that the youth obtain general counseling from professional agencies or

parties within the community. Agency reports verify such recommendations, as evidenced by their records of having rendered generalized counseling services to 94.8% of the youth who made contact with them. Furthermore, 87.8% of the clients themselves reported receiving generalized counseling from the agencies. Almost as frequently as counseling, it was recommended by police that the youth return home for parental guidance and home-based unified family problem solving.

Many pre-delinquents were sent to various community resources for shelter; however, providers of such a service were more often relatives or friends. Such arrangements were only suggested or overseen by police, and thus had to be agreed upon and implemented by all parties concerned. Another treatment often recommended was peer-group and/or parent-youth encounter sessions which were conducted by private psychologists, churches, two participating police departments, Sunnyvale and San Jose, and other agencies. These discussions not only allowed the pre-delinquents to vent their problems among other youth in similar situations, but also enabled them to gain perspective by viewing other families' approaches to their problems.

Other services often recommended for the pre-delinquents by police were drug counseling, family planning (for girls who were either sexually involved or were pregnant), vocational training, psychiatric examination and/or treatment, and continuing education for those who had dropped out of school prematurely.

Agencies which revealed case information stated that as many

pre-delinquents were served on a short-term crisis basis as were treated on a long-term basis of over a month. Typical treatment sessions lasted between half an hour and one hour, and ranged from one session (31.2%) to nine or more sessions (26.2% of the juveniles served.) Client reports, supporting the agency data, revealed that 42.4% of the pre-delinquent/agency contacts were one-session visits, although a significant number of juveniles and their families (24.2%) indicated that they had attended nine or more agency sessions. The length of such sessions were typically under half an hour.

According to the agencies surveyed, community-based treatment for all but 14 of the 80 pre-delinquents (17.5%) served had been terminated at the time of the survey. In almost half of these closed cases, the agency had judged the pre-delinquent problem to be solved and in one case a parent had made this judgment. Two juveniles and their families had moved from the area, two had had financial difficulty in continuing the services and three simply refused to continue treatment.

3.4.4 Client Attitude Toward Services

Only two parents (3.2% of all those receiving services) felt that their child's community-based treatment program was very helpful in terms of resolving the pre-delinquent problem. Approximately 45.4% felt that the agency services were of some help, but as many as one-third of the parents indicated that they thought the services were of little help. Despite these unenthusiastic reactions toward the agency aid, the majority of parents felt that the alternative, the Probation Department's Juvenile Hall, was not an appropriate reaction

to the problem. The 15 parents (20%) who, to the contrary, indicated that their child should have been sent to Juvenile Hall, stated that such action would either have impressed the seriousness of pre-delinquent behavior upon the juvenile (11 responses), have provided the control that the parent could not (3 responses), or would have prevented the child from running away (1 response).

All the interviewed parents of the juveniles who were diverted to a community-based agency were asked if they felt that they themselves could not provide the help their child needed concerning the pre-delinquent problem. Only 35 out of the 75 (46.6%) admitted that they could not provide adequate help. Of the 17 families who were charged a fee for the aid they received, eight (47%) found it difficult to pay. In fact, four families terminated the services due to a lack of financial resources.

3.4.5 Client Resistance to Agency Help As Reported by Police

In several cases, the reason, according to police reports, that the pre-delinquent was simply sent back to his family for problem resolution was that the family refused to use the professional services of the originally recommended agency. During the two project years, 323 police reports made specific reference to a case in which the families of diverted pre-delinquents

refused the assistance of a community agency¹⁴.

As shown in Table 9, 172 (4.4%) of the families of diverted juveniles reportedly rejected the police recommendation on the grounds that they couldn't afford such services. Fifty-five families (1.4%) stated that they felt no need for further assistance, and 68 (1.7%) indicated that they preferred to settle the problem by themselves within the family setting. Other reasons for refusing to use an outside agency were not specified by the remaining 28 resistant clients.

¹⁴It should be noted that, since the format of the Juvenile Contact Report does not directly call for such information, these 323 references representing 8.2% of all diversion reports may be only a modest indication of such client resistance to agency assistance.

Table 9: Reasons for Client Refusal of
Agency Assistance

Reason	Number	Percent of Diversions
Can't afford agency help	172	4.4
Prefer self-help	68	1.7
Don't need agency help	55	1.4
Unspecified reason	28	.7
TOTAL	323	8.2%

4.0 COST BENEFITS

4.1 Predicted Flow of 601 Cases Through Probation

In order to determine the cost benefits of the 601 Diversion Program, it was necessary to predict the number of pre-delinquent referrals that would have flowed into the County's Juvenile Probation Department had there been no program. Statistics gathered on the flow of 601 referrals during three pre-program years¹⁵ served as the mathematical foundation of the prediction and regression formulas were used to arrive at exact numbers of 601's expected for both project years. Based on such calculations, it was anticipated that 2,758 pre-delinquents would be referred during FY 1972 had there been no Diversion program and 3,360 would be referred during FY 1973. These 601's were then hypothetically dispersed through the probation system in similar proportion to the flow which occurred during the three pre-program years. Table 10 shows the predicted number of 601's compared with the actual number that flowed through the probation system during the two project years.

4.2 Operations Analysis

The development of community based alternatives for pre-delinquent juveniles has impacted the Department in several ways. Although the flow charts discussed earlier indicated that the

¹⁵Fiscal Years 1969, 1970 and 1971

Table 10: Flow of 601 Referrals Through the
Juvenile Probation Department
(Predicted Versus Actual)

Level of Probation	Fiscal Year 1972		Fiscal Year 1973	
	Predicted	Actual	Predicted	Actual
601 Referrals	2,758	1,050	3,360	1,203
a) Juvenile Hall	2,568	1,017	3,128	1,162
b) Citations	190	33	232	41
Delinquent Intake	2,758	1,050	3,360	1,203
a) Settled at Intake	1,906	587	2,322	579
b) Informal Supervision	378	192	460	200
c) Pending	22	30	27	160
d) Petition	452	241	551	264
Investigation	452	241	551	264
Court	452	241	551	264
a) Transfer	4	12	4	22
b) Dismiss	67	43	81	63
c) Non-Ward	50	20	61	21
d) Ward	331	177	405	188
Delinquent Supervision	759	389	926	409
Placement	91		111	
Dependent Child		3		2
TOTAL	2,758	1,050	3,360	1,203

vast majority of initial 601 referrals are settled through non-judicial action, all referrals made to the department involve the delivery of some services involving time and money (See Table 11). Every juvenile who is initially referred to the department comes through Delinquent Intake at a cost of \$20.96. Every 601 juvenile whose case is closed at intake requires approximately 1.1 work hours. Agreements concerning informal supervision made at intake take 1.42 work hours. The cost of such supervision has been calculated to be \$421.49 per case. As a juvenile becomes more involved in the probation system, the efforts expended in the delivery of services increase geometrically. Once the decision has been made to petition the case of a 601 juvenile; processes of investigation, adjudication, and sometimes incarceration are necessary---each involving specialized staff.

Further compounding the strain on the system is the fact that the cases of 601 juveniles are decidedly more time consuming to treat than those of 602's. It takes approximately 2.36 hours to initiate the petitioning process for a pre-delinquent juvenile, whereas only 1.96 hours for a 602 juvenile. The investigation of a 601 case, costing \$203.91, takes approximately 7.7 hours, compared to 6.3 hours for a 602 case. Furthermore, the predominance of girls involved in 601 violations contributes still more to the work strain involved in handling pre-delinquents; since the initial petition process for a female juveniles takes 2.81 hours as opposed to approximately 1.92 hours per male.

TABLE 11: JUVENILE PROBATION SYSTEM COST

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

¹Court costs for Juvenile Probation Department personnel only

*Indicates cost and man hours per month

4.3 Cost Benefits

A projection of the 601 Diversion Program's impact on the Juvenile Probation system in terms of cost benefits can be seen in Table 12. The number of 601 juveniles predicted to be referred during the two project years (had there been no program) would have cost the Probation Department no less than \$1,785,319 and 51,645 hours in the delivery of services. With the Diversion Program in operation during this same time frame, the cost of servicing pre-delinquent referrals was approximately \$744,756 and 23,930 hours yielding an initial "savings" of approximately \$1,040,563 and 27,715 hours.¹⁶

Some of the benefits discussed above were offset by the cost of operating the Pre-Delinquent Diversion Program. For example, as shown in Table 13, the participating jurisdictions were allotted and spent varying amounts of money for purposes of diverting pre-delinquents. The cost of obtaining such police services was \$346,401. Other project expenses such as probation personnel, supplies, transportation, and research and evaluation brought the total cost of project operation for the two year period to \$50, 13 and an indeterminant amount of manpower time. This yielded a total savings to the County of \$531,350.

It should also be recognized that the operation of the Juvenile Probation Department involves certain fixed costs, despite the fluctuating intake of pre-delinquents, which make the "savings"

¹⁶It should be noted that a time lag between case referral, disposition, and data recording prohibits an exact up-to-date analysis at any one point in time.

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It should also be recognized that the operation of the Juvenile Probation Department involves certain fixed costs, despite the fluctuating intake of pre-delinquents, which make the "savings"

¹⁶It should be noted that a time lag between case referral, disposition, and data recording prohibits an exact up-to-date analysis at any one point in time.

Table 12 Time and Cost Differences Between
Predicted and Actual 601 Referrals
(July 1, 1972 - June 30, 1974)

Level of Probation	Number		Time (hours)		Cost (\$)		Time	Cost
	Predicted	Actual	Predicted	Actual	Predicted	Actual	"Savings" ¹ (hours)	"Savings" (\$)
Referral	6,118	2,253						
a) Juv. Hall	5,696	2,179			206,879	79,141		127,738
b) Citation	422	74	329	58			271	
Delin. Intake	6,118	2,253			128,233	47,223		81,010
a) SAI	4,228	1,166	4,651	1,283			3,368	
b) IS	838	392	1,190	557	353,209	165,224	633	187,985
c) Pend.	49	144						
d) Petition	1,003	517	2,367	1,220			1,147	
Investigation	1,003	517	7,723	3,981	204,522	105,421	3,742	99,101
Court	1,003	517			20,752	10,697		10,055
a) Transfer	8	34						
b) Dismiss	148	106						
c) Non-Ward	111	41	(2,331)	(861)	(46,785)	(17,281)	(1,470)	(29,504)
d) Ward	736	365	(15,456)	(7,665)	(310,217)	(153,844)	(7,791)	(156,373)
Delinq. Sup.	1,685	798	35,385	16,758	710,211	336,349	18,627	373,862
Placement	202				161,513		161,513	161,513
Dep. Child		5		73		701	- 73	- 701
TOTAL	6,118	2,253	51,645	23,930	\$1,785,319	\$744,756	^{27,715} 27,715	\$1,040,563

() = figures not added into total because they are included in other categories.

¹ Freed resources should be viewed in terms of absorbtion and redistribution rather than savings.

TABLE 13: ACTUAL DIVERSION PROJECT EXPENDITURES BY JURISDICTION

JURISDICTION	PERSONNEL (SALARIES)		TRAVEL		CONSULTANT & PROFESSIONAL SERVICES		COMMUNITY RESOURCES		OPERATING EXPENSES		TOTAL	
	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%
*San Jose	97,568	81.6	9,996	8.4	12,000	10.0					119,564	34.5
Milpitas	18,262	95.8	405	2.1					397	2.1	19,064	5.5
Sheriff's Office	43,238	96.0	1,800	4.0							45,038	13.0
Morgan Hill	14,207	100.0									14,207	4.1
Los Gatos	9,879	99.15							53	.5	9,932	2.9
Gilroy	16,179	100.0									16,179	4.7
Campbell	18,578	100.0									18,578	5.4
Mountain View	21,860	100.0									21,860	6.3
*Palo Alto	13,425	69.1	3,928	20.2	322	1.7			1,765	9.0	19,441	5.6
Los Altos	8,539	92.5	419	4.5	240	2.6			31	.3	9,229	2.7
Santa Clara	22,430	93.9	900	3.8	209	.9			338	1.4	23,879	6.9
Sunnyvale	29,174	99.1	59	.2	100	.4			96	.3	29,430	8.4
TOTAL	\$313,343	90.4%	\$17,507	5.1%	\$12,871	3.7%			\$2,680	.8%	\$346,401	100.0%

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

estimates above somewhat misleading. The "savings" indicated above should be viewed, therefore, in terms of absorption and redistribution of freed resources rather than dollar savings. For example, several existing staff positions were recently shifted to assignments involved with the Department's developing Youth Service Bureaus.

APPENDIX A

Table A-1: Sex of Project Youth

Sex	Number	Percent
Male	2361	47.2
Female	2646	52.8
TOTAL	5007	100.0

Table A-2: Cultural Group of Project Youth

Cultural Group	Number	Percent
Anglo	3862	77.0
Black	165	3.3
Mexican	915	18.3
Other	65	1.3
TOTAL	5007	100.0

Table A-3: 601 Offenses of Project Youth

Offense	Number	Percent
Runaway	2766	44.6
Beyond Parental Control	2064	33.3
Truant	1055	17.0
Lewd & Immoral	149	2.4
Beyond School Control	122	2.0
Shoplift-Petty Theft	36	.6
Vagrant-Wandering	8	.1
No Support	1	(.01)
TOTAL	6201	100.0

APPENDIX B

Table B-1: Use of Community Resources by Police Departments
(First Year Versus Second Year)

Department	PARENT				PUBLIC AGENCY				SCHOOL				PRIVATE AGENCY				RELIGIOUS AGENCY				POLICE PROGRAM				RELATIVE				PRIVATE RESIDENCE			
	Yr. 1		Yr. 2		Yr. 1		Yr. 2		Yr. 1		Yr. 2		Yr. 1		Yr. 2		Yr. 1		Yr. 2		Yr. 1		Yr. 2		Yr. 1		Yr. 2		Yr. 1		Yr. 2	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
San Jose	223	39.9	281	49.2	149	26.8	85	14.9	16	2.9	37	6.5	101	18.2	97	17.0	34	6.1	12	2.1	21	3.8	42	7.4	9	1.6	11	1.9	5	.9	6	1.1
Sheriff's	159	46.5	218	52.3	50	14.6	52	12.5	27	7.9	29	7.0	50	14.6	61	14.6	36	10.5	20	4.8					16	4.7	26	6.2	4	1.2	11	2.6
Sunnyvale	31	21.1	47	39.5	25	17.0	11	9.2	48	32.7	13	10.9	15	10.2	3	2.5	1	.7			19	12.9	37	31.1	6	4.1	4	3.4	2	1.4	4	3.4
Santa Clara	66	49.6	34	29.1	11	8.3	36	30.8	12	9.0	12	10.3	13	9.8	31	26.5	24	18.0	2	1.7	1	.8	1	.9	4	3.0	1	.9	2	1.5		
Mountain View	43	25.7	24	28.6	27	16.2	13	5.5	50	29.9	18	21.4	29	17.4	17	20.2	5	3.0	2	2.4	2	1.2	3	3.6	11	6.6	6	7.1			1	1.2
Palo Alto	38	55.0	35	57.4	3	4.3	4	6.6	1	1.4	8	13.1	25	36.2	12	19.7									1	1.4			1	1.4	2	3.3
Milpitas	67	56.7	33	35.1	12	10.2	43	45.7	25	21.2	4	4.3	6	5.1	4	4.3	3	2.5			1	.8			4	3.4	7	7.4			3	3.2
Campbell	96	56.8	71	28.2	10	5.9	6	2.4	61	36.1	172	68.3	1	.6							1	.6					1	.4			2	.8
Los Gatos	44	77.2	41	74.5	2	3.5	7	12.7	5	8.8	2	3.6	5	8.8	4	7.3											1	1.8	1	1.8		
Gilroy	44	57.9	74	62.7	11	14.5	5	4.2	11	14.5	5	4.2	4	5.3	28	23.7	3	3.9					4	3.4	2	2.6	2	1.7	1	1.3		
Los Altos	4	30.8	4	26.7	3	23.1					4	26.7	2	15.4	6	40.0	1	7.7							1	7.7			2	15.4	1	6.7
Morgan Hill	20	38.5	33	24.1	6	11.5	2	1.5	17	32.7	85	62.0	1	1.9	4	2.9	1	1.9			1	1.9			5	9.6	13	9.5	1	1.9		
TOTAL	835	43.6	895	43.9	309	16.3	264	12.9	273	14.4	389	19.1	252	13.3	267	13.1	108	5.7	36	1.8	46	2.4	87	4.3	59	3.1	72	3.5	19	1.0	30	1.5

CONTINUED

1 OF 2

COMMUNITY RESOURCES AVAILABLE FOR PRE-DELINQUENT YOUTH IN SANTA CLARA COUNTY

[illegible]

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	Resource	Services Available																			Eligibility Criteria							Fee		Hours		Location															
		Adoption	Alcoholism	Child Care & Protection	Counseling & Guidance	Clothing	Day Care	Drugs	Educational	Family Planning	Information & Referral	Legal	Mental Health	Physical Health	Recreation	Suicide Prevention	Vocational	Volunteer	Shelter	Family Income	Age	Residence	Locale	Mental Retardation	Ethnic	Blind	Handicapped	Court Referred	Alcoholic Related	One Parent	Medical Illness	Fixed Fee	Sliding Scale	No Fee	Monday - Friday	6 a.m. - 5 p.m.	6 a.m. - 12 p.m.	8 a.m. - 12 p.m.	8 a.m. - 9 p.m.	12 noon - 5 p.m.	24 hours	Seasonal					
17.	California Rural Legal Assistance											X								X													X		X	X	X	6 a.m. - 5 p.m.								Gilroy, CA.	
18.	Center for Human Communication			X			X	X	X				X				X					X	X		X								X		X	X	X	6 a.m. - 5 p.m.								Los Gatos, CA.	
19.	Young Life			X																	X														X	X	X	6 a.m. - 12 p.m.								San Jose, CA.	
20.	Children's Health Council				X								X											X									X	X	X	X	X	6 a.m. - 12 p.m.								Palo Alto, CA.	
21.	Catholic Social Service		X	X			X				X		X		X								X										X	X	X	X	X	6 a.m. - 12 p.m.								San Jose, CA.	
22.	State of Calif. Dept. of H.R.D.																X								X								X	X	X	X	X	6 a.m. - 12 p.m.								San Jose, CA.	
23.	Neighborhood Youth Corps I/S			X					X												X	X	X										X	X	X	X	X	6 a.m. - 12 p.m.								San Jose, CA.	
24.	Department of Rehabilitation				X													X						X			X						X	X	X	X	X	6 a.m. - 12 p.m.								San Jose, CA.	
25.	Santa Clara Co. Bar Ass'n. Lawyer Ref. Serv.											X																					X		X	X	X	X	6 a.m. - 12 p.m.								San Jose, CA.
26.	Easter Seal Society		X	X																	X												X		X	X	X	X	6 a.m. - 12 p.m.								San Jose, CA.
27.	Sunnyvale Community Services									X								X			X		X										X		X	X	X	X	6 a.m. - 12 p.m.								Sunnyvale, CA.
28.	Community Coordinated Child Development					X																											X		X	X	X	X	6 a.m. - 12 p.m.								San Jose, CA.
29.	Mountain View Police Activities League								X						X							X	X										X		X	X	X	X	6 a.m. - 12 p.m.					X			Mountain View, CA.
30.	Community Relations, City of Palo Alto									X													X										X		X	X	X	X	6 a.m. - 12 p.m.								Palo Alto, CA.
31.	Alexian Brothers Hospital												X		X																		X									X			San Jose, CA.		
32.	El Camino Hospital					X	X						X	X	X		X				X	X	X									X									X			Mountain View, CA.			

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APPENDIX D

[illegible]

APPENDIX D
INTAKE AND RELEASE SANTA CLARA COUNTY
Juvenile Probation Department

File No. & Status _____ Petition Due _____
 Petition No. _____ Assigned P.O. _____ Unit _____
 Advised of Rights by _____ Date _____
 Date Received _____ Admitted To _____ Citation _____
 DSS Yes _____ No _____
 DSS Worker _____
 Ext. _____ Case No. _____
 Time Admitted _____ Time Arrested _____

PLEASE PRINT

Minor's Name _____
LAST FIRST MIDDLE AKA

Address _____ Zip Code _____ Telephone _____

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

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

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

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

School _____ Grade _____

Reason for Referral: 600 601 602 (Explain) _____

Involved With: _____

Father's Name _____
LAST FIRST MIDDLE

Father's Address _____ Work Phone _____ Home Phone _____

Mother's Name _____
LAST FIRST MIDDLE MAIDEN

Mother's Address _____ Work Phone _____ Home Phone _____

Guardian/
 Stepparent's Name _____
LAST FIRST MIDDLE

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

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

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

SIGNATURE OF OFFICER/REFERRING AGENCY DEPARTMENT

PARENTS NOTIFIED BY TIME

RECEIVED BY (SIGNATURE)

PERMANENT RELEASE

DISPOSITION	RELEASE TO	RELEASED BY	TIME	DATE

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

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

G-20 REV. 7/72

TO: Agency Directors
FROM: American Justice Institute
SUBJECT: Services for Pre-Delinquent Youth
DATE: October 19, 1973

The Santa Clara County Juvenile Probation Department has received federal grant monies for a demonstration project to divert pre-delinquent youth to community agencies for services. Many agencies in the County which provide services to such juveniles are unknown to the participating Police Departments who are attempting to develop resources with some of the grant funds.

As project evaluators, the American Justice Institute is currently surveying social agencies in the County to determine the availability of agencies which can be used by police for their referrals of pre-delinquent youth.

Would you please fill out the brief questionnaire enclosed regarding the appropriateness and responsiveness of your agency and return the form as soon as possible. A self-addressed stamped envelope is also enclosed.

Thank you for your cooperation.

Appreciatively,

THE AMERICAN JUSTICE INSTITUTE

Enclosures

JB/tp

END